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"Ever thing comes t' him who waits
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NEW LIFE FOR CITIES AROUND THE WORLD
INTERNATIONAL HANDBOOK ON URBAN RENEWAL

A compilation of the proceedings, selected papers, reports, supplementary and graphic materials prepared or assembled in conjunction with the first International Seminar on Urban Renewal, held in The Hague 22-29 August 1958.

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The structure of a city reflects the life, activities and vision of its people. The challenge facing the citizens and their leaders of the city of today is the molding of an environment worthy of the potentialities of a contemporary society reflecting the human and dynamic activities of a community of the twentieth century.
This handbook is dedicated to those officials, civic leaders, and lay citizens who, through their vision, wisdom, and determination, have been instrumental in bringing about any actions which have resulted in making their communities more vital, wholesome, and liveable.

The editor wishes to pay special tribute to:

Hugh R. Pomeroy, for his wise professional counsel during the organization of the Seminar program and for his masterful performance as Moderator at the Seminar sessions;

My wife Helen, who during the entire period of the preparation for the Seminar and the editing of this handbook has given tirelessly and abundantly of her time and skill, without which this volume would not have been possible.

Cities are what men make them,  
Whatever these cities may be;  
Slothful, sloven, sleepy;  
Progressive, beautiful, free.

If the hearts of the builders are noble,  
At one with the day and the deed,  
They'll grow into greatness and grandeur;  
For thus it was ever decreed.

That cities are what men make them,  
Whatever those cities may be;  
Set out on the desolate desert  
Or down by the surging sea.

Though they cleve to the breasts of mountains  
Or nestle by rivers broad,  
Cities are what men make them  
On land that is given of God.

(Author not indentified)  
— from The American City Magazine,  
courtesy Harold S. Buttenheim.
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Lijnbeek Precinct, Rotterdam

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A few great social changes are destined to make their way in comparative silence, noted by poets, prophets, off-beat socialists and only much later by the rest of us. Not so with urbanization, surely one of the most highly publicized tendencies of modern times now exerting themselves upon the visible and invisible faces of the modern world. The growth of cities is unceasing; the internal pressures being built up by this growth are unmitting; and the social changes which urbanization — itself both a result and a further cause of change — is creating, are already spectacular and occasionally terrifying.

A great percentage of the world's population is now being subjected to the impact of crowds, organizations, petty officials, dangers to life and limb, as well as to widened opportunities for jobs, for cash income, excitement, friends, and the rapid exchange of goods, services, ideas, emotions. The "sense of the city," which first developed in medieval man in Europe, is now a common experience among uncounted and uncountable millions.

Along with this newly-developed consciousness of the city, the new urban man talks much of the "evils of the city." And yet the realization is growing that these so-called evils come not so much from the city itself as from the flooding inward of the poor, ignorant, unhappy and diseased, who bring their problems, their maladjustments and dire needs with them. Perhaps the great urban sickness of today is mobility shock: the inability of the newly-arrived to adapt to the requirements of organized (and often over-organized) urban life.

But the "evil city" is chiefly a concept reflecting man's disappointment in himself, rather than in his environment. The city itself is not evil: it is a creation of man and must reflect his aspirations and failures, his achievements, ventures and unfulfilled dreams.

And for centuries one of these dreams has pictured the over-youthful city, the Beautiful City, the city with its wrinkles continually removed by some miracle of plastic surgery; a city so filled with injections of vitamins (new industries) and life-giving draughts from some Fountain of Youth (eager newcomers) that it would never grow old.

Such fancies have gradually evolved into the theory and practice of urban renewal which has now become a major force in the rejuvenation of the many cities of the world. Urban renewal is exerting a fascinating "feed-back" influence on the planning and creation of new cities, towns, sections, satellite towns, and upon a host of other governmental experiments in controlled or directed urban growth.

Even the limited experience produced by recent experiments has reminded us that the essence of urban renewal is people. For no city can be physically renewed without displacing some people, discommoding others, benefiting still more, and perhaps driving a few others into bankruptcy. Unlike the building of a New Town, which generally displaces a few handfuls, the process of renewing old neighborhoods may move or upset the lives of thousands of families.

And this process MUST be predominantly a process of negotiation and persuasion. It touches the intimate life of a wide segment of any community. While it offers the private developer a new avenue for investments, it requires also the investment of a new supply of both political and emotional capital. (The new "capital-formation" among the political bodies is something to behold.) Hordes of new agencies, departments, governmental organizations are being set up in every major country — new devices, new techniques for the renewal process.

Furthermore, urban renewal requires somebody with power to adopt and enforce the "injection" theory, where new streams of good wishes, aesthetic improvements and public assistance are injected into old neighborhoods.

But above all, it seems to me, urban renewal requires of its practitioners the keenest understanding of the human necessities of urban life. In many parts of the world it is quite apparent that the most notorious local slums have built up a community life based on friendships, personal dependencies and emotional status which is shattered by the typical slum-clearance tactic. No matter what sort of neighborhood we speak of here, it is built upon "neighboring" and mutual interdependence. Such qualities of life are not easily gained, and can be too quickly lost amid the process of tearing-down and rebuilding.

Hence the processes of urban renewal must be applied with great caution, sympathy and understanding. Professional public-housing managers in the United States have now had a decade's experience at building and managing large, soundly-built "projects" which may contain 10,000 persons. But for many of them the new concept of managing groups of remodeled old houses, re-designed as homes for low-income families, has been a difficult one to accept. Yet there is mounting evidence in many American cities that a family moved into a mammoth "project" amid an endless sea of strangers often suffers a traumatic experience, especially if that family has newly arrived from a totally different environment.

Many such great projects, it turns out, have created new social problems as serious as those caused by the inadequacies of the old slum housing. The life of its tenants has become over-organized; many new arrivals are terrified by the crowds; and few of them can quickly find the ecological niches which prevailed in their old, familiar, yet insanitary homes. (Which is not to gainsay the process, or to deny the necessity for slum-clearance; but to emphasize the needs of people who all too often are swept up and swept out by a careless or heedless official hand behind the renewal process.) This is a real problem for the professional city planner, sociologist, or "houser," and in its solution lies one of the great opportunities for creating the livable city of the future. The objections being raised in many cities against the "project approach" toward renewal may be nothing more than a reaction against the over-organization of life. But the urban critics in European and North American journals who criticize the "antiseptic city," the "project city," and the "bulldozer approach toward urban renewal," are expressing a deeper anxiety. For they see urbanization not only as one of the world's greatest population movements, but as a potential liberalizing force in world history. These urban renewal critics, a restless and sometimes unreasonable lot, have watched the New City emerging from the planners drawing boards; they have studied the Project City embodied in many a multi-million-dollar venture; and their disappointments are reaching a wider audience. Especially are they disappointed at many of the results of renewal efforts of recent years. For it is in urban renewal that many "developers" have shown their weakest sides (or should I say, the weakness of their strength?) Surely one of the least pleasing aspects of urban renewal is the New Brutalism inherent in an excessive dependence on total slum-clearance, on carrying great holes out of the urban fabric which only time and slow human adjustment can heal over.

Soon let us hope the bulldozers will be brought under control; and urban renewal will become in fact, as well as in government phrasingology, a part of the community's "workable plan."

Some of these hopes, fears, and intimations of the future permeated our discussions at The Hague. It is quite true that we neither discovered nor devised a formula which could be thrust into every city of the world. While we sought then, and seek now with this publication, and seek even with mind, an attitude. No nation has a monopoly on knowledge or technique; nor is there a Single Wisdom for all of urban life. The attitude we seek in one by which each nation and community can work out its own solutions to the urgent pressures of city life and growth.
It is only in recent years that the problem of urban renewal has come up for discussion between people engaged in planning activities in Sweden and the other Scandinavian countries. Even then, it has not been so much a question of clearing slum areas for new housing as of a complete transformation in the character of a certain district of the city. Existing buildings often prove to be obsolete and unsuitable even when they can continue to be used for some years for their original purpose. But even if there are few real slum areas in Swedish cities today, it does not mean that the buildings will last forever. For this reason, this type of international seminar on urban renewal, where planning officials and experts from closely-related spheres of activity come together, will be of great value. It is, of course, quite true that different countries have different legal backgrounds when it comes to carrying out renewal programs, but, on that point also, the first International Seminar on Urban Renewal has, I think, given a lot of impetus.

Urban renewal is likely to create a number of delicate problems in those cities (and this applies to most of the large European cities) where the historical development has taken place over a number of centuries and quite ordinary and obsolete buildings are mixed with buildings tied to the traditions of the city or the whole country. Such cities have, invariably, very strong planning traditions also, and the planner has therefore a great responsibility to their inhabitants to create (without violating those traditions) new parts of the city and give them not only a new life for themselves, but also the means to influence and revive the old parts. In such cases I think it can be of great value to bring together, in international seminar groups, professional people to analyse and discuss the problems in order to appraise the various influencing factors, such as the traditional backgrounds, the planning developments in their own cities, and a more international view of the future form of a metropolitan area. From the experiences of Stockholm and other cities discussed at the Seminar I think it will be possible for other countries to draw the conclusions that parts of a city can be modernized without the sacrifice of traditional features.

The renewal problems of the great metropolitan centers of North America are not dissimilar in kind from those of the great cities of Europe. In writing this preface, I have concerned myself with what the International Seminar has to offer to the small and medium sized city in the United States and Canada. It has undoubtedly come as a sudden and unwelcome shock to many cities to realize that they are already severely blighted and are in need of urban renewal action on a wide scale. Shock, because it is felt subconsciously that relatively new and prosperous cities should not have so quickly reached a state demanding so drastic a remedy.

The reasons for the present condition of these cities are in part historic and in part economic and social. Cities are now reappraising many of the results of pioneer methods of land subdivision and the pioneer attitude towards building. The city structure, physically showing many signs of its original settlement, has been overstrained by surging economic growth and the attendant pressures of population, traffic and indiscriminate reconstruction. The advantage which the medium sized city has over its great metropolitan counterpart is that time has not yet run out. If it is still possible to take comprehensive remedial action. Before action is started, however, it is necessary for the warning signs to be recognized and for the direction of action to be known.

For these cities, the International Seminar on Urban Renewal may be both a warning sign and a finger post to the future. Here are the experiences of great metropolitan cities, Rotterdam, Stockholm, Cincinnati, Warsaw. Here are the records of action forced upon the metropolises by the inexorable pressure of events. These are the warning signs.

The medium sized city may see in the reports of the Seminar the possibility of avoiding the most severe incidence of decay, with the resultant necessity for almost crippling expenditure on redevelopment, by the formulation of a consistent and comprehensive city planning policy. Such policies are true pointers to the future, for it is through the integration of planning, renewal, public works, housing and capital expenditure into one urban development policy that medium sized cities may yet attain balance, vitality, and urbanity.

It is well known that Latin American countries have one of the highest rates of urbanization in the world which reflect deep economic changes. The principal cities in Latin America, planned originally during Spanish domination, were laid out as small villages on a rigid gridiron pattern. Through the centuries, growth has followed this layout. However, during the first years of the twentieth century, substantial changes took place: Buenos Aires, for instance, grew from 25,000 to 800,000 inhabitants. By 1780 it was 8½ million souls. Similar growth took place in Rio de Janeiro, Sao Paolo, Caracas and Montevideo. Politicians, industrialists and land speculators were until recently the only "planners" in these communities. City planning, urban renewal and slum clearance were, until recently, new words and unknown techniques to the great majority of mayors, city councilors, officials and university graduates.

The publishing of the conclusions of the International Seminar on Urban Renewal will help us, the people of Latin America, immensely. We cannot claim spectacular projects as those shown by our colleagues in Europe or North America since our problems are different as are our resources. Besides, we are just beginning our battle for planning and renewal. But to gain the confidence of mayors, city councilors and officials, and to educate new technicians and find ways that may help us to achieve the ends we are looking for, is an immediate task which can be accomplished only through sound and feasible solutions to our most urgent problems. That is why the knowledge - of how other cities in distant countries are facing their future, of their experiences, their laws and standards, of the techniques they have developed - is much more than a guide for us to follow. Man's essential needs are much alike in all industrialized countries. The fulfillment of man's needs is a target for planning technicians, public administrators and officials.

We, living in countries of recent and rapid industrialization, have the opportunity of learning from the experiences of others and should try to avoid their mistakes. I know of three or four cities in Argentina where solutions to their urban problems were possible until about five years ago. Due to lack of vision of the administrators of those cities and the sceptical attitude of technicians towards the benefits that could be achieved through planning and urban renewal to find satisfactory solutions, it is now very difficult, if not too late.

The results of the International Seminar on Urban Renewal point to these mistakes and open encouraging possibilities. We are now responsible to see that these possibilities are seriously developed.
The first and most difficult obstacle on the road to urban renewal is overcoming the several types of obsolescence and its structures. The deadening effect of obsolescence applies equally to legislation, administrative, social and financial structures as it does to the physical structure of buildings and neighborhoods. Age, tradition, archaic bureaucracy, out-dated codes and ordinances, combine to retard and often defeat programs aimed at reforming practices. Long-term attitudes of owners of slums and blighted structures, lack of dynamic, forward looking community leaders, these and similar conditions delay rather than encourage change — and change is the one phenomenon which is prerequisite to renewal that greater life and vitality may accrue to the city.

With the rapid growth of cities everywhere, most urban areas are struggling to expand boundaries, administrative jurisdictions or both. The conflict is most intense where the central city and its residents attempt to swallow up the adjacent suburbs, their services, parks and open spaces, roads and residential areas. Central city pressures are gradually engulfing their suburbs, but usually only after long and costly struggles. Metropolitan government, now on the horizon, seems to be one solution. However, urban dwellers should never get the idea that metropolitan administration will be the panacea to the central city suburban conflict. It may be a move in the right direction; but cities are abnormal, unpredictable, erratic. We need never expect utopia, but we might look forward to gradual improvement, greater vitality through change, and renewal.

The older the city — the more the physical structure is a composition of ancient buildings, the greater the local traditions, imagination, services and social conditions the more difficulty there is change. In some countries the reverence for the past (irrespective of value) parallels a cult or religion. In some western countries the worship of the past is almost pronounced as almost a religion. In the past, societies had a strength which social customs of the east are rapidly changing and a similar change is inevitable in the west. Cities mirror the will and wisdom, the ideas and ideals of men. The structural fabric of the community has little or no value apart from its ability to afford men, needs and desires. The life of the city is in the life of its people, and the physical and social structure of the city must be renewed in order to nurture the life of a contemporary society.

Twentieth century technology has brought marked changes in the lives of the peoples throughout the world of such scope and magnitude that the average human has difficulty keeping abreast of them. Many of these technological advances relate directly to the physical structure of the city — to the way people live, produce and move about. The urban structure becomes obsolete at about the same pace as technology advances.

The dynamics of urban renewal are reflected in the reports on renewal programs presented in this volume. The wide range in renewal activities between countries is interesting, and even more interesting is the noticeable variance in the dynamics of different cities within any one country. Reviewing the reports on urban renewal, it is interesting to note that energy in any city is directly proportional to the energy of its citizens. Long-term vitality and maintain vitality is necessary. Maintaining vitality means constant renewal, persistent change and disposal of obsolete elements of the urban fabric. The salvation of the contemporary city, the life and continued usefulness of urban areas, will depend in large part on dynamic and effective renewal.

The first International Seminar on Urban Renewal had essentially two objectives: first, to bring together, by invitation, selected, distinguished city and government officials and experts in urban renewal for formal and informal summit level discussions to exchange ideas, to lay down guidelines, or otherwise to bring new life and vitality to our city cores — those central urban islands which are being strangled by 'city heart disease'; and second, to publish and distribute as widely as possible the implications of these discussions and resulting conclusions. Those in attendance agreed unanimously that the discussions were an outstanding success.

The second objective is fulfilled, in part, by publishing and distributing this handbook. The contributors and editor will feel amply rewarded if this volume will serve to achieve a more logical direction, inspire, or form the basis of more dynamic and effective renewal programs in urban areas of the world.

A few papers which were prepared but not included were those for which permission to reproduce was not obtained or which the editor felt added little, if any, value or significance to the handbook. Certain modifications in contributed material were necessary for this and any uncredited material the editor assumes responsibility.

In order to accomplish the two objectives, many people and organizations gave generously of their time, talent and money, publications and material for exhibit; and last, but not least, their enthusiastic support to this international venture. The editor is deeply grateful to all who contributed in one way or another to the Seminar and to this publication. Space does not permit a listing of all who assisted, or even a complete record of the discussions. However, for those interested in the techniques of the organization and operation of this conference, a brief sketch is included in Section 13.

In addition to the contributions and support coming from dozens of countries, cities, organizations and individuals abroad, special recognition is given to those who rendered substantial assistance in the host country. Sincere appreciation and acknowledgment is expressed to the International Federation for Housing and Planning, the Netherlands Housing and Town Planning Institute, their officials and leaders, for their readiness to sponsor this experimental Seminar; the several hosts in the Netherlands, the Dutch Government, the Cities of The Hague, Amsterdam, Rotterdam and Waardenburg, the Institute of Social Studies and the Old Court (the former Palace of the Queen) for providing or arranging for facilities, services, receptions and countless other gracious gestures; special appreciation is accorded the Municipality for the hospitality it provided funds to meet most of the expenses inherent in this program and, finally, to the participants who brought a wealth of knowledge and experience to the discussions, sharing it unselfishly with their colleagues and, to a large degree, by their personal contributions and liberal and friendly exchange, insured the success of the program.
## SEMINAR CONCLUSIONS

Underlying the deliberations of the Seminar was the realistic appreciation of the present rapid growth of urban areas in all traditions, of the members of each family and parts of the world. The thirty-three participants, representing twenty countries and the United Nations, brought a wealth of knowledge and experience to the discussions, considering the problems of accommodating old inherited city centers to the changing characteristics of today and the anticipated rapid urban growth of the future.

To some participants the adaptation of these old urban centers to the needs of larger cities was chiefly a matter of demolishing 19th century development and replacing it with new construction to meet modern standards. To others, the problem appeared chiefly as a delicate application of contemporary measures while preserving ancient monuments. To still others, the issue was one of raising standards in the worst areas to a tolerable level to tidy up the city until higher incomes could make higher standards possible.

The conclusions here outlined were not voted upon but grew out of formal and informal debate and were those basic convictions and themes upon which there was general consensus as they developed and were supported in the course of the discussions.

The majority of conclusions relate essentially to the topics, each of which was the subject of one of the working sessions. Most of them were expressed, in part, in papers prepared for presentation at the sessions and in part, developed in the course of the discussions which followed. A few of the conclusions are somewhat broader in nature and relate to two or more of the topics discussed. Most of the conclusions, however, are embodied in some form in the reports of the teams of reporters which may be found under their respective working sessions presented in PART TWO: Seminar Proceedings.

In drafting the conclusions, the editor has reviewed and appraised the recommendations in the papers of the discussion leaders, the recorded discussions following the presentations of these papers, reports of the teams of reporters as well as miscellaneous notes. There is apparent overlapping of some conclusions; each, however, stresses at least one point, sometimes from another perspective. Most conclusions, like the problems of the cities themselves, are inter-related and not easily considered entirely apart from the total composite of urban dynamics, development and renewal.

The editor believes that the conclusions reflect the opinions of most, if not all, of those participating in this International Seminar on Urban Renewal. The conclusions are summarized as follows:

### A. RENEWAL AS AN INTEGRAL PART OF THE GENERAL CITY PLAN

1) Urban renewal plans must develop within the framework, and be an integral part of the general plan for the physical development of the entire city; and the city plan must in turn be an integral part of the plan of the urban region (metropolitan area).

Most cities are portions of urban agglomerations, often known as metropolitan areas. Those living or working within any part of the region may circulate freely in and all of the sub-areas of the region. The individual's pattern of circulation is region-wide, and the patterns of land use and circulation must be conceived and planned on the scale of the entire region. Although urban renewal programs are carried out on a project by project basis, the planning of each project must be in harmony with its surrounding environment and form a logical and functioning part of the entire urban community.

2) Urban renewal should encourage and encompass the revitalization of all elements and parts of the urban structure simultaneously and continually. The urban area must be conceived as one living body. The health of the whole is directly related to and dependent upon the health and vitality of each part. In spite of the local injections and patches (projects), urban renewal in the truest and broadest sense of the word means "renewal of the urban body as a whole, living structure."

A realistic and effective renewal program must encompass at one and the same time the remedies and improvement of patterns of land use, systems of circulation, procedures for effectuation, measures for financial stability, methods of relocation, means of social adjustment — those and other positive objectives — all within human possibility, human comprehension, human scale and human dignity.

3) While elements of a renewal program may be thought of on a project basis, in reality, the rebuilding of even one area in the central city may well result in revitalization problems which are metropolitan-wide in nature.

Inasmuch as the relocating of hundreds of families from any one area might mean the complete readjustment of most, if not all, of the activities of each family, and its membership of each sector, the inherent social and related consequences are far-reaching. The consequences may be more negative than positive. Although the rebuilding of an obsolete portion of the urban fabric may be highly desirable for many reasons, the uprooting of hundreds of families with resulting social adjustments must be as carefully considered, planned and effectuated, as the planning and construction of the physical elements of the area in question.

4) General plans should be developed with the content of the individual economy, the local traditions and human values to which the people adhered.

A busy and growing industrial community may easily develop more rapidly and its citizens have traditions, living habits and values quite different from those in a community which is centered around the life of a university or administrative complex.

5) Urban renewal planning and urban area planning will be more meaningful and effective if there is an intermediate stage. This stage would be the planning of districts within the city.

Planning districts are limited physical areas which may be conceived and related to the place where one lives or works. Each planning district may have a central focal area as well as district boundary.

### B. RENEWAL RELATIVE TO LAND USE AND CIRCULATION

6) Central city areas must include a variety of associated and compatible uses which can not be relegated to non-central areas: different, small business uses; institutions for special education; parking facilities, etc.

It must be kept in mind that a city — and particularly a city center — is a living entity, a constellation of activities, pregnant with constant change, never invested with a static character, but requiring land for change and expansion.

7) Urban vitality in central city areas can not be achieved by limiting the use of land to one activity. It is essential to achieve a balanced variety of land uses in central urban islands to assure a diversity of activities conducive to vitality.

Mutually exclusive zoning should not be applied to any large central city areas. Such zoning may be logically applied to sub-areas within the urban island, but should be so planned and regulated as to allow and encourage compatible complementary activities. This policy may well redound to economic benefits and assure greater vitality to central areas.

8) There is an increasing realization that for public good (and in the long run for private good) many problems related to the renewal of cities would be minimized if the cities had long term controls over land use, whether by zoning or by purchase and leaseholds. It appears that one of the serious problems of the cities of the world is land speculation. Lacking public ownership or adequate controls, the use of land has often resulted in land use of public good at the expense of public good. Logical and lasting urban renewal should strive to find a balance in stimulating and achieving both private and public good.
CONCLUSIONS

Value, as such, is not inherent in the land itself, but rather in how and for what the land is used. The fruits of private enterprise and investment of capital depend primarily on what is done with the land. An outstanding example of this is one of the most profitable private investments (with public good) existing in the world today — Rockefeller Center in the heart of New York City. Rockefeller Center is built on land which is leased, and not owned, by the builders of the Center.

9) Successful development and redevelopment depends as much upon a satisfactory pattern of circulation as upon a logical pattern of land use. In order to minimize the problems of circulation and congestion in central city and other high density areas, it is essential that all land and facilities of transportation (rail, rubber; surface, underground, overhead; land, water, air) which serve the urban area, must be planned as one coordinated program.

Inasmuch as the citizen of any area pay (directly or indirectly) for the ways and means of circulation within the area, it seems only logical that those who pay the costs should demand the most efficient service for their investment.

10) Major routes of circulation usually determine major patterns of land use; however, minor routes of circulation should be designed to serve the use of land.

Industrial and commercial land uses are located along major circulation arteries: waterways; railways; main highways. Local streets serving industrial, commercial, or residential use areas should be designed as service and land access routes to those uses.

11) Central city areas must be designed to accommodate automobile and pedestrian, and so planned to achieve the greatest ease and safety of movement of both types of traffic with the least interference one with the other.

In planning central city areas (or similar potential core areas), the design should be based on the conception that the automobile is space consuming, whether moving or stationary, and that the pedestrian consumes relatively little space, moving or standing still. Likewise, it must be realized that each type of traffic operates at its greatest efficiency and safety when separated from each other and when provided with its own right-of-way.

12) The automobile is the servant, not the master, of cities and the city-dweller. City plans must recognize the increasing use of the automobile; but neither people nor plans should be dominated by the car. Cars need not be banned from the city center, but priority must be given to that form of traffic which is (and should be) predominant in certain given areas. On the major highways, vehicular traffic must have priority. In central city shopping streets, pedestrian traffic must have priority.

13) Cities must be planned and replanned to protect men, women and children on foot from the vehicle. Cities are built for people, and in most congested areas pedestrian traffic must be given priority over other types of traffic.

Urban pedestrian areas of all types (shopping, recreation, etc.) have proven to attract more people and, as a result, become more desirable for the use designated.

14) For efficient circulation, each type and speed of traffic must be provided with its own right-of-way, and this (in so far as possible) only for the type and speed of traffic for which it was designed.

Traffic flows in urban areas might be classified as:

a) through, inter-city, or inter-regional high speed traffic. This type is generally carried by high-speed rail or rubber-tired vehicles on limited-access rights-of-way; b) intra-city (not local) relatively high-speed traffic, usually carried by medium-speed rail or rubber-tired vehicles; c) local, land-service, relatively slow-speed, intermittent stopping traffic. (Traffic flows for the above should be provided with the types and capacity of terminal facilities to prevent retarding of traffic flows on the traffic arteries, congestion at entrances or exits to traffic arteries or at near-by intersections, or undue congestion); inter-city, or sub-regional arteries; d) pedestrian traffic — which should be served by vehicular-free pedestrian areas designed with amenities and facilities to provide the pedestrian with safe, pleasant and comfortable means of movement in an attractive and human environment.

15) One of the basic objectives of renewal should be the minimizing of the conflicts and conflicts between the traffic system of the area in the foreseeable future. The renewal area should incorporate patterns of land use and circulation of sufficient duration to serve at least the economic life of the redevelopment, if not longer.

The permanence of structures and facilities should have direct relationship to the potential obsolescence of structures and facilities. Leases, mortgages, amortizations of investments, economic life of structures, permanence of construction, should all be planned in so far as possible to be in balance.

D. RENEWAL STUDIES AND PROPOSALS

19) The heart of the city, as the heart of the human, must be enlarged as the body grows. Nature provides for the growth of the human heart, but man must make provision for the growth of the urban heart. Any restriction in the growth of either heart results in congestion and eventual strangulation. Life of the urban heart must accommodate and stimulate the life stream of the body 24 hours a day. Likewise, the urban heart must accommodate and stimulate the "life blood" of the city if the city is to survive — and it might be observed that any city which is really "alive" has a heart that does not cease to function at 5 p.m. or 8 p.m. or 10 p.m. or 7 a.m. or 9 a.m. or 6 a.m. or 2 or 3 a.m., etc.

The permanence of structures and facilities should have direct relationship to the potential obsolescence of structures and facilities. Leases, mortgages, amortizations of investments, economic life of structures, permanence of construction, should all be planned in so far as possible to be in balance.

C. RENEWAL AREAS: APPRAISAL AND SELECTION

16) Urban renewal comprises three constituents:

a) Redevelopment (clearing and re-use of land); b) Rehabilitation (repairing, refurbishing, remodeling or replacing of a building in a group of buildings to insure continued use); c) Conservation (preservation and protection of structures and areas present in acceptable condition, or structures or areas which have architectural or historical value).
life stream of the city. To make the urban heart
even more livable and more human, residential
activities must be encouraged — certainly not
excluded. Accommodation of all human activities
in the expanding urban heart will reduce congest-
ation, avoid stranglelal, and stimulate urban vi-
tality — the object of urban renewal.

20) Cities must be planned and replanned to human
scale. The citizen can only appreciate that which he
can comprehend. A person can see his street, and
visualize his neighborhood or urban island. Beyond
this area, the average person has only vague con-
cepts and relatively little personal concern.

Scale is a design quality, and human scale can be
achieved irrespective of the density or height of
structure.

21) The problem of urban densities is a problem of rela-
tivity. Inasmuch as urban area and sub-area of
each community may have special factors affecting
densities, no universal formula can be devised or
applied which has any real sense of validity. The
needs and desires of individuals, families and groups
of people vary in time and place. Land use plans and
regulations must be adjusted to meet the needs and
desires of those who use the land over time. One
must recognize that some people wish to live on 5
acre estates, others prefer small apartments on the
15th floor in the heart of the city both would be possible.
As the population of urban areas of the world increases
and as available urban land in and around present cities become less and less, increased density on the land seems inevitable. Increased density in itself is not undesirable — it is how this dense
is placed on the land and what amenities are available, and if the general quality of living is satisfactory — these and similar attributes are equally important to the problem of the number of people on a certain unit of land.

22) Cities will continue to expand, and the function of
the business area at the core will become more im-
portant. Broad land reserves will be needed to cope
with the heavy requirements of the future.
The lack of land reserves in the central areas of
our cities of today is one of the main reasons for
congestion: lack of space for needed public build-
gings and cultural centers, all-street parking, recrea-
tion and breathing space. The over-crowding
of land and the lack of open area reserves is, in
the long run, economically unsound. In nearly all
cities, the most dense and valuable land bor-
ders on open areas. Undoubtedly this same situ-
ation will hold in the city of tomorrow as in
the city of today.

23) Existing urban open spaces should be preserved as
open spaces and maintained for the use for which
they were originally designed. Most open spaces in
the older cities were planned for some type of pe-
destrian use. This use should be maintained.

In too many cities, open spaces, plazas, squares,
etc., have been blighted during recent years by
their conversion into parking lots — a practice
which should be discontinued and abolished for
the maintenance of civic values.

24) The reservation of unassigned open space in the
near urban centers is an essential public investment
of lasting value.

History has shown through the centuries that towns of
enduring value have adequate space. Open space is one of the best remedies for blight, con-
gestion, declining land values, and a host of other
problems associated with our growing urban areas.

25) Urban open space can be achieved and maintained,
irrespective of the density of land use. The problem
is not one of density, but one of design.

Relatively high net density use areas may be
achieved in conjunction with surrounding open
space. Even in high density mixed-use, central
city area open space is quite possible and desirable.

26) Inasmuch as many structural elements and related
equipment of buildings become deteriorated or ob-
solete with years from original construction, it is
concluded that the life of a leasehold on land
should more nearly approximate the economic life-span of the structures on the land.

Urban renewal actions frequently involve the pur-
chase of both land and buildings. The costs in-
volved are often excessive inasmuch as there is
little relation between the economic life of the
structures and the potential value of the land.

27) With modern technology, new and better materials
and methods of construction are developing with ever
greater rapidity. As a result, all existing elements of
the urban structure are becoming obsolete faster and
the need for applying methods of urban renewal is
increased. Structures which are being built today
should be designed with the knowledge that they
may be obsolete tomorrow.

Experience has shown that renewal projects and
traffic arteries are often obsolete within a very
few years.

28) Structures which house activities subject to rather
rapid change (quality or quantity) should be designed
to accommodate such change. This holds true, es-
specially, for activities which utilize equipment or
processes which tend to have relatively short periods
of usefulness because of technological advance or
social change.

This problem of obsolescence has been clearly
shown in industrial activities and processes, many
commercial activities, hospital and health services
and facilities, educational activities, etc. It is de-
sirable (if not essential) therefore, that rapid ob-
solescence and change be fully recognized and ac-
commodated when planning or replanning facilities
for such activities.

The plan of a building, a group of buildings, or the
central area of the city, must incorporate the concept of change and adjustment to meet new
and changing needs and demands. The dynamic
character of the city and, especially the central
area, must be reflected in "flexible plans."

29) For satisfactory renewal programs it is essential to
have a sufficiently large staff of competent and im-
aginative personnel devoting enough time and effort
to determine patterns of desirable development and re-
development to serve as guides for public and pri-
ivate capital expenditures.

Lacking guides for orderly development and re-
building, the consequences will be confusion, ill-
advised investments (public and private), over-
or under-building of facilities and other related
developments all resulting in congestion, unlight-
fulness, unbalance and a composite of poorly func-
tioning, uneconomic and self-defeating civic ele-
ments.

E. RENEWAL PROGRAMS:
THEIR EFFECTUATION

30) The building and rebuilding of cities is (and will con-
tinue to be) a cooperative enterprise of public and
private interests representing the investment of public
and private funds. For well planned and replanned
communities where all types of structures and facili-
ties and services are designed to meet the needs of ordi-
nary, balance, livability and attractiveness, it is
imperative that public and private interests work
in singleness of purpose. Now ways and means must be
developed to promote and insure the collaboration
of public and private planning, financing and building
programs. It is essential to change the concept of
financial, political and other forces of city building
and rebuilding from "public VS. private" to "public
AND private."

Guides outlining desirable goals and standards for
civic betterment must be developed cooperatively
by public and private interests. Cooperation will
bring about desirable results and environments
which would be impossible otherwise. Successful
renewal programs (Philadelphia, Rotterdam, Balti-
more, Stockholm, to mention a few) have proven
the validity of such cooperation.

31) Renewal planning by government direction and/or
participation must be within the citizen's sphere of
understanding and administration at regional and lo-
cal levels. Some over-all direction on national poli-
cy and financial control may be necessary at the state
level, but this should not interfere with local aspira-
tions and administration.
Public appreciation of the advantages likely to accrue to them from sound renewal programs is essential and, the greater the appreciation at the local level, the greater are the possibilities of success.

32) To encourage private participation and capital investment in urban renewal projects, it is essential for an official agency to lay down basic requirements for guiding redevelopers in preparing plans. This would involve definition of project in terms of designation for official action under law, precise boundaries, land uses, intensity of use, principal circulation routes.

To achieve the most desirable results for both public and private good, these designations should be based upon (and be compatible with) the plans for the development of the surrounding areas and of the community as a whole. The policies and plans for a project must be an integral part of the policies and plans of the city.

33) Effective renewal, in the long run, must be based upon a strengthened and enlarged publicly-supported program of rehousing, relocation and re-education. The process of renewal is continuous, irrespective of policies, plans or guidance. The processes will be more effective, however, if intelligent and wise policies and plans serve as guides.

34) Urban renewal programs must include plans for relocating displaced persons.

It is imperative that renewal planning, general city planning and the program of the local housing agency be closely integrated in order to achieve the most effective results.

35) A new approach to urban renewal has been tried with considerable success. Rather than clearing and rebuilding the most blighted areas first, renewal on the periphery was undertaken initially. This process converged on the worst areas in the more central sections — a method which may prevent the spread of blight.

36) Effective renewal will depend upon creative collaboration between developer and city as well as upon opportunities for creative imaginations in the designs themselves. The renewal concepts of the city officials and the developer must be harmonious.

Consideration of the proposals of private developers by official bodies should not be solely on the basis of the lowest bid. Once the best proposal has been selected, the terms may be worked out through negotiation.

37) Effective local renewal programs must challenge and be supported by both public and private bodies. A program for renewal must be supported by all political parties and civic-minded organizations. Where effective renewal programs are under way they have had the inspired support and whole-hearted backing of the local government bodies, official city agencies and commercial, civic, religious and educational organizations, and, above all, the local press.

An informed and enlightened citizenry in many communities has demonstrated that public good can be placed above selfish and political motives to achieve desirable renewal and improvement programs. An informed, public-spirited community, under the leadership of dynamic, unselfish, far-sighted public officials can make great progress in overcoming some of the adverse and deteriorating conditions undermining the vitality of most urban communities.
MEANING AND FUNDAMENTALS OF URBAN RENEWAL

MEANING OF URBAN RENEWAL

There are perhaps few towns or cities in the world which are not evidencing some form of renewal constantly. In most instances, the renewal might be sporadic as related to any broad guided pattern of renewal: fixing a loose screw; repainting a door, a room, or an entire building; resowing the lawn, rearranging the kitchen for a new piece of electrical equipment; renovating the attic for greater use; adding a room for a growing family; replacing one structure by a new and more modern one. Yet, there is an organized street; replacing a congested traffic artery with a limited-access expressway; regulating traffic flows on an existing street to give priority to that flow which should have predominance or exclusive use of the street; revising the land use and zoning plans of an area to achieve greater usefulness and vitality — all this, and more, is urban renewal.

Inherent in the urban structure, however, are several phenomena which, over time, tend to reduce the usefulness, attractiveness, value or vitality of small and large elements of this structure. These, and these go hand-in-hand. Unless there is persistent public and private maintenance to revitalize the structure and overcome these negative effects, deterioration usually follows which, in itself, tends toward a general downward spiral and blight and slum. The downward spiral might be considered a "disease". The remedies, irrespective of the severity or extent of the disease, constitute urban renewal, the definite action of prescribing and applying the right treatment to restore the health and vitality to the "patient".

Obsolescence is directly related (by contrast) to the advance of technology. In this mid-twentieth century, technology is advancing at top speed. To a high degree, the advance applicable to parts of the city and to the means of circulation. In fact, many elements comprising the physical structure of the city are obsolete before construction is completed. To be effective then, the concept and speed of renewal must keep pace with this advance.

Coupled with technological advance is increased mechanization: less need for man power in rural areas and consequently increased migration to urban centers. Migration, along with the fast growing rural and urban population in practically all countries of the world means strong pressures on available space in urban structures which, in itself, tends to prevent or retard replacement of structures, making the need for renewal even greater and more difficult.

History has shown that man has always gravitated toward the city; he is gregarious by nature. Through the centuries, urban centers have been the agents of climate and cultures. In any era, in any society, man has been at his best in the urban environment. This will doubtless be true in the future. Human activities affect and are affected by the environment in which these activities occur. The urban environment should provide the best background in every respect for the proper functioning of man's activities.

The fundamental objective of urban renewal is the application of the several principles which result in revitalizing any or all portions of the urban structure which, in any way, are not fulfilling the functions of the use for which they are designed. The objective applies equally to all areas within the urban complex.

In planning any new area, the entire physical structure should be determined and the use designated so that the area will establish and retain the vitality of that designated use.

A city should be designed, maintained, or renewed so as to render the people in all of their activities in the best way. Residential areas should provide an environment associated with good living — safe, healthful, quiet, free from dangers of vehicular traffic, convenient to schools and places of worship, shops for daily needs, playgrounds, etc. Commercial areas should be located in an attractive environment in which trading activities may serve the most people with the greatest ease and satisfaction. Inasmuch as shopping is primarily a pedestrian activity, a successful shopping area should be designed for pedestrian circulation, free from other types and speeds of traffic. Industrial areas should be planned for the successful functioning of industry with land reserves for expansion.

The city is the primary focus of several other human activities recognized particularly to be urban: administrative, cultural, educational, and recreational. They are of greatest importance to mankind in all urban areas, and their combination, perhaps, provide the main reason for the rapid urban growth throughout the world.

Various types and speeds of traffic need rights-of-way to in such the movement efficient flow of the physical structure of the city. In a high speed, vehicular traffic must have high speed, limited-access rights-of-way, free from other kinds of traffic. Diagonally opposite, pedestrian traffic rights-of-way are needed for safe movement of pedestrians without conflict with other types of traffic.

The vitality, attractiveness, functioning, and economic stability of any use area will be in direct proportion to the existence or application of the above principles. Urban renewal is that process by which these principles are applied to areas lacking the vitality which should be associated with those surrounding areas. Any action which will maintain, restore, instill, or increase the vitality and success of any use area should be a proper renewal device or action.

The challenge to those charged with the responsibility of guiding the building and rebuilding of our urban areas is the shaping of the urban structure so that all human activities may take place in environments conducive to their proper functioning and in harmony with the other activities within the urban structure. If this is the task, we will see the emergence in the city of tomorrow — a metropolis designed for human activities of the twentieth century.

FUNDAMENTALS OF URBAN RENEWAL

The editor is indebted to Hugh R. Pomeroy, the Seminar Moderator, and to George S. Duggar, a participant from the U.S.A., for preparing an initial draft of the three concepts set forth in this section.

Underlying the deliberations of this first International Seminar on Urban Renewal was the awareness of the fundamental types and concepts inherent in processes and programs of urban renewal. The extent of the Seminar sessions and the general consensus of the logic of the several conclusions, it is possible that the most significant results of the discussions were, for the largest part, the outcome of casting the program and guiding the deliberations within the framework of these concepts. While the fundamentals remained the same, their application, by more effective ways and means, was one of the most valuable contributions to the program, and will be through this volume, to those in responsible positions in the renewal field.

The deliberations were undertaken with the general understanding of the three fundamental concepts:

A. There are three kinds of urban renewal;
B. Urban renewal programs and projects form an integral part of the general city plan;
C. Urban renewal programs encompass the political, social, and economic aspirations of the community.

The general conclusions developed in the course of the Seminar were based upon rather specific examples and expressions of the principles inherent therein. So that the conclusions may convey their full intent and may be comprehended as they relate to the three concepts, the editor has set down in some detail the following:

A. THE THREE CONSTITUENTS OF URBAN RENEWAL ARE REDEVELOPMENT, REHABILITATION, CONSERVATION.

1) REDEVELOPMENT is applicable to areas in which buildings are generally in serious deteriorated condition, or in which the arrangement of buildings and general layout of the area are such that the area does not, and can not, provide satisfactory living conditions or opportunity for sound economic activities as the case may be. Redevelopment operates on a project basis: that is, it is undertaken in a specifically designated area or areas. It consists of:

a) The removal of existing buildings; and
b) Re-use of land.

(1) The land thus cleared; and
(2) Any open land that was interspersed among the removed buildings, and possibly contiguous land;
(3) Possibly contiguous open land for:
(a) Sites for the construction of new buildings for one or more of a variety of purposes, either the same as, or different from, the uses to which the removed buildings (and any open land as aforesaid) had been put; or
(b) Recreation purpose of one or more kinds; or
(c) Street widenings, new streets, traffic interchanges, or automobile parking areas, or any combination thereof; or
(d) Open space as such, including visual sittings for buildings; or
(e) Any combination of any of the foregoing, any or all of which re-use may not be accompanied by minor, major or complete revision in the layout of streets within and adjacent to the redevelopment area.

2) REHABILITATION is applicable to areas in which buildings are generally in structurally sound condition but have deteriorated because of neglect of maintenance (including repairs and necessary periodic replacements), such as of roofing and installations having useful lives of less duration than that of the buildings to which they are appurtenant, or in which there are conditions (of whatever kinds) that are likely to cause such deterioration. As with redevelopment, rehabilitation operated on a project basis: that is, the measures of rehabilitation are undertaken within a specifically designated area or areas. It consists of

a) Removal of the physical results of either deterioration or obsolescence (or both) of buildings, whatever may have been the causes and by repairing or modernizing (or both) physically deteriorated buildings that can continue to be useful if such remedial measures are taken;

b) Removal of physical conditions that tend to cause deterioration of buildings by discouraging proper maintenance, such as

(1) Other individual buildings that are deteriorated beyond the practical possibility of rehabilitation by repair or by modernization;

(2) Excessive coverage of land by buildings (the remedial measures here being the removal of some buildings in order to "open up" the area);

(3) Inharmonious uses of land or buildings (within either the rehabilitation area, or adjacent thereto) that have a deleterious effect on the appropriate uses of land and buildings in the area;

(4) Traffic conditions (such as difficulty of access, of circulation, lack of automobile parking space, conflicts between vehicular and pedestrian traffic; creation of noise, disturbance of neighborhood, privacy and internal seclusion, et al.) that have an adverse effect on the appropriate uses of land and buildings in the area;

(5) Any other adverse physical condition.

c) Correction of any existing deficiencies in the provision of:

(1) Facilities that are necessary or desirable for the economically and socially sound use of buildings and land; for example, recreation areas, utilities, public and quasi-public buildings of a variety of kinds (including schools) convenience shopping facilities, etc.;

(2) Similarly necessary or desirable public and quasi-public services; for example, police protection, fire protection, waste removal, street maintenance, recreation activity and leadership, et al.

3) CONSERVATION is applicable to areas of sound quality in which buildings are kept in good physical condition by means of proper maintenance (including repairs and replacements). It consists in general of the prohibition of such actions as will cause or prevent the deterioration of the character of the area.

The procedures for such conservation, including the setting of standards, are the same as those prescribed for urban renewal.

It should be noted, however, that conservation requires much less governmental intervention than do the other two purposes. Its purpose is to maintain the quality of existing buildings and structures, while the other two purposes are to change and improve the quality of buildings and structures. Therefore, the procedures for conservation are much simpler and more flexible than those for the other two purposes.

B. URBAN RENEWAL PROGRAMS AND PROJECTS FORM AN INTEGRAL PART OF THE GENERAL CITY PLAN.

The need or desire for urban renewal in any form is generally in evidence only within a dynamic urban society. The environment of such a society is one which is continuously expanding and changing. The fundamental prerequisite to the success of any program of development or renewal is the complete integration of these programs with the general plan of the urban area.

Much of the impetus for urban renewal originates in congested, obsolete, and older portions of cities built when cities were smaller and the method of transportation was other than the automobile.

The relation of land use to circulation has replaced the relation of residential to industrial land use as the central issue of modern city planning. The increasing role of the automobile seems to be the crux of the urban transportation problem today. The car should be the servant, and not the master, of cities and city-dwellers. Many cities in Europe, and in the developing countries of other continents, must be prepared for a vast increase in the use and ownership of the automobile with the problems and impacts on the urban structure which it will bring. The automobile places great power under the control of the individual, freeing him from the discipline of scheduled mass transportation. The resulting convenience and sense of power makes popular support for the advancement of the automobile (gasoline, road building and other carservicing) industries as against all other industries. There is a parallel (and often irrational) tendency to give priority to the use of urban land to serve the automobile without careful consideration to the consequences to other land uses.

The city plan and, more particularly, plans for the rebuilding of those portions antedating the automobile, must take into account the impact of the car into these areas, and make a compromise with it, experience has demonstrated, will rarely, if ever, succeed.

Renewal plans, with the associated problems of circulation, density, relocation, maintaining or creating of community centers and community life, generating or increasing economic stability and social stability, can only succeed as these plans are cast within the framework of the broader and more general plans for the entire city.
Effective urban renewal generally encompasses projects of sufficient magnitude to effect both private and public uses and ownership of land. Consequently, urban renewal activities therefore should be conceived and carried out as cooperative programs between public and private enterprise, and between national and state and local governments and the urban islands affected.

The art of combining private and responsible public enterprise varies greatly country to country, and perhaps more so between cities. The aspirations of the community and the vision of the citizenry and their leaders is generally reflected in the extent, character, and dynamics of the renewal program.

As a capital-using process, urban renewal demands the flow of investment which may be encouraged by opportunities for private profit. Urban renewal is at its best when the flow of capital from all sources produce elements of the physical structure which express the goals and aspirations of a wide range of civic leadership — public and private. The cooperative character of sound renewal must endeavor to maintain a balance between the return on private investment and the provision of a socially desirable environment. Unfortunately, the whetted appetite for profit from land speculation found in some countries may frustrate the moderating influence of planning and the achieving of desirable renewal areas within the urban structure. Urban renewal, to be desirable and effective from the economic as well as from the political and social points of view, must not only offer the opportunities for profit and price rises, but must be guided by acceptable regulations of land use, density, building bulk and occupancy, reservation of permanent public open space in public ownership, for streets, parks, public structures and open land reserves for future public needs.

Urban renewal procedures and techniques, if properly used, can open great opportunities for renewing the urban structure to meet political and social aspirations and at the same time offer attractive possibilities of economic gain and long-term stability.
PART TWO: SEMINAR PROCEEDINGS - SELECTED PAPERS AND REPORTS

4 INTRODUCTION

The Proceedings of the Seminar are primarily a record of the prepared addresses, papers, and talks, with summaries of the discussions of the several working sessions. Unfortunately, a record of this type cannot transmit the exchange of ideas, of experiences, points of emphasis, questions and responses, the dynamics of the spoken word, or the vitality and stimulus of debate, and finally, the appreciation of the apparent, fundamental, and general understanding and agreement on many points of common concern during the deliberations at the formal sessions. Neither is it possible to record the value and results of the informal talks.

The scope of the Seminar program, as represented in the working sessions and study tours, was conceived as a series of formal and less formal meetings and events which would permit an exchange of experiences and ideas on common problems and examining closely, renewal problems and progress in several of the cities of the host country.

The subjects of the first five working sessions were planned so that the prepared papers would set the pattern of discussions on the five areas of urban renewal currently facing our cities. In organizing the program, it was taken into consideration that some vital points (legislation, finance, etc.) might not have universal adaptability of common methods for effective results. It was realized also that it would not be easy to treat effectively, on a common international basis, many of the social problems (welfare, health, relocation, etc.). Living standards, tradition, limitations of national resources and wealth, extensive war-damage in many areas, over-population of varying degrees in many urban centers, projected situations difficult to compare, country-to-country. However, the shared problems do exist and are inherent in any renewal program. It was decided, therefore, not to exclude these themes but allow them to be debated as relatively important sub-topics.

In the course of discussions, all of these problems were argued and there appeared to be greater discernment and exchange than was at first contemplated—one of the unexpected, but favorable consequences of the Seminar.

The papers for the working sessions were prepared on the subjects listed in the Program agenda as outlined on the preceding page. The topics assigned (following the agenda) reflect the logical sequence which should be the concern of those agencies responsible for the promotion, organization and general direction of any renewal program; the acclaimed success of the Seminar would seem to attest to this fact.

Admittedly, the Seminar was no holiday—it was a full and busy schedule, a time of serious concentration and study as was contemplated from its inception. The fact that the participants accepted the challenge with practically 100% attendance at every session (formal and informal) is evidence that officials responsible for planning and renewal in their cities or countries are endeavoring to search out fundamentals, and through greater enlightenment, bring to their respective positions more effective ways and means of achieving solutions to the tremendous challenge of revitalizing the obsolete and aging urban structure of their cities.

In the broader sense, however, the real professional value of the Seminar was the diverse combined contributions, in the profound understanding expressed in the prepared papers, the readiness of open presentation, the establishment of the questions, challenge and magnitude of the questions under discussion, the willingness to admit the validity of the opinions of others as well as the desire to express one's own, and countless other important contributions toward the actual value of the program.

The opening addresses provoked questions inherent in renewal problems and programs around the world, presenting the challenge facing the cities, and stimulating the participants to meet that challenge. They also served to set a pattern of inspiration and high goals, and to keynote the sessions to follow. In the several talks, many basic and difficult problems were reviewed, not with discouragement or frustration, but with an underlying sense that these barriers had to be crossed obstacles to be overcome, and with the conviction that with united effort, the teamwork of public and private enterprise, under the guidance of imaginative and inspired civic leadership, our cities could be renewed.

The first five working sessions, each in its own range of presentation and discussion, focused the thinking and philosophy of the participants with the resultant points of agreement and consensus closer than had been anticipated. This fact, in itself, was heartening and satisfying. It was this intensive international agreement that developed the numerous conclusions which convey, in large measure, the combined thinking, philosophy and opinions of the entire Seminar group.

The three study tours, to a considerable degree, also fulfilled the objectives set for these special features. The tours were proposed to allow the participants to inspect the renewal programs in the four cities visited. The Hague and Rotterdam are still faced with tremendous strain of overcoming the final phases of reconstruction of war-damage, and at the same time, attempting to provide new construction for the ever-increasing urban population. In its world-renowned reconstruction program, Rotterdam is demonstrating many of the fundamental principles of sound city planning which may serve as an example in renewal programs where the clearance of land is not the result of war-damage. The Rotterdam rebuilding program is a fine demonstration of an inspired and cooperative enterprise encompassing public and private effort to reach common civic objectives.

The City of Amsterdam presents quite another problem. The challenge here is to retain vitality within an urban structure, a large part of which should be preserved as a living "civic museum". The older portion of the city contains some of the finest 17th and 18th century buildings still to be found in the world. Experiencing little war-damage, the city center reflects an urban society of a medieval merchant city and of one of the largest, most prosperous cities of 18th century Europe. The city renewers of Amsterdam are achieving that balance of renewal essential to the preservation of one of the rare and irreplaceable urban treasures still in existence.

The most active redevelopment program presently under way in the Netherlands was found in the small community of Vlaardingen, a suburb in the metropolitan complex of Rotterdam. The citizens and municipality are cooperating in rebuilding the heart of their town, providing a modern commercial and entertainment center, free of conflicting traffic flows, with ample offstreet parking and pleasant vehicular-free pedestrian circulation areas.

The working session devoted to the critique of selected renewal programs (an innovation for meetings of this kind) also proved to be fruitful. The two critique teams read and seriously undertook analysis of several of the renewal programs under way in the cities of their fellow participants. The severe criticisms, actually "taking apart" the several renewal programs, might easily have caused an "international incident" except for the fact that all participants recognized the logic, sincerity and justifications of the criticisms. Definite lessons were learned and admitted, even by those responsible (at least in part) for the programs under review.

Although rather incomplete, this part of the handbook does present a fairly accurate report of the principal Seminar activities.
22 August — Friday
   Evening:
   Welcome by His Excellency A. A. M. Stryckien, Deputy Prime Minister
   "Get acquainted" reception, given by the Municipality of The Hague at the Old Town
   Hall (1563).

23 August — Saturday
   Morning:
   Opening Session
   Framework of Seminar by Program Director, J. Marshall Miller
   Opening address by F. F. Bakker Schut (Holland)
   Opening address by Richard L. Steiner (U.S.A.)
   Seminar procedure by Moderator, Hugh R. Pomeroy
   Afternoon:
   First Working Session — RENEWAL WITHIN THE DYNAMICS OF URBANISM
   Paper by Stanley H. Pickett (Ottawa)
   Evening:
   "Polderland" dinner at the Kaag Club on Lake Kaag, hosts: International Federation for
   Housing and Town Planning, and the Netherlands Housing and Town Planning Institute.

24 August — Sunday
   Afternoon:
   Second Working Session — LAND USE AND CIRCULATION IN RELATION TO AREAS
   FOR RENEWAL ACTION
   Paper by John L. Beckett (Leicester)
   Paper by Sven I. Lundberg (Stockholm)
   Late Afternoon:
   "Meet the Dutch" tea. Members of the Netherlands Hospitality Committee, and Society
   of Netherlands' Planners entertain groups at home for tea.

25 August — Monday
   Morning:
   Third Working Session — AREA APPRAISAL AND SELECTION
   Paper by Claude H. Boistière (Paris)
   Paper by Erik Rolfsen (Oslo)
   Afternoon:
   Seminar Studytour of The Hague

26 August — Tuesday
   Morning:
   Fourth Working Session — DEVELOPING PROPOSALS
   (Session at Municipal Town Planning Offices, Rotterdam)
   Paper by C. van Traa (Rotterdam)
   Paper by James H. Scheuer (New York City)
   Noon:
   Boat trip (lunch on board) through Port of Rotterdam
   Afternoon:
   Seminar Studytour of Vlaardingen
   Seminar Studytour of Rotterdam
   Tea stop at de Klerk's store overlooking new pedestrian shopping center "Lijnbaan"
   Evening:
   Dinner at the Town Hall, guests of the Municipality of Rotterdam

27 August — Wednesday
   Morning:
   Fifth Working Session — EFFECTUATION OF RENEWAL PROGRAMS
   Paper by J. Paton Watson (Plymouth)
   Afternoon:
   Sixth Working Session — CRITIQUE OF SELECTED RENEWAL PROGRAMS
   Report of Critique Committee "A" by Chairman Hans Höggl (Munich) and other Commi-
   ttee members
   Report of Critique Committee "B" by Chairman Max E. Werner (Zurich) and other Commi-
   ttee members
   Evening:
   "Reception" courtesy of the Netherlands Government at Treves Hall (pre-1608), Parliament
   Buildings

28 August — Thursday
   Morning:
   Introduction to renewal plans of Amsterdam (at the Zuiderkerk (1611), Amsterdam)
   Lunch:
   At the International Cultural Center, Vondelpark, hospitality of Municipality of Amsterdam
   Afternoon:
   Seminar Studytour of Amsterdam

29 August — Friday
   Morning:
   Seventh Working Session — SUMMARY AND ACTION
   Summaries by working session reporting teams
   Afternoon:
   Eighth Working Session — SUMMARY AND ACTION (continued)
   Summaries by working session reporting teams
   Summary by Moderator Hugh R Pomeroy
   Closing remarks by Erik Rolfsen, President of the International Federation for Housing and
   Town Planning
   Late Afternoon:
   "Tea" in the former suite of H.M. The Queen at the Old Court, given by Professor E. de
   Vries, Rector of the Institute of Social Studies
   Early Evening:
   "Meet the Press" Hour
   Informal meeting with representatives of the Press, Radio, and Television in the exhibition
   hall at the Old Court
   Post Seminar:

30 August — Saturday
   (For those participants and their ladies enroute from The Hague to Liege to attend the Con-
   gress of the International Federation for Housing and Town Planning)
   Morning:
   Reception, introduction to renewal plans of Antwerp and visit to Antwerp Town Hall
   (16th to 18th centuries)
   Studytour of Antwerp
   Noon:
   Lunch at restaurant overlooking Town Hall Square, presented by the Municipality of Antwerp
   Afternoon:
   Enroute to Liege (by coach) through the countryside of East Belgium
## Moderator
Hugh R. Pomeroy
Director, Westchester County (New York) Department of Planning; and Adjunct Professor of Planning, Columbia University, New York City.

## Program Director
J. Marshall Miller
Associate Professor of Planning, School of Architecture, Columbia University, New York City.

## Associate Program Director
Peter T. van der Hoff
Chief Town Planner, Reconstruction and Town Planning Department, The Hague.

## Participants

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
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<tbody>
<tr>
<td>Gabriel Andrade Ll.</td>
<td>Vice President, Inter-American Planning Society; and Director, Planning Department, Bogota</td>
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<tr>
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<td>Inspector of Planning and Housing, Ministry of Reconstruction and Housing, Paris</td>
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<td>César Cordero D.</td>
<td>Executive Director, Puerto Rico Housing Authority, Rio Piedras</td>
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<td>Chief, Town Planning Department, Ministry of Housing and Building, The Hague</td>
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<td>Director, National Planning Office, Lima</td>
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<tr>
<td>George S. Duggar</td>
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<td>Inspector General, Central Administration of Town Planning, Ministry of Public Works and Reconstruction, Brussels</td>
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<td>Architect; Special Town Planning Advisor to Municipal Council, Istanbul; and Town Planning Consultant, Munich</td>
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<tr>
<td>Stanislaw M. Jankowski</td>
<td>Chief, Town Planning Division, City Center Department, Warsaw</td>
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<tr>
<td>Antonio C. Kanyan</td>
<td>Professor of City Planning, University of Puerto Rico; and Technical Secretary, United Nations Seminar on Regional Planning, Tokyo</td>
</tr>
<tr>
<td>Manuel Laginha</td>
<td>Architect, Office of Director General, Town Planning Services, Ministry of Public Works, Lisbon</td>
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<tr>
<td>John D. Lange</td>
<td>Executive Director, National Association of Housing and Redevelopment Officials, Washington, D.C.</td>
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<tr>
<td>Sven I. Lundberg</td>
<td>Civil Engineer, Chief Research Officer, City Planning and Building Control Department, Stockholm</td>
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<tr>
<td>V. Malling</td>
<td>Civil Engineer, City Engineer's Department, Copenhagen; and Secretary, Danish Town Planning Institute, Copenhagen</td>
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<tr>
<td>Vladimir Nenadović</td>
<td>Engineer; President, Town Planning Council, Belgrade</td>
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<tr>
<td>Lawrence M. Orton</td>
<td>Commissioner, City Planning Commission, New York City</td>
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<td>Stanley H. Pickett</td>
<td>Urban Redevelopment Officer, Community Planning Association of Canada, Ottawa</td>
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<td>Carmen Portinho</td>
<td>Director, Department of Public Housing, Rio de Janeiro</td>
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<td>Erik Rolfsen</td>
<td>President, International Federation for Housing and Town Planning; and Chief, City Planning Department, Oslo</td>
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<tr>
<td>Félix Sánchez B</td>
<td>Architect, Chief, Studies and Planning Department, National Housing Institute; and Chief, Studies and Planning Department, National Mortgage Bank, Mexico City</td>
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<tr>
<td>James H. Scheuer</td>
<td>President, Citizens' Housing Planning Council, New York City; and Chairman, Executive Committee, City and Suburban Homes Company, New York City</td>
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<td>Hans Stosberg</td>
<td>Building Director; and Manager, City Planning and Surveying Department, Hannover</td>
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<td>Director of Research and Design, Town Planning and Reconstruction Department, Rotterdam</td>
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<tr>
<td>J. Peter Watson</td>
<td>City Engineer and Surveyor; and Planning Officer, Plymouth</td>
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<tr>
<td>Max E. Werner</td>
<td>Director, Regional Planning Office, Canton of Zurich</td>
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Photos of formal and less formal activities of the Seminar group. Working sessions, informal discussions, press conference, exhibits, study tours.
5 OPENING SESSIONS 22 and 23 August 1958

5a ADDRESS OF WELCOME by His Excellency, A. A. M. Struycken, Deputy Prime Minister, Minister of Home Affairs, Property Accretion and the Statutory Organization of Trade and Industry, The Hague, Netherlands.

It is a great pleasure for me to welcome you all — and in particular those among you who were concerned with the "town" — in this good town of The Hague, which in fact hardly is a town. Historically not, because it has never been a town in the medieval sense of a stronghold, walled-in by approval of the town's inhabitants. And in actual fact not, because due to its location near the range of dunes and among the green of the woods behind them, it has never become a town in the sense of a very large, high and densely-built settlement. When we have a sense for a short time, there is no doubt that the height and density of the built-up areas of The Hague are distinctly slight. The Hague is a friendly town rather than an impressive one.

In the "Low Countries" urbanization has, indeed, nowhere proceeded further than it can be found in other countries; even Amsterdam, after Venice, the town with the largest historical core in Europe and our most beautiful and possibly most urban town, is only of a limited size — also in third dimension — compared with world cities such as Berlin, London, Moscow, New York, Paris or Tokyo. On the other hand, our country has numerous well-inhabitable semi-large and small towns, such as Leiden, Delft and Haarlem in the western part of the country, or Maastricht, Groningen, Arnhem, Breda, Den Bosch and Maastricht — to mention only a few — in the center, north and south.

Moreover, it is no coincidence that the garden city movement — Ebenezer Howard's great conception — met with an early response here and that this movement has exerted a relatively great influence upon us, as it was in our nature; we like garden cities. During the days of the Republic of the United Netherlands — since the middle of the 17th century — numerous country seats, of which there are still so many remnants, arose around the flourishing towns. Quite a number of these old country seats are still to be found in the immediate surroundings of The Hague. And besides the country seats, of the rich, the lower middle classes had their gardens — we would now call them allotment gardens — on the outskirts of the town, which were not intended only for productive purposes, but quite definitely also for recreation, as appears clearly from old town maps.

Consequently, not only town building, but also the art of gardening was known in this country. Our country even made its own, though modest, contribution towards this art of gardening: topiary work, which also made its appearance in English gardens under William and Mary. This detail is, indeed, typically Dutch: we like to make and tidy things. It is also to be noticed in our homes which many of us return to at night when the lights are on to show who we are. Perhaps this sense of small things has often been an impediment to tackle on a large scale the big problems which we are facing in the field of urban development; we take account of many considerations, but this also implies that we take account of existing problems, which is a democratic and definitely not of a despotic character. Therefore, I hope that during your stay here you will use your ears and eyes to the best advantage and that you will reflect on them. I hope that you will leave behind you in urban renewal and what calls for new and different solutions and what the relationship between these two should be.

I do not want to say that you will see only ideal solutions here, or that the development of our towns does not give rise to concern, in view of the rapid growth, so difficult to check, which started in the previous century and which is still continuing. Our birth rate is among the highest in Europe; our death rate is among the lowest; as a result of this, our population is growing both at the base and at the top of the age-pyramid. This means population surpluses in the towns, the necessity of industrialization and the accompanying concentration in the towns, especially in the western part of the country.

The towns, situated there are coalescing: the ring of towns which we call "Randstad Holland" is coming into existence: an agglomeration of about 4½ million inhabitants. Yet this situation is favorable, compared with some developments elsewhere. But the question arises whether this will remain so and whether our towns will be equal to performing their functions in this larger agglomeration now coming into existence. Hence our town planning world, too, is far from being without problems and our experts also hope to take advantage of the results of your studies and discussions. Those who are now to attend the Seminar here for a week, will deal with these interesting and urgent issues. I have seen something of it, including your list of literature.

These titles alone provide sufficient starting points for a discussion: the development of urban renewal may, as it were, be read from them. Thus the oldest titles (I am thinking here of Slot's work of 1885 and of Unwin, in 1909) mention only the problem of design: "Künstlerische Grundsätze" and "the art and civic design". This is understandable. In those days town planning was mostly the task of architects. Viewed from that angle it was mainly considered to be an issue of designing, a kind of super-architecture. Apparently it was not all — and at least seldom — regarded to be a much more important, with aesthetic as well as social, economic and technical aspects of extraordinary extent and importance. In so far as there was interest in the social problem, this was aimed at the construction of healthier dwellings, was giving much attention to the situation of those dwellings within the whole scope of town planning.

The insight that the town as an entirely poses a problem did not gain ground until at a later date. Then words such as "decay" and "decline" appear in the titles; the viability of the large towns is apparently doubted. Besides pessimism about existing problems, this probably shows a good deal of pessimism about civilization, aimed in particular at large towns. However, there was not only the negativity of rejection: there are also titles about "organische Städtebaukunst", "die Städte und ihre Entwicklung", and "humanization of urban life", all references to a future town and the way towards it. Town planning experts are gradually becoming convinced of the necessity and possibility of "urban integration" and "organische Erneuerung" — again I am partly quoting two titles.

At the same time people are apparently also beginning to realize clearly that the center of the town is of great importance in this respect; that it fulfills a special role in urban life: the titles now mention in particular "das Herz der Stadt", "the heart of the city" and the typical conception "core" by which one tries to define the extraordinary character of the phenomenon. Next, in still more recent works, one reads about "trifftalk" and "Schnellverkehr"; the blood-stream of, and at the same time, the threat to urban life. Then the terms "congestion" and "parking problems" also comes to the fore.

Here I have actually come to the end of my ramble along the titles of your list of literature and of the topical problems of your Seminar. I should also like to say something about these problems. Is this not primarily the most urgent problem: how can this wealth be maintained without depriving the town of its most essential characteristics and charms? The disquieting phenomena are already present: the cities in which the blood-stream threatens to congeal, the dying organs, the movement and vital importance towards the periphery. How can this disintegration be prevented? In what way is urban renewal to be realized?

I should like to underline the first word and thus I should like to emphasize the view that the conception "urban" should not be a geographic indication here: not an indication of the places where the process of "renewal" is to be found, but a definition of the kind of renewal. Thus I pose the question whether something really different should not take place in the town cores, something more than a pure renewal in the sense of replacing the existing buildings, the kind of new buildings we are at present erecting on the peripheries of the towns, or scattered in the country.

If the reply is in the negative, then your study will be fairly simple: for mass construction of new buildings is not a new problem which would have to be tackled in the road. I only have to refer you to the large blocks erected since 1945 in practically all large cities and to projects such as the New Towns in Britain. The problem will then remain restricted to the purely technical-economic question whether, in certain cases, the core should be renewed, or whether it should be left as it is while all energy should be directed at the periphery.
If the reply is positive, hence if renewal means more than replacement, if it rather means growth, development, regeneration, what then is this typically urban character, what is the real characteristic of a town? It is surely not large in size, is it? No doubt you well know that a town need not be large to be a real town. There are small towns which are more urban than many of their large sisters. I should like to try and give you an idea of this, of the town and its core in particular — the meeting space; here we are looking for our fellow men, either in many direct, personal contacts, or because we want to lose ourselves in the crowd without actually knowing how others. How does a meeting space function as a meeting place? What requirements does this function establish to size, scale and form of the urban spaces in particular?

We still know little about these things. Much has been said about (large) towns, but much of this also in too emotional a sense. Do the adherences of the pessimists about civilization also hold good when they are examined scientifically? So far, there has been little cause to believe so. On the other hand, the positive view has been little examined. What processes are taking place, what changes, what developments? Much has still to be investigated in this field.

In this respect it should be clear that urban renewal cannot, as in the days of Hausmann, be the task of one man, or a task for planning experts only. Therefore we find in the present development of the planning experts, especially in the Netherlands, a change in the nature of the experts: a new place has been accorded to researchers and specialized technicians, and also to the social and economic aspects of planning. And their team is not complete, their labor is not in vain, aware of the importance but not fully aware of their work in a much larger social and cultural pattern, which in some respects varies from country to country, but which in other respects comprises the whole world. In my opinion it is obvious that besides, or rather above this, there should be a strong administrative body: urban renewal undoubtedly demands in the first place administrative strength. Probably the planning expert holds in this team a special position when he tries to find the answer to the problem, not based on the knowledge of what is, but on what is possible in his imagination, on his views of how things should be.

His work is experimental, often fragmentary, but this does not mean that his conceptions are less important. In our country the Lijnbaan in Rotterdam is an such experiment which has to far not been considered to be a complete failure.

This leads me to one aspect which we are gradually beginning to see more clearly: the fact that the town, as a living space, calls for the restoration of the rights of the pedestrian. The space taken by pedestrians is the meeting place par excellence. By taking part in wheeled traffic one does not "meet" people. On the contrary, there is no more effective way to isolate oneself from one's fellow men than by withdrawing in a fast moving vehicle. Here a correct valuation or rather revaluation of walking traffic might be appropriate.

The blood-stream is, indeed, necessary for life, but blood is not life. I only observe here that traffic demands much space, too often too much space. This excessive need of space threatens to make the space for traffic itself shapeless. The scale of the space for traffic, too, is very large, further than that needed by pedestrians, anyway.

We are aware of this, but what should be the scale for each of these spaces, or rather how can we introduce these scales and how can we harmonize these two worlds of wheeled traffic and pedestrians?

These problems are extremely difficult, and to make things even more complicated, much old urban beauty — the "inheritance of centuries" — is being threatened by developments in many towns. Sometimes moments of a very special quality are at stake, sometimes even whole townscapes whose charm depends less on outstanding, separate monuments than on the modest perfection of their entirety. Even in these places where all perfection is indeed threatened, modesty is befitting to the town planning expert in this respect. The question might even arise whether our generation has a right to step in here: are we, indeed, sufficiently prepared, equipped and capable?

Fortunately, this question remains to a certain extent a theoretical one, in so far as the regeneration of beautiful old towns is a task which, due to its enormous extent and attractiveness, cannot be fulfilled by one generation. Our generation may have to confine itself, therefore, to the preparatory work and to those measures which will keep life going on, like injection which keep a patient alive. The next generation will probably succeed in bringing about a complete recovery.

During these preparatory years we should bear one thing well in mind: urban renewal is not only the task of the town planning team. All people, from the town's citizens through its realization as acting cooperators — or as opposing players. The architect who realizes the town planning conception in each separate building is thus part of an organisation which also includes the administrators, social workers, organizers, traders and industry and the public, and the sense of the measures should be brought home to them all. In doing so it is not only necessary to see to it that the quality of the town planning work is safeguarded — which also implies seeing to it that the most important tasks are entrusted to the most prominent people and that there is a well-trained "Nachwuchs," a new generation of young cooperators and future successors — but it is also in the interest of the town planning expert that he gains full-fledged cooperators and opposing players in all those sectors of social life which are more or less closely concerned with the process of urban renewal.

Thus large fields for study are still lying fallow. But I shall have to stop after this summary and incomplete sketch of these problems. Perhaps it is a somewhat one-sided Dutch, and therefore inadequate, sketch for an international seminar, but it is, after all, your task and not mine to exhaust the subject. The further a subject is developed, the richer it gets to acquire really valuable results. Consequently, great efforts will be required from you all. But I do not doubt your enthusiasm which prompts you to make a long journey. Neither do I doubt your high expectations.

And I hope and expect that you will not be disappointed in this enthusiasm or in these expectations, that you will take home many things worth knowing, that you will make good friends, both among the other participants in the Seminar and among those who are going to have a week which will be good in every respect.

5b FRAMEWORK OF THE SEMINAR: by Prof. J. Marshall Miller, Program Director, International Seminar on City Development

OBJECTIVES AND POTENTIAL OF PROFESSIONAL DEVELOPMENT

Two seminar meetings have been planned in this year of 1958. It was hoped that at the one the leaders of the nations might sit down together, come to know each other better, and find more common ground for the promotion of peace and understanding. The other seminar meeting was designed to bring together architects, town-planners and similar professionals throughout the world — also to sit down together, to get to know each other better, and to discuss common problems related to building cities.

Today we here realize that we must unite our efforts to defeat the enemies of our cities: these we all recognize — obsolescence, blight, slums, congestion, and any other member of their band which, joined together, prevent our urban area from fulfilling the most ideal objectives of an environment for our fellow man, the inhabitants of the city. If the nations of the world have difficulty in uniting for peaceful goals, let us not admit defeat, but go forward as "cities united to battle" against any enemy which may obstruct our objectives.

This Seminar, therefore, is a gathering of "generals" — those charged with the responsibility of meeting the enemies in their respective local "battlefields." The enemies are well entrenched and, unfortunately, many of our potential followers are consciously, or unconsciously, aiding the enemy. Somehow we must devise new and more effective tactics for overcoming the foe. I agree with General Douglas MacArthur's terse statement which he made before the Congress of the United States upon his return from Korea, "In war there is no substitute for victory." Why should we aim for less?

We live in an era of rapid change. Today we have techniques, materials, machines, equipment and sources of power at our command which were not dreamed of a hundred, or even fifty years ago. Means and methods are now available which will enable us to build and rebuild the safest, best functioning.
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automobile
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creating
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for,
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intensity
units
achievements

FRAME-
most flexible, economic, most livable and attractive cities for
which man could ever dream. The opportunity is ours — but
we have to seize it!

 MILLER
Many theories and formulas are also obsolete. How much space
does an urban family need: what indoor space? what outdoor space?
Is it possible to adopt a formula to apply at any time in any place? I
don’t believe it. In the crowded cities of today and the even more crowded
cities of tomorrow, if Holland were to adopt the density formula
of the Garden City and Garden Town friends who advocate twelve to twenty families to the
area where there would be no land left to raise the load for which the Dutch can
difficultly do without. But the Garden City folk are really piker
communities. I do not think that Frank Lloyd Wright who for many years proclaimed his "Broadacre City"
as the ideal urban community. He believed that every family
should have at least an acre. But Wright is wiser (or at least
willing to change) than some of his principal, for his latest
creation is a mile-high, flexible, and this is prepared for
Chicago where all buildings are erected on piles, exactly in
Holland.

With the great densities which are already evident in most
urban areas, the city of tomorrow will have to be built
higher for residential use; higher for commercial use; and
in many types perhaps higher across the
productive uses despite the present trend towards horizontal
industrial expansion.

Urban land will have to be restricted and used to its greatest
advantage. Dwellings will have to be divorced from the ground.
The urban residential structure should not be designed only
for families with children, for twelve, or for those who want both front and backyards. Statistics show that urban
families are getting smaller, that an increasing number of urbanites are married people, young couples without
children, older people. Eventually there will be the people our cities must house. Good dwellings
must be designed, not with yards for open areas, green areas, vegetables and flower gardens. Even the dwelling above
a ground of the usual apartment building type, will have the freshness of grey flowers. We should make the greatest use of terraces, balconies and rooftops. We see the success of these in many cities.

What should be the life span of the physical structure of the urban fabric? The structure of the city must be designed and
built to have in its activities of those people of the city. As the
activities change (and one thing we can be sure of is the CHANGE)
then the fabric and physical structure should not make such desirable change impossible. The builder of any
structure (private or public) is supposed to have the "feel" of the materials of the structure is to be built: Greeks, Romans, builders of the Gothic cathedrals and Renaissance palaces, have had the feel of stone; the Scandinavian builder has the feel of wood, brick and concrete. Last but not least, builders have learned how to handle concrete, steel and glass. What will be the materials
used by the builders or the city of tomorrow? doubtless some metal and concrete, but even now a whole range of lighter
weight, flexible, durable and less expensive materials are
available. Many of these new products will come in sheets or units which will make building much easier, quicker, and
more simple: whole walls in one piece, lighting in modular panels, a complete ceiling which will be a source of light, or
just the intensity desired. Even now available are structural
aluminum, plastic sheets, prefabricated panels and units in
various sizes and colors. Undoubtedly the structure of tomorrow
will be both more flexible and attractive; and even more important, susceptible to change and modification and
in constant demand and at much less cost. We must
realize we no longer live in the "stone ages" or even alto-
gather in the "wood, steel and concrete age."

A decreasing number of urbanites feel, to be human, they
must get their hands in the soil, plant seeds and watch the
marvels of nature. Man has been too earth-bound; he should
look more to the heavens — for life, for beauty, for inspiration.
Surely the city of tomorrow will be a city in the air. We will
live above the earth where we will be able to see the glory of
the heavens, the beauties of the sunrise, the sunsets, the
moon and the stars.

Once we have set our goal, we must strike out! We must
pioneer in searching out or creating new and better means of
achieving our goals. I am proud to be the son of pioneering
parents. They came from the east of our country but were
not pulling the plows; they were the flower kids of the
buildings of the cities of that time. First they struck out through the wild
derness to California, then on to the wilds of Alaska. They
endured hardships of a rigorous country and the rewards of
evolving "the way of the wilderness"; the development of
routes of transportation, highways, railways. There
were no motels or hotels, no restaurants or stores. They learned
to live with nature, reality. I am proud, not only to be the son of
those founders of the cities, but the son of those fathers of the West, the ancestors of the State of the United States. Born and reared in the fiddle country on the Alaskan coast, I learned early to live without luxury, but rather
to thrill to exploring rugged mountains in a rugged
land.

Today the wilderness of nature, of long unknown wild places
has been conquered. Tomorrow we must conquer the wild-
erness of the city. The frontier is either poverty, or idea — ideas to aid in the solution of the problems of building and
reinventing the cities — each one designed for the majority
of its people. I want to challenge you here to strike out into the
future: search out, or create new and better means of solving
your problems. If one method fails, look for, or devise another
Let us try things which were not tried before. If your intentions are honorable, your goals noble, even your political friends will be fired with your enthusiasm. The problem is not too difficult, but too impossible. For this seminar week I hope may
eliminate the word "impossible" from our vocabulary. Let
us try to achieve what has been achieved before. Let us
deal in "firsts."
Let this FIRST Seminar be the first step to more and greater FIRSTS in ideas, laws, codes or guides, ways of planning, and means of effectuating the rebuilding of
our cities.

Man was blessed with mind as well as muscle: both strength
if exercised. Your imagination can be strengthened
as your muscles with rigorous exercise. From your imagination
may come the salvation of your cities. You are faced with a
great challenge, a great opportunity.

In our search for better ways of building our cities, we must
learn from the mistakes and achievements of others. Many
of us are like our friends from the State of Missouri — we
have certainly made our mistakes. We shall not feel
if we take the time to see and learn what others have done
or are doing. They say that "seeing is believing." One has to
see the crowds of shoppers on Kalverstraat in Amsterdam, on
HoistestraBe in Amsterdam, on the shopping streets in London, the thousands who jam the new regional shopping centers
in America, of the crowds on Stroget in Copenhagen during
the weeks before Christmas — this must be seen to realize
that shopping streets and shopping areas are designed or regulated primarily for
pedestrians.

We should travel more to see and learn how and what things
are being achieved in cities in other countries on other contin-
ents. We should tear down imaginary, false, and inhuman cur-
tains between countries and cities. If we build walls, or raise
curtains, let us use wood and metal against the common
enemies of all our cities — against obsolescence, blight and
decay, against congestion, insanitary and inhuman conditions.
I have had the great fortune of walking the streets of Mexico City, and I hope to do the same in Jacal, Cairo and
Cincinnati, Amsterdam and Athens. The new communities of
Harlow, Park Forest, and Vällingby demonstrate that new
and better towns can be built, fresh, clean towns, good places in
which to live, in which to work. By building new towns in open
country is relatively easy compared with road, building
obstacles, decaying and congested older city areas. But this is where
the real problems and challenge lie. We must rebuild our
cities, doing a job that we have never before. Our cities will
have to house more people, we will have to plan and build
better shopping areas and working places; better means of
circulation with less congestion, separating different types of
traffic. It can be done, and we should take the lead in seeing
that it is done.

After studying many cities, I feel we have encouraged too
good a separation of the homogeneous activities. Many
people live too far from their work or shop. The physical and
financial expenditures, going to and from work are staggering
and wasteful. We should design and redesign the fabric of our
cities to minimize costs in time and energy in getting about the city. People are haggard and there is accum-
ulation in meeting and talking with one another, but there is
a limit to crowding — when congestion defeats stimulation.
Anyone who has been in the high congestion of crowds in Times Square, Picadilly Circus, or the Opera Square in Paris realizes this fact. By minimizing the time and cost of this
tour to and from work we could devote our time more to productive, creative and worthwhile things.

For years I owned and drove an automobile (and I prefer
to drive the newest and fastest car on the road) but the congestion
and lack of parking space in Manhattan soon made it obvious that trying to maintain a private car was utter foolishness. Fortunately, our home is just a long three-
minute walk from the University. We sold our car and rid ourselves of the worry and expense of trying to maintain a car in the city. New if we had tried either to afford the car in the city, and the rebuilding Seminar each day, we would have used so much of our limited income (and you know that teachers are somewhat underpaid), we could not have traveled in Europe as we have, we would not have realized what a wonderful time we have seen here, and we would never have gotten the idea that we should devise some methods of getting to know each other better, to learn of these common problems and benefit from the experiences of others. In short, by living close to work, using our time and money for travel abroad rather than between home and work, this Seminar came into being, I believe it was a wise choice, and I hope by the end of the Seminar you will all agree.

I am looking forward to seeing and learning, first hand, what we have been discussing and building in Belgrade and Lisbon, Rio and Warsaw, in Sydney and Tokyo. I believe I shall learn a great deal by such visits, perhaps in some cases what NOT to do as well as what TO do. Both are equally important. Certainly it is better to learn by the mistakes of others than to make the same mistakes ourselves.

The success of this "Summit Seminar" will be due in large measure to the time, effort, encouragement, cooperation and generous contributions of persons, government agencies and private organizations in many countries. As indicated in the program, the sponsoring organizations, the cities of The Hague, Rotterdam and Amsterdam, the Dutch Government, the Institute of Social Studies, the Netherlands' Hospitality Committee and the Hague Hostesses, are all collaborating to make our stay in Holland the most pleasant possible. I am sure we are all grateful to our Dutch friends. To those persons and agencies in many other countries and cities who have prepared reports and contributed quantities of publications we are also grateful.

Naturally, we are indebted to the Ford Foundation for their financial contribution without which this Seminar would have been almost impossible.

In any extensive program one must entrust certain responsibilities to others. We know that those with experience in the task assigned will make the most constructive contributions. It was with this assurance that we entrusted the permanent chairmanship to your Moderator — a man of stature in the planning profession — a man of long experience as a Seminar Moderator. I am sure you will find a full measure of inspiration under his wise leadership.

Let us use our limited time to hear about constructive and dynamic renewal programs. We do not have to be told that each city is overcrowded, congested, suffering from slums and insanitary conditions: these are common to most cities. We realize that many of our national and local laws are inadequate to allow us to do the job which we might like to do: this is evident. My plea is that you devote yourselves primarily to discussing ways and means of achieving more effective renewal, means appropriate to each of your cities, but effective — all in the interest of the people of your community.

It is with this objective that we should devote our time and efforts during the few days ahead. If, at the close of the last Seminar session, we all know we have gained a deeper understanding of the task before us, that we have learned of better and more efficient ways of achieving the goals we have set before us, that we have received fresh inspiration — then we may, with all honesty, say that it was good to have been here — that this Seminar might well be a "commencement," the beginning of a more dynamic program of urban renewal in your own communities, the molding of an urban environment worthy of your city and its people in this 20th century.

OPENING ADDRESS

by RICHARD L. STEINER

Commissioner of the Urban Renewal Administration, Housing and Home Finance Agency, Washington, D. C. U.S.A.

I have recently been reading that illuminating book, "Medieval Cities," by Henri Pirenne. I was impressed not only by some of the words that we use today so little altered after many centuries — URBS, MUNICIPIUM, BURGUS, SUBURBUM — but by the way the problems and developments of medieval cities parallel our own experience.

In America we are perhaps too inclined to think that what is happening to our cities is new, whereas we are only witnessing the continuation of what happened before in other places and at earlier times on a vaster scale and at an accelerated pace. It is, of course, the scale and pace that make the difference. What used to happen in the course of 100 years is now occurring in two or three years — that almost every man who leaves his city for a short while is amazed when he returns. Old landmarks, familiar vistas — they are all wiped off the face of the map. The processes of change and decay which we somehow used to visualize as being orderly, even ordinary, are now taking place at express train speed.

This is our heritage in the twentieth century in the United States, and because ours is a younger nation than yours, because our cities are all young and were built in a hurry, because our population springs from a multitude of ethnic backgrounds, our problems are compounded. It is up to us who are city renewers to attempt to direct these changes toward positive objectives and to see the picture as a whole.

While I speak as an American, and in one way, you might say I am speaking for the Americas, I have no authority to speak for the SEVERAL COUNTRIES on the other side of the Atlantic. You venture to say, however, that I express the feeling of all Americans — North, Middle and South — that we are delighted to meet with our professional counterparts from European countries and from countries farther east.

Some of our friends who have traveled in Europe have told us of the excellent current programs of building, housing, and rebuilding they have seen. They state that the people are doing things that we are not doing, that you have something which we do not have. This is just one reason why we are here — to find out exactly what that something is. In other words, we are here to learn. That is why all of us are attending the Seminar — that we can all learn from one another. We are all aware that the building or rebuilding of a city is a very complex problem — politically, financially, socially, and physically.

The cultural traditions and the heritage of every country naturally influence opinions and decisions. It will, therefore, be difficult to arrive at any common denominators which might be used effectively in all countries. But I believe this is a goal worth striving for and one not impossible to attain at least in large measure. I say this because several things are in our favor: we are dealing with humans; we are trying to provide a satisfactory living and working environment for humans. On the whole, we have the same techniques and materials at our disposal. Our craftsmen and technicians are about equally skilled, and the problems which face us in rebuilding our cities and the great distinction of sections of our cities are becoming obsolete and worn out. They do not provide the comfortable, sanitary, functioning environment that most of us will agree is desirable. It will require more, admit, and list some of the undesirable qualities in many of our cities, we might then be ready to set down some principles by which we may obtain some of our objectives.

Since this is my first visit to Europe, it will be difficult to appreciate the work which is going on in many European cities, and I am certain that what I bring back to the United States is much happening in the United States that is difficult to keep abreast of the many projects in urban renewal even in my own country. In the course of this week I understand we shall review some of the renewal programs under way on both sides of the Atlantic. This review and appraisal, plus the several discussions outlined in the Seminar program, should furnish us considerable food for thought on ways and means of solving our renewal problems in our own countries.

As I review and contrast many of our American cities with the cities over here, there are several things which I believe might call for a somewhat different approach to our problems of renewal. First, as you realize, our countries and cities in the Americas are young in comparison with the historic cities.

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of the Eastern Hemisphere. In consequence of the very great demands for building during the industrial revolution of the last century, most of our towns and cities, especially those with an industrial economy, went up very fast and with little or no planning. When things are done in a hurry, the results seldom measure up to our desires.

The United States is not the only country which suffered from hurried and somewhat inferior building during the same period. We, however, are now in a position to observe what has happened to other countries. The cost of our cities has been resolved into many components, old and new. A basic concept of renewal re-development, rehabilitation, and preservation — you must naturally give more attention to rehabilitation — is the basis for our discussion. Many European cities have, of course, done splendidly in the jobs of post-war reconstruction, but in this Seminar we are concerned with the problem of renovating and revitalizing cities. I believe we must exercise good judgment and forward looking attitudes in appraising the degree of obsolescence and deterioration evidenced in any structure or area. Age alone should not be the determining criterion.

The second thing which may differentiate our cities from yours is that they are composites of many different traditions springing from the different and highly varied ethnic, national, and cultural backgrounds. In many ways, we are still a "melting-pot," and it may be some time before the different traditions are fused into something which one might truly call "American." Youth, growth, and the chance for our country to demonstrate its ability to be reconstituted and not just reconstructed, but in this Seminar we are concerned with the problem of renovating and revitalizing cities. I believe we must exercise good judgment and forward looking attitudes in appraising the degree of obsolescence and deterioration evidenced in any structure or area. Age alone should not be the determining criterion.

A crucial problem in renewal, at least for us in America, is relocation. The seriousness of relocation is related to the problem of the rate of urban growth. (1) The provision of new dwelling units is not keeping pace with the increasing number of urban families. As a result of these two facts, there is great pressure on the existing housing supply which will continue as long as the rate of urban growth increases and as long as we are slow in providing sufficient new dwelling units to take care of the increasing number of families. With little vacant lot space, many families from obsolete areas which are scheduled for clearing and rebuilding. This slows the pace of urban renewal.

Where this condition exists, it is imperative that we expand our shelter program and recognize that city planning, the provision of housing, and urban renewal are all interrelated and must proceed together. Perhaps at this Seminar we may learn how other countries have dealt with this problem.

One different problem is to define deteriorated and obsolete areas and the degree and type of deterioration and obsolescence. It appears to be two basic types of physical deterioration and obsolescence: (1) that which is characteristic of buildings; (2) that which is characteristic of the environment. The first type is more easily recognized and easier to cope with from a renewal standpoint, either by rehabilitation or demolition and rebuilding. In the second type, street patterns and other elements in a neighborhood pattern tend to prevent or retard the type of renewal which seems to be the most effective. The increased use of the automobile has caused extreme traffic congestion. One fundamental, in all types of renewal as well as in re-development, is the recognition of the need for separation of different types of traffic. Limited types of right-of-way for fast moving, highspeed traffic are essential and in many cases are now being provided. There are numerous examples of freeways and expressways in many countries.

On the other hand, pedestrian traffic has been reduced tremendously. Two noted examples of problems in the central-city and other congested areas, pedestrian traffic is a primary traffic flow and should be provided with rights-of- way, while other types of traffic. A number of developments have demonstrated how it can be done. The redeveloped centers of Rotterdam and Coventry, a number of pedestrian shopping streets in Dutch, German and Scandinavian cities, and other new regional shopping centers in the United States are examples.

In some old portions of the city it is rather easy to recognize physical deterioration and obsolence and determine the need for clearing and rebuilding. However, in many old areas of cities, especially where architectural character has developed through the course of time, it is more difficult to determine which obsolete structures should be demolished or preserved. This problem, undoubtedly, is more significant in older cities in the Eastern Hemisphere than it is for the relatively new cities of the Americas.

Conflicts between preserving the heritage of the past must be resolved with the demand for modern efficiency. The building and rebuilding of cities in the United States has been a cooperative enterprise of public and private interests representing the investment of both public and private funds.

This will continue. To achieve goals of well planned communities where all types of structures, facilities, services, and services are designed to meet the needs of order, balance, livability, and attractiveness, it is imperative that public and private interests work with singleness of purpose — the building and rebuilding of better cities. It is necessary to change our concept of what constitutes the financial capital of the country. Perhaps we should look at building from "public VS. private" to "public AND private.

New ways and means must be devised to promote and insure the collaboration of public and private planning, financing, and building programs, and much experimentation along this line is now going on in our country. Cooperation will provide environmental planning at all levels of government and development at all levels of government and development and the advancement of the growth, wealth, and security of the Nation.

Those of us who work in housing and urban renewal in my country are dedicated to the achievement of this objective. We are heartened by the knowledge that there are some slum-free cities in Europe. We look forward to change any of our ideas that need changing, as becomes professional people. We shall be drawn quickly and closely together in this Seminar to the knowledge that, next to a peace on earth, ours is one of the greatest causes of modern times.
6 RENEWAL WITHIN THE DYNAMICS OF URBANISM:
RENEWAL AS AN INTEGRAL PART OF THE GENERAL CITY PLAN

INTRODUCTION

The urban structure provides the environment for a wide and complex pattern of human activities. As the urban area grows in population, and the structure expands, the range and complexity of these activities likewise expand. Conflicts arise when the dynamics of this expansion are retarded by the static and often obsolete physical structure. The partial or total renewal of any element of the physical structure, whereby the social or economic patterns of any substantial number of inhabitants are effected immediately, has repercussions which are some-what in proportion to the number of people affected. Renewal and expansion are interwoven and inseparable. It is, there-fore, essential that renewal plans are conceived as an integral part of the comprehensive plan for the urban region. The general plan for the urban region must thus serve as a dual guide for urban renewal and urban expansion and must per-

tain to the several related activities—residential, commer-
cial, industrial, cultural and circulatory.

The discussion of renewal as an integral part of the general comprehensive plan for the urban region and the several aspects of renewal within the dynamics of expanding urban areas should both set the direction and a high intellectual level for the professional discussion of the Seminar.

6a PAPER by STANLEY H. PICKETT

This paper is written to stimulate, and to serve as a basis for discussion at the first working session of the Seminar. I hope it may also act as a rough framework within which later discussions may take place. The theme of the paper is simple. It is that complete integration of any renewal program with the urban or urban regional plan is an essential prerequisite to the success of that program.

URBANIZATION AND THE CITY

Rapidly increasing rates of urbanization are one of the most striking and widespread phenomena of the twentieth century. Burgeoning growth has changed the form and structure of cities and has posed tremendous technical and administrative problems. In most of the large manufacturing counties the problems of increasing population have been compounded by an attendant growth in the number of automobiles to a level which taxes the ingenuity and resources of city administrators to the utmost. No working solution to the dual problem is in sight. Palliatives exist in prolusion. The city size limiters, the traffic exclusions, the illicit undergrounds, the rapid transit renaissance prophets have all had their say. Many cities in North America are tied in webs of expressways, but to little avail.

The effect of growth on urban structure has varied with course with the individual circumstances of each city. In general, however, the effect has been to throw around the old city a broad band of low-density suburbs of reasonable structural quality and design. Outside that band, in areas which are often under the control of a secondary authority, there is frequently found a zone of more viable housing sometimes arrayed in ribbons along highways and frequently accompanied by a variety of industries and commercial undertakings which are either of recent establishment, or have been forced out of the central city by the complex pressures of change.

In consequence of rapid peripheral growth, striking changes have taken place in and around the city center. The people from substantial residential areas have moved out to the suburbs. The big old houses have been divided into apartments or used for non-residential purposes; the smaller houses have been sold or leased fairly cheaply and in the scramble for cheap accommodation have inevitably suffered from over-crowding. There has for too long been profit in neglect, and over-crowding, as the resulting slums stand witness. There were of course substantial houses in the old city before the rapid increase in urbanization. These houses remain far too frequently, and are now the worst slums located in areas where much of the effort in urban renewal has so far been concentrated. This breakdown in the residential pattern has been accompanied by the inevitable spread of conflicting land uses into residential areas. The pattern of bliighted homes, overcrowded factories, inconvenient offices, all overlaid by a tangle of railroad tracks and streets constructed for horse-drawn traffic is familiar to us all. It is such blighted areas which have brought the need for redevelopment into prominence.

At the very core of the city stand those commercial, cultural and governmental buildings and spaces from which the city receives identity in the minds of men. This area, the central business district as it is so often inadequately named, is a true heart from which the life blood of the whole metropolitan community flows. Yet here also there is usually some blighting influence: it may be an old and inadequate street pattern, it may be a shortage of open space to give rest to the spirit amid the bustle of commercial life, or buildings which are no longer suited for their uses and are in need of replacement; it may be an intruding land use, such as the elevated railroad which used to run from Philadelphi center of Philadelphia casting the shadow of blight on all around it, or it may be lack of parking space, with the usual accompaniment of congestion, confusion and danger.

As a target for renewal action, the city may perhaps be stylized as a series of concentric rings, of which the bull's-eye, the core, is in need of rehabilitation and some redevelopment; the ring of subways; the ring of mixed use brightened area, calling for redevelopment; the ring of suburbs, a target for some rehabilitation, as well as for conservation measures, and the outer ring of fringe blight for which new renewal techniques will have to be employed.

THE DYNAMICS OF URBANISM

The Oxford Concise Dictionary defines dynamics as "moving forces, physical or moral, in any sphere.” What are these moving forces in the realm of urbanism? The city exists as a place in which a civilization may be nurtured. The reason why there can be no nomadic civilization is inherent in the absence of permanent settlements in which the slow evolution of a culture could develop. The Latin roots of the English words "city" and "civilization" are indistinguishable and stand con-
munieating to the fundamental dynamic of urbanism.

But in the immediate field of action in a city the town planner is motivated by two forces: firstly, the economic force which urges the development of a place in which industry and business, or special purposes, such as government or higher education, can flourish; and secondly, he is moved by the social forces which make men seek to create a city in which the highest, most comprehensive and most varied human lives may be lived. To these ends planning strives to establish condi-
tions in which improvement, change and growth will take place in correct relationship, at the right time and to the physical and social benefit of the whole city or urban region.

The pursuit of these ends through town planning follows upon a political decision. The direction in which any community will go depends upon a policy formulated by one of the levels of local government. It may be the council of a city, or a metropolitan region or even of an urban county. It may be the government of a much larger area of jurisdiction, in which one or more urban areas are included, working through organizations such as a state planning agency in the United States or India, or a provincial agency in Canada and many other countries. Whatever the level of government, it is their decision which both establishes policy and permits the dynamics of urbanism to be employed.

THE NEED FOR INTEGRATION

In the period of rapid urbanization we have seen that new growth has wrought changes in old areas. In ap-

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planning measures to the implementation of policy, each new action will have a variety of subsidiary effects and consequences. The renewal proposals for the Kingdom are either so badly blighted or so functionally obsolete that it has no further useful life, or rehabilitation of an area or of buildings which are showing the first signs of blight, or simply the various consequences which is good for the exception to this rule. To give one typical example of these consequences, the City of Philadelphia over a period of eight years carried out a series of slum clearance and redevelopment projects which were expensive and which cost the city more than the value of the property cleared, therefore redeveloped. The city tried to eliminate the worst slums first of all in the belief that the existence of good quality redevelopment projects amidst large areas of blight would encourage the natural improvement of those areas. The results were unfortunately not encouraging. People displaced from the cleared site overflowed into the surrounding areas, still further overcrowding bad housing. It was found that these areas were subsequently cleared in their turn, they posed greater problems and were more costly to develop as a direct result of the initial clearance project. Early in 1957, the city's Devel- oper of the region recognized that they had failed to benefit the "swamp of bad" and announced a change to a balanced renewal policy similar to that which I will discuss later in this paper. This is a simple example, it could probably be used in the experience of large slum clearance. Much more complex consequences would follow from redevelopment with new land use. These could be: good; great improvement in trolley circulation, better living or working conditions, less congestion space, or they could be bad; a long journey from home to work, or acute social problems during relocation in a new area. Whatever the consequences they must be anticipated, so that the city or urban renewal plans can contain mechanisms to remain, act and integrate them into the whole planning program. The project approach, where planning and design stop at the boundaries of the site, is doomed to failure. Unless understood and guided, the mutual effect of the project and the surrounding area depends on the nature of each other will be detrimental to both and may prejudice continuing action.

EXISTING PROVISIONS FOR RENEWAL INTEGRATION

In preparing this paper I have had the benefit of seeing the relevant sections of a few of the Country Reports submitted to the Seminar. How are renewal plans integrated with city or urban plans under prevailing legislation? To give a few examples, firstly from Europe: in France, renewal plans may be incorporated within general urban plans. Renewal plans include a detailed social, economic and physical survey of the and proposals for the new distribution of land uses as well as for the massing and inter-relationship of build- ings. In Sweden, it is noted, the development of city planning is similar in that France, with control of the redevelopment effected by the establishment of building lines, the restriction of the height of buildings, and the use of a floor space index. Yugo- slavia also includes renewal proposals in city plans. The

KINGDOM, plans for 'areas of comprehensive redevelopment may be included in development plans and the proposals shown in general plans of the planning authorities. In all these countries the areas shown for renewal may extend over whole neighborhoods or required by the degree of blight.

In South America, master plans in Colombia include renewal areas in a balanced manner into development plans, and therefore planning. In Peru, general city plans do not include renewal areas except where an area is of archeological interest. In the old city of Cuzco, for example, the plan encourages the removal of small huts located in an area largely devoted to old ecclesiastical buildings and Inca ruins. In Argentina, general plans may include renewal plans. The only large scale renewal plan, for the South District of Buenos Aires, is for a part of the city having no general plan in operation.

In the United States, the workable program, which must be adopted by a city before it becomes eligible for federal re- newal funds, includes a comprehensive plan for development of the community, thus pre- senting the opportunity for renewal projects to be carried out within the framework of the city plan. There is also provision in the legislation for the renewal plan of a large area to be designed and approved as a whole, prior to being carried out in stages over a period of not more than ten years. In Canada, renewal plans must be made in accordance with a satisfactory municipal plan or it will be unable to obtain federal financial contributions. Some municipal plans do include redevelopment areas and those for Toronto and Vancouver designate additional areas for rehabilitation. There is therefore general agreement that some degree of integration of renewal plans into the urban plan is necessary and the legislation of many countries includes provisions which recognize that necessity.

CONTENT OF A TYPICAL GENERAL URBAN PLAN

Before deciding whether these provisions are adequate it is necessary to consider the usual contents of a general urban plan and of a renewal plan. The general plan exists under two forms: the master plan which may be an official plan or official plan - but with very little fundamental variation in content. It usually includes a survey and analysis of the physical community; of its economic background, its industries and commercial activities, its scope and physical and social factors; the pattern of communications and of transport; from these analyses, a detailed development plan is made which indicates the probable rate and direction of growth which can be recognized in all the functions of the city and over the whole range of land uses, and the needs of the developing community. It includes the general location and approximate boundaries of blighted areas, in their various degrees of urgency, will first be recognized. The general urban plan also contains a map of proposals for physical improvements of all kinds: highways, parks, industry, housing. It indicates new or changed uses of land in both developed areas of the city and areas for future growth. These distributions of land use include the re-use of areas subject to renewal action and, in some countries, as we have seen, the boundaries of renewal areas are specified in the general plan.

So much is common to virtually all general urban plans. It has been widely recognized for some time that for a plan to have influence, for it to be faithfully followed by an administra- tion in pursuit of their policy, the plan must acknowledge the factors of time and financial resources: it must be therefore restricted as to time, with the proposals phased out over designated periods in the order in which they will be of most value to the community. Provision is made for review of the plan at an appropriate date. For example, under the Urban and Rural Planning Act of Newfoundland a municipal plan has to be formulated for a ten-year period and is subject to quinquennial renewal, with the result that within five years, when the plan is taken into account, is examined in relation to the possibilities for capital investment in the City, and expenditures on public works proposed in the plan are included in the long range capital estimates and immediate future plans of the city administration. This briefly outlines what is perhaps the most comprehensive system of city planning in relation to political and administrative realities which has yet been evolved, and which may be summarized as: survey, analysis, plan, program, and capital budget.

THE RENEWAL PLAN AND INTEGRATION

The contents of the renewal plan are limited to proposals for a specific area, be it a small clearance and redevelopment project, or the redevelopment of a neighborhood. The plan shows the area to be cleared, block by block, the new street pattern, and proposals for the re-allocation of land uses. The layout of new buildings will be set out in detail and the plan may include an architectural study of the new proposals. The renewal plan is the survey of the area, the ac- count of the conditions, the identification of the mass of detailed information on families and their relocation, on methods of implementation, on cost and participation of various levels of government.

There can be no doubt that when general and renewal plans are skillfully prepared, based and properly integrated, successful re- development or rehabilitation can be taken place. Yet there are cities where equal care has been taken but the results have not been satisfactory. This may not of course have been due to poor architectural or planning design of the project, or a lack of financial support, but to an application of new work to the old structure of the city, or the one new block or a hundred, brings about secondary effects which may be felt across a metropolitan area. I have cited the experience with redevelopment housing in Philadelphia. In Montreal there is at present a proposal to build an office building, that the centra feature of which will be a tower forty stories high, in which as many as 10,000 people may work. The scheme is on an overall plan of urban and economic development on the master plan. It does not conflict with the other major pro- posals and there can be no doubt that it will add immeas-
ably to the visual excitement of the city. It is a perfectly acceptable scheme within the framework of the general urban plan and yet it is obvious that even in the largest city such a project will do more than dominate the central area in a visual sense. It will affect all the complexes, interlocking relationships of that center and will change the habits of people and the pattern of movement throughout the metropolitan area. To their credit the planning project in Montreal have made extensive studies to determine the effects of the development on the city and have made whatever allowances are possible in their plans. Only the city administration however can make plans that must the community to the stress which the development will impose.

This extreme example serves to illustrate that mere integration with the master plan may not be enough. I suggest that there is a need for an intermediate level of planning which will take into consideration complex inter-relationships, the subtle shifts in habits and emphasis, and the radiating secondary effects of the renewal proposals as far as they can be anticipated. As the renewal scheme affects all around it, so the city influences new development and the magnitude and consequent those influences must be assessed and accommodated. The concept of boundaries to a renewal scheme must be eliminated, for no matter how large an area is involved in the project, it will have a peripheral effect. It is around that periphery that planning must anticipate change, if renewal action is to prosper. The only exception which I can see to this is in the renewal of a large fringe area of blight which will be possible to establish neighborhood boundaries, just as is done in planning the extension of the city. Even in this case some thought must be given to the relationship of the renewed neighborhood to adjacent areas. Eastwick, the fringe Philadelphia, is the only project which I am aware of in this category.

PLANNING DISTRICTS
It is my belief that there is much to be gained from an intermediate planning stage, between the general urban plan and the renewal plan itself. This stage would be the planning of districts within the city, in much the same way as new neighborhoods are planned in developing areas. The boundaries of planning districts would be drawn to cover the whole area or a part thereof with natural boundaries and features such as river valleys and special compartments, to men-made dividers, railroad tracks, main highways and expressways and to the land use pattern of the city. The resultant pattern of contiguous areas would have some affinity with an attempt to define neighborhoods in the city, although it would also include all areas of predominantly nonresidential use. The planning districts would inevitably involve many compromises with the ideal of areas of like development separated by natural or men-made dividers, but upon them could be developed an indivisible plan of urban renewal.

The planning district plan would fit into the general urban plan. It would show, in more detail than that seen in the master plan, proposals affecting the district. It would include all positive and agreed public works in the area as well as those which are in the final stages of design and are certain to be implemented. The master plan is made in accordance with the general plan and would develop plans in more detail when appropriate. The planning district plan would show all the renewal action proposals; areas for clearance and redevelopment, rehabilitation, renewal areas and all conservation measures could be applied. It would designate sites for special land uses and for public buildings. It would allow for the development of a park and playground system appropriate to the needs of the area. It would balance the new old with all their complex interdependence over the entire area. But more important still, the preparation of the plan would be marked upon with heightened sensitivity to the influence of abutting planning districts. In this way plans which are both practical and creative can be developed over the whole urban area, having regard to the provisions of the general plan but also to the consequences of renewal action. The steps in the process would then be: the general urban plan, the delineation of planning districts; the preparation of plans for those districts based on a system of priority; the preparation of renewal plans for individual projects. This approach may already be in use in some countries. In Canada one or two cities, notably Toronto and Vancouver, are already embarking on the planning of the Planning Department has delineated planning districts covering the entire city and have done detailed work on some of them within the past two or three years. One of the areas given high priority is known as the Don Planning Area. It covers about one square mile and lies immediately to the east of the

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This I believe to be a valid and sound approach to one of the most important of the many problems facing us in urban renewal, the integration of the projects with the general urban plan. Unless this, or a better method of handling the relationship comes into general use, much renewal activity, embarked upon with high expectation, will come up to expectations and will not contribute vitally to the development of the city.

I hope that in this paper I have succeeded in convincing you of the impossibility and invalidity of cutting urban planning and renewal in separate compartments. The fundamental fact about their relationship and integration is surely that they are indivisible, merging literally in the development of urban development. With our agencies, our legislation, our citizen groups and political pressures, some of us have succeeded in setting up renewal apart from planning. Whilst this separation also means the renewal action far in advance of planning, it remains uncertain whether in the end more cities it remains both unnatural and unfortunate. Let us be sure that in each city we attain the closest possible harmony between renewal action and the plans which we prepare for the growth and nurture of the living city.

The possibility that renewal might be avoided altogether was discussed by one participant with a realisation of the assumption that there could be continuing evaluation of the effects of each proposed physical development. The three types of renewal: clearance, rehabilitation, and preservation, may indicate degrees of failure to achieve this.

At the first working session (Renewal Within the Dynamics of Urbanism) Mr. Pickett presented the first paper, the theme of which was the integration of urban renewal with urban planning. Specifically, he proposed that the processes of urban renewal and planning are not separate but interrelated. As the urban renewal planning is carried out, the resulting plans and policies of urban planning should be kept in that order. More specifically, he proposed that more emphasis be placed on planning. He described what he termed "intermediate level" plans. Renewal projects, introduced to an old city, cause a radiating series of effects which move throughout the whole metropolitan area. Similarly, the whole environment influences a renewal project. These interactions must be anticipated and guided if renewal is to be fully successful. This level of planning is a comprehensive statement of the renewal plan. The speaker recommended one way of tackling this important intermediate stage is by the 'district plan'.

At the second session (Planning Districts) Mr. Pickett presented the second paper, the theme of which was the preparation of the detailed plans for urban renewal. The question of the planning district plan was brought forward and discussed. It is possible to have a planning district plan that is essentially a series of districts. The districts are defined in terms of the function that they serve. These districts may be overlapping and each district may have its own objectives.

At the third session (Public Participation) Mr. Pickett presented the third paper, the theme of which was the role of public interest in urban renewal. He discussed the role of the public interest in urban renewal, and the necessity for public participation in urban planning. He emphasized the importance of involving the public in the decision-making process of urban renewal and planning. He discussed the various ways in which public interest can be involved, such as through community planning boards, public hearings, and public opinion surveys.

SUMMARY

by Reporters Gabriele Buscaglia, Bogota, and George S. Dugger, Berkeley.

Challenged to discuss the subject in terms of more immediate possibilities, the participants debated the idea that between...
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plan and renewal there is a two-way relationship; that urban renewal must be guided by the plan, but that renewal affects the plan also. It was suggested that the construction of new buildings and decay of old ones cannot be entirely stopped, even temporarily; that in most areas the plan guides rather than stops and starts this process. At its extreme, the plan might call for some areas of permanent monuments, but in all the rest of the urban area it might guide construction of buildings with rather short lives or even temporary ones in a rapid series of building and replacement activities.

This conception of wide-scale use of structures of short duration fascinated the group for some time and statements were made and questions raised which on the whole indicated skepticism concerning the advantages relative to the economic and human costs. The discussion then turned to Mr. Pickett's description of renewal as an expression of the plan.

It was suggested that urban renewal sometimes comes first, demonstrating the possibilities, acquainting people with the opportunities, and showing that a comprehensive plan is needed and valuable as a guide in a series of such projects.

In transitional periods, at least, plans may have to be changed, sometimes several times, before the renewal of an area is complete. Also, renewal takes such a long time, relative to even the ideal period between editions of a city plan, that the new circumstances which from time call for a new edition of the plan may also be the determining factor in a renewal decision.

In the imaginative use of the dynamics of urbanism in urban renewal, one challenge is the properly timed development of open space in relation to the renewal of developed areas, it was suggested, a challenge which is especially important in humane considerations of the rehousing problem of persons displaced by urban renewal.

It was observed that under some circumstances one's readiness to subordinate renewal to the plan might depend upon the comprehensiveness of the plan, and that the more fully the plan really took into consideration all the major factors affecting renewal, the more important it is that the renewal projects be subordinated to the plan.

However, under normal circumstances there seemed to be general agreement with the speaker's emphasis on the objective that urban renewal should be given the guidance of a general plan and renewal should be carried out in accord with that plan.
INTRODUCTION

The rapidly changing patterns of land use and circulation have been a phenomenon of the twentieth century. The combination of expanding population, advancing technology, and the impact of the motor car, has resulted in the obsolescence of most patterns of land use and circulation which our urban communities have inherited from past generations. The increase and extent of obsolete and decaying areas, and the actual and potential social and economic costs of this decay to urban societies is, perhaps, the most significant problem now facing the urban areas of most countries. Patterns of land use and patterns of circulation are closely inter-twined in the fabric of the urban structure. The two patterns are inseparable, but the relationship of one to the other varies greatly as land uses change and the extent of the mixture of circulation varies in time and place. The trend towards greater separation of land uses is now being reversed somewhat in new central city areas where a greater mixing of land uses, designed to harmonize and to supplement each other, is bringing more life and vitality into areas which may formerly have been used by fewer people for shorter periods each day.

Many recognize that major arteries of circulation (waterways, rail-lines and inter-regional highways) tend to determine general patterns of land use while minor and secondary arteries of circulation should be designed to serve the patterns of land use.

Moving people and goods involves a multitude of activities demanding a wide range of rights-of-way and facilities. For an efficient pattern of urban circulation, those responsible must conceive of it as one coordinated system, comprising many supplementary elements. Unfortunately, most urban areas today have competing means of transportation, usually resulting in duplication of rights-of-way and facilities, increased costs, and little is done to relieve mounting congestion.

City officials, business leaders and citizens, alike, are realizing that for speed and safety, the several types and speeds of traffic must be provided with their own rights-of-way. The application of this basic principle is well demonstrated in new limited-access highways, pedestrian shopping streets, and regional shopping centers.

Almost without exception, pedestrian areas—commercial or cultural—have proven to be popular and profitable. It has been found that by studied, and logical, patterns of related land use and circulation cities can be 'dead' after working hours, and a pattern of urban life is emerging which is free from many of the problems associated with extended journeys between homes and work. Through renewal, on a precint or urban island basis, new life is being achieved in urban areas formerly afflicted with obsolescence, congestion and decay.

The planner of renewal projects must therefore be fully aware of the impacts of existing and developing land use and circulation patterns, and the ways and means whereby any renewal area may be redesigned to incorporate these principles of logical and sound planning necessary for successful patterns of land use and circulation.

7a PAPER by JOHN L. BECKETT 
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1. INTRODUCTION.

The purpose of this paper is not to present a complete thesis on the subject of land use and circulation in relation to redevelopment, but to serve as an introduction to the subject matter, and in particular to bring out the main points, to pose the main problems and to present ideas to form the subject of discussion.

2. WHAT AND WHERE ARE THE AREAS FOR RENEWAL ACTION?

Before we can consider land use and circulation in relation to areas for renewal action we must first discuss the basis of the problem, that is what are these areas and where they are located. The areas fall into three main categories, namely, residential, industrial and commercial. In a country such as England the residential areas which are now ripe for redevelopment or improvement are those which were developed initially in the latter half of the 19th century. The slum areas resulting from the immediate post-industrial revolution have in most towns been dealt with either in the inter-war period or since 1945. What we are now left with are the immediate pre-bylaw and early post-bylaw development constructed in the years between 1860-1880. These residential areas in the main lie immediately surrounding the central business, shopping and commercial cores of our larger towns and cities. Clearance and redevelopment is most usually initiated by local government action. It is unusual for private landowners to clear and redevelop on their own volition.

The problem in industrial areas is rather different as development of industrial concerns takes place at the instance of the industrialists themselves. An out-dated factory building is inefficient and may result in the firm going out of business so that more than not industrial redevelopment occurs as the natural life of the building concerned expires.

Rebuilding and improvements in the central shopping, business and commercial areas occur as buildings become obsolescent and no longer serve the purposes for which they were originally built. Increasing land values as a result of town expansion cause the owners to implement plans for rebuilding in order to obtain a greater return from the land they own. New buildings and extensions and improvements to existing buildings usually result in a demand for increased floor space and add to the ever-increasing congestion in our town centers.

In a country such as England where development has been growing at a steady rate over the last 100 years, the residential, industrial and central areas which now present the problems of redevelopment are those which lie in the heart of the larger towns and cities. The central area which, by the passage of time has become mainly commercial in character, is surrounded by a belt of industrial or residential development or more often a mixture of the two, and it is these central cores and the inner areas surrounding them which contain the major portion of dwellings and other buildings to be redeveloped. The problem in the smaller country towns and in the villages is more or less for by reason of their slower growth they do not amass to the same degree the large scale problems which the larger towns have.

3. WHAT IS THE PROBLEM?

The problem is in fact two-fold. Firstly there is the eradication and elimination of the "blighted" areas containing the sub-standard housing and the inefficient industrial and commercial buildings. This problem is comparatively simple, and has its roots in administrative action taken under the Housing Acts, which together provide adequate means for dealing with all aspects of clearance. The second part of the problem, namely, the redevelopment of the cleared sites and the replacement of the uses displaced by clearance is the more difficult.
There are, however, two alternatives. Either the cleared sites are redeveloped for their existing use, or if there is a multiplicity of uses at the present time for one or other of the existing uses, or the sites are left derelict and the noise due to clearance is provided on new sites elsewhere, for example, as peripheral development to an existing town or as a new town.

I shall deal with these two aspects of the problem separately.

4. REDEVELOPMENT OF CLEARED SITES.

The factors which go to prevent the proper redevelopment of cleared sites are the cost of such development, the lack of demand in certain cases for such development, and the difficulties of access caused by the continuation of an out-moded street pattern, which, where areas are quite small and abut other areas which are to be retained, must be perpetuated. From the aspect of cost, it is often more profitable to provide housing is concerned to replace the houses lost by clearance on the perimeter estates of the town, but the areas cleared cannot all be devoted to industrial and commercial use and those which are not required for such purposes must be redeveloped residentially. No town or city can afford from an amenity view point alone to allow large central tracts of land to remain derelict. Their redevelopment must be treated as a social necessity. Even if all the cleared areas are redeveloped there will always be some “overspill” from them as the result of clearance and redevelopment because of the increasing standards demanded by new development and the inability to put back on the cleared sites the equivalent dwellings or other buildings concerned.

5. NEW DEVELOPMENT OUTSIDE THE CLEARED AREAS.

This can take the form of new towns, the expansion of existing small country towns, or the extension of larger towns and cities by the building of peripheral suburbs. In this development there are opportunities for the re-organisation of land use and the application of up-to-date planning techniques. The town planner can impose from the start “ideal” land use and circulation arrangements to take account of the increasing use of the automobile. However, in a developed country such as England, changes in land use and improvements in circulation are limited. The land use pattern has grown up over a considerable period of time and apart from the isolated exceptions, all plans must have proper and full regard to existing conditions and to the natural growth of the community.

6. THE REDEVELOPMENT AREAS IN TOWNS AND CITIES.

The use to which the land cleared (as a result of renewal or rationalisation action in our towns) is to be put on redevelopment has been considered in detail by planning authorities in the preparation of their Development Plans under the Town & Country Planning Act 1947. Plans for all the major towns and cities have been prepared at a scale of 6" to the mile and these indicate the uses to which land should be put on redevelopment to occur during a 20 year period from 1951. The allocation of land to different uses is actuated by the demand for land for a particular use, the economics of the use of land and the effects caused by the preservation of urban amenities; having thus determined the use to which these redeveloped areas are to be put, the problem of circulation in relation to them must be considered. The road system for a residential area would of course differ from that for an industrial area, and in dealing with the internal layout of the various redevelopment areas the individual needs of the type of traffic to be attracted to them are critical. For example, in a residential area, heavy industrial traffic must be discouraged and provision made for private transport. In this context the segregation of traffic is important. The road pattern must provide for ease of access to the area by means of main roads, but having achieved that, the street pattern must be such that internally the area is safe and, as mentioned before, traffic must be discouraged. Apart from the access streets which are necessary to serve the individual dwellings or other buildings, in a residential area in particular, pedestrian ways and shopping precincts which are quiet and safe should be introduced into the layout where possible.

7. NEW DEVELOPMENT OUTSIDE THE REDEVELOPMENT AREA.

The problems of new towns have already been referred to, and the opportunities they present to the planner are obvious, but there is no development must of course occur on the perimeter of existing towns in an extension of suburbs, which, unlike new towns, are not self-contained, but are mostly “dormitories” which depend on the town for the provision of work, business, shopping and recreation. In any such development, which is in itself an integral part of any redevelopment which occurs, ease of access to the town center is important and therefore the improvement of radial roads giving access is necessary. It is obvious, however, that if towns are allowed to extend their boundaries by peripheral development, the time will come when the town is too large and no matter what improvements are made in the road pattern, e.g. as by the provision of ring roads to give communication between the various parts of the town, or the improvement of radial roads between the outer areas and the central area, congestion will always occur.

Increasing use of private transport (and figures show the annual extent of these increases), will always tend to outstrip road improvements and therefore there is a case for restricting the size of towns, probably to a maximum of 100,000 population generally and to a quarter of a million population for regional centers.

8. SPECIAL PROBLEMS OF RESIDENTIAL AREAS.

The circulation problems of residential areas have already been referred to, but I would re-emphasise certain points. Firstly, there must be good access with safety to pedestrian users and although traffic must be discouraged by the skilful planning of housing and the roads. Thirdly, public transport must be allowed and adequate provision must be made for private car parking in the form of garage, lock-up garages or areas of hard standing. Finally, a system of small linked open spaces around which the houses are grouped (on the lines of the Radburn experiment), and which insures safety for children at play, has much to commend it, provided the problems of his ability to the “distance of carry” can be overcome. In considering the circulation of traffic in residential areas it is vitally important to preserve the pedestrian approach and to think and plan in the terms of the pedestrian.

9. SPECIAL PROBLEMS OF CENTRAL BUSINESS AND COMMERCIAL AREAS.

Here again emphasis must be laid on the pedestrian. The problems of a central business area are probably only too well known to everyone. There is congestion caused by the high density of buildings, narrowness of streets, the increase of motor vehicles, the demand for parking areas and the incompatibility of the various land uses and the various road users.

Access to the central business and commercial area must be direct but indirect. This calls for a re-examination of radial roads leading to the center and to the provision of new roads where necessary. In a larger town it may mean the construction of a central ring road surrounding the center, and the restriction of traffic within that area. Each town must be considered in the light of its own special problems and whereas a central ring road may be necessary and desirable in some towns, it is not a universal panacea for all cases of central area congestion. The construction and improvement of roads in densely built up areas is extremely costly and both in respect of the land area required, which often can be ill-afforded, and in respect of the cost of land acquisition, the disturbance to existing business interests and the compensation payable for such inconvenience and disturbance. In this respect the war-damaged towns have offered the greatest opportunities for the carrying out of improvements in traffic circulation. Paradoxically, even if these road improve-
most schemes are carried out, the congestion may in fact worsen. Better road conditions encourage more people to use private means of transport and this increased volume converging on the central area causes in turn its own problems. Probably the greatest is that of car parking. The cost of car parks, whether they are surface car parks of multi-story car parks, or private car parks introduced into new buildings in the form of basement of roof parking, is uneconomic from an investment viewpoint.

Apart from congestion caused by traffic, congestion also arises as a result of the many different forms of vehicular transport using the road. A case can therefore be made for segregation of traffic as between through traffic, which has no reason to enter the town center and which can be accommodated on a ring road or by-pass road, and that traffic which has occasion to enter the commercial area. But of this traffic there will be on the one hand heavy lorries carrying bulky goods to commercial areas and warehouses, and on the other hand small private cars and cycles. The nature of the traffic is different as also is its speed. Whereas some segregation is possible in country areas (and I shall refer to this in more detail later in dealing with the speed of traffic), in our towns, by the very nature of their development, segregation is virtually impossible without the imposition of a new road pattern, which in most cases would be impracticable.

We must conclude therefore, that where it is impossible to restrict the size of a town to something in the region of 60,000, there will always be the problems of traffic circulation and the congestion of traffic in the town center. If urban life is to continue in large towns then we may be forced to adopt a system of restricting traffic to a small central business and shopping area; although from present experience in the limited application of parking restrictions and street closures, such proposals are likely to meet with considerable opposition from traders and other principal ratepayers. One might, for example, visualize widened radial roads leading to a central ring road which bounds the business and shopping area, and adjacent to this central ring road there would be surface and multi-story car parks, and within the central ring road no private transport, apart from that required to deliver and service the commercial buildings, would be allowed. Within that central ring road we should have two systems of communication, namely, a pedestrian system and a "service" system. The latter would be the form of service transport leading from the central ring road to the rear of the shops, warehouses and offices. The former would be pedestrian ways, shopping precincts and pedestrian thoroughfares from which a vehicular traffic would be precluded.

The only exception which might be made in the larger central areas is the provision of limited public transport where distances from the central ring road and car parks exceed a quarter of a mile to the center.

## TYPES AND VARYING SPEEDS OF TRAFFIC.

In dealing with a scheme for the circulation of traffic in general to land use we have at one end of the scale the problem of the fast modern automobile with possible speeds of up to 60 to 80 miles per hour for which a specially designed motorway is appropriate, and at the other end of the scale the pedestrian at speeds of 2-3 miles per hour for whom the pedestrian way or precinct is appropriate. We must in any plan attempt to reconcile the different needs of these two and the transition from one to the other forms of traffic at intermediate speeds between them.

In rural areas segregation is both practical and possible; the motor road with its three or four lanes in each direction, providing for traffic of varying speeds (as on the American principles) and cycle tracks and pedestrian ways which make best use of all the vehicular ways. It is possible to design a network of inter-related traffic roads and footpaths and the only limiting factors are those of cost of construction and land acquisition.

In towns it is not possible to achieve segregation to anything like the same extent. In existing towns the improvement of the radial roads and the construction of ring roads and by-pass roads where appropriate to meet specific needs, represents the limit which the town planner can achieve. In new towns he may, of course, provide a road system which allows for the individual requirements of the various types of users. For example, suggestions have been made that pedestrian and cycle ways from the perimeter of a new town should be routed into the central area away from traffic highways, and such pedestrian and cycle ways may be provided in existing towns on, for example, the alignment of dis-used branch railway lines. The only other form of segregation of traffic which would appear practicable in existing large towns would be the gradual provision of rear service roads for heavy goods vehicles, with private cars gaining access to premises.

Congestion of traffic most usually occurs at road intersections and junctions and any alleviation at these points which is possible, gives the greatest reward. In this connection traffic islands and, where large areas of land are often required, or alternatively where volumes of traffic are high, fly-overs and under-passes are desirable. In the comparatively narrow width roads in the central areas of English towns the provision of fly-overs and under-passes is impracticable, without considerable destruction of property. When the traffic volume exceeds the figure where roundabouts are no longer a solution to the problem, i.e., where the diameter of the roundabout is too large for 2000-2400 cars per hour to circulate without traffic hold, it would almost appear that there is no solution within the existing framework of English towns and cities and that the only solution is to restrict by artificial means the traffic flow in the street where it is already congested in order to reach the center. This factor is another pointer towards the restriction in growth of towns and cities above a certain population figure.

## AN INTEGRATED SYSTEM OF RAIL AND ROAD TRANSPORT.

The present and road transport networks in the British Isles tend to produce wasteful competition in that both the road users and British Railways are often competing on the same road. We have the position where heavy bulky goods are being carried by road transport causing congestion on the road system, while the railways, which can quite easily deal with these heavy and bulky goods are not being used to their full potential capacity. A re-organisation of road and rail transport, in order to deal more quickly with the passage of goods, would be desirable.

Rail transport is particularly suitable for the transportation of heavy bulky goods over long distances, whereas road transport is more appropriate for the transportation of light and small goods with a high value to bulk ratio over short distances. The improvement of the canals and inland waterways (a scheme for which is currently being considered in my country) may also make a contribution to the transportation of heavy and bulky goods where speed is not of paramount importance.

With regard to the transportation of passengers, some system of integrated bus services, linked with the important railheads at say 20-30 miles apart, thereby eliminating wasteful stopping points on the railways, increasing the general overall speed and allowing the closing down of uneconomic branch lines, is called for.

But such a program, if it is not accompanied by similar improvements within the towns will be of no value. As I have already indicated, towns with a population of over 10,000 have probably in almost insoluble problem. The answer to this problem is necessary to enable small motor vehicles to get to the center require considerable areas of land and considerable expenditure of money and labor. The projected increase in the volume of traffic will render the present schemes, which are in the planning stage, congested almost before they have been carried out. We may conclude that a new main road system is not sufficient. We must improve communications between towns but at the same time we must improve communications within towns. Nevertheless, the large towns will always be congested at the center unless otherwise we reach the conclusion that we must restrict the number of people who wish good access between would appear to be the answer. Business or recreation. Small self-contained towns with populations of below 6,000, and possibly 4000 persons with good access between would appear to be the answer. The circulation patterns of the future, in England at any rate, are likely to be a network of motor roads linking the various towns with ring roads and access roads for the traffic which has no occasion to enter the town.
WHAT EFFECT CAN AND SHOULD THE MOTOR VEHICLE HAVE ON LAND USE PATTERNS IN THE FUTURE?

Speaking for England, land use patterns have evolved gradually and naturally over the years and it is not envisaged there will be a revolutionary change in them. In a small country with a high population density very few opportunities are offered for experimental planning such as that of "out of town" shopping centers which have been tried in the United States, although there has been over the last two decades an increase in the popularity of district shopping centers in our larger towns and in the new suburban neighborhoods. This may in some measure be due to the increasing congestion in the central shopping center and the difficulties of access thereby, including car parking. Although industry and commerce are no longer tied to the railways and waterways, or to the sources of fuel or raw materials, as in the past, they are in fact still tied, but now to the "homes" of the people. In a stationary or slowly expanding population, the demand for new houses is relatively small as compared with the total number of dwellings in the country. The opportunities for building new towns are rare, and industry and commerce which are dependent on obtaining a labor force must set up near that labor force, i.e., they are now, as in the past, conditioned by the places of residence of the workpeople. Only when there is a rapidly increasing population and where there is unemployment can industry and commerce affect the land use patterns to any great extent.

13. SOCIAL INFLUENCES OF THE MOTOR VEHICLE

The introduction of the motor vehicle into this country has brought about changes in the social habits of the people. I have already mentioned in the town there has been an increase in peripheral housing, opening the outskirts which could not have taken place had it not been for motor transport. Similarly there has been an increase in commercial concentration at the center of cities. In the countryside of the motor vehicle has caused ribbon development after the first World War and the spoliation of amenities, although remedial action has been taken in this connection, first by the introduction of the Ribbon Development Act 1935, and later by the more comprehensive Town and Country Planning Act 1947. As the numbers of vehicles on the roads have increased, the automobile has brought accidents, noise and congestion in its wake. Is there, for instance, any relationship between the increase in lung cancer and the diesel fumes from heavy transport vehicles?

As I have already stated the present problem cannot be solved simply by building new roads. There are also social and economic problems to be solved. In the United States the motor car has created a completely new pattern in city, town and area. Roads and offices and the accepted pattern of buildings, streets and footways have been rendered obsolete in that country by the automobile, but in England we have a history and a heavy capital investment in our crowded cities and highways and we cannot scrap these and replace them by a motor-made landscape, even if we wanted to do so. One of the social changes which the motor vehicle has brought in this country is the creation of a new "village" dweller in this form of the business man who is prepared to travel long distances by road each day to his place of work in the city center to enjoy his week-ends and evenings in the countryside. Certain of our villages have in fact taken on a prosperous, but entirely different existence as a result.

14. CONCLUSION.

Any conclusion which can be drawn from an examination of the problems of land use and circulation in relation to areas for renewal action I leave with you to form as a result of your discussion. All I have attempted to do is to draw attention to some of the main points which occur to me and which relate to my country.

I have, however, one point which I feel I must make and that is that in all our deliberations on this subject, we must have in the forefront of our minds the scale of the problem confronting us and that scale must always be the man-made scale and not the vehicle-imposed scale.

In planning a full environment, complete reliance on the motor vehicle could be a mistake. We have only to consider the disastrous consequences which had weather, and in particular snow and ice, can have on road communications. Therefore all our plans should be related to the man-made scale. The motor vehicle can be the servant of man, not his master.

The draft program for the Second Working Session of the Seminar covers a lot of profound problems which all turn up when discussions on a renewal project are started, especially in the city planning office. I don't think it is possible to cover all the topics in one paper, and I have therefore chosen instead to put forward some questions which have been more or less thoroughly discussed in connection with redevelopment programs in Stockholm and which I think may be of wider interest and may serve as a basis for some of the discussions at the Second Working Session.

The first question which I will deal with can be entitled: "Impacts from the circulation point of view of the intrusion of larger and smaller offices into existing residential areas and a discussion of the need and suitability of making plans to prevent such advances."

It is quite normal in cities which have reached a reasonable size that offices are intruding into residential areas which are far from the fringes of central commercial districts of the city. The reasons for such an activity may be several. The city has grown so much and so rapidly that the central area itself from
coming inadequate when commercial activity intrudes into a residential area. The new traffic rhythm will also soon be quite different and the whole area will be less convenient for residential purposes. One result of this is also the increased growth of cars, especially in connection with parking. In a residential area consisting of flats, one usually walks from 1000 to 1200 feet to be able to put his car in a garage overnight and it is often impossible for a visitor to find a short-time parking space in front of the entrance.

From a parking standpoint, under such circumstances, it is possible to erect an establishment of economical size which serves a reasonable influence area. As soon as one has to deal with commercial activity there is quite another demand in the standard of parking. There will, at least, be the need of considerable parking spaces for short-time convenience stops. For long-time parking it may perhaps be possible to use the existing garages in the neighborhood. They should profit from the low fares charged, and so solve the problem during the morning and the evening hours when at the same time he has to take care of the cars of the neighborhood residents and office people. As for short-time parkers, however, it is still worth considering that there will be difficulties to get space enough and in this special case, when there are quite a few office-buildings mixed in a residential area, there will not be sufficient ground for a parking garage.

There are not only problems when one has to take care of the rubber tired vehicles. The claims of the mass transportation companies will be much higher also. The companies must give much better service on existing surface lines and if there is an underground service in the city the new office premises must be situated not too far from an underground station. If there is much extra demand for special service. In most cities nowadays mass transit companies are troubled with increasing numbers of passengers and increasing economical difficulties; and in most cases, the problem is a question of putting more buses or trams in operation. It follows that, as we all know, people will use their cars more frequently, and we are back again on the traffic and parking problems.

There is a secondary effect of the intrusion of offices into residential areas. If these living districts are not already attractive for home development they will become less desirable as residential areas. They are often situated so close to the business district, where many of the inhabitants work and a lot of people walk from home to work, or use a surface bus or tram line which is operated with fairly good economy.

When the former residential area is partly transformed into a commercial area people forced to move out to the suburbs and will have to use their cars or a transit line to get to work. In both cases, a much greater part of their income will go for transportation other than other forms of better living requirements. The cost of transporting these particular inhabitants of the city from home to work is much higher while at the same time the net income from the same persons will be much less.

In summing up one might say that an area will be more or less inconvenient both for living and working, both for individual transportation and for mass transportation as a result of the intrusion of offices and other commercial undertakings into suitable residential areas.

The question now is: are there sufficient reasons to prevent such developments? From a strictly planning point of view, one would agree that there are such reasons. Of course, there may be cases where this rule fails and the area will be suitable for the central part of the city. This expansion of commercial areas must naturally spread over areas which formerly were non-commercial, which at certain times will give the main part of the above related inconvenient situations. But the case is mostly one which can be regulated and can be followed to a given pattern. The redevelopment of the existing business districts may at first be encouraged, since there will be economical basis for establishing a high quality transportation service; this may be construction of underground rapid transit lines or new major highways with connecting parking establishments, or perhaps only a better use of existing facilities. After that or perhaps at the same time, the increasing commercial activity should be directed to adjacent areas or in such directions in which the community can provide, more or less easily, for necessary transportation facilities. This will be made possible by a rather strict downtown planning regulation (or a much detailed zoning ordinance). If the different agencies of the city concerned with planning problems could agree upon such a mode of action I think that a fairly logical solution of the problem of commercial activity in strictly residential districts, even if they are situated at the borders of enlarged central business districts.

I know that much can be said against such ideas. Among other things, there will be an intolerant stress upon the free undertakings in the city and as a result in most cases it would have political aspects.

But I know that related or similar problems are under discussion in many cities and countries and I think, therefore, it will be a special question of which one to choose. If the discussion gives only minor results to be carried out in the home cities of the participants I think the gain in urban economy may be rather considerable.

As a second question, which perhaps may be of such interest that it can serve as a basis for discussion, I should like to put forward some of the problems which are raised by the redevelopment of a large part of the commercial center of Stockholm - a part known as Nedre Norrmalm (Lower Norrmalm). The renewal area of about 30 acres (12 ha.) originally was used for residential purposes, but when the renewal started, there were about 1500 persons living there. Instead of the residents, about 8000 workers had come into the area - most of them in smaller offices which have been able to procure suitable space on the ground floors of the buildings. But in relation to the areas just outside the redevelopment precinct, the density has been comparatively low. The buildings in the area, before the redevelopment, were obsolete and had to be removed. It has been known that the area was to be redeveloped and because the owners of the buildings were rather unwilling to invest any more money in them.

All these circumstances, combined with quite inadequate street patterns, have resulted in the prospecting only more or less second-rate commercial establishments. So the question of generation of traffic again was comparatively low and could be dealt with tolerably in the streets leading into the precinct. Now, however, the area is being developed quite otherwise since the area is redeveloped into a high class shopping and office district.

In the Master Plan of Stockholm the area is planned to be a part of the most densely used commercial area of the city which in the future should be served by at least two underground rapid transit lines or major highways and a handful of parking garages. In the traffic forecast, the proposition which followed the Master Plan, it is clearly stated that there is no practical or economic means of rebuilding the central part of the city in its present form. One can only build in the secondary, rather complex effects of these conditions are sketched as far as they have been able to anticipate - when the plan in all details is carried out. This means, naturally, that the realization of a plan should have an effect outside the city. In practice, one is never so lucky as to be able to build according to his theories, and in Stockholm it was quite necessary to start with the rebuilding without waiting for the traffic construction which which was planned in the Master Plan. There were several reasons for this decision. One was the increasing and far-reaching sprawl of commercial enterprises, in the surrounding districts, into branches from terminals on the fringes of the central city. By so doing, one of the main conditions for serving the redeveloped area with increased transportation could be fulfilled - the completion of the first step of redevelopment will take so long that the main parts of the second rapid transit line will also be completed in proper time.

But increasing the road traffic system goes much slower. Inside the renewal project will be a cross-system of broad boulevards, but the connecting new major highways will be ready only in small parts to serve the traffic. Because of this, there will be certain risks of road traffic starvation in the area. This will also be the case during the building period for the parts already redeveloped. This is why the first steps in the area in which the area is to be rebuilt is quite necessary. At the same time it is essential to be prepared for building many temporary facilities to get adequate traffic circulation.

There is also a problem in connection with supplying the area with parking facilities. We are trying to estimate the greatest number of parking places which can be put in the area generated by the traffic, which is at old flats highly sparsely located on all the streets leading into the area. We have found that the most economical way to get these parking spaces is to build open deck parking garages. But the Swedish car drivers today are not prepared to pay for parking in such garages and therefore no private developer is ready to build the parking garages which are planned. The authorities feel that the day must soon come when parking garages in Stock-
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holm will also be a common sight — used and paid for by the car owners. Because of this there is no reason now for the coming step in the rebuilding process. But the Building Laws state that every structure must provide for parking facilities for those who are working or living in the building and there are certain rules of application partly constructed in the same form, as for example, the zoning ordinances in the U.S. Parking conditions can only be disregarded when it can be shown by the builder that he can provide for the parking requirements in another way in the vicinity of the new building. But today he cannot do what he might perhaps be able to do tomorrow and there are therefore certain risks that there will be parking solutions which are not the most practical and economical. This presents one problem for discussion. What is to be done, and how far are the authorities forced to go in order to carry out a solution which, in the future, is to be anticipated to be the best one, when the general public is not yet prepared to accept the concept of the plan?

There are few specific projects of renewal undertaken in Sweden other than single sites, although this does not mean that there is no need for such activity. There are, perhaps, a few areas of real slum which can be cleared for new development. The Swedes have a very strong feeling for their homes even though they are now constructing taller buildings with flats. They build very durably, maintaining the buildings thoroughly, and continually modernize them. But there are reasons for renewal of parts of a city other than clearing the residential slum: the traffic slum, inadequate street-pattern, etc.

Very often the area in question has developed in a rather short period. All the buildings of the same age are equally obsolete over a large area. It is perhaps not too difficult then to draw a redevelopment plan for the whole area where it is possible to apply all those details of a modern plan to which we can all agree.

It is quite necessary to replace an existing major street, with heavy high-speed through-trafic, outside of the area, whether it is a residential precinct or a part of the central area.

Further, it is necessary to provide for adequate parking space, loading and unloading. I think a very good plan would work excellently if it could start rebuilding the whole area at the same time and complete it in a rather short period. But my experience is that in such cases, renewal projects are usually so large that they are impossible to deal with because of city authorities. If one tries to effectuate only a part of the plan it is soon apparent that all the good plans to cut off any through-road area are quite impossible; nor is it possible to prohibit motor cars from certain areas which serve the area. For example, one must start the renewal project with the construction of a new major highway outside the area, but perhaps in an area that at time not at all fit for reconstruction which means that it will be more expensive than necessary and will require a longer period of time. It is naturally easy to begin the first step of redevelopment.

However, at the same time, the remaining parts of the whole renewal project will be starved of traffic and on the whole function more poorly. That means perhaps that the area will sink more rapidly than before into a stage of needing redevelopment, but it may not be the right way to carry out the plans.

On the other hand, if one finds that the problems, from a circulation standpoint, are so difficult that it may be necessary to accept something less than the ideal in the new plan, it is likely that the situation will develop into something similar to the situation which I have tried to deal with in the first part of my paper, especially if the redevelopment area is rather close to an expanding commercial area. There will be an intrusion of irrelevant buildings causing all sorts of transportation problems.

It would perhaps be of interest to discuss such circulation difficulties with application of some of the general principles to a renewal project where these must be carried out in smaller portions over a relatively long period. Problems develop when the remaining parts of the area (as well as adjacent areas) are more or less starved of traffic, and also when the traffic pattern in the old way after a traffic conflict, it is naturally easy to begin the first step of redevelopment.

In this analysis of pre-redevelopment circulation versus post-redevelopment circulation, one is very easily led to discuss the idea of the car-free central area — the "pedestrian paradise." This question has come up in connection with the Lower Norrmalm-area in Stockholm and our opinion is that the difficulties of carrying out the plans must be limited to special pedestrian areas, pedestrian malls, and to certain stretches where a heavier flow of pedestrians are expected. For example, between two squares, especially when in one (or both) there is substantial generation of pedestrian traffic such as an entrance to an underground station, a larger parking garage or a bus terminal. In Stockholm we have used this planning element just in such a manner.

Perhaps I have dwelt too much upon problems connected with conflicts between the circulation pattern and traffic habits in such existing areas which are to be left as they are for a short, but longer time, and the circulation in such areas which are to be redeveloped immediately. But I think that all these difficulties have been obstacles in carrying out a good plan for a renewal project. Having been a traffic engineer, I shall also speak upon another of the thesis mentioned in the scheme for today’s discussion — "Significance and Impact of Major Highway Planning and Construction in Urban Renewal Programs." But I should prefer to turn the question upside-down and say: "Significance of Urban Renewal Programs on Highway Planning and Construction."

It seems quite certain that in all countries we will be forced to build many new highways in urban areas to take care of the increasing amounts of traffic, and to relieve the most congested areas. We have the cars, and they are here to stay: we must recognize and give the rubber tire vehicle traffic the space it needs to be used in the proper way. But road engineers should not be allowed to plan the location of new roads only on highway criteria — such as traffic volume, building costs, and travel time. All planners, occupied in any form of general planning work, must agree that the highways in many cases are the best instrument to fulfill the intentions of the city planner. In new areas they can be used to divide the land into precincts for different use; to separate residential areas from industrial, and to create barriers for the expanding of one certain use over land meant for another use. But in the case of building new highways through already densely built-up areas — perhaps in order to prepare land for a renewal project — the new artery may mean that a community or a city district will be cut in two parts, and thereby cause great economic losses to landowners, retail business, and to the community itself. We have one outstanding example of this, when the new arteries from the southern suburbs through the peripheral parts of the inner city up to the very heart of the central area. The area through which the highway cuts was not ripe for comprehensible renewal work, during a 20 years period, and there have had high gravel cuttings on both sides of the road, on top of which have been a lot of naked end-walls of the buildings which were left after the operation. Parallel to the new limited access road is an old, rather gone, but still secondary, shopping street from which nearly one-half of the influence area has been cut away. When the new road was planned, the city planners had thought to take into consideration the most narrow strip of land along the road and there was no possibility for the land behind the frontages of the road to conform to the new circumstances to heal the wounds. There was no plan of urban renewal. By this we have learned the lesson that it can be rather dangerous for a city-district to go for a through-road-operation if a renewal plan is not provided at the same time.

At last we have been able to prepare such a plan and there are already certain signs that private enterprises (and what I call half-official agencies) are going to settle down in the area.

By relating some of these traffic problems in carrying out a renewal project, I hope I may have presented some material for the discussion of the Session.
Another significant portion of the session was consumed in considering the effect of traffic arteries on abutting land values. Here, the group dealt with such matters as the importance of having a firm master highway program and plan in existence before urban renewal is undertaken, and the principles of the ring road with its radial spokes.

It was the consensus that the automobile, while generating many problems for the planner, provides advantages that far outweigh its disadvantages; that it contributes materially to a better way of life, through provision of freedom of movement for the individual; that it must always be the servant rather than the master of man; and, that, although its size and shape are not ideal from the planner's point of view, it is not practical to talk in terms of any material change in either. Accordingly, in the spirit of living with and not for the automobile, it was observed that the planner must find a way to deal with the urban problems generated, or aggravated, by this important modern facility.

Planning of the central area, it was suggested, should seek to eliminate the automobile only to a limited extent, on the premise that to do more would constitute a "policy of defeat." It was generally felt that the ring road, or concentric road, provides the best principle for the collection, interception, dispersion and diversion of traffic; that it serves best for handling the bulk of traffic; that it affords maximum opportunities for speeding up traffic in urban areas; and that, although the use of it would constitute the "circuitous" route, this was not objectionable with fast movement as "distance is measured in time."

As indicated previously, a substantially complete master highway plan was viewed as a prerequisite to good urban renew-

al. The first practical problem in public relations was envisioned as the acceptance of urban renewal by the political leaders in the community, it being noted in this connection that a direct measuring device of the cost of traffic congestion would do much to assure acceptance by not only the political leaders but by the citizens in general as well.

The proper delineation of pedestrian traffic from vehicular traffic was considered a highly significant objective of sound urban renewal, and one that has been almost totally overlooked in urban planning and replanning. The pedestrian mall was cited as the most significant technique for providing the best solution to the combined problems of shopper and shopkeeper, and of blending the needs, as well as the desires, of the two.

All-important to the effective and efficient pedestrian mall, it was noted, is CONVENIENCE in terms of access to public transportation and to parking facilities. Of equal importance, it was suggested, is DESIRABILITY. Here, the types of shopping facilities and complementing service facilities, together with the physical dimensions (length and width) constitute the most important factors in the formula, with special significance being attached to height of building, color, architecture, lighting, planting, walking surface, statuey and other ornamentation.

In summary, it was agreed that renewal action often provides the one and only opportunity of introducing a new life to the urban center, a new life in a physical environment that deals with automobiles, pedestrians and facilities comprehensively and harmoniously to assure the salubrious, healthful, pleasant and generally comfortable conditions in which a desirable social and economic community life can thrive.
8 AREA APPRAISAL AND SELECTION
POLICIES AND STANDARDS FOR DETERMINING AREAS (AND THEIR EXTENT) FOR RENEWAL.
BE PRESERVED, AREAS TO BE REHABILITATED OR CLEARED AND REBUILT.

INTRODUCTION
There are few cities anywhere which do not have existing and expanding areas of blight and obsolescence. These "grey" areas usually form a wide band which encircles the core of the central city. Lacking effective means of checking or over- coming the causes which bring about this condition, there is every reason to believe that this band will continue to ex- pand and become darker.

Urban renewal is one remedial action which might be applied to these growing problem areas. Even with renewal legis- lation, supported by public and private financing, the task of determining how and where to start presents many serious problems. To appraise and select the most suitable areas at once poses several conflicting possibilities: should the worst or the least blighted sections be treated first? Should primary attention be given to areas of highest or lowest densities? Should elements for preservation be determined by their age; the degree of obsolescence; their architectural value? Who will determine such value? If some monuments are preserved, will they not defeat or minimize needed improve- ments to make the areas more useful? Who will judge just what to save, what to rehabilitate, what to destroy?
Many of these questions have only partial answers at best; but some person or team must decide if action is to take place. Responsibilities must be fixed, appraisal criteria and methods determined. Renewal attempts in many cities indicate that there is no one remedy (or even a basis) which may apply with equal effectiveness in different cities. However, experiments have been tried with varying degrees of success. Progress is being made in some areas, and with each new experiment, some value results which may be useful as a guide or inspiration to other communities.

8a PAPER by CLAUDE H. BOISTIERE Inspector of Planning and Housing, Ministry of Reconstruction and Housing, 6, Avenue Dode de la Brunerie, Paris XVII, France.

INTRODUCTION
The problem of the renewal of "insalubrious" or merely "deficient" urban blocks is a very general one in most countries of the world. But according to the countries or even the regions, and within these regions themselves, according to the manner in which people are grouped or the way the towns have been extended, deficient urban blocks are far from having the same characteristics.

In France, in most cases, we have to deal with whole areas, ancient areas most of the time, found in the very center of urban developments which at the beginning were not deficient at all, they became so, either because the way people occu- pied them changed; because secondary buildings were added in courts and gardens; because the buildings considered were very obsolete; or because they were not repaired. In other cases, not as frequent in France as perhaps in other countries, there are deficient urban blocks of houses built recently, found in several towns which extended quickly at the end of the 19th and at the beginning of the 20th cen- turies during the "industrial revolution". Generally, in these cases, the houses are the remains of poorly built develop- ments which were intended to be only provisional. This situa- tion could have been acceptable for a few years, but it becomes unbearable if it tends to be permanent.

The problem of urban renewal is not new in France. Many statutory or regulating orders have been established in the course of centuries to solve this problem. The Edict of 1607 seems to be the oldest. One century later the "Déclaration des Lettres" dated 29 July, 1729, which makes possible for the Police Lieutenant to prescribe the strenth- ening or demolishing of buildings considered dangerous for the life of the general public. We then find the Bill dated 13 April, 1850, which makes possible for a local authority to force the owners to proceed with the necessary repairs to make rented houses fit for human living.

Then several other statutory decisions were established making the same provisions and even extending them by insuring protection of private properly against arbitrary decisions from local authorities.

On 15 February, 1902, a Bill for the protection of public health was promulgated. This Act gives the Mayor stronger powers as far as the salubrity of buildings is concerned: "A Health Office shall be created in every town of more than 20,000 inhabitants." The application of this new legislation allowed the localization of unhealthy areas in the main cities of France; seventeen in the Paris area between 1894 and 1918, the criterion retained was the higher death rate from tuberculosis.

But due to the enormous difficulties, and the cost of the steps to be taken, most of the local authorities could not undertake decisive action, and In spite of several decrees between 1918 and 1940, slums are becoming bigger in size and greater in number.

World War II made a bad situation worse. Poverty, scarcity of building materials, destruction due to bombings, developed a general housing shortage in our country as never seen before. The 1946 general census showed that in towns of more than 2,000 population, 22% of the inhabitants were living in overcrowded conditions (less than a room for two persons).

On the 30th of April, 1945, the Minister for Reconstruction and Planning and the Minister for Public Health prescribed surveys where the emergency was evident, in order to define urban areas in which housing was most deficient.

The Act, dated 24 May, 1951, provided for the granting of loans by the Government to local authorities in order to demolish slums and to rebuild houses; decrees, dated 20 May, 1952 are also resulting in better use of urban blocks. The Act of 7 August, 1957, facilitated the building of houses and the provision of their equipment which states that: "The Government shall define all financial and adminis- trative provisions in order to encourage local authorities and property owners to undertake the demolition of slums and the creation of urban renewal developments. On the basis of proposals made by all local authorities concerned, the Government shall prepare before the fiscal year 1958, a first five year program for the unconditional financing of the demolition of slums and the development of urban renewal, to the extent of a minimum of 15,000 dwellings a year.

Besides, the Government shall prepare a complete pro- gram allowing every year the building of transitional dwellings in the main centers particularly in the Paris area, in order to facilitate this urban renewal and the rehousing of the inhabitants".

These statutory decisions are already making an imposing apparatus which allows the beginning of important urban renewal action in our country. We shall see later on that the tools thus provided to planners is not completely satis- factory, and we shall suggest some improvements which (according to us) should be made in order to make it more efficient.

However, now is the time to look for a while at the con- ditions in which the urban renewal program could be set up.

DEFINING THE FIRST PRIORITIZATION AND DEVELOPMENT OF THIS PROGRAM.

We have just seen that deficient urban blocks in France were mostly localized in older areas. This fact presents a special problem to planners in charge because contain parts of those blocks which should be "preserved" either because they contain historical monuments or because they are merely
evidence of a past era and considered necessary to be retained.

Thus there are two methods we shall refer to later: (1) rehabilitation; or (2) complete demolition and rebuilding.

In most cases, the method applied will be a combination of these two, and we shall find in urban renewal areas altogether new buildings as well as rehabilitated ones. This solution was used in the renewal of the deficient block No. 16 in Paris, located behind the church of St. Germain.

After this first observation we must make clear the several criteria that the local authorities and other state agencies (Ministry of Construction) use to define areas in which urban renewal action is necessary.

Moreover, this first approach permits an order of priority of action to be undertaken since, in an old country such as ours, one finds nearly everywhere, alas, numerous and important areas which have to be renewed.

This double task: defining the areas, and determining orders of priority, is accomplished by local authorities and state agencies together.

Criteria, actually used in France, are numerous and not exactly the same in every region. However, some predominate. They are: overcrowding of population, narrowness of the streets, bad exposure of houses, dampness of ground, and areas which could be flooded.

The "discovering" of these conditions is made easier by consulting aerial photographs which often indicate ground divided in too many plots, too high proportion of built-up area in relation to open areas; areas deficient in sunlight, areas in which secondary buildings have been added, rotten roofs, and so on.

Once the areas are defined, according to the criteria just described, an order of priority of surveys and actions to be undertaken is set up.

The choice made by state agencies and the local authorities concerned defines areas of "first priority" in which very detailed surveys are to be launched as soon as possible to show the genuine character of the area in every respect: geographical, technical, architectural, social, economical and financial.

This survey is long and very difficult, but it must be comprehensive, and we think that nothing of value can be done without it.

It is only after such surveys that during the last two years, 338 urban renewal operations have been launched in many towns which concern 60,000 dwellings and 3,500 acres (1477 ha.).

Among these renewal operations 121 have already reached the stage where inhabitants are transferred to other houses; and 97 have reached the stage of clearing of land. The money already invested in these programs, public and private funds, amounts to more than 15 millions of francs ($42,000).

In the coming months more than 150 new surveys will be undertaken. They will be conducted according to the following principles and methods:

DESCRIPTION OF THE SURVEY:

In the following lines, more specially related to the survey, we shall often refer to ideas and arguments developed by the man who was at the very root of these surveys in the Research Center at the Planning Department. M. Robert Auzelle.

The area to be surveyed is not only a mixture of obsolete and ruined walls, narrow streets and rotten roofs (demolition being the only cure), but above all, it is a place of bad shelter, but still a kind of shelter to numerous men, women and children. Finally, it is land which, in most cases, is well located in the center of the town, served by roads provided with the equipment necessary to urban life.

On this land, very clearly defined by the roads, it is most likely that numerous new houses could be built. But if the area is going to have the necessary open space, the number of inhabitants might be smaller. However, in many cases, if warehouses and light industries are relocated outside the area, the residential density is greater.

This points out the necessity for the survey to be done on the social level: household by household, the true analysis of housing understanding for us - a complete analysis of the inhabitants.

The survey leads to a classification of families which make up the population. This is a genuine social photograph of the area and, at the same time, a classification of the houses established which could be considered a physical photograph.

In order to obtain certain information which could easily be checked, two documents only are used: (a) the questionnaire; and (b) the household card.

(a) THE QUESTIONNAIRE.

The "Surveyor" will fill in one questionnaire for every family. The questionnaire is concerned with three following headings necessary to a good understanding of the family:

(1) General information to locate the family in the city,
(2) Health and sanitary conditions of the dwelling occupied; and
(3) The degree of "socialness"

(b) THE HOUSEHOLD CARD.

We find here only two headings:

(1) General information; and
(2) Graphics

According to the results obtained from the survey we consider families having to be maintained in their present house, or having to be rehoused.

Families whose houses are good (or del tension to a small extent only (i.e. easily improved) should be retained on the condition that rational land use does not lead to the demolition of the houses.

Among the families to be rehoused, some must be moved (in priority) because their conditions of living are very miserable, while others may wait longer.

When the survey is complete we may have a rough idea of what we should consider to keep, rehabilitate, or demolish.

ACTION AFTER THE SURVEY.

The following steps will permit more accurate classification (a) rehousing of inhabitants; (b) estimate of cost, and (c) reconstruction design.

The planner will know finally if the renewal action will consist of rehabilitation only, of reconstruction, or of a combination of both.

It will not be possible to study in a precise manner the rehousing of the inhabitants. The rotation system will perhaps permit transitional solutions and in a general way, the comprehensive programs of rehousing to be built in the area or elsewhere, and to satisfy all the needs, including the financial aspect which is not the least important.

Although not treated here, this last question is one of the essential preoccupations of the people and agencies interested in urban renewal.

Here is presented in general, the present system used in France for urban renewal. We have already registered some success and one could say that the general public opinion has been stimulated by this kind of action. But it is obvious that the success thus obtained is not proportional to the importance of the problem to be solved.

The action already undertaken should be extended very widely, something which evidently involves a substantial increase in investments made until now.

But, after gaining some experience, it seems to us, a number of improvements should be made in the present system. They mostly concern the following points:

(a) Present legislation on commercial property;
(b) Financial assistance to be brought to the poor classes;
(c) Housing of "abnormal families";
(d) Legal steps concerning compulsory acquisition.

COMMERCIAL PROPERTY

As already seen, areas to be renewed in France, are located most of the time in the older parts of our towns. We will see how these renewal areas of narrow streets which have always been shopping streets. Thus the legislation on commercial property is directly connected to our subject.

AREA

APRAISAL

BOISTIERE
 Until very recently (1953), the owner could at the end of his lease break it with the tenant dealer. Things have changed and the dealer now has the right to have his lease renewed almost automatically. In other words, the owner has to buy the "commercial property" in order to remove the tenant dealer. In fact, in some cases of compulsory acquisition, one often finds more money paid for "commercial property" located on the first floor of a slum house than he would be required to pay for the house, the land and the demolition itself.

Thus, in 1955, a decree was promulgated to make possible cooperation between dealers of "deficient" areas and local authorities.

The acquisition of commercial property presents problems for both parties: It adds to the cost paid by local authorities for urban renewal actions; the shop owner may not easily find a shop into which he could invest the money he has received.

Thus the decree makes provisions to allow local authorities to offer the shop owners the reconstruction or the relocation of the premises instead of paying a sum in cash with the condition that the shop owners receive an indemnity in compensation for the loss due to an eventual non-activity during the period of reconstruction, or the cost of moving and reinstalation.

Unfortunately for the time being such cooperation is only optional; we all wish to see it made compulsory.

In any case it seems necessary to secure participation of the shop owners in urban renewal actions.

Among the possible solutions, one of which we favor consists in transferring tenant dealers into co-owners; the co-owners bringing to the building societies the element of dynamics represented by fresh funds.

THE POOR CLASSES.

Very frequently among the inhabitants of "deficient" areas are found old people or isolated single people. These have "charms" to live there only because they could not pay higher rents. It seems absolutely necessary for the Government to look after these people and help them by allowing small grants, not to the people themselves but, to the agencies concerned with rehousing.

ABNORMAL FAMILIES.

Every survey made so far in France has shown that only very few people inside deficient areas were not capable of integrating into the community. Indeed most slums are occupied by people who are able to adapt themselves very quickly to sound and decent living.

However, a proportion, varying between 1% and 2%, must be re-educated even though the results may not be satisfactory.

This re-education job calls for social workers who will try to teach a "way of living" while the inhabitants will be given simple houses as a transition dwelling for a more or less long probation: — a method, object of several researches in several countries, in Holland and in France (Alsatia) has not yet been completely worked out. The question is raised, and we should find the answer.

COMPULSORY ACQUISITION.

It is absolutely necessary to improve the proceedings of compulsory acquisition of property in France. Our law should require a series of legal steps to delay endless indecision which should allow, in some cases, a wily bad-willed owner or landlord, to postpone for several years the execution of a decision that is considered a necessity in this field effort is actually being made to find improvements. Let us hope that they will come into being very soon.

CONCLUSION.

At the beginning of this small "expose" we have pointed up the universality of the slum problem. May we be authorized to conclude by raising another universal problem, at least for the "West"? We refer to the demographic "bulge," which is actually happening in most countries.

In every area, rural as well as semi-rural, urban as well as very urban, important generations of youth are about to enter the working age, about to found a family, and this enormous rush of population is threatening to burst most of our actual structures.

Indeed, if existing towns are registering enough births to renew their own population what is going to happen to the surplus population of rural areas which, until very recently, was absorbed by the enormous urban needs?

How should we face this problem which we shall have to tackle as soon as tomorrow?

Could we consider an extension of already existing urban areas? It does not seem reasonable, after nearly fifty years of actual planning, to think of an indefinite extension of our towns, even of a planned extension. We all know how costly this policy is — transportation, loss of time, human fatigue, etc.

Shall we then create new towns? We certainly must consider it, and on a rather important scale.

But rather than to create systematically a network of costly equipment from the very beginning, one wonders if it would not be more rational to use (with the maximum of efficiency) equipment already existing.

In other words, is it better and less costly for a nation to sterilize huge areas of land which often have good agricultural value, by investing considerable sums of money to give them the proper equipment, rather than to redefine our existing towns? The answer seems evident.

We must reconsider our urban centers, we must arrive at the most efficient urban land use, and this result could only be achieved in the general framework of a comprehensive urban renewal program including all urban areas, slum areas as well as other districts.

Looking at it in that manner, urban renewal, in connection with brightened areas (the object of this Seminar) might be considered as only one step, but an important step towards the achievement of a much more comprehensive task — the "reconquest" of urban centers.

APPENDIX  Urban Renewal in France

THE QUESTIONNAIRE.

Small squares have been reserved in which the surveyor makes a mark in order to spend a minimum of time in every household. Data, resulting from estimating factors, are grouped together under headings, every heading not more than five factors.

Some squares are given a predetermined mark. In this case, the heading is concerned with only one factor, "sunlight" for instance. Every question is aimed at making the quantity of the factor more accurate.

Under the heading "Salubrity" we find: ventilation, sunlight, running water, W.C., shelter, neighborhood and convenience. For the ventilation factor we have a progressive system of marking every one of the three main rooms of the house with an average mark at the end.

For running water and W.C., according to the degree of convenience, we have retained a progressive system of marking.

Some space has also been reserved for marking other factors that previous experience has shown to be important in the salubrity of housing (shelter, neighboring, convenience).

All these marks have been staged to give a progression from the best (lowest mark) to the worst (highest mark).

Under the heading "Sociableness" the questionnaire makes clear the following points:

JOB: — We are interested mostly in knowing the degree of skill, since the greater the skill, the more opportunities for job permanence, and the possibility of paying the rent.

HOUSEKEEPING: — Here we find five observations: window panes, floor, tables, dishes, odors.
FURNITURE: —
These too are characteristics of the sociableness of the family.

WAY OF LIVING: —
Is every effort made to achieve proper living?

COMPOSITION OF HOUSEHOLD: —
As a general principle, we do not think a large family should have greater advantages. However, it seems fair to look more specially after families in which a greater number of persons make living conditions more difficult.

GENERAL INFORMATION: —
Under this heading is the name of the street, number of house, name of family head, kind of house (individual or flats) number of rooms, owner or tenant, monthly rental and monthly income.

All data is summed up on the household card which is filed at the agencies' headquarters for easy reference, or to be used by the services concerned with urban renewal.

THE HOUSEHOLD CARD
Two headings are:

1. General Information
2. Graphs

In order to give information readily to the specialists, these graphs are established. They are concerned with:

THE SALUBRITY OF THE SURVEYED HOUSE — every bad point is noted by filling in a reserved square in black. The darker the graphic, the worse the dwelling.

THE DEGREE OF SOCIABILITIES of the family occupying the house: same principle.

THE DEGREE OF OVERCROWDING (The average being one room for one person is given mark 3). (Mark 5 correspond to exaggerated overcrowding: one room for 3 or 4 inhabitants).

In order to find which urban renewal measures should be used in different areas, an appraisal system for measuring the quality of housing has been worked out. Details of the system are given in the report on urban renewal from Norway.

Appraisal from a strictly quality viewpoint is not the only basis for area selection. Another basis is a purely economic viewpoint. Land cost will have to be seen differently in different building schemes; for instance, the cost of built up sites that must be cleared will be a very heavy burden on the housing scheme, and subsidies are needed to reduce it. In the U.S.A., the community may get large federal subsidies to clear an area. The report on urban renewal from the States is very interesting. The main features in planning there seem to be urban renewal and highway planning. The report on urban renewal from Great Britain is also very thorough and informative, and attention should be given to their appraisal technique. Buildings declared unfit for human dwelling are not compensated when built up land is acquired.

In schemes for new industrial or business buildings, the calculated cost of built up land may be borne better, and the city authorities themselves often decide to go to considerable expense to acquire space for a traffic plan, a public building, etc.

A third basis for appraisal may be called the sentimental value viewpoint. Even if the constructional and hygienic qualities are bad and the cost is comparatively low, it may be desirable to conserve buildings or building groups for aesthetic, historic or representational reasons.

Reorganising all this information enables us to classify the surveyed households according to the following table:

<table>
<thead>
<tr>
<th>SALUBRITY</th>
<th>SOCIABILITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 to 10</td>
<td>Normal</td>
</tr>
<tr>
<td>11 to 20</td>
<td>Subsidy</td>
</tr>
<tr>
<td>21 to 25</td>
<td>Abnormal</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Family</th>
<th>Salubrity</th>
<th>Sociableness</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1</td>
<td>A</td>
</tr>
<tr>
<td>B</td>
<td>2</td>
<td>B</td>
</tr>
<tr>
<td>C</td>
<td>3</td>
<td>C</td>
</tr>
<tr>
<td>D</td>
<td>4</td>
<td>D</td>
</tr>
</tbody>
</table>

From then on we make the classification of the families as described in the report.

PAPER by ERIK ROLFSEN

Urban renewal must be seen as part of city planning and development as a whole. The problem of obsolescence can be solved only through comprehensive zoning and traffic planning.

A master plan for the central part of Oslo has existed since 1929. It was revised before the war, and is now under revision once more. The zoning and traffic plans have been prepared in broad principle, and so have directions for the working out of detailed schemes.

Certain of these schemes are under way to renew parts of the inner city.

In order to locate and delineate the main sub-standard housing and business areas in the central city a preliminary study was undertaken and completed in 1954. The eighteen areas surveyed occupied 234 acres (93.4 ha) with a total of 10,000 dwelling units, factories, and workshops, stores, offices, institutions, etc. In addition, and mostly adjacent to them, are larger areas where some measures to prevent decline should be applied.

A survey of the central city's total number of dwellings gives 47,000 (47%) built before 1900, mostly between 1870–1900, and 52,000 after 1900, of these only 6,000 in the post-war period. Out of the first group about 10,000 dwellings are condemned or condemnable by the health authorities, and beyond reclaiming. They should be demolished. The remaining 37,000 of the older dwellings range in quality from relatively good to substandard.

The greater part of the 52,000 central dwellings built after 1900 could be classified as good to excellent. Few of them are dispersed among substandard buildings.

The final selection of renewal areas may even be influenced by other considerations than the three mentioned. This happens for instance when unforeseen extensions or changes are necessary in existing buildings or works.

Very often the single consideration of land cost is decisive in choosing an area for a renewal project, in spite of historical interest or proper land use. Examples of this will be found in centrally situated residential areas. From a land use standpoint it may be desirable to keep them for dwellings, either by conservation, rehabilitation or renewal, because of the very fact that they are near the central business area and the places of work. The nearness to the downtown area, however, make them easy to exploit for business, and the property owners will press very hard for permission to do so. The development in this direction often begins before the renewal stage, by the successive changing use of the existing buildings from residential to business.

Several considerations might lead the city council to regard the change as natural in spite of the planning department's zoning proposals. The report from Denmark touches these problems in Copenhagen.

The selection of a renewal area should always be made from a general development view, based on the land use plan and the demands from conditions of traffic, hygiene, business and industry, public interest and welfare. The criteria will be both social, economic and sentimental. It should be possible to make a table of the order of these considerations in different areas of a city. Just as an example a table is suggested for Oslo.

37
A. In the central business area,
1. Clearance
   a. To implement traffic plans
   b. To provide sites for new business buildings
   c. To provide sites for public buildings
   d. To renew dwelling areas.
2. Rehabilitation
   a. Business blocks
   b. Dwelling areas
3. Conservation
   a. Buildings of historical or cultural value.

B. In the central town outside the business area
1. Clearance
   a. To implement traffic plans
   b. To provide sites for new industry and business
   d. To implement park plans
   e. To get new dwelling areas
2. Rehabilitation
   a. Dwelling areas
   b. Industrial and other areas
3. Conservation
   a. Historical and cultural features

C. In the outer districts of the town
1. Clearance
   a. To implement traffic plans
   b. To get rid of shocks and fringe development
   c. To provide sites for public institutions
2. Rehabilitation
   a. Dwelling areas
3. Conservation
   a. Historical and cultural features

EXAMPLES OF RENEWAL PROJECTS:
Among the renewal projects initiated by the City of Oslo after the war two are mentioned in the following because of their special interest.
1. Vaterland, near the main railway station, a decayed central area with mixed uses, 70 acres (28.3 ha).
   In 1950 it was decided to prepare a new scheme on part of the area with a view to renewal by city expropriation. This area is 14 acres (5.6 ha). The scheme included a new main street and new business buildings, and the layout was based on future release or resale to business firms of comprehensive sites within the frame of the new plan.
   One of the property owners tried to establish a society of all the owners in the area, and most of them joined, but not all. The society now offered to carry through the project itself if the city abstained from expropriation. The city council declared that it would maintain its normal expropriation warrant, but would not use it so far as the owners made such clearance and reshaping of sites as the scheme demanded.

   The society then, in collaboration with the City Planning Office, prepared a new scheme which was designed still more as one comprehensive unit with common parking space and loading in the basement, pedestrian shopping passages, and balanced distribution of lower shop and magazine buildings and higher office blocks. Since then nothing has happened, only the city has had to buy some properties to make way for parts of the new street. The society has had difficulties in replacing old lodgers, and agreeing to financing, construction program, repatriation of properties, etc.

These circumstances have led the City Planning Commission to propose new legislation in this respect. A copy of the proposal is annexed to the Oslo City Report (26a).

2. Enerhaugen, just on the fringe of the central business area, a decayed 100 years old suburb with one story dwelling houses of timber, 6 acres (2.4 ha).
   The properties are small with gardens and tiny houses which are badly constructed and equipped. Several renewal schemes were worked out before the war. After the war the city council asked the planning commission to prepare a new plan. The commission first suggested to conserve the area as a picturesque sample of an old suburb, but this was turned down, and a plan with 4 story blocks of flats was adopted. The City Council decided to expropriate and lease the whole area to a cooperative housing society.

   The expropriation procedure took its time, the property owners engaged their counsel as a counterpart to the city barrister, and the case began. The estimate commission acted as the court, and their estimate is final and cannot be appealed. But the counsel for the owners appealed on some technical points, and, after going through several law courts, the case had to be reopened for a new estimate. This estimate, which was considerably higher, came 7 years after the plan was adopted, but now the greater land costs made a new scheme necessary, with higher density. At the same time the State Housing Bank was approached for low interest housing loans on a preliminary plan with highrise blocks. According to the rules of the bank, land costs must not exceed a certain percentage of the total building costs, so the discussions between the housing society and their architect, the bank, the municipal housing administration and the planning commission are still going strong.

Other renewal projects in Oslo have gone better, but these two instances make a good illustration of certain difficulties of a legal nature. Some of these difficulties will be overcome if the state authorities accept the proposal of the planning commission that is referred to already.

8c SUMMARY
By Reporters John D. Lange, Washington D. C.; and Félix Sánchez B, Mexico City.

Following presentation of the papers by Messrs. Bølstad and Rolfsen, discussion was opened with comments upon methods of controlling the use of premises. In one instance, a certificate of occupancy is issued whenever a change of building use is involved. Immediately, an unauthorized change takes place, the certificate of occupancy is nullified. Another method to assure a reasonable level of maintenance of building, to avoid deterioration of properties is through the use of a certificate of maintenance issued to the occupant of the property. Periodic inspections are made to check conformity. The latter system can be quite expensive if inspections are frequent and may also be administratively burdensome.

On the subject of kinds and degree of surveys to be undertaken to delineate areas, various opinions were expressed without definite resolution on one method or another. On the discussion of the general form of survey, the "horseback" and "windshield" methods were suggested in contrast to the more detailed house-by-house inspection using some form of detailed analysis or appraisal such as the American Public Health Association Appraisal Technique. Of the general forms of survey to identify renewal areas, the following were suggested:

1) Information supplied by health and building inspection officials;
2) Visit through areas by automobile or other mode of travel;
3) Aerial photographs;
4) The use of untrained personnel, supervised by technicians.

Scepticism was expressed on the usual method of inspection, no matter how accomplished, inasmuch as external appearances could be very deceiving.

Where areas are very decayed, it is not necessary to have an elaborate and detailed scientific survey made of present conditions whether or not the area is to be re-used for the same or other purpose.

It was generally concluded that each country and locality should establish and enforce its own system of control based upon its needs and resources.

There was a general feeling, without objection, that the selection of urban renewal sites for treatment should be done in conformance with the comprehensive city plan wherever
possible. One method of selection of sites is done on a basis of classification of each area according to:
1) Age of structures;
2) Social and environmental factors;
3) Ventilation, and lack of secondary access to dwelling.

More attention should be given to the time dimension in planning for urban renewal which gives great weight to the probable life of structures throughout the city.

Following a classification of the properties, decision is made as to whether the structure is to be demolished, rehabilitated, or conserved. If property is sufficiently deteriorated, compulsory action should take place by acquisition of property, by enforced rehabilitation or demolition, or other means.

Political and economic considerations may be overriding in the selection for renewal of those areas other than the worst. For realistic potentialities in any locality consideration must be given to the financial resources of individual families where rehabilitation is involved.

It was evident in many countries that greater attention, and in some instances the sole attention, is being devoted to rehabilitation and conservation principally because of available resources.

Evaluation of the site for action by the local authority must be predicated upon a public purpose. Some places require a public hearing on the designation of a site as an urban renewal area.

Selection of areas for treatment are principally decided upon on the basis of available resources — financial, social, organizational, economic, and promotional — after a general classification has taken place. Greater consideration should be given to the factor of "sociableness" or social and moral values and aspects that can accrue to the city, the area involved, and especially the families and individuals. The close relationship of family to the home, neighborhood and community is of paramount importance.

A discussion took place on the use of transitional housing for relocation since many families coming from blighted or slum areas are not equipped to measure up to the demands of living in decent quarters with their accompanying equipment and amenities. The following were cited as a few examples of transitional housing:
1) One city has resettlement housing which is not up to full standards but adequate for educational purposes;
2) In another city, various levels of housing are established depending upon social, educational, and economic levels of families.

It was suggested in one instance that where full clearance operations would take from four to five or more years, some of the dwellings in more serviceable condition be fixed up temporarily for occupancy for a limited period. Later, these families would be moved into standard quarters as they become available. Care should be exercised in the provision of temporary housing inasmuch as experience shows that such structures tend to be used much beyond the "temporary" period.

One method suggested for meeting urban renewal needs included the provision of new housing on the outskirts of the city, at the same time establishing an enforced program of rehabilitation and conservation, working inwardly toward the center of the city.

It was stressed that considerable attention should be devoted to providing amenities and facilities for sound community living. Civic centers, statuary, and recreation areas were cited as examples of these amenities which should accompany the rebuilding of our center city areas with housing and commercial centers.
DEVELOPING PROPOSALS

INTRODUCTION

After general areas for renewal action have been determined, the all-important task of developing proposals begins. If the old patterns of land use and circulation are obsolete, can new patterns be determined to insure areas against reoccurring obsolete patterns? By reviewing past trends, do we have any justification to make logical predictions for what may be valid for more than a short span of years ahead? Any change in the pattern of land use will necessitate changes in ownership of property. Voluntary changes of ownership for renewal purposes have generally proven unsuccessful for any large-scale project. Forced changes of ownership bring legal measures, conflicts of interests and appraised values.

For major changes in the urban environment, new concepts of land development must be accepted, developed logically and represented effectively. The urban renewer must be prophet and politician, artist and engineer, anthropologist and economist. Above all, he must be a good salesman.

Likewise, new concepts of design are essential. Buildings should not be designed as individual structures; they should be conceived as elements of urban groups. True civic design reflects not only the best in contemporary materials and construction, but the attitudes of contemporary social groups whose urban activities the environment must satisfy.

In applying renewal techniques to older areas, the responsible redeveloper should reach a logical balance between the preservation of the best of the past, and build structures to meet the demands of the future. Old and new environmental elements can co-exist in harmony to the advantage of both. Obsolescence is not necessarily synonymous with age. Inasmuch as any change or improvement in the physical structure of the community calls for the expenditure of capital from public and private sources, it is imperative to hold close collaboration between both of these economic forces.

Proposals, to be effectuated, must be approved by both official and civic groups. The presentation of proposals, in all of their aspects, must be logical, effective and convincing. Presentation techniques found to be most effective are charts and diagrams, photos and perspective drawings, scale models, exhibits, and illustrated talks to local organizations of all types. The support of a local and informed press is also essential. The developing of acceptable proposals will include the combination of all these techniques.

9a PAPER by C. VAN TRAA

Director of Research and Design, Department of Town Planning and Reconstruction, Haagseveer 35, Rotterdam, Netherlands.

Four different types of building development are to be found within the borders of the Rotterdam Local Authority's area. These are respectively, areas of agricultural development, development not directly connected with agricultural development, areas of the local development partly mixed with business development, and areas of still older development, ripe for renewal.

In Rotterdam's agricultural areas, building, rebuilding and renewal are governed by the Local Authority's Building By-laws. As a matter of general principle, development in these areas is restricted to that necessary or desirable for the operation of the agricultural unit, to the exclusion of all other types of development. This is achieved through a number of provisions in the By-laws, laying down the nature of the development suitable to the use of the land concerned, the minimum distance between new buildings and existing buildings, and the minimum area of land that justifies the separate existence of an individual agricultural unit. In addition, all buildings have to be situated on existing roads considered to be of suitable standard, and building along new roads is forbidden since every road construction project has to be approved by the local authority, which approval is withheld when it does not conform with the approved planned expansion.

Areas of mainly agricultural development.

Throughout the Netherlands a reduction is taking place in the agricultural population as a result of continually increasing mechanization and rationalization in agricultural and stockraising methods. One of the consequences of this is that any renewal of agricultural development there may be, is of little significance. What is of importance is the replanning of land at reducing the excessive subdivision of the cultivated land areas. At the same time improvement in the road system and hydraulic situation take advantage of the opportunity afforded by replanning. Any other renewal in these areas is mainly a question of incidental slum clearance and replacement.

A point of particular interest occurs in the areas devoted to horticulture and large scale glasshouse exploitation, mainly in the vicinity of the larger towns, where increasing intensity of operation is resulting in increasing density of development.

In Rotterdam's agricultural areas, building, rebuilding and renewal are governed by the Local Authority's Building By-laws. As a matter of general principle, development in these areas is restricted to that necessary or desirable for the operation of the agricultural unit, to the exclusion of all other types of development. This is achieved through a number of provisions in the By-laws, laying down the nature of the development suitable to the use of the land concerned, the minimum distance between new buildings and existing buildings, and the minimum area of land that justifies the separate existence of an individual agricultural unit. In addition, all buildings have to be situated on existing roads considered to be of suitable standard, and building along new roads is forbidden since every road construction project has to be approved by the local authority, which approval is withheld when it does not conform with the approved planned expansion.

The regulation, sketched above are more or less generally adopted for the preservation of rural character and amenities throughout the Netherlands. The country's extremely dense — and in the future even denser — population renders it essential that land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas. The area of land use is regulated with the greatest care, and with utmost regard to subdivision of the cultivated land areas.
The position is somewhat different in the case of industrial and service development, which, as part of the old inner town, was destroyed by the war. So far as the property was in private hands, the land was expropriated at a part of far-reaching general measures. In evolving the new plan for the central areas, the principle was adhered to that industrial and service development of a new type should be allowed to return to these areas. With this in view, large tracts of rural land were purchased or expropriated to accommodate this type of installation (Spanjezer polder and Waalhaven). The development of factory installations has therefore been concentrated in the new industrial estates for which the treasury has afforded considerable financial subsidy, as in the case of other categories of development rebuilt after destruction. The Waalhaven is the smallest type of service industry, not productive of nuisance, for which rebuilding facilities have been provided in 1943. A number of these firms have taken advantage of the facilities provided, as discussed later. In the industrial field, compulsory clearance has resolved problems that would otherwise only be brought to fruition if the existing land values were at considerably greater expense (damages for stoppage of production alone would have been tremendous). The individual negotiation with the treasury to obtain contribution towards the cost of transfer of industrial installations would, to say the least, have been grossly unfeasible.

**TOWN DEVELOPMENT PROPER**

Rotterdam's growth first began to take place about 1870, which means that, with the exception of the old inner town largely destroyed in 1940, the built-up areas are of relatively recent date. In 1901 came the Housing Act, laying down the design of town planning schemes for extensions, designating land zoned for development in the form of streets, town canals and squares during the immediate future. Gradually the concept of the new development planning scheme was expanded and established by amendments to the Housing Act. Since 1934, these plans have included zoning for the purpose of land utilization, insuring balanced and harmonious building development.

In the meantime a girdle of brick-built development had arisen around the old town center during the period 1870-1910. This was not a girdle of conventional type and was of high density. Moreover it consists of an unacceptable mixture of industrial workshops and on the whole small below-par dwellings. After compulsory clearance and redevelopment of the old town center, the redevelopment will first have to be taken in hand, a subject discussed at greater length later.

Between 1910 and 1930 a number of neighborhoods were built as part of this redevelopment area, which exhibit steady improvement over the years in design and layout, consistent with the planning law with the place of building as the first practice. A certain degree of renewal will have to take place in these neighborhoods in the course of time, but the quality of building in the main is not bad enough to warrant whole-scale clearance. As is to be expected, present opinion has it that there is a measure of shortage of traffic facilities, schools and social amenities, and of open spaces and recreational areas. This may well be one of gradual improvement rather than large scale development, which was developed since 1910, besides being more recent and therefore consisting of a better type of dwelling, are also better accommodation, as regards to housing. There is, however, that evolution in social opinion since the period concerned will eventually necessitate urgent improvement. However, in view of the size of the problems to be surmounted in restoring the lost city's layout and to and to the ancillary facilities considered necessary for the present and immediate future, it is clear that redevelopment activity would have to or less entirely concentrated on the inner town and the old industrial center. It is in the town and old industrial center that it which together comprise the town of the center. Town planning schemes governing development since 1930 exhibit, as a matter of course, the most up-to-date town planning concepts, though here and there the ideally desirable had to be allowed in the way of certain considerably greater expense (damages for stoppage of production alone would have been tremendous). The individual negotiation with the treasury to obtain contribution towards the cost of transfer of industrial installations would, to say the least, have been grossly impracticable.

**RECONSTRUCTION OF THE DESTROYED INNER TOWN**

The reconstruction plan has been restricted for the time being to the area of destruction by fire. This is neither a natural division into functional, the whole of the area, but a purely INCIDENTAL one. The decision to define the clearance area in this way was based on the great extent of the area involved in total destruction by fire, on the size of the financial consequences, on the current shortage of fire insurance, and to which national compensation would become available.

It is clear, however, that definition on these grounds is untenable from the town planning point of view in the long run, as the interplay between various sectors of general socio-political welfare is not dependent on a co-incident area of fire destruction. All studies of town planning concerning the size and nature of social requirements have to commence by laying down the borders of the spheres of influence of each of these requirements, and on the area of the uncertainty to which social development will be dependent on the future, as to whether it will be possible to effect proper, the city, the problem being that of setting to what extent as to the sphere of influence of all sectors of life and activity directly or indirectly connected with the inner town, and of the borders to be laid down in principle. It does happen here and there that these borders coincide with those of the destroyed area, but mostly it is the development of this requirement to be provided for in relation to the center have had to be extended to neighboring undestroyed town areas. If the general pattern of the city had been a stationary one, it would have been feasible to have attempted to compare a reasonable prognosis as to the various developments. On the other hand, the result indicates that it is expected that the pattern of social life of the entire city will be subject to change. It cannot be otherwise than that the specific character of the city center is closely bound up with the extent and composition of the city as a whole. If changes are to be expected in larger changes of things, it is important to assess their consequences for the city center as accurately as possible. Since the end of the war studies have been made from a national view point as to the means of support operation. Nothing less than the whole people's lives will be in the future, and an effort has been made to estimate population movement as a result. These studies threw up an increase of population in 1940 of 12.5 million (11 million in 1958). In addition it became clear that the means of subsistence for this relatively large population increase would have to necessitate further movement towards industrialization, and in particular in the development of chemical and metal industries and the rendering of services. It has become apparent that Rotterdam, as the center of the N-Waterway area of the Netherlands, will have to provide for a considerable proportion of this increasing population, will have to be in a position to offer living and working accommodation on the required scale and in particular branches of industry commensurate with the situation, existence and significance of the city as a whole, visualized within the larger framework of the national economy.

Seen in this light, there is every chance that the city area will expand considerably, and that the function of the business center in the inner town will become more important than the present situation would indicate. A broad margin of reserve will have to be held in hand for development and expansion to cope with the requirements of the future. These requirements are for the moment only accessible in part, but they are sufficient to demand considerable flexibility for the future within the framework of present day possibilities, and operate therefore as a restraining influence against the completion of reconstruction at all costs within the shortest possible space of time. They imply keeping areas open for areas that could be added onto the city center if need be.

A factor that will naturally need to be taken into account is the question whether, and to what extent, other centers will be taken over the original task of the city center, or, at any rate, tend to restrict its increase in size. In this connection, large new dormitory areas coming into development around the outskirts of the city, or, completely separated from it (areas of at least 20,000 inhabitants) will with them, be able to retain their own central functions intended to satisfy local requirements. Nevertheless, in the most far-reaching cases of social areas, there is a clear view that these facilities will not exceed the service characteristic appropriate to a subsidiary division of the city, and will not therefore encroach upon the business function of the city center proper, which will remain reserved for the nuclear city of Rotterdam.

Among the factors are the following:

1. It is the intention to connect the larger 1970-1990 neighborhoods to the present city center by express transport, a.
2. The distance between new neighborhoods or town units and the mother city is too small to expect independent development, independent units at a distance of some 20 km (approx 1 mile) from Rotterdam, so that new areas or units will have to be still closer
The center of the New-Waterway area of the Netherlands has not left enough space to permit the building of a new town center.

The conclusion is that steps will have to be taken now to ensure that typical business functions can be accommodated in or near the city center, including their future growth. The following proposals will therefore be suggested:

1. The reservation of space in the reconstruction area for specific business functions;
2. Measures necessary to insure the availability of sufficient space in the future in neighboring town areas.

As regards 1, this means banning from the town center everything that is not absolutely necessary for the functions concerned. The allocation of land will have to be regulated so as to insure only those applications are taken into consideration that are of direct advantage to the city center regarding their purpose. Since the local authority is owner of the land and lays down land utilization itself, it may be assumed that these conditions will be complied with.

As an example of this type of measure, the construction of further dwellings in the city center will be considered undesirable for the following reasons:

a) The space required sooner or later for more essential elements would be occupied;

b) Housing would create new requirements in the form of schools, playing fields, swimming baths, community building, churches and shops, which would also occupy the available space;

c) Any dwellings built in the area would be limited in size and height, and buildings thus created will be for middle income brackets, and their presence in the city center would be detrimental to the development of the harmonious social structure in the new dormitory neighborhoods since populations in medium income brackets would be excluded or insufficiently represented in these neighborhoods.

Apart from dwellings, there are a number of other classes of buildings which not only will be established in the city center, and the local authority considers it policy to ban all establishments that can be satisfactorily accommodated elsewhere, out of the city center.

In addition to all this, there is quite a considerable reserve in the city center for shops and multiple stores, and for office accommodations. The total length of shop front now is 12 km. (7.5 miles) and can be expanded to about 15 km. (9.3 miles) though the total length of shop front now is less than before the war.

The office floor of consists 277,000 sq. m. (3,864,500 sq. ft.) and can expand to 450,000 sq. m. (4,864,500 sq. ft.).

As also space for social and cultural institutions. If the requirement in this connection prove to be too great, inroads will soon be made on the neighboring town areas previously mentioned.

As mentioned earlier, a program of studies was instituted from the very beginning to arrive at the requirements of the city center. In spite of this, a certain amount of judgment has often had to be called into play where the tempo of actual development has exceeded the preparatory studies. In the main this has not been productive of any major conflict. A point that must be kept in mind is that a city will certainly be a living, shifting constellation of requirements, so that the conclusions to be drawn from it may never be invested with a static character, and even the problem itself is constantly changing shape. Other factors, such as the changing shape of Rotterdam's city center is eventually to be evolved, a few special points will have to be given particular attention, since it is apparent that up to now there have been either insufficiently investigated or because they now tend to demand a larger share of the whole which can be offered them, by reason of unforeseen circumstances.

Three main points are concerned:

1. The smaller business units.
2. Institutions for special education.
3. Parking space.

II. Institutions for special education

As regards the smaller business unit, the following details are relevant. Among small business units whose premises were destroyed, 81% rented the premises and only 19% were owner-occupiers. Of course this 19%, were mainly in the possession of some capital, and were in a position to help themselves particularly in view of the subsidies offered in connection with reconstruction. The smaller business people renting their premises however, were not covered by national or other subsidies and encountered increasing difficulty in securing possession of premises. To counter this difficulty the local authority has erected a number of blocks of business flats, the object of which was to accommodate the smaller independent business with working space.

However, in practice, the tenant has all too often turned out to be too timid for the businesses concerned, so that they have had to look for a cheaper solution. In the central areas of other towns, these smaller business units can usually rent space in old, obsolescent, or otherwise dilapidated buildings of which there are usually many in or around a town center. In Rotterdam however, the destruction of the central area rendered this more difficult, or, in other words, the availability of suitable premises is relatively, is considerably less in other than in town centers. There are neighborhoods in the vicinity of the town center that could be used for this purpose but the availability is much less and the need much greater. The tension between these factors is also lessened to a slight degree, since behind the relatively small, older development around the city center — more or less dilapidated and due for clearance — is a much more recent and still solid population. It depends upon this city, which is suitable for the purpose in question and will certainly not be made available for it by reason of the dearth of dwelling accommodations.

The transfer of these smaller business units to more suitable areas around the city center is now possible because of the nature of their business operations, and the strong relationship between these and the city center. As a result, there is a shortage of business space, for which it will be easy to find a solution. Any available land in the city center would probably mean occupying space which will shortly become a clearance area even if it were possible to wait until clearance has been completed, the result would once more be high land values, impossible to utilize for the smaller business for financial reasons.

With these difficulties in view, the development plan for the city center will be amended to include the allocation of space for the smaller business units in the attempt to preserve as much equilibrium as possible in this field.

Regarding the special educational institutions mentioned under II, it was originally assumed, in 1946, that there would arise a certain degree of confusion and specialization of the envisaging years such that the distribution of these institutions on religious and social grounds has taken place, that much more space will be necessary than the original assessment.

Moreover, the further development in education, not restricted to normal education but embracing trade education and instruction for special groups of children will fall outside normal educational reason of increasing differentiation. The importance to the Netherlands of expansion in trade and industrial education is apparent from the fact that the future of the people will in time come to depend upon a high degree of development and specialization, and because the higher specialized industrial units, supported by emigration on the part of these operatives, whose desirability elsewhere depends on a high standard of training. These types of establishment generally cover a large area, and are mainly the office center, as the source of pupils. A central situation would therefore seem to be indicated, particularly in view of public transport for pupils living outside the nuclear city. This has resulted in an extreme pressure on land values. Up to now, the requirements have apparently been satisfied, though it will often undoubtedly lead to multi-story design to obtain the necessary number of classrooms, and ground floor space for games and gymnastics will often fall short of the desirable.

Although considerable parking space (about 12,000 cars) was originally reserved, the rapid increase in passenger transport by car is likely to produce requirements in excess of this entirely, at least if it is assumed that provision will have to be made in the city center to absorb all cars. This is undoubtedly an impossibility as it would imply the expansion of the central area, and therefore an increase in the required area. The addition of multi-story garage space, underground garages and other provisions will only be able to cope with part of the increase, necessitating a larger area of large parking areas around the perimeter of the city center and the largest possible number of smaller parking lots distributed around the central area itself. The peripheral parking areas, based on public transport further towards the center, will now have to be increased in size, which, can, in the main, now only be achieved by extending them into areas outside the original fire damage and into space to be created by the clearance of neighboring obsolescent town development.

The general measures concerned with these areas around the city center, aiming at providing sufficient room for the expanding inner town have already been discussed under 2.

In view of this, the present requirements of the expanding
city center cannot yet be said to have become acute. It would even be in general of advantage to cut into these neighboring districts, especially in view of the dwelling situation there. But the local authorities have not yet acted on this at the moment, owing to high land values and the back-log in new housing. It is to be expected that the heavy cost of wholesale redevelopment would be borne partly by the national exchequer, but the amount of any such contributions for large scale demolition is not enough in itself. Moreover demolition would, in this case, be particularly costly in view of the establishment theme of businesses driven out of the city center, as mentioned earlier. Finally, the housing shortage is still of such proportions that the clearance of housing can only be tackled with great circumspection. The number of dwellings lost in the destruction of the city center was 25,000, which had gone up to 28,000 by the end of the war, due to further losses there and elsewhere. Since the present dwelling shortage is still about 24,500 it is clear that new housing construction up to now has only been sufficient to cover the accommodation of newly formed families and the natural population increase. Clearance schemes will therefore only be ripe for intensive action when the tension on the housing market has been brought down to reasonable proportions.

In the meantime, local authority's measures to prevent the further infiltration of trade and industry into the areas zoned for clearances have been highly desirable. This seems possible within the framework of the existing housing law, but the authorities would then undoubtedly be confronted with heavy financial consequences, which are at the moment binding them to inactivity. One point is understandable, particularly in view of the cost of rebuilding the city center, and the tremendous expense of extending industrial and residential areas just at a moment when financial economies are the order of the day.

The planning scheme for the city center is such that clearance of older development can be absorbed in the extended central area without difficulty. Attention is in the main being directed towards the area to the west of the city center in this respect, where there are potential reserves for immediate expansion of the center. The basic plan for the city center provides opportunities enough to program the opening up of this area, and when development continues at the speed reached during recent years, it is to be expected that the area concerned will become indispensable to the city center within two 5-year periods.

**SOME GENERAL PROBLEMS OF RENEWAL AND REDEVELOPMENT.**

The clearance of obsolete and obsolescent town development involves a number of problems. These are aggravated when the clearance concerned is on a large scale, drastically altering the structure and function of the whole area. The development concerns large wholesale and retail and business units. The older neighborhoods concerned, contain dwellings of very bad quality and at far too high a density, large and small shops, trade premises, wholesale sale warehouses, service industry and here and there even quite large factories indiscriminately mixed up together. For many business units the cheap accommodation, though in deferent proportion, are of great importance to the customer are essential. The inhabitants are more or less bound to the neighborhood by the nature and situation of their work, by custom, friends and family, and partly by the low ruling rents. There are quite a number of socially less desirable families in many shapes and forms.

It is obvious that clearance of an area such as this, involving as it does the displacement of occupants and the disturbance of existing relationships, has to be carried out with utmost care and insight. On the other hand, the sudden clearance of the city center occasioned by the 1940 destruction demonstrated that the capacity to adjust, the inventiveness and the accessibility of the population concerned to new ideas should not be undervalued. This is an optimistic sign as regards large scale clearance schemes, provided care is taken to adjust transfers, compensation and welfare work to the individual case.

The legal measures that the Rotterdam Corporation could utilize in carrying out clearance schemes are the following:

a. **DESIGNATION OF CLEARANCE AREAS.**

With a few exceptions, the present housing law precludes the designation of clearance areas in residential-industrial planning schemes. The proper legal basis is the regulations for built-up areas, as laid down in Article 43 of the Housing Act concerning regulation of the nature of the development and the layout. These clearance schemes can usually be found in special building line regulations as called for in Article 2 Sub 2. Finally, incidental use can be made of powers to prohibit building or rebuilding on land destined for street purposes in the near future, as laid down in Article 35, or as a result of schemes laid down for other reasons.

This regulation, while generally of use, exhibits a number of difficult points and is not very flexible, in particular when applied to large scale clearance schemes such as the case in point where there is profound alteration in structure and location. The numerousspecial building lines or building prohibitions for instance requiring an individual approach in writing to all owners or mortgagees involved. In the designation of clearance areas will involve relatively costly compensation for damages as a result of the restrictions placed on land owners. Amendments to the Housing Act are now before the House, to provide more satisfactory means of designating clearance areas in a positive manner.

b. **COMPULSORY PURCHASE IN CLEARANCE AREAS.**

Certain facilities for compulsory purchase of land and buildings in clearance and provison of compensation laws, though there are a number of gaps. Not all property required for carrying a clearance scheme into effect can be designated for expropriation. For instance, regulations concerning the nature of development land utilization as provided for in Article 43 of the Housing Act are no basis for compulsory purchase. Various other regulations have to be called into use, to the detriment of clearances of a fundamentally character. It is generally necessary for the local authority to commence formal purchase negotiations at the earliest possible stage. This is particularly so when large scale redevelopment is to be expected after clearance. The early formation of purchasing policy then becomes a necessity.

c. **DESIGNATION OF UNINHABITABLE DWELLINGS.**

The Housing Act renders the local authority responsible for regular checking of the habitability of dwellings, involving the designation and vacating of all houses unsuitable for occupation and beyond feasible improvement.

d. **EXCHEQUER ASSISTANCE IN CARRYING OUT CLEARANCE SCHEMES.**

In principle the exchequer can carry half the debit balance arising from clearance schemes, and consisting of the costs of acquisition and demolition of buildings, new road construction and loss of interest as reduced by the proceeds of the sale of new building land. In addition there are regulations for financing the clearance itself, the construction of replacement dwellings and the removal costs of displaced dwellers. However, these regulations only apply when the scheme is aimed at improving dwelling conditions. It is not certain what the exchequer assistance would be in the case of a plan mainly concerned at town planning improvement. In that case as well, there are impending amendments to the housing law, providing broader facilities.

Taking into account the preparatory studies, design, and designation procedures for schemes and for expropriation, acquisition, vacating, etc., the total procedure occupies something to 7 years. The absolute necessity for an early commencement is apparent.

**PREPARATION AND EXECUTION OF RENALW SCHEMES.**

In formulating individual clearance schemes, the structure of the existing town and the future expectation of structural alterations in the town, have to be carefully appraised. In the case of Rotterdam this involves consideration of the conurbation of the entire region, including the "Nieuwe Waterweg." Each clearance scheme must of course fit into the structural pattern of the area as a whole.

Rotterdam's renewal schemes are at the moment still in the preliminary stages for a variety of reasons. In the first place all activity is still concentrated on reconstruction of the city center and expansion of the city and the construction of industrial areas; and in the second place continuing housing shortage is still holding up the carrying into effect of large scale clearance schemes. The main preparatory work now being undertaken concerns renewal schemes for those parts...
of the city directly contiguous upon the central area, in connection with the almost certain expansion of the city center to cope with the final extent of the conurbation. The data concerning these areas are complete and analyzed, so that redevelopment could be put into practice at any moment. Plans are continually maintained up to date, to facilitate speedy operations once the green light has been given. In addition, data have been assembled regarding shortages and deficiencies in the second girdle of urban development, still largely consisting of more or less acceptable dwellings. The implication is that, generally speaking, the existing urban area has been completely analyzed and divided into age categories, providing the wherewithal for the formulation of a global concept at any time. Town planning capacity is now concentrated on studies aimed at a balanced and harmonious urban structure, which will take into account the dynamic character of the city as a whole. The results will in due course be incorporated into a comprehensive structural plan of the reconstructed city center including the ring of clearance areas surrounding it and the peripheral building improvements. The speed with which this is put into effect will depend upon financial considerations. In the long run, the legal provisions and the work carried out will provide a foundation for a concept that can offer a better life for future generations. Only the mistakes of earlier days seen in the changing circumstances of the day can lead to the improvements that today can be visualized but not yet provided, and which tomorrow will be reality.

SUMMARY OF ITEM 4 DEVELOPING PROPOSALS OF COUNTRY REPORTS

Without an extensive knowledge of the forms of government and the actual political conditions of all the countries under consideration it is rather difficult to understand fully the background and the suitability of measures taken in those countries. The means given by law to the responsible authorities must be considered against the division of governing tasks between local, provincial and central authorities and the supervision on the local authorities by the higher authorities. Perhaps still more important is the actual attitude of the people in any way involved with regard to the planning and replanning process.

A. INITIATING RENEWAL PROJECTS:
In most countries the formal initiative of renewal projects rests with the local government (municipality) the actual or first initiative coming from either a professional planning department in the service of the said local government or an official planning commission. In a few countries, for example, the U.S.A., unofficial civic groups (citizen's committee, chamber of commerce, etc.) sometimes take the initiative for renewal of a specific area; the suitability of this action depends on the active part taken by the people or groups in furthering the public welfare.

On the whole, the initiative for renewal projects rests with the local authority and its official committees and paid officers, these being the best acquainted with local circumstances and needs. Of course, to propose and implement renewal plans sufficient legal provisions are indispensable.

A special mention must be made of the initiative of the National Mortgage Bank of Argentina for the renewal of the south district of Buenos Aires. Later on, a committee was formed by this bank and the municipality to present this study to the president of the government. Because of political reasons, and opposition from professionals and involved owners of properties in the plan, the project is now deferred though not cancelled.

B. NON-GOVERNMENTAL ORGANIZATIONS:
In many countries the voices on non-governmental organizations, societies of people more or less concerned with planning, professional societies of architects and planners, chambers of commerce, or organizations of businessmen, agricultural organizations, etc. are heard. Sometimes the press is more or less actively taking part in the discussions, a wide information campaign being made through newspapers, by radio conferences and exhibitions.

In the Netherlands recently a special effort is being made to draw a picture of the current position and activity of these organizations, trade unions, etc., into the renewal policy, the redevelopment problem having a very important social aspect. The private opinion of the summarizer of this chapter (shared by many others) is that more redevelopment measures will mainly depend upon the people concerned comprehending the purpose and suitability of the proposals. For renewing an old part of a town means uprooting a settled community of people and giving them a new environment either in the renewed area or somewhere else. The measures necessary to be taken must be understood by the people concerned and not imposed without explanation.

C. RENEWAL PROPOSALS BY COMPETITION?

Only in Yugoslavia, Norway and some cities in Switzerland are such competitions sponsored for renewal proposals. Of course, competition for the design of one building or the renewal of the neighborhood is more often sought. Competition among private architects-planners for renewal proposals of a large area doesn't seem a very good possibility. Often a fairly large staff of professionals and much work will be necessary to achieve a good plan.

D. PRESENTATION:
Renewal projects in most countries consist of a survey of existing conditions and properties, a detailed lay-out plan, etc., the same documents as required for normal development plans. Financial aid from a higher authority is sought, detailed estimates of costs and proceeds are asked for. In most cases, a written report on the whole complex operation is given.

Besides the official documents to get approval and assistance from higher authority, models, photographs and explanations in pamphlets are often prepared, exhibitions are organized to "sell" the renewal proposals to the public, and in some cases — to obtain financial aid from the public or private agencies by the sale of bonds.

E. PROPOSALS REVIEWED BY HIGHER AUTHORITY?

In all countries with the exception of Switzerland, Norway, Argentina and Yugoslavia the renewal proposals decided on by the local authorities are to be reviewed and/or approved by a higher authority, the province and/or the state government. One form of authority, hearing the objections of concerned parties is often included. The main reason will be to prevent undue harming of private interests, to judge the efficiency of the project and, when financial assistance from claiming, to assess the commitment of the said government (or keep this commitment within reasonable bounds). In some countries (for instance U.S.A., Colombia) the proposals are subject to approval by higher authority only when financial assistance is sought.

In some cases there is a fairly long procedure. In the Netherlands, the board of Burgomaster and Aldermen (College van Burgemeesters en Wethouders) prepares or orders the town planning office to prepare — a development- or redevelopment plan. This project is published. Property owners and other concerned parties have a right to appeal to the Town Council (Raad der Gemeente).

After considering the appeals, the Town Council decides on the project. The decision is again published and sent to the executive board of the provincial government.

Those who appealed to the Town Council can again do so to the provincial government. After hearing the explanations of those who sent in appeals and the arguments of the local authorities in a public inquiry, the provincial government either approves the plan (or a part of it) or withholds its approval. Those who appealed in the first and second round are informed (the Queen and the responsible minister) against the decision of the provincial government, the local government having the same right. The Crown makes the final decision after
hearing the submissions. After approval of the plan by the provincial government or - in case of a third appeal - by the Court, it becomes a legal document. Amendments or additions to the plan can be submitted, but the plan has to go through the same stages.

This rather long-winded procedure is considered necessary in the Netherlands to prevent undue harming of the rights of private property owners, to balance the public interest against private interests, to insure that projects of other agencies (highways, canals, waterways, protection of agriculture, cultural or recreational areas) are included in the plan, and finally to judge the plan according to current economic and social standards.

On the whole, this procedure is considered to be justified in the Netherlands, although sometimes planners feel exasperated by the time "wasted" (in some cases several years).

CONCLUSION.

In reading through the reports which the many countries sent in, one comes to the conclusion that there is rather a great variety of means and measures to reach suitable renewal proposals. On the other hand, many similar problems are met and more or less satisfactorily dealt with (abstractions of concerned parties, public inquiry, approval of a higher authority, financial aid, etc.). However, one gets the impression that the legal provisions are not always to the desired standard. Much attention must be given to reach a watertight and conveniently arranged complex of legal and financial regulations which make energetic action possible.

America "is at home in turmoil", Louis Sullivan said in 1908, "and loves urgency, stress, and change. It loves to build up, and tear down, and build up again; it loves change, novelty, progress."

Louis Sullivan was a prophet as well as a great architect, and it is just possible that he recorded a vision of Urban Renewal, U.S.A., 1949–58. Or so, at least, a skeptical observer of the American civic scene might guess. But the writer of this paper cannot be among the skeptics any more than Mr. Steiner can. He as an administrator, I as an active developer, have suffered our share of turmoil, to say nothing of urgency, stress, change, and chance since the new program got under way.

Cities everywhere are under attack, literal attacks by bulldozers and indirect attacks by well-articulated critics. Both attacks are constructive, in my opinion. And even the most sweeping critics seem to feel that some constructive steps, at least, are being taken to restore and renew the cities of the world.

Of course more criticism is aimed at American cities than at any other, and that is understandable. All American cities either began or knew their major growth during the lopsided industrial age, when little attention was given to human need, let alone beauty. So we are used to well-aimed attacks, foreign and domestic.

While this paper was being prepared, a significant new report on community appearance was published by a committee of New York architects and planners. Its first sentence is: "Are our cities so ugly?" On the other hand, the day that report was distributed, the New York Times in my native city ran a story headed:

NEW YORK'S SIGHTS DELIGHT PLANNERS; 23 EXPERTS FROM 11 CITIES IMPLAINED BY SKYLINE, TALL BUILDINGS AND COLORS; CLEANLINESS IS PAID.

"In Scenery by Man, This First," says Tokyo Official.

By and large, America is getting more praise than it used to for "handsome, exciting, and technically inventive buildings", and more blame for the indiscriminate, sprawling, ugly growth of our towns and cities and their mishandled space. The blame for our civic sins falls variously on rich and poor, living and dead - politicians, industrialists, indifferent citizens and, consistently, of course, on my kind, "this tribe, known variously as landlords, speculators, town jobbers, and just plain real estate moguls."

A four-year veteran of urban redevelopment, I believe that America is at long last coming to grips with the problem of her cities. There was a final sentence in the Louis Sullivan statement about America: "It loves to destroy." Perhaps in times gone by; from the look of our cities, it surely is not today. All over the face of America we are painfully going through a critical stocktaking of urban inventory and needs. To be sure, the urban renewal program is still too small in size and slow in tempo when compared to the need. It requires, and I think will merit and receive, deeper and stronger popular support. But there is forward movement - and in the right direction. To one caught up in urban renewal, these are exciting and stimulating times.

The term "urban renewal," of course, broadly includes all kinds of city redevelopment, good, bad, past, present, private, public. In America it would include such disparate examples as the massive public housing thrown up in the 1930's, the imaginative dramatization of Chicago's lake front fifty years ago, the elegance of Mr. Rockefeller's cohesive Rockefeller Center, the wild office-building boom in New York that is currently (and plausibly) transforming a famous residential avenue.

But for the purposes of this working session, it might be well to confine discussion to the American urban renewal program begun in 1949 as a deliberate national public policy. It is in that specific sense that I shall use the term "urban renewal" henceforth.

An urban renewal project in America is apt to be referred to as a "Tittle I, Section 220" project. This is legalistic short hand for the provision of the Housing Act of 1949 that provided federal planning and land acquisition aid to communities. In effect, the key urban renewal laws in the U.S. harness the police powers of eminent domain of town and city governments, the financial resources of the federal government, and the skills, energies and capital of private real estate devel-

opers or other investors to the job of clearing our slums and redeveloping our cities. This city condemns slums infested land - land whose value is so inflated by a half century of slum increment that private capital could never, in the job of building large blocks needed for effective redevelopment. This land is then cleared and either sold or leased, on long terms, to redevelopers at a mark-up price representing its fair re-use value with the planning restrictions of density and coverage imposed by the official city redevelopment plan. The difference between the price as reduced and the condemnation price the city has to pay is made up one-third by the city itself and two-thirds by the federal government. In order to qualify for this federal grant, the city must meet strict requirements, of which the most important is the so-called "workable plan." And the redevelopment agency must play its part through federally-insured mortgages covering more than 90 per cent of the total development cost of the project.

Assume, for example, that a city, encouraged by the new program, decides that the time has come to take steps against slums and blight. Perhaps the inspiration comes from some hard-working group of citizens. Perhaps one or two key industrialists in the city's "power structure" provide it. Maybe it comes from a dynamic new mayor and a team of effective city planners. Whatever the inspiration, the initiative for getting urban renewal started must come from the city.

The city then prepares its essential "workable plan." In this program, the city commits itself to achieve, within a reasonable time, an appropriate set of regulations and administrative devices to carry out urban renewal; analyses of blighted neighborhoods; a master plan for the development of the community; evidence of financial responsibility, relocation of families displaced by urban renewal; and effective citizen participation in the program.

Once this workable plan is approved by the federal agencies concerned, the city may proceed to act on its most urgent needs as part of its pledged one third contribution to the public cost of the program, matching the federal government's two-thirds grant. These local needs may include public works of various sorts - generally the vast array of municipal community facilities, including streets, parks, schools, hospitals, parking facilities, and the like. In so far as plants involve
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commercial, residential, or industrial developments to replace slums, the city calls in private redevelopers.

America's urban renewal program was originally conceived as a local booster stunt climax and it still requires that any renewal emphasize housing. Many critics feel that the "predominantly housing" restriction should be dropped and the program unshackled to spur clearance of any blighted area and development for its best use — whether for residential, office building, shopping, light manufacturing, cultural, recreational, civic, or perhaps even park use. I agree, even though I am primarily a residential builder myself.

The city seeks to interest potential sponsors in various ways. It places advertisements in certain publications. It writes directly to developers known to be interested. In these initial stages, the process is often quite informal.

Meanwhile the city proceeds to condemn, buy and clear the land in question, and to have it appraised.

Now the prospective developer — often with his staff and advisers — visits the city and discusses with the elected officials, technical and planning experts, and leading private citizens concerned with the project. He and his assistants study the city's master plan and the proposed project plan. He inspects the site and its surrounding area, and educates himself in the problems and goals of the particular redevelopment proposal. He will want to go too, to educate himself in such intangibles as the city's special qualities, tastes, spirit. And just as important, he should review the indices of the city's economic health: population growth, the direction of changes in wage rates, farm and trade conditions, department store sales, unemployment levels, and the like.

The city's requirements for a particular redevelopment are usually specific and detailed, and so should be. The city — and I include citizens as well as elected and appointed officials — is responsible for the major decisions that will determine and direct future urban use.

The city's redevelopment plan should be quite flexible as to land uses; the location and types of commercial or light industrial establishments, if any; the general class of residential structures desired — high rise or garden-type, for instance; the proportions of open space to be preserved, and so on. And the city's proposal should be solidly based on hard facts as to the economics of the area and its surroundings, present or projected streets and highways, traffic patterns, and so on. No such judgments should be made from intuition or guesswork to resolve. The redevelopment plan should represent a city's collective value judgment of how it wants to be served by redevelopment.

The developer is ultimately invited to bid on the land and to submit a formal proposal for its development. He and his staff work out detailed plans to meet the city's criteria. On the basis of a well-conceived city redevelopment plan, the developer proceeds to prepare his own proposal.

Now begins the long, painstaking, fascinating, and potentially disastrous interplay of talent, knowledge, insights, and the invigorating clash and orchestration of diverse groups and individuals, which go into producing a redeveloper's proposal. Architects, planners, artists, sculptors, landscape and graphic designers, housing and market analysts, construction experts, financial, legal, and tax authorities, all dip their ladles into the witches' brew. The full blown presentation is thus born, embodied in a developer's proposal.

The presentation, involving tens of thousands of dollars of cash outlay in addition to months of time of a redeveloper's entire organization, is generally produced after innumerable conferences between the private enterprise team and the local and federal officials involved. The sponsor's aim is to satisfy the community's collective judgment of what it is looking for in an urban renewal project.

The proposal, in formal form, will include a complete graphic pictorial display of the project design, landscaping, outdoor art work and amenities, type of construction.

It will include all requisite documentation on the potential sponsor's financial responsibility and actual performance record.

Technical studies embodying site, area, and floor plans will be combined with perspectives, elevations, color renderings, and models, along with a display of the developer's other proposals, brochures, and book-size brochures, 35 mm slides, large-scale wall panels.

Ordinary practice provides approximately sixty days during which bids and proposals may be submitted by an interested person or group. The developer submits his bid and his proposal; thereafter the city makes its decision as between the proposals and the redevelopers themselves.

One important variation in decision-making on sponsors' proposals involves varying procedures for land sale. Before Mr. Steiner was appointed acting Urban Renewal Administrator in mid-1956, the cities were required by federal regulation to dispose of redevelopment land by sealed bid at public auction to the highest bidder, or several bids, or a potentially bad features. It required that whoever bid a cent or two more per foot was awarded the project — regardless of the quality of his proposal or his capacity to carry it out expeditiously and profitably, as judged by the development and zoning requirements. "If more beneficial to the development of the parcel," even though the bid accompanying the proposal is not the highest received, providers of the highest bid within ten days agrees to accept the bid, or the project is awarded to the next highest bidder. As one interested in sponsoring this project, I applaud these authorities for specifically reserving the right to ignore zoning restrictions that conflict with comprehensive city planning and good project design, but I view the price-protesting program somewhat askance.

With negotiated deals the rule, developers compete primarily on the merit of their respective proposals, and that is fine. We now have, based upon excellence of over-all project design and philosophy, competition in the good old private-enterprise sense of the word. It took Mr. Steiner a while to come to this; but there are at present a half-dozen large-scale redevelopers actively seeking sponsorship of renewal projects, whereas five or five years ago the cities were beating the bushes for a single sponsor.

It is difficult to convey all the variations possible in the ways proposals are developed. A few random examples might suggest the range. Last year in Sacramento, the capital of the state of California, there were presented all manner of new and stimulating problems, as of a large-scale plan involving the Capitol buildings and the Tower Flow. But no, even a sketch, we went to see the Sacramento officials and planners. Somehow our enthusiasm fused with theirs. The city advertised widely. It considered seriously a number of
redevelopment proposals. Months later we finally negotiated a memorandum in which the city gave us 180 days—a full six months in which to bring in a detailed proposal. The memorandum promised that during this period the city would not deal with other developers. Well, as a result of the confidence placed in us, we used our six months— and spent far more time and effort than we had ever anticipated—to draw up the most splendid plan we could. We brought our concept of the architecture and planning of the project to a highly advanced point. We prepared an elaborate brochure and a highly detailed scale model of the project, and held public hearings which illustrate the influence of human factors in developing proposals. The SACRAMENTO BEE which gave invaluable support to the project, said in an editorial that the sponsors of the Sacramento project had "every reason to believe' 'every evidence of a broad interest in the community. And the best bonus of all is that they are interested in the humanities, the public and the acts." Thus, the city seemed secure to the fact that Mr. Stevens had an outstanding record as patron of the theater and the arts, and that I had for many years been an outspoken exponent of non-discrimination and equality for all, regardless of race or color, and living in housing and elsewhere. I do not want to place undue weight on this matter, but it does suggest the fascinating unpredictability of redevelopement work.

Our experience in St. Louis marks still another variation in the way proposals are developed. St. Louis is a big city, the ninth largest in the county, with a very well thought-out urban renewal plan. Early last year the city put out feelers for sponsorship of one of the nation's largest downtown residential, commercial, and industrial redevelopment projects. Various groups showed interest, but the contenders ultimately narrowed down to the largest American redeveloper and this writer. We competed by drawing up the very best proposals we were capable of, according to our lights and our architects. Both of us spent a great deal of money on the plans themselves as well as on their presentation.

As it happened, our proposal was accepted (the land price was negotiated later and no consideration of it in suggesting that an important factor in the city's decision was our declared willingness to share participation in the project with local St. Louis entrepreneurs, who are now doing the entire commercial and industrial portions of the project, the lion's share of the project.

So much for an individual sponsor's proposal. A few random thoughts on a city's urban renewal proposal.

The ultimate value of any city redevelopment proposal transcends conventional judgement, essentially, is that it depends on the good will, determination, flexibility, imagination, creative energies of disparate groups, historically suspicious of each other.

One key group is business, whose civic leadership counts heavily in the success of any city plan. There is every indication that enlightened business leaders are learning that free enterprise, with a minimum of government assistance and guidance, can redevelop the very slums that heretofore it had been taboo to build in. It is a new thing in America for businessmen to lose their suspicion of the long-hairs—the planners, the architects, the dreamers. And now with such eager desire to lose their distaste for politicians and bureaucrats and sit down with them to work out common plans. The very word "planning" was not so long ago anathema to the U.S. businessman, or at least heady talk. For all but one of the private investors in the project, it cannot be called a "planning" party. Even though, as Lewis Mumford has wryly pointed out, our cherished New England villages represented genuine community planning, or "Yankee communism." As for the public planners, long ago, politicians had learned the hard way that he cannot get urban renewal if he balks at working cooperatively with City Hall. And, heaven help us, he is acquiring a grudging respect for the hardworking, hard-driving mayors of the big city. And more often than not belong to the "wrong" political party.

The mayor plays a pivotal role in pushing development proposals and transforming them into reality. There can be no mistake about it, successful urban renewal demands top quality political leadership. As Fortune Magazine has pointed out, this is the role of race or color, and those living in housing and elsewhere. I do not want to place undue weight on this matter, but it does suggest the fascinating unpredictability of redevelopement work.

Generally our responsible press has crossed party lines and supported our mayors in statesmanlike fashion by giving line coverage and sympathetic publicity to our urban renewal programs. In cities where I am active in redevelopment, the WASHINGTON POST AND TIMES HERALD, the ST. LOUIS POST-DISPATCH, the CLEVELAND PRESS and the RALEIGH UNION, among others, have all rendered an outstanding public service in interpreting to the public the city fathers' urban renewal goals and aspirations. Incidentally, in the great assistance to the press as well as to the city's political leaders and planners when a redeveloper has available descriptive material portraying a glamorous program plan. Graphic examples of what I call "street furniture" that enlivens public space, such as statues, special symbols, handsome clock towers, and the like— and of course colorful, attractive buildings and an interesting site plan all help the press and the mayor, and create public excitement and enthusiasm for their pending redevelopment program.

Fortunately, America now has a full complement of mayors who are doing an excellent job for urban renewal. Up and down the country, in Chicago and Pittsburgh, Detroit and New Orleans and St. Louis are men who hold "a high conception of the purpose of political leadership" and know how to "use the experience of the past as a kind of arch, through which to look at each challenge as something quite new." The congratulations are due to Senator Charles C. Claflin, former Mayor of Philadelphia and now U.S Senator. Under his leadership old Philadelphia really came to life.

And it is not only in the big cities that we find such mayors. Richard C. Lee of New Haven, Connecticut, was re-elected last fall for his third term, and has been called "the first city to make urban renewal a day-to-day practical science rather than a stone of his political career." Dick Lee is without peer in squeezing every drop of drama out of urban renewal. Take the city rat eradication campaign, as a sample. Jeanne R. Lowry of New Orleans, I know, has been accused of being the "face of an urban renewal program," but in fact, 10,000 rats would be killed in Oak Street market a front-page story, and their disappearance was covered like a regular news event. The people of New Haven are still talking about the rats.

In addition to bringing proposals and plans home to the people, the mayor must streamline the city machinery for urban renewal. Urban renewal is a new tool that touches every city department—not just housing and planning and real estate, but traffic, health, education, welfare, law enforcement as well. In particular the mayor has to see that the city machine for urban renewal does not bog down in a morass of outdated local building codes and zoning ordinances. It is absurd, for instance, to apply density ordinances to a super block that were designed for single-family residential areas. In a redevelopment proposal, some of mine included, has been begged down for months by such obfuscation. Zoning regulations must either be brought up to date, or properly safeguarded provisions must be made to waive them for approved redevelopment plans. One battle-scarred expert thinks that simple, over-all density and utility-access specifications, and their enforcement "Plan must be appropriate and cooperative...Agency" should be the only operating land-use regulations for large projects.

Finally, as noted above, the mayor must have articulate support from community leaders: merchants, bankers, industrialists ministers, union chiefs. A formal civic organization representing these groups is an absolute prerequisite. As in publicizing proposals and over-all plans and in drumming up public support for urban renewal The Old Philadelphia Redevelopment Corporation, Pittsburgh Action Housing, Inc., the St. Louis Redevelopment Board, and New Haven's Citizen's Action Committee, the Detroit Citizen's Development Committee, each forms a tough effective phalanx of influential citizens who can get things done in town, whose collective voice is listened to— with attention and respect.

An example will suggest how the forces of government, civic leadership, and free enterprise, can work dynamically to produce fast results. On April 3 of last year I was designated as sponsor of a portion of an urban renewal project in Cleveland, Ohio. Four months later construction was under way.
DEVELOPING PROPOSALS
SCHUEER

By the end of November, less than eight months after sponsor selection, the first families moved into the completed project. I hasten to explain that the credit is not mine; I was simply the fortunate beneficiary of a final wave of elected and appointed city officials, the civic leadership of the City of Cleveland, the local federal housing agency and the local press, to make that project work — and work last.

A few specific examples may be helpful. First, Cleveland's Mayor, Anthony J. Celebrezze, did a remarkable job of organizing and mobilizing the city departments concerned. He created a new department of housing and urban affairs under the leadership of James Lister, a distinguished planner and administrator. When I tried to mobilize the city administration to expedite the project, Mayor Celebrezze induced the recognized industrial, business, and financial leaders to band together in organized and total support of Cleveland's urban renewal program. The privately organized Cleveland Development Foundation makes available on a short-term revolving loan basis several million dollars of "seed money" to assist the city and the private sponsors in getting the program into high gear.

Third, and very significantly, the Cleveland office of the Federal Housing Administration was determined to prove that the FHA formula for Title I, low-rent public housing could work. The requisite mortgage insurance commitment was issued in the astonishing time of twenty-five days after our proposal was submitted.

And perhaps most important of all, the deahening hand of administrative bureaucracy on any level of government was notably absent in Cleveland. In fact, we were encouraged and supported in our efforts to make this middle-income housing project an attractive and eminently liveable one. We were given great freedom by all federal and city agencies concerned to carry through our design and landscaping, as well as to provide a comprehensive planning proposal of tenant facilities, including outdoor sitting, recreation, and dining areas for adults and children, and a splendid community building. This freedom for imaginative play and gayety into the project is vitally important, because frequently sponsors are hedged about with frustrating limitations which doom a project to mediocrity from the very start.

What does the sponsor require from the city, its officials, and citizens in such a project of experience, skill, and imagination to the challenge of developing a proposal? The basic requirement is a sound redevelopment plan, in which the city has balanced all the intricate factors involved and arrived at positive value judgments as to what it wants and can realistically attain. What the sponsor does NOT want is a frozen plan, with every "it" crossed and every spandrel stained. He wants a city that puts forth such a rigid plan is falling to take advantage of an opportunity: that a good developer can make. It is a short-sighted and penny-wise city that simply orders so many units of shelter from the sponsor, while confining him to the strawhat of antiquated zoning.

The best and brightest proposals represent a creative collaboration between the developer and his staff on one hand and the city and its experts on the other. And such collaboration produces the only urban renewal really worth the time and trouble and money of either city or developer. Many of America's finest architects are now deeply interested in urban renewal. Some operate at house architects for developers, and several architects are personally to prefer to maintain flexibility by using the best local architects in the cities where I am designated sponsor. But I retain a distinguished firm of architects and town planners as consultants on all proposals.

A matter of the first importance, I believe, is urban renewal is to mean permanent improvement. To be land-use within given projects to — achieve synthetically if we the "variety within unity" that characterized the New England village. Here the basic choice is necessarily the city's. Only the city can designate local churches, and public libraries, and so on. But even here the imaginative developer can stimulate a variety of land-use, a human mixture within a superblock. There are things the developer can do, too, to stimulate a variety of tenancy in the project — that is, to try to bring the proposed rents within the means of a range of income levels and ethnic groups.

As in our proposal for Washington, D.C., the developer must try to match the spirit of the official plan and suggest ways to accomplish it. As sponsors of District of Columbia's first redevelopment city departed, we have been told that the contractor is more capable of functioning effectively in the future, provided the will is present.

It is true that more — much more — will be needed in work, money, and dedication to get ahead of slum growth and expanding urban population. America must have the tools to tackle a much greater variety of housing needs: more housing for middle-income families, elderly persons, low-rental relocation housing; housing suitable for aging couples or single individuals; equal housing opportunity for America's minority citizens.

To meet all these needs the United States will have to establish a more harmonious balance between private and public expenditures. Redefinition of American life as a people, to increase public spending, we shall have to recognize that our "affluent society" must channel more funds to community facilities of all kinds, and to fill housing gaps that private enterprise can not.

Short of such large scale solutions of the public problem, there are certain changes long overdue in the present urban renewal program, particularly in its financial arrangements. A well known building economist wrote not long ago of the urban renewal developer's "psychological dependence on government and its outmoded zoning ordinances. The preparation of proposals by city officials, the Cleveland project last year were marked by splendid interplay between city and sponsor. The city officials and planners appraised the situation and proposed a neighborhood "cracker barrel" store in this middle-income project. But this tiny homely amenity, meant only to provide an informal meeting place in the project for neighborhood gossip, had to be discarded it conflicted with the commercial zoning for that block, and city officials feared that the whole project might be hopelessly delayed if we proceeded ahead with a ten by twenty family store. Result: no store.

The Rotterdam triumph, by contrast, illustrates in a spectacular way the possibilities of flexible city plan and planner, and the importance of give-and-take between planner and developer. The story, may be well known to many Seminar participants. Mr. van Traa's plans for the redeveloped Coolsingel called for an outjutting wing on the new Beehive store, to balance a similar bank on the other side. Long the site, the Beehive architects demurred, and even threatened to achieve the desired balance by commissioning a monumental statue. There were negotiations — we had them in Cleveland too — the projections were carefully studied, and finally Mr. van Traa and his planners, to their everlasting glory, agreed. Now Rotterdam may enjoy forever Naum Gabo's superb abstraction.

I sympathize with, if I can not share, the pessimism of critics who see American urban renewal as an inadequate program mirrored in the present federal legislative structure. I think the Cleveland case history of rapid progress from planning to construction to tenancy in less than eight months points out one fact clearly. Since the Housing Act of 1949 was passed, we have been through a long and frustrating period of trial and error. But I am convinced that the "dry run cruise" should be at an end, and that we now have a proven mechanism for urban renewal. It has functioned effectively in the last, and is simply capable of functioning effectively in the future, provided the will is present.

But that is not the last word. There are certain changes long overdue in the present urban renewal program, particularly in its financial arrangements. A well known building economist wrote not long ago of the urban renewal developer's "psychological dependence on government and its outmoded zoning ordinances. The preparation of proposals by city officials, the Cleveland project last year were marked by splendid interplay between city and sponsor. The city officials and planners appraised the situation and proposed a neighborhood "cracker barrel" store in this middle-income project. But this tiny homely amenity, meant only to provide an informal meeting place in the project for neighborhood gossip, had to be discarded it conflicted with the commercial zoning for that block, and city officials feared that the whole project might be hopelessly delayed if we proceeded ahead with a ten by twenty family store. Result: no store.

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steady increment in value. The theory has yet to be proved And in the meantime only the largest, best-financed real estate firms are able to immobilize large sums of money in what amounts to a conservative long-term investment.

One failing of our urban renewal programs is that, particularly in high-rise apartments, it does not produce accommodations at truly middle-income rentals. This is because our present urban renewal program employs only free enterprise mortgage funds at the present rate of money — resulting in a total debt service burden of over seven per cent.

As all of you know, debt-service charges are far away the major controllable factor in determining rent levels, there is very little we appear able to do about ever-rising construction costs. Private mortgage funds simply can not produce moderate rental housing in the U.S. today.

Perhaps one day we will take advantage of excellent experience in England and Scandinavia with low-cost, long-term government or public-authority loans at approximately the government money rate.

As I remain optimistic on the eventual effectiveness of the urban renewal program, I likewise resist the prevailing critical gloom over the drabness, if not downright ugliness, of urban architecture and urban design. The very word "project" has come to connote monotony and mediocrity, and no wonder Certainly we have built too many "bleak towers," too many box-like urban high-rise apartments that might as well be barracks. But it seems to me that both professionals and public are increasingly conscious of a need to reassert the human dimension of city and neighborhood.

I listen respectfully to my betters proclaiming that "the people" have a positive will to ugliness, but I can not agree. I doubt that anyone, whatever his income, relishes living in "a medi-
unbroken view of medium-sized cages of southeastern aspects."

I think people generally want their cities to be human as well as efficient. This was the basic point of the report on community appearance mentioned at the start of this paper. This report was prepared by a committee of New York Architects and planners after a four-year study of what communities in the United States and abroad are doing "to prevent ugliness, and to achieve harmony and beauty in their appearance."

The report's over-all recommendation is for communities to create and adopt municipal design plans as part of their master plans.

This is an important little book. What struck me as significant, among other things, was the committee's emphasis on the extra-aesthetic things that are of moment to everybody. The committee stresses such everyday elements of the townscapes as lookout places, vistas, places prominent and "daily comings and goings" — all contributing subly to the sense of civic order and pleasure.

To sum up: developing good proposals for urban renewal involves the imaginative collaboration of elected leaders and city planners and private developers supported by united and articulate public support. Fortunately, the growing public understanding of what cities can be and what urban renewal means will improve the quality of proposals in the years ahead. This will mean communities and projects planned for people, scaled and proportioned in intimate, human terms.

Hopefully, development proposals in the future will pay heed to providing urban grace and convenience and harmony as communities realize their imaginative potential. It is in this spirit that we should be able to "recreate the urban environment" in the context of the Master Plan of the City. In a famous U.S. Supreme Court ruling which reaffirmed the redevelopment rights of cities, Justice William O. Douglas wrote: "The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled."

3c SUMMARY

By Reporters Antonio C. Koyama, United Nations; and Lawrence M. Orton, New York City.

This session of the Seminar was held in the Planning offices of the City of Rotterdam, just prior to a general review of the plans of Rotterdam and Field inspection, with special reference to the city's development and renewal areas.

The speakers, Messrs. van Traa and Scheur, had each prepared papers in advance which, under the circumstances, they did not read but extended in the discussion. This summary takes into account the original papers, the further remarks of the authors, the discussion at the session, and the other discussion at the end of the session and other summaries on the final day of the Seminar.

Mr. van Traa referred first to the principal elements in all Netherlands' planning, namely, that relating to agricultural development, village character and town (city) development. This was consistent with his principal points that in the Netherlands the most that must be planned and used is the interests of the national economy, that urban renewal should conform with, and elaborate upon, general area plans, and that the initiative for urban renewal plans should stem from the responsible local unit of government.

With respect to the development and renewal of cities, Mr. van Traa distinguished four typical areas, namely: areas of recent development; older areas, including some business uses, the still older areas, which are ripe for renewal; and the central business district. In the case of Rotterdam, the war had precipitated both the need and the opportunity for redeveloping the central business district, but the ring of substantial development surrounding it would also soon require attention. The renewal of the center of Rotterdam involved the preparation of plans by the responsible public agency, and involved the complete pooling of ownership, the redesigning of the street system and reploting of properties, with adjustments in the hands of a public agency.

Mr. van Traa expressed the conviction that renewal plans should be so prepared by the responsible local agency even though subject to review by higher authority. He doubted the usefulness of competitions in the preparation of plans, at least in the case of sizeable areas.

Mr. van Traa said further that cities will continue to expand and the function of the business area as the core will become more important. Broad land reserves will be needed to cope with the heavy requirements of the future. The reserves for business may partly be at the center of the city in order to take care of expansion of the core or at other locations where decentralization is desired. The question of land reserves was picked up during the discussion by citing various forms which it may take. Finally, Mr. van Traa said that urban renewal should include plans for relocating displaced people.

Mr. Scheur, speaking from the viewpoint of the private developer in the United States of America, reviewed the status of such private developers within the framework of the "Title I" procedure under the National Housing Act of 1949 (as amended). He then illustrated, graphically, the form in which proposals prepared by such a developer might take, and made a number of relevant points especially in the imaginative application of sound planning principles.

The primary point was the need for the official agency to lay down adequate basic requirements for the guidance of any successful developer further the description of the land to be developed, the definition of the project in terms of designation for official action under the law, its precise boundaries, the land uses, intensity of use, principal circulation routes, etc. He emphasized these points in terms of the costs of preparing such proposals which, in his experience, may range from $10,000 to $25,000, and in terms of the excessive and additional cost involved if either the statement of requirements or the status of the land is inadequately handled.

Within this framework, Mr. Scheur devoted considerable attention, aided by slides, to the opportunities for introducing imaginative end not necessarily costly, elements into the design of renewal, and the "lift" which may be derived from such treatment of "street furniture." He dwelt especially upon the need for "creative collaboration between the developer and the city," as well as for the opportunities for "creative imagination" in the designs themselves. He also advocated the development of proposals for urban renewal.
against consideration of such proposals solely on the basis of the lowest bid, urging that once the most meritorious proposal had been selected, the terms be worked out through negotiation.

**SUMMARY**

The discussion following the speakers revolved principally around and relationship between the acquisition of land and the preparation of plans, and the consequences of various alternative lines of action. Specifically, the question was raised whether land acquisition should proceed simply because a slum needed to be eliminated, or should await the development of a more or less precise plan.

Numerous instances of the loss of serious value and of taxes from premature acquisition, or merely as a consequence of uncertain public announcements were cited. The point was made that much depends upon the degree of detail in which the plans are developed and their definiteness. As against the excessive costs of detailed planning and premature announcement a number of points were made. It was suggested, for example, that a start at least should be made promptly in order to provide room for subsequent moving about of people and business; that it would be desirable and safe to proceed with a model or pilot "clearcut" area in order to get started; and that too long delays for planning purposes may be characterized as "the dead hand of planning." In cases where the public agency prepares early, detailed plans, the private developer may suggest and the agency accept, desirable modifications or improvements. Delay in announcement may result in additional money going into an area due for demolition with resulting economic loss.

Among existing devices for dealing with this dilemma, the need for early determination of what is to be done as against the unfavorable results of premature disclosure, there were mentioned:

- The "area freezing" regulations in Puerto Rico by which special approval is required for improvements in designating renewal areas; and
- The "homologation" procedure in the Province of Quebec, Canada, by which values are fixed as of the date an improvement is determined upon.

On the basis of the discussions at other sessions of the Seminar, as well as this one, it would appear that certain basic conditions and principles are involved in the preparation of proposals for urban renewal.

There are wide divergencies both in the locus of authority for renewal and for the preparation of renewal plans, and in the tenure of land all of which introduce significant differences into the development of renewal proposals. The locus of authority for renewal may reside in a public agency in which case the initiative may reside in either a local or a superior agency; and if local, such initiative may be subject to the review of one or more superior agencies. Ultimately, the renewal activity may rest with private initiative. These divergencies may significantly affect the development of renewal proposals.

The question of the development of renewal proposals may be broken down into the subsidiary questions of who? when? what? and in what degree of detail at any given time.

Where ownership of land or development rights provides a solid basis for action, the responsible public authority may well proceed with detailed plan development at an early stage.

Where property rights may suffer unduly by reason of premature announcement or detailing of plans and where their effectuation is to be public, detailed working plans or at least their public release may perhaps better be postponed to a later stage.

Where the development of plans and their effectuation is to be private, land problems should be resolved and an adequate statement of basic framework or requirements developed before the private developer is to proceed with developing proposals.

Such basic framework should include, as a minimum, the elements of the master plan to which the renewal is to conform. Such a master plan should, among other things,

- a. reflect sound economic, social and administrative bases;
- b. designate land uses, intensity of development, principal circulation routes, and priorities and timing.

Within this framework a maximum of imagination and design skill, and of constructive public participation, should be utilized. Even though the responsibility be wholly public, the use of private professionals is to be encouraged, with a view to variety and imagination of execution. In the case of public participation, the sort which not only affords routine appearance at public hearings, but which cultivates public enlightenment and support, is to be encouraged.
INTRODUCTION

Plans are of little value unless they are carried out in whole or in part. The effectuation of plans calls for the combined efforts of official and citizens' groups. Local ordinances and codes should be reappraised and perhaps revised. Local financial resources must be reviewed in light of financial needs for both new and renewal programs. Private initiative, private support and public-private collaboration must be encouraged. Relocation policies and programs should be established and wisely supervised to assure a minimum of undesirable social adjustments. Every effort should be made to encourage private owners and tenants to initiate and sustain programs of continuous maintenance and improvement of their properties and environment. Civic pride should be a civic virtue, encouraged and advocated by every citizen and civic group.

For logical, continuous and economically sound rehabilitation and redevelopment, a program of renewal must be conceived primarily as a private responsibility, with (on occasion) some public support. The greater portion of every city in every country has been built by private initiative and with private funds. Is there any reason why the forces which built the cities should not rehabilitate or rebuild them? If there is any hope for sound economic investment by renewal, would private capital not still be interested in renewal? Has private capital not rebuilt nearly every urban area up to now which has grown from a village to a city? Are the incentives for rebuilding so different in the mid-twentieth century than they have been for centuries past? Do we not see demonstrated today in many cities the application of these same old principles of incentive and investment to meet demands? Are we not in a period of greater population growth and higher standards of living? Will not this combination create continuing demands for more and better shelter for all types of human activities?

What then retards these forces of natural rebuilding by private capital? What are the obstacles which seemingly are forming barriers to effective renewal by private action? Must it take the investment of public funds to overcome these hurdles? or are there some other less costly public actions, backed by popular support, which are just as effective? Could it be that obsolete land policies, building and health codes and similar regulations related to the urban structure should be brought up to date and enforced? Would not renewal action applied to these latter obstacles be just as effective, if not more logical, than the mere investment of public funds in overcoming physical and economic obsolescence? Cities will be renewed in the future as they always have been in the past. The challenge of urban renewal will be to determine the most logical, the easiest, and most widely accepted ways and means of effectuation.

10 EFFECTUATION OF RENEWAL PROGRAMS:
TYPES AND EXTENT OF PUBLIC AND PRIVATE SUPPORT AND ACTION TO ACHIEVE COMMON GOALS

10a PAPER by J. PATON WATSON City Engineer and Surveyor, Plymouth, Great Britain

This is probably the most challenging, difficult and depressing working session, but I think we should keep our eyes on the horizon. If there is considerable light among the darkness, then we should exert ourselves at this Seminar in trying to assess and lay bare the retarding forces and obstacles to injecting new life into the decaying parts of our cities and to ascertain what plan of attack and what will bring about the required progress and what economic liabilities and assets accrue, both in the moral, physical and financial spheres.

While we consider our modern towns and cities as something permanent, the pages of history are strewn with accounts of cities that no longer exist and it is necessary that we should be reminded of this lest our present towns meet a similar fate. In the past they were often destroyed by nature's fury – today the catastrophe is more likely to be due to our own apathy, greed and folly.

The admiration and enthusiasm for bigness in the size of cities and buildings is a modern danger which may well engulf and destroy human personality and return us to the tribe.

The use of the organized mob in very recent days appears to be a product of these times.

It would be wrong to assume that renewal has not taken place in past years, as surveys of our cities show that considerable rebuilding is constantly going on, even within a lifetime, but it has been uncoordinated and unplanned, and rising land values in central areas have necessitated the spreading of the burden of minor road improvement costs over many years, and these widening and improvements have proved no solution even to the problem of congestion.

It is regrettable that in the comparatively recent urban development in the colonial territories most of the evils and defects of land exploitation, so obvious in the older industrial countries, have been perpetuated during their recent growth. One would have thought that a simple examination of the past would have been a sufficient warning, but greed and apathy in the world of land ownership, and the incidence of taxation, both local and national, has aided in this evil. Throughout the ages, the incidence of taxation has led to the fall of empires such as Rome as much as had the invading enemy, yet our politicians fail to learn from past history and still continue to destroy the incentive in those upon whose shoulders the burden of design and production must fall.

It is a characteristic of the planner to voice his ideals and optimism, but I am afraid I must admit to finding a regrettable absence of optimism in many of the submissions on this part of the program, but if the problems are squarely faced and the planners will visit and benefit from the experience of those who are succeeding in actually achieving renewal they should be cured of their pessimism and given courage and demand the legislation required to rid their towns of decay.

I can probably afford to be optimistic as I serve a city whose sufferings have convinced its citizens that environment is an effective part of living, although I should not pretend to claim that many of the old convictions do not still exist amongst the members of the older generation.

Planners must use simple language and analogies if they are to instruct and receive the support of the lay citizens, without whose conviction no city or neighborhood plan can succeed.

They should appreciate that democracy must make some mistakes if it is to learn to govern and administer, and it is my experience that the mistakes made at local level are not likely to be as serious as those made when central State control is supreme.

OFFICIAL SUPPORT

Where public ownership is favored, State support becomes necessary, particularly in the early stages of the schemes and here politics play a vital part in effecting policy and type of program. Preparation of programs and designation of areas can only be undertaken on an official basis. Financial support on the basis of loss on a scheme is necessary until it can balance. This may be as a percentage of the loss or profit on the loss accruing on land purchase, clearance, layout, utility compensation plus grants for main road work and housing subsidies.

Private support for programs will vary according to State
legislation, facilities for land ownership and exploitation and the incidence of taxation on land or capital increment. Where freedom to exploit exists, private enterprise will play a major part and should be able to undertake the development of a new town as a complete unit, and, where it can have stable and predictable environment, could make a contribution to solving the overspill problem.

While broad central planning on the basic uses of a nation's land and natural resources is necessary, any acceptance of official State planning at community level should be resisted. The indiscriminate inheritance and accident of ownership throughout our cities has been responsible for much of the decay and jigsaw in our towns and makes renewal almost impossible without compulsory powers of acquisition and the ultimate public ownership of the land. The World War II created a great incentive to renewal in Great Britain, but we must not depend upon the folly of belligerent war to eliminate our dilapidated towns and war-won outposts. What is vital to our wellbeing, environment and living conditions requires moral laws against all physical and moral evils within our communities.

So long as our legislation continues to treat land as more secure than human life or livelihood the problem of renewal of our towns can never be solved. The which public need has had to pay should no longer be supported by our legislators. The public ownership of land is essential and there is ample scope for private enterprise to operate in its development. The National Towns Development Corporation was established in 1946, which can be reduced to 25 and 50 years in the case of industrial premises. I can never understand why our economists and financiers insist that when local authorities raise loans for permanent assets such as land they must be repaid.

Communications, access, or of access, the street and parking pattern are all primary essentials. The access to streets, the density of building, cannot be divorced from one another, so that the renewal of worn-out areas must be treated as an integral part of planning the new neighborhoods to take the inevitable overspill. The social life of the people removed from these areas must be carefully considered because from personal experience I have had of neighborhoods, created twenty years ago, and inhabited entirely by tenants from slums, and it is too late. I believe in the treatment of the street furniture and in the absence of pride in their gardens and houses. It seems essential, therefore, that the population of new neighborhoods should be mixed; residential and small business premises should be provided in the same ward area. It is essential that the period of a neighborhood should be designed as a transitional stage between their former environment and their planned surroundings.

CITIZENS’ SUPPORT

Municipal Councils should be representative of the population, and in a citizen or Party system their re-election every three years is such a small portion of renewal, although I must admit often done on a Party ticket more than on a policy. One does find that major local issues and personalities have a good deal of effect upon the electors' judgment. I have found in Ply

mouth that planning and renewal has been an important and vital issue at these elections. In addition to the political parties we have had the interest of local associations, such as the chamber of commerce, retail trade, antiques societies, sporting clubs and sporting organizations, educational institutions and not least the press.

In the early part of this century, pioneers of garden city development had the courage and determination to implement their ideals, with a considerable measure of success, both in the economic and financial field, although helped to increase extensively the subsidies on the basis of dwellings. It was only the limitations of their financial resources, and the failure of governments to pass amending legislation to prevent the growth of the large metropolitan areas that restricted their efforts, along with the ideal suburbs built by certain progressive industrialists, have helped to awaken the public conscience. Syndicalism is still popular in providing housing for workers in special or favored industries in many parts of Europe, but I doubt its wisdom, although the armed forces in Great Britain are providing colonies, separated by rank, within the cities. The one-shut, townhall, neighborhood or street is a thing to be avoided. It limits the mental outlook of the residents and permeates the administration with a parochial mentality.

The most economic method of providing overspill is in the garden city neighborhood unit development, and point blocks and warehousing can never compete with the facilities to live available in the garden city. Land and air renewal must be one operation. Urban renewal may be the instinctive desire of the human being to keep some contact with Mother Earth. The human race, having been for millennia, has, when it is near to the square mile, there is little wonder that man feels strange and nocturnal when housed at 200–300 persons to the acre.

The reaction of the citizen when dentally confined into this flatly continues it to live in the yielding before he dies and returns to the joys of the earth and its products before he is too old. It is quite wrong to suppose that urban renewal is the return of those who have passed the age of the institutions. It is too late. Moreover, the assumption of the second or urban renewal is more likely to be found in enjoying the gifts and beauties of nature, rather than living in point blocks, obtaining your mental recreation from a screen instantaneously, to ride a poodle round the flat or a lead in the park. It is no answer to decentralize by tearing the heart out of a city and creating supermarkets with drive-in facilities out in the country.

In the renewal of central areas insufficient thought is being given to the proper planning of office precincts. While great improvements have taken place in the planning and layout of factory developments, I must admit that the key workers in our towns are still being housed in blocks fronting main streets and busy traffic junctions, or in century-old houses not even converted for this purpose. One would have thought that the working conditions of the brain worker should have had as much attention as that of the factory worker. The legal precincts in the City of London have long existed and plan for office and residential use, and now plan our centers to meet modern requirements, but I do not think that the pedestrian center is either the solution or the answer. Sandwich development may yet be experimented with in two, three, four or five floor parking, the next for commercial vehicles, the next for automobiles and the top for pedestrians, but they will only be induced to climb if escalators are provided, and I doubt the economics of such proposals except in the renewal of metropolitan capitals.

OFFICIAL ORDERS VERSUS PUBLIC INSPIRATION

Objection to official procedure, and particularly compulsory purchase, is more often than not based on the amount of compensation to be received on claims of hardship, which usually find ready support by the press and public, but once legislation has authorized such official action it must be used if progress is to be made and public inspiration can help a great deal when half the benefits likely to accrue.

The support that can be obtained for schemes of bridge building, construction of motorways, hydroelectric projects, national parks and preservation, can be directed to the support of overspill and urban renewal, and lead up to a requirement to remove the evils and misery of decay.

In areas not ripe for surgical treatment the cure must be limited to the number of years required to enable the property to serve its purpose for the life span provided in the plan when the area has been bought. Health, however, dangers in this policy because where houses are condemned as unfit to live in but are structurally sound enough for other uses, an unlimited consent for that other use inevitably increases the value of the property and makes future renewal more expensive. The use of temporary covenants under planning law is therefore essential.

It is of vital importance in the surgical operation of removing wornout properties that the remaining properties should be improved to a standard as near as it is economically possible, to that of the new properties to be built in the area, because Gresham's economic law of money is just as applicable to urban areas, namely that bad money drives out good money and if the bad properties are improved the value of the good will be brought down to its level. You cannot have a healthy organism while one of the organs is sick. The efficient renewal of decaying areas must therefore go on simultaneously with the new and that the policy being implemented in Great Britain. It is just as vital that the heart of a city should be kept healthy and pulsating as the arteries clear flowing to the limbs and with the decay centralized into neighborhood units, the units' constitution should be as healthy as we should wish our children's to be.

The values created by town development and upon which the administration is dependent for their resources are mobile, but cannot be destroyed as long as the area prosper and the
population is kept within reasonable travelling distance of the center. In urban renewal the reinstatement and maintenance of values by revitalizing the central areas is important. The dispersed, sprawling, individualistic nature of suburban centers, of shopping areas in the form of supermarkets with their own parking lots, is accepted by those responsible for city management.

OFFICIAL AND UNOFFICIAL STIMULUS

By Public Inquiry, publicity is given to any scheme in Great Britain. Much is done with films and lectures; publications have been prepared on the planning and renewal problems for use in this respect. The author of the final report to the local authorities pays dividends, as these are the citizens of the future.

Pictorial records of the past, present and future are prepared in book form and find ready sale. An employment committee composed of business, manufacturing and trade union members, considers industrial employment. Trade and religious groups have their planning committees. I have found that even the property owners and chambers of commerce, although more often desirous of protecting their respective interests, can be convinced of the advantages of planning and renewal.

You can only expect public interest and support when there is a live creative philosophy—Utopia cannot sustain it. The increased values accruing to owners of household property engulphed in expanding central areas by changing use has also applied to other types of buildings, such as factories to offices to large stores. The renewal of residential areas under Public Health Acts in Great Britain has been going on for over half a century and has been accelerated in recent years by penal legislation against rented property tenanted by poor opinion engendered by bad landlords, but the public ownership of vast quantities of lettable property may yet prove to be as dangerous a political weapon within a democracy as the existing bad landlord.

In Great Britain there are now 3½ million lettable properties in the ownership of local authorities equal to 26% of the houses in the country and some administrative method of divorcing this problem from the sphere of politics will become more and more necessary.

In Great Britain over 3½ million dwellings have been built since 1947; in 1931, 9.4 million houses served 40 million population (equal to 1.09 families per house); in 1951, 12.4 million (2.6% million over 100 years old) served 44.2 million (equal to 1.06 families per house). There are now 1.5 million rented houses of private owners and 85,000 houses have been built by housing associations. This is to be expected, if one considers that some 60% of houses have been sold or let to or by self-help. These houses are almost all at the stage where there is a dwelling of approximately 7,800 square feet for every family.

Renovation has now become the main task in Great Britain, where we are still confronting with the problem of an old million unit and condemned houses. Encouragement should be given to house ownership; there are some 5 million owner-occupiers, but the renewal problem cannot be solved until the supply of houses exceeds the demand because only then can we look for some mobility in labor.

Under-occupation of existing properties must also be dealt with as it has been found in Great Britain that 27% of the families are provided with more than one room per person. Although the country's liability in clearing unfit houses does not exceed a million, unfit houses in some of our larger cities accounts for 30-40% of our number, and we are now demolishing at the rate of about 50,000 per annum. Overthe- spare areas will have to take care of 40% of the population now residing in these central areas of renewal. The tying of green belt around our towns, with due allowance for expansion, must also result in exporting the spare to new or existing towns.

Our ideals are to create a sound hearth, good circulation, a convenient home, ample space and sunshine and, not least, full employment, be it at work or at leisure. A recent investigation I made into recreational facilities in 80 of the larger towns in England outside London is an excellent example of the provision in open space: 75 to 400 persons per acre of open space, 450 to 4,000 persons per playing pitch, and on children's playgrounds 420 to 5,000 of the child population per playground.

I believe that complete renewal programs in decaying areas must be officially sponsored and the public ownership of land is essentially of the ultimate success of the scheme. Renewal and repair of existing house property will only be undertaken by public authorities if the rental policy free from legislative restriction can be applied or adequate subsidies given. Renewal of existing properties might well reduce the cost of providing new accommodation by 50% and avoid the ultimate burden on the ratepayer.

Where there are vast areas of decaying property beyond the resources of the locality to rebuild, except over a period of 20 years, then purchase and renewal of these decaying properties can be undertaken by the local authority to be financed until the total renewal program can be achieved, as is being done in Birmingham where 14,200 houses have already been dealt with.

Most of the large cities in Great Britain have extensive renewal programs in hand. London, Birmingham, Glasgow, Liverpool and Manchester all have schemes incorporating renewal of 20,000 – 40,000 of their decaying houses and slum factories and this could not be undertaken unless they had the citizen's support to this policy, indicated by the choice of their candidate for the renewal committee.

In renewal programs economics may tie us to much of the existing street pattern because the cost of moving or abandoning existing utilities which may cost $20,000 ($5,600) per acre, but it is important that the framework into which development takes place is flexible and open as the frame itself costs much less than the road system. The cost of providing a new dwelling in a renewal area is likely to be in the region of £3000 – £4000 (£7,600 – £11,200), exclusive of the cost of demolition, to which the cost of providing for the overspill population at £2000 ($5,600) per dwelling must be added. Shopping facilities in inner renewal areas appear to average one for every 100 persons, whereas in neighboring underdeveloped areas this means that one for every 400 persons is sufficient.

RELOCATION POLICIES

Examples of town renewal can be seen strewn throughout the modern battlefields of the United States. Much of the relocation and renewal in the 1920's was undertaken as the more recent catastrophe in Europe and elsewhere has provided even greater opportunities for reinstatement.

Now in the 1950's the renewal problem is still with us, though a determined effort is being made in Great Britain to deal with it, and we have had the experience of the State-sponsored New Towns now being nursed to maturity. It has been hard to get the intention that these towns should become, as soon as possible, lively and responsible local authorities, but one finds that State ownership is not attractive to the community. They have a lot of State aid and would not doubt bankrupt their ratepaying residents if the full financial responsibility was suddenly placed upon them, as they have no loan free property to help to pay the charges on any loans.

Factories already constructed in the eight new towns in Great Britain have provided work for over 30,000 workers.

The Town Development Act is a further attempt to assist renewal by taking the overspill from the densely populated centers, with their industry, into towns which would benefit by such an injection. The importation of new residents to overspill towns will result in the new towns, under the Act, for the good of towns of this nature, but we are only experimenting at the moment with the social problems involved.

Modern industry in Europe is beginning to appreciate that good environment and efficient buildings help to pay dividends and we are just finding that there is little demand for old factory premises. The local authorities, and not the planning permission to rebuild or extend would not be forthcoming, and it may well be that the owners will be glad to dispose of them to the local authorities. This tendency would help greatly to solve the problem of indefensible properties in central areas. The use of public funds to build new factories to let will assist in the mobility of industry and its proper location and is being practised in the new towns and redevelopment areas (where circumstances, claim to do) — areas where the incidence of unemployment is high due to changing industrial pattern.

In the eight county reports I have read there is plenty of goodwill, and, except in Argentina, no shortage of plans, but very little action and no real scheme. If anything, the trend of renewal is that it is obvious that governments designate it as little as possible with existing rights and privileges and hope to obtain results by preserving monuments, by preserving housing and laying down broad guidelines to relieve congestion. Such policies have been tried in the past and found wanting.

At the risk of repeating, if Plymouth with a population of 220,000 can put 767 acres (405 ha) or 30% of its area back to prior to 1910 under a comprehensive modern town development, and the active renewal programs, rehearse 25% of its population in 16,700 houses in 10 years, 1,100 of them in the renewal areas, spend £6,500,000 ($18,200,000) on land acquisition already yielding £1,788,000 ($498,000) in ground rents, lease 122

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EFFECTUATION WATSON

CONCLUSION

Our objectives should be the comprehensive renewal of existing urban communities to meet the needs and aspirations of today's residents and their children and children's children, but the inevitable result, even at densities of 100–150 persons per acre, is an overspill of 25–40%. In most of our large centers of population, and urban erosion, so resisted by the agricultural interests, must continue. I would suggest that the loss of agricultural land can be made good by the more intensive use of existing land or the reclamation of vast areas of our continents from the depredations of soil erosion and bad agriculture and poor maintenance. In other words, hand in hand with urban renewal must go the renewal of our agricultural and waste lands as well.

It must be accepted that the renewal of the decaying parts of our towns and villages is as important a part of town planning as creating new neighborhoods and towns. Civilization must grow and spread, and we must ask the question, what kind of civilization can we find ourselves with heartless cities and cynical citizens? There is no ready means of escape from this congestion and decay, as much of it is due to age and new towns are not the real answer. We have reached a point where it is wise to experience, in these renewal areas, the excitement and vitality of this age, beyond our fondest dreams, if we will follow the imaginative foresight which our technologists have demonstrated in the last 15 years in many spheres of science. By so doing, our towns and cities can provide all the facilities for living a full and healthy life to rejoice in living. It is easy for the middle aged who are so often in control of our political local governments to praise the days of youth and hope for its re-creation, but no such thing is possible and planning would fail if it attempted to do so, as evolution is not a return to youth, but progress to better things. Planning is a trust and the planner must not over-stating his sphere in it or demanding too many controls. The greatest satisfaction is not obtained in the preparation of a plan, but in its execution and it is given to a few to do both.

10b SUMMARY

By Reporters Cesar Cordero D., Puerto Rico; Leopold H. Hendrickx, Brussels; and Carmen Portinho, Rio de Janeiro.

The following specific subjects were covered:

1) The objective should be the comprehensive renewal of existing urban communities to meet the needs and the aspirations of today's resident, All participants agreed. However, several opinions were expressed concerning the degree to which all the communities which may be considered potential historical monuments — may be restored or rehabilitated following the original plan. Three different lines of thought were expressed:

   a. That all communities of historical value be restored according to the original pattern; some sections to serve as monuments and others to be readjusted (without affecting the original design) to be used for adaptable present activities;

   b. That no consideration be given to the restoration of such areas as it would sacrifice the present and future generations. That all renewal works be planned to satisfy the needs and aspirations of today's residents; and

   c. That a compromise be worked out trying to follow generally the lines and impressive characters of those areas which may be potential historical monuments and to improve and modify them to afford their better use in accordance with present needs.

The reporters feel that those sections of urban areas of outstanding historical value should be as completely preserved or accurately restored as possible to their original pattern, to be kept and maintained exclusively as historical monuments for cultural purposes, but that most of the restored areas be adapted and used for present activities. The sacrifices which the present society may have to make in saving these historical monuments are satisfied by the spiritual and cultural gains.

2) Mr. Watson indicated that in the solution of the problem of displaced families from renewal areas as well as that created by the exaggerated increase of population, the foundation of new towns is not the solution. He feels, however, that families should be housed on single dwelling units on separate individual lots.

The reporters feel that a fixed formula could not always be inflexibly applied and that single dwelling units may be the solution for some small towns (of less than 10,000 inhabitants) but not always in big cities.

The reporters further think that cities all over the world are facing a common problem which will plague them for decades to come: enormous and continuing metropolitan population growth. This is in part due to the migration from rural areas to cities, perhaps primarily in search of economic advancement, but perhaps too, in order to enjoy the advantages and the stimulation of city living.

In spite of having to face this continuing and accelerating metropolitan population growth, cities are attempting to redevelop their worst slum areas, thus creating a new problem of rehousing displaced families from those redevelopment areas. Surely, with this continuing onslaught of population growth, and with some inevitable reduction in the residential absorption capacity of redeveloped areas, it is a pressing necessity for cities to attempt by every creative means to develop new areas, and redevelop old ones, towards as high a population density as is consistent with attractive living, which dignifies and enches the individual rather than oppressing and demeaning him. There are many urgent social, economic, political, and geographical reasons why such thought and study should be given to creating high density communities.

a. From the social point of view, there is every reason to believe that city living with its concentration of human activities, is a way for many, if not most, people to live. We were informed that some low density development built close to London after the war had been found to provide dull and uninteresting living by a number of their residents who have left them in considerable numbers to return to the overcrowded London life.

b. The cost of providing land, utilities, and the necessary community facilities such as schools, hospitals, etc., for new low density communities is greater than in the case of high density development. With limited resources available for slum clearance and metropolitan improvement at all kinds, it is at least very substantially more public funds to the creation of low density developments than would be necessary for the creation of well planned high density residential units.
There are pressing political pressures for high density developments. Cities call upon their citizens to make very real sacrifices to get a redevelopment project into being. As tax payers, all of them contribute in one way or another to the public cost of new communities. As individual citizens, thousands of them are uprooted from their homes and businesses in order to make way for the new projects. In Puerto Rico — and we think in many other areas in the United States — there has been some public resistance to redevelopment on the grounds that many are seriously inconvenienced while only a few benefit. While the merits of this view may be debatable, it is widely held.

There is not enough open land available at a convenient commuting distance from our metropolitan centers, as well as within these centers, to accommodate the increasing metropolitan population of the world cities.

The view was expressed that planning by government direction or participation must be within the citizens' sphere of administration at regional and local level. We feel that there are areas in which each level should participate, especially in long-range planning and policy making. Project planning, however, should be the sole responsibility of the agency at local level.

Many participants felt that public ownership of land in potential renewal projects is essential to the ultimate success of the scheme. This would avoid speculation and increase in land values which may raise the cost of the renewal project.
11 CRITIQUE OF SELECTED RENEWAL PROGRAMS

REVIEW AND ANALYSIS OF PLANS, PROPOSALS AND ACTUAL RENEWAL AND REDEVELOPMENT AREAS FROM VARIOUS COUNTRIES.

Renewal programs selected by small committees from those submitted by city agencies.

INTRODUCTION

This sixth working session proved to be a very interesting and successful experiment. Two critique teams of four participants each (from both eastern and western hemispheres) examined several days prior to the critique session, selected their own chairman and the projects to be reviewed. After the program had been determined, the teams asked representatives of the chosen cities to review the main renewal problems and objectives, and referred to whatever material, facts and figures were available on display. A critical exploration and study of each program and selected project was made in light of many of the basic principles and conclusions which had been discussed and resolved in the course of the previous working sessions. At the final critique, with the entire Seminar group present, each team chairman, occasionally supported by his associates, analyzed his team's findings, debating the weak and strong points of the project under consideration. This experimental session was recognized as one of the highlights of the Seminar.

11a REPORT OF CRITIQUE COMMITTEE "A"

CINCINNATI (Downtown Area)

The following remarks concern the downtown rehabilitation plans for Cincinnati, Ohio, which were exhibited at the Seminar, and reviewed for the Committee by Mr. Herbert W. Stevens, Director of City Planning, Cincinnati.

The relation between downtown Cincinnati and its metropolitan area (1,000,000 inhabitants in 1958) is being determined by the complete encircling of the downtown section with a broad ring of technically complicated limited access highways. As the population of the entire city increases, vertical expansion appears to be the only means of accommodating this growth. This is the objective incorporated in the plan which indicates that in an extreme concentration of height and space, there is the possibility of an attractive regional situation for pedestrians and a limited central area with small over-all spaces. This limited central area would allow relatively short distances for pedestrian movements within the central city.

The plan proposes the idea of flexibility in density, bulk and extent of horizontal growth of the central section. Will this rigid definition of the central area still prove accurate if the population of Cincinnati grows to 2 or 3 million? The plan does not indicate the top limits for either density or structure of the central area. This is in contrast to the philosophy and regulations applied to the Dutch cities of The Hague, Amsterdam and Rotterdam.

As the city expands, growing demand for central functions and services must be expected. The broad highway-rings which surround the downtown on all four sides, places a rather insurmountable barrier or wall to the organic growth and to inner changes as they occur in the constant process of renewals of all towns.

The direct relation of the downtown area to its near surroundings are also cut off by the highway system. This holds true, especially for the area with older buildings between the Ohio River and the central area. It is proposed that this area toward the river will be used as a park (green area). Among other projects planned for this river-view area is a large stadium and a motel. However, no rights have been acquired to secure the property for these purposes. After the highway system and buildings have been built, the convenience of this area to the river will be an incentive to construct high and expensive buildings which later cannot easily be demolished. This can only be avoided if the land or development rights are purchased. Unless this happens, the plan for open space toward the river cannot be realized.

Contrary to European practice, the Cincinnati plan presupposes a decreasing use of public carriers (buses). The plan stresses the growing importance of private cars in the over-all pattern of the downtown area, with garaging proposed for 150,000 cars. Thus, according to European standards, the extension of traffic facilities becomes uneconomical as the open space requirements for highways surrounding the downtown area (not including the space for car parking) will exceed the area of the downtown itself.

The appearance of the central area of the city lacks a desirable relationship to the broad river on which it is built. Such a relationship, from the standpoint of appearance and landscape, if not for utility, would be desirable. Mr. Erik Rollson (Chief of the Oslo City Planning Department) made a suggestion in this respect in which the downtown area would be served by a highway system laid tangentially to the north of the central area. Thus, the area toward the river would remain open for the architectural development of the town toward the river. This would permit a more free and attractive development of the inner regions of the central area for pedestrians.

The critics realize that their appraisal of the area is reviewed based on a limited knowledge of the city and the area, and is therefore somewhat superficial. The critics cannot claim to have treated the plans and projects as thoroughly as they would have desired.

11b REPORT OF CRITIQUE COMMITTEE "B"

A really penetrating analysis and criticism cannot be made of the plans for any city without a tremendous amount of work and concern for the city and its problems. At this session, therefore, Critique Group "B" presented an exercise in comparative analysis of the central plans for three cities in order to provide a basis for critical discussion. The cities selected were: Cincinnati, Stockholm, and The Hague.

For purposes of making the comparisons in a brief and understandable manner, an analogy was used between the heart, or center, of the city and the heart of the human body. The question was raised, "How is the heart affected by the circulation system and the health of the whole city?" It was determined, the teams asked representatives of the chosen cities to review the main renewal problems and objectives, and referred to whatever material, facts and figures were available on display. A critical exploration and study of each program and selected project was made in light of many of the basic principles and conclusions which had been discussed and resolved in the course of the previous working sessions. At the final critique, with the entire Seminar group present, each team chairman, occasionally supported by his associates, analyzed his team's findings, debating the weak and strong points of the project under consideration. This experimental session was recognized as one of the highlights of the Seminar.

The Hague plan was different because it placed major emphasis on renewal of that part of the body which surrounds the heart by means of a double ring road and construction of new buildings between the rings. This plan, however, failed to restrict traffic flow to a limited area, as the traffic in the central area was designed large enough for automobiles. A small pedestrian core is planned in the very center of the city. The Hague plan was different
The effect of the Stockholm central business district on the economy of the city was greater that of Cincinnati, as indicated by employment figures. In Stockholm it was calculated that for every employee in the central business district, there are from 5 to 6 customers or visitors.

In the Cincinnati central business district, 53% of the daily population coming in, are workers, which allows the conclusion that every worker attracts only one customer or visitor. No figures were available on The Hague.

Another comparison was made of the percent of people using mass transit. In Cincinnati, approximately 50% of the daily population in the central business district come in by car. In European cities, only about 20% arrive by car. In the use of space, therefore, the hearts of European cities are more efficient because they need less space for circulation.

To end the analogy of the heart; we know that for a growing city, as for a growing body, the heart must enlarge. This problem could be solved in a good manner in The Hague because there is adequate space for later determination of appropriate land uses between the inner and outer ring roads. It was partly solved in Cincinnati by allowing some expansion to the north if the calculated vertical expansion was insufficient. There was no indication of planned expansion in the Stockholm case.

At this point in the session, several questions were posed. What is the relationship between renewal in The Hague and the building of new towns? It was explained that new towns are started when the central city can no longer accommodate the population with adequate housing, and added that sufficient business and other community services are planned into the new towns including industries for employment.

Has consideration been given to building one new large city in Holland instead of small new towns near each existing large city? The answer was in the affirmative, but that a new city could not be founded unless there was an economic reason of great significance which would support it.

Comments included the thought that we should not renew one part of the city at a time but that we should correlate in time, as well as in plan, renewal of the core, the circulation system, and the outskirts including new towns.

An idea was emphasized that proper relationship between the heart and its immediate environs should include visual as well as functional relationships.

Although a conclusion to the critique session was not required, it would be appropriate to point out that there was apparent similarity in problems, but a wide diversity of solutions. The diversity of solutions was caused by the differences in the economic, social, and governmental structures of the cities and their countries as well as the physical situations with which the planners had become involved.
Editor's note: The objectives of the Studytours, with their introductory talks by local planning officials, were to learn of some of the renewal problems and progress in these communities, how renewal plans were developed within the general city plan, and to witness, 'on the spot', some of the renewal areas and projects which might be under way or recently completed. In Amsterdam and Rotterdam the introductory talks were recorded. They point up the problems, policies, progress and possibilities of renewal programs in each of the cities and are reported here.

12 AMSTERDAM STUDYTOUR

RENEWAL PLANS WITHIN THE GENERAL CITY PLAN OF AMSTERDAM

The problem of renewing the city of Amsterdam has a number of characteristic aspects.

With renewal here I shall confine myself to those facts and measures which either took place in the past or can be realized in the near future. I shall refrain from mentioning ideas which will not be realized for a long time to come.

Those parts of the city where renewal has been effected, or will have to be effected, are naturally the older districts comprising the old inner city which date from before 1850, and those from the late 19th century.

The city which existed in 1850 had a central location, emphasized by concentric rings and radial streets. A number of very important elements are found in a central core of one square kilometer (about 247 acres), such as the central station, the produce and stock exchanges; the large banks, the newspaper buildings, the central post office and the main shopping street of which I shall also found here. Most of the tram and bus lines enter this central area.

The central core, with its many narrow streets, consists of a great number of houses and buildings which date from before 1800, together with a number of large new buildings such as offices, department stores and hotels. This development took place, especially, in the western part of the central core. Space was provided there for road traffic by filling up some canals. The eastern part of the central area has become rather obsolete where some slum clearance has been effected. The best part of this area - the former Jewish district - suffered considerable war damage.

Around this old core lay the fine city extensions of the 17th and 18th centuries, notably the canal belt where the merchants of the golden age built their mansions. Many of these stately mansions still exist and must be preserved as historical monuments. A large number are now used as offices or showrooms. These buildings are subject to rigid regulations, some of which date from the 17th century.

To the west of this district is an area known as the Jordaan, built in the 17th and 18th centuries for the working class. Along the canals of the Jordaan, middle class houses were also built which should be preserved as good examples of 17th and 18th century architecture. Several of these old houses have been bought and restored by the Hendrick de Keyser Association for the preservation of historic buildings.

Some old dock quarters still exist in the western and eastern parts of the inner city along the harbor which are now largely used by industry, but among these, poor tenement houses were built in the late 19th century.

This whole old city measures 550 hectares (2 1/2 square miles) and is one of the largest old cities of Europe. Only the old inner cities of London, Paris and Rome are larger. Cologne and Brussels have 500 and 400 hectares respectively (or nearly 2 and 1 1/2 square miles). The old cities of Vienna, Hamburg and Berlin, are less than half the size of Amsterdam. Amsterdam was indeed one of the largest cities of Europe at the end of the 18th century with 210,000 inhabitants. Only London, Paris and Naples were larger. Towns, such as Vienna, Berlin, Rome or Moscow, were smaller than Amsterdam in those days.

Outside this vast inner city lay the extensions which date from after 1850. Those parts which were built in the 19th century consist largely of high density districts with four-story tenement houses. The density in these districts varies from 130 to 207 dwellings per hectare (or 52 to 83 per acre). Some of these districts are obsolete middle class districts, such as the one called "Pijp".

The dwellings are usually sub-standard, or even bad, being too deep; the yards are too narrow, and parks are rare. The Vondelpark, created by private initiative and open to the public, is the only large park of the 19th century.

The districts where renewal must be effected cover an area of 10 square kilometers, or nearly 4 square miles. In these districts, approximately 50,000 dwellings should be pulled down.

Although some quarters still have rather bad slums, the worst slums have already been cleared. The last slum clearance was effected about 1930, when nearly 2000 bad dwellings were pulled down, mainly around the Jonker- and Ridderstraat. At the end of the 19th century and in the beginning of the 20th, 4,985 basement dwellings, inhabited by approximately 20,000 people, were condemned. Furthermore, about 6000 bad dwellings were condemned and pulled down in the course of the years in accordance with the 1901 Housing Act. This all happened in the old inner city.

The further renewal of the old inner city of Amsterdam has many other difficult aspects, caused mainly by the presence of monumental houses of trades and industries and by the increase of traffic.

The inner city of Amsterdam is a center of economic activity. It partly serves the needs of the local population, which will reach the 1 million figure in the near future. To a great extent, however, the economic activity of the inner city is of more than local importance. The offices of international trade and transport firms are found here.

The inner city of Amsterdam is also the most important commercial center of the Netherlands. The wholesale trade has its offices and showrooms here and retail trade as well is strongly represented. Here you also find highly specialized shops of the metropolis. As a financial center, Amsterdam has an international importance. And there is more: The inner city of Amsterdam is one of the most important industrial centers of the country related to the number of industrial laborers. Altogether, approximately 175,000 people have their working place here; very few of them live in the inner city. Finally, there is an important cultural institution in the inner city: the University of Amsterdam.

Many city planning problems originate from this situation which can be summarized in five main groups:

1. The obsolescence of a great number of buildings and the necessity for renewal;
2. The preservation of the beauty and character of the inner city;
3. The development into a central business district;
4. The traffic;
5. The parking problem.

Various aspects are closely related to each other - for example:
The building of the central station in the very heart of the city has had some important consequences:

1. An element which attracts much traffic was introduced into the inner city. As a result, the old core of the city remained the central business district;

2. The inner city lost its view of the waterfront;

3. The central station did not interfere with the radial structure of the city. On the contrary, this radial structure was consolidated.

Because of the central location of the main station, the other stations have only a limited function. Their location, therefore, hardly influenced the structure of the inner city.

The needs of the radial traffic directed towards the central station required the making of some broad radial streets. For this purpose the Nieuwezijds Voorburgwal and parts of Damrak and Rokin were filled up. Other new radial roads were made or widened such as Reehuisstraat-Rozengracht and Vijzelstraat-Vijzgelracht. The beauty of the city has sometimes been sacrificed to the needs of traffic.

One of the most important effects of these new roads has been the traffic which has come within reach of the city. Because of this, and in consequence of their location near the main center, the stately houses along the canals became attractive for the establishment of offices and commercial premises. These buildings along the canals are of a great historical and architectural value, and the sitting of buildings have been registered on the official list of monuments. The fronts of the monuments in the old inner city of Amsterdam have a total length of 25 kilometers (15 miles).

Both the municipality and private associations take great care in preserving these monuments on the canals. Care has also to be taken to the erection of new buildings among the monuments takes place in a harmonious way.

Therefore, rigid regulations have been put into force regarding height and character of the buildings, and consequently, giving the fronts of the old buildings are now forbidden along the canals. The same applies to shop windows. Nevertheless, the continuous invasion of offices and factories into the canal-side mansions causes great concern. The investigation of the alterations of the buildings. Frequently the stately fronts are only sham fronts; the rooms behind them are used for the most varied purposes. An example of a costly alteration is the transformation of the Maagdenhuis, a former orphanage, into a large hotel. Similar industries have settled in the less stately parts of the inner city. Besides, the dwellings become obsolete and the narrow streets no longer meet the needs of the present. Those areas call for slum clearance and urban renewal.

The preservation of the fine canals requires more than the keeping up of the old premises. Those to be taken for the whole canals: the quays, the bridges, the trees, and last but not least, the pavement. An asphalt pavement would be ruinous.

The regulation of the height of buildings is a more general facet of the care for the old city. For two reasons this is the keystone of municipal policy. In the first place it limits the increase in height by raising the maximum limits to the height of the buildings. For this reason, tall buildings are generally refused. In the second place, this regulation preserves the general aspect and skyline of the city.

The design for a new Townhall is a good example of this policy. This Townhall will be situated in a very old part of the city for a renewal plan is in force. It will be built on one of the most picturesque sites of the old city. In order to harmonize this height and size with the delicate scale of Amsterdam and the Townhall will not increase the density of buildings. The floor space will not be larger than the floor space of the premises now existing on the site.

Tall office buildings, hotels and the like, will have to be erected on suitable sites outside the central area. There are already several examples: the most recent one will be the building of a Hilton Hotel on the Apollolaan. If an exceptionally tall building has to be erected in the old city great care will have to be taken and all facades will have to be considered.

I have already mentioned that the density of building is being limited in the interest of traffic.

Just as any other city center, our inner city has to meet the difficulties of increasing traffic. The inner city was designed in the 17th century for water transport, which now plays a minor role. The present street traffic has been a very mixed traffic in the past fifty years. Apart from the crowds of pedestrians, especially in the shopping streets and particularly during the rush hours, there are the numerous cyclists besides the trams.

The municipal policy is concerned with dispelling elements which attract much traffic to the inner city. Examples of this are the trucking and carrier depots which used to be concentrated on and near the N. Z. Voorburgwal. Because of the intolerable traffic congestions in that area these carrier services were moved to a special trucking station just outside the inner city in February 1951.

Furthermore, the municipality now considers the prohibition of very heavy trucks in the center of the city on certain hours. Already mentioned are a number of measures to increase the traffic space in the inner city: notably, the filling up of some canals and the cutting of some new streets.

It is NOT the intention to proceed with the creation of new traffic arteries on a large scale and the filling up of canals.

It is of no use to make super highways right through the inner city.

Yet we dispose of a plan for the improvement of the main street pattern which will provide a balanced capacity of the main arteries. It is possible to eliminate a number of bottlenecks and widen some radial streets.

In this way, a greater traffic capacity of the inner city can be obtained. Once this maximum capacity has been reached any further widening of streets would make new bottlenecks on all the other streets. If the maximum capacity which can be realized in this way is considered, the entire street network will have to be superimposed on the city.

Such a new road pattern would inevitably interfere with the unique aspect and character of Amsterdam. The local population does not want to sacrifice its city to modern traffic.

Strong resistance would also be met in other parts of the country, where the beauty of Amsterdam is considered as a national treasure. It has inspired many famous painters.

The building of underground railways has been considered. Because of the soil conditions, the technical practicability raises difficult and maybe insurmountable problems. It would probably endanger the stability of many old buildings built on piles. A committee is now studying these problems.

Of course there are still many other aspects of the traffic problem which cannot be dealt with now. One phase which cannot be omitted, however, is the parking problem. The increasing number of cars in the inner city raises parking problems everywhere. The growth is so rapid and continuous, that we are now faced with the question of where all these cars are to be parked. One solution is to make sure that these parking places are used in the most efficient way. In view of this, three measures could be taken into consideration.

In the first place, people should not park too long in the inner city. There should be a sufficient turn-over. Only short parking will be allowed.

In the second place, parking facilities must be created along the edge of the city, such as might be used to park for a greater length of time. This will involve the building of parking garages around the fringe of the inner city and in the obsolete 19th century districts which have to be renewed.

In the third place, a good, fast, and frequent public transport between the parking garages and the city center must be provided. In Amsterdam, this is of particular importance because of the great number of sightseeing tours which are taken by the visitor. The building of parking garages would be too great.

The building of parking garages is still being studied, with a parking garage in the very heart of the city also being considered.

There are still a large number of dwellings in the old city which date from one or two centuries ago. Although there are some 37,000 dwellings in the inner city, most of them are inhabited by the working class. As already men-
Some special renewal plans in the inner city of Rotterdam (which will be discussed and seen today) might be classified in three groups:

A. Concentrations
B. Pedestrian shopping precinct
C. Housing

There are many more redevelopment aspects:
1. replanning traffic as a whole;
2. road pattern and parking facilities;
3. rail transport;
4. the social demand for more open space and greens;
5. the unfolding of adjacent quarters, each with a special social importance, forming together an inseparable totality, along the central area;
6. location of building blocks and controlled use with fixed maximum building facilities and measurements;
7. district heating.

**Some General Reflections.**

In Rotterdam practically a complete new development — of the central area. In the cities of the Netherlands, and most cities in Europe, the parts of towns which ask for a redevelopment, mostly are the oldest parts in the center of these cities. In those centers we find a mixture of the (oldest) dwellings, shops, factories and all which belongs to business and industry. It will be important to make a plan to be possible to make a new arrangement with the same contents as there were before.

Taking into consideration that modern town planning principles ask for more open space, better traffic accommodation, better working and housing circumstances, in redeveloping, a large part of the original construction must be removed. We must also state that in redeveloping, industries and factories which are unwanted also have to be removed.

That means before the local authorities can begin with the execution it is desirable, though not necessary, that they dispose of the land in various areas which give the expansion and outlet for the area to be redeveloped and gives the possibilities for the removal just mentioned.

No efficient redevelopment is possible without adequate removal areas. No removing areas are possible without building sites, ready for use. That means that the local authorities must be able to dispose of the land to make a plan for redevelopment reasonable. So the beginning of redevelopment is sufficient landed property in the hands of the municipality.

Concerning redevelopment there is still another reason for removing special elements from the unacceptable area. That is, organizing parts of social life in the new version of the developed area, it is necessary to save open space there, for demands of tomorrow and to serving the elements which...
get a new chance in the redeveloped area. When we con-
consider the complicated totality of a city center, we must ofen
avoid scaring the value of special areas in certain sections for
which some elements in the near future probably will
tend to be enlarged (for instance schools, social centers, special
types of shops). In this respect we must also ask ourselves if
the elements which are not quite necessary for social life in
the considered area can or cannot be given a rebuilding
possibility.

A. CONCENTRATIONS REDEVELOPED IN

ROTTERDAM.

TYPES OF CONCENTRATION:

Building for the wholesale dealers; buildings for flatted fac-
tories; inland water transport; concrete works; a carrier
service; offices; shopping areas; dwelling blocks; public trans-
port.

WHY CONCENTRATION AT REDEVELOPMENT?

Cheaper in building costs; better relations at the same line of
business; possibilities to combine parallel interests; central
heating; elevators; social facilities (canteen); parking facilities.

Concentration of transport (handling goods); shorter distances for
pedestrians within the concentrations; less transport of cars in the
area; saving open space in the area; better develop-
ment is possible according to the needs of a particular use; central
architectural development with better results are possible.

OBSESSIONS AGAINST CONCENTRATION.

Less flexibility; less individuality — internal character and private
space; less freedom in architectural expression; and often
less possibilities for enlargements.

Advantages of concentration are far superior to an un-
controlled private development.

SPECIAL CONDITIONS FAVORABLE FOR REDEVE-

LOPMENT IN THE INNER CITY OF ROTTERDAM.

Local authorities could dispose of land in the whole area, there
were no claims from firms and private enterprises for working-
damaged areas (excepted); financial facilities above the
value of expropriated land and buildings were possible;
the local authorities disposing of large areas for building-
purposes in the city as well as outside the city had the
possibility for modifications and temporary facilities until
the starting point of a definite concentration was given;
posing of the soil and not hindered by existing buildings, the
planning department could offer all the special accom-
modations for a development; the concentrated interests; being all private enterprises on
sites bought from the local authorities, there could be an
efficient control on architectural development.

SPECIAL TYPES WHICH WILL BE SEEN.

Building for the wholesale dealers, flatted factories; shopping
precinct; inland water transport; dwelling blocks.

B. PEDESTRIAN SHOPPING PRECINCT.

HISTORICAL FACTS.

From the beginning the flexible basic plan 1946 — the
shopping center was projected on both sides of the main
avenue: the Coolsingel. Figures about the lost shopping to-
tally had not been made up nor lost special concentration of the shopping area on one side of the Cool-
singel. Therefore it was necessary from the beginning to pro-
vide a pedestrian connection under the Coolsingel at the point
of the highest density of the shopping areas as a whole. It was also of great importance to avoid the depart-
ment stores building together in one of the two parts, for
in that case there would be no equilibrium in the two shop-
ing parts.

The shopkeepers, especially the owners with all the risks
of private enterprise, could not make a decision before
the sites of the department stores were fixed. In the mean-
time it became clear to the shopkeepers that the risks of a total redevelopment for each of them would be very great
(white and attractive it may be but not able to create a favorable climate). Therefore 65 of them made a decision, uniting their interests (money and selected types of branches). The first plans of the as-
dication were developed east of the main avenue, the historical
part of the former city. It was also an historical reason that
they believed in an east-west direction of a shopping street and a narrow street and a location in the immediate neigh-
borhood of the railway stations.

After there was a decision that the department stores
would be rebuilt east as well as west of the Coolsingel, there was
a new attempt to find a solution. In the meantime it was clear
that the direction of a shopping street would have no influ-
ce on the greater part of the shopkeepers handling specialized
goods, and that only a smaller part of them would be favored
by people going from the dwelling quarters to the city. For
these shopkeepers it would be important to have a situation in the
connection between dwelling quarters and city. (In the historical part of the Coolsingel the development according to
this aspect was much more attractive) Moreover it became
evident in the meantime that a shopping street stretched be-
tween two new dwellings giving people to the town center and
situated immediately behind the main avenue, would have one
of the best climates for a good development.

In the third place there were the difficulties about the width
of shopping streets. Formerly, narrow streets with a high
building front were normal. It was clear that for traditional
reasons these types were preferred. In a historical sense the narrow streets have proven the value of their
existence. (Not only in the Netherlands, but also in a large
number of inner cities of western Europe.)

To-day it is (taking into consideration the regulations imposed
by the building inspection) quite impossible to erect new
dwellings at the historic narrow streets. Therefore a solution had to be chosen in another
direction. The conferences with the shopkeepers united in
this foundation had told us that they would be able
to build up a new property, there would be no money for
building dwellings or offices on the shops, that they did not
like to exploit it and that, when there would be more money,
they needed it for investments in goods.

Altogether there was a starting point for a new arrangement in
which the shops were separated from the dwellings which, in
the first plan, were projected on the shops. These dwellings
now were combined with the dwellings blocks behind. They were
developed more high, so high that they would still have a
special relation with shopping people in the shopping center. This was only possible by widening the dwelling areas
that means by projecting larger dimensions of the building
blocks. Fighting for a larger shopping area and an uninter-
rupted shopping front, at the same time ideas were born up
of a typical shopping precinct, bright, sunny, with all the equip-
ments which belong to it. Without dwellings and offices, the
shopping precinct could be a special pedestrian precinct.

Service roads for loading and unloading goods at the back
complete with parking in the immediate neighborhood, give
adresses for cars, etc. Therefore indications that shopkeepers
for they were afraid of the absence of cars for their
business. When it became clear that the greatest dis-
tance a client had to walk would be 350 yards (321 meters)
maximum to park, bus and tram, they at last surrendered.

The way was now free for a pedestrian precinct, beginning
with a pedestrian court in the southern part of the pre-
cinct, giving access to the pedestrian promenade in the north;
a promenade between the main railroad station and the be-

inning of the Coolsingel.

The length of the precinct itself is divided in three parts: the
southern part is indicated by the enlargement, which in the
longitude will give the possibility for an underground
connection with the shopping part, east of the Coolsingel; the following
part from south to north, is marked by the Townhall
court to the east; and to the west there is a smaller precinct giving
connection with the supplying shopping road to the west

Many discussions were necessary about fixing the width of
the pedestrian shopping precinct, the 55 ft (16.8 meters) it has
now, were judged to be too wide. But afterwards, when
during the execution it was clear that goods in the bordering
shops could be easily seen and the open area could be an
attractive, well-shaped totality with pavilions and flowerboxes,
it was suggested to enlarge the smaller precinct to the west.

So ends the fight for a consequent shopping pedestrian pre-
cinct, being a part of the redevelopement area of Rotterdam.

THE RESULTS OF THE PEDESTRIAN PRECINCT.

Of the 55 enterprises, only three proved to be a failure. The
reason was that the quality of the goods was not sufficient
(in one case, too high a level). Before the execution it was very
difficult to fix prices of the building sites. Only we now knew
that every one who wanted to sell his property, they have a
good profit. It is remarkable that the shopkeepers who at
the beginning did not like decorative objects in the precinct,
at least have asked that more will be made up. Within

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STUDY

TOUR

ROTTERDAM

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STUDY TOUR

ROTTERDAM

the frame given by the planning department as a totality, the blocks of shops have been designed and executed by one architectural office (v. d. Broek & Bakema). They gave the shopkeepers possibilities for a limited individual expression and character.

Executing the planning principles they enriched the precinct by using canopies along the length, and also crossing the precinct, dividing it in connecting parts, giving a well chosen scale to the total length.

C. HOUSING.

Rehousing by redevelopment relates especially to the older parts of the city of Rotterdam.

In the inner-city of Rotterdam, dwellings are mostly older than 80 years. There are no special dwelling quarters, but a mixture of dwellings, offices, shops, factories, and so on. Redevelopment plans have been partly executed or will be executed in the next years (in the cleared open area in the center); some are partly prepared and must still be decided on by the local government.

Studies, leading to proposals on this subject are complicated by the following facts and circumstances:

1) The inhabitants of the older dwelling parts in and around the inner city mostly belong to a low income group. Were it possible to rebuild dwellings for lower income groups in the same area, the rent for the new dwellings would always be too high for the same tenants. Therefore it is inevitable to point out special areas where a low rent is possible or first to build special dwellings for the lower income groups.

2) The inhabitants of the older dwelling areas live mostly on a low social standard. Therefore more social help and accommodation is necessary. Even if they could pay the rent, it would not be possible to give them the services and amenities in the new inner-city (playgrounds, schools, sporting fields, etc.).

3) As to rehousing, we first have to make plans for zoning of the totality of the town, as far as redevelopment today and tomorrow is necessary. If we don’t prepare new zoning, we shall never have a healthy and well ordered totality in the future.

4) We shall also have to make new land use plans. Therefore we need an analysis of all the needs in the considered parts of the town. When we know the contents necessary for each part and the relationship between them, we then shall be able to fix the total number of dwellings we can re-plan.

Normally after redevelopment the total surface for building purposes will be much smaller than it was before. Reasons therefore are: more open space for traffic; more open space for greens; more open space for social needs. It can be asked in areas with mixed land uses, if it is not desirable to reserve open space for those elements and land uses which can be expected to need more accommodations or enlargements in the near future (schools, shops, social centers)?

When we know which part of the area, especially in the open area in the inner city, can be rebuilt with dwellings, we must ask ourselves:

a) what will be the types? b) what will be the situation of the sites? c) how many of them?

a) TYPES OF HOUSING.

The areas for rehousing (in Rotterdam) in the city are limited. That means:

(1) restricted accommodation for the dwellings;
(2) restricted density in the area according to the limited social accommodation just mentioned;
(3) restricted number of rooms per dwelling

The result is: dwellings for middle-class groups, mostly smaller families, which are socially equal, more independent and less tied to accommodation, as they are in the neighborhood unit.

The building sites are expensive (in the center), the value per square meter is much higher than in the dwelling quarters in neighborhood units. The building costs are mostly higher than normal, the types being more specialized, as they are not built in large normalized numbers. The result is higher rents only payable by middle class groups.

b) SITUATION OF SITES FOR HOUSING.

Best will be: not situated on traffic roads; not mixed with traffic problems; not mixed with offices and workshops; situated near or in connection with greens; when possible in coherent groups and with dwelling quarters environment and with the possibilities to combine schools, churches, shops, etc.

c) HOW MUCH HOUSING?

Part of middle class groups can be helped in the inner-city, because they like to live there or because their work makes it necessary to live there. We don’t like high densities in the center while we cannot offer the open space accommodation to large groups of families and while (in Rotterdam) the total available surface is limited. In general 20 to 25% of the population belongs to income groups higher than working class groups.

From 25,000 dwellings formerly, around 10,000 will be rebuilt in the total area. But in the inner-city there will be no more than 5,200 dwellings. The number of these dwellings, being for the middle classes, are not out of proportion.

In the meanwhile we don’t like to have many more of them in the inner-city, for if there would be too large a concentration of middle class groups, the new dwelling quarters would proportionately mess the equilibrium between the various groups in it and we prefer each new development to be based on a right combination of income groups.
ORGANIZATION OF THE SEMINAR

The wide range of activities related to the Seminar might be narrowed to three general categories: Pre-Seminar, Seminar, and Post-Seminar.

Considerable time was devoted during the Pre-Seminar period in determining participants and issuing invitations; organizing discussion topics, deciding who should play specific roles at working sessions (moderator, discussion leaders, reporters, critique and publicity committees); assembling reports—by invitation and questionnaire—on urban renewal in selected countries and cities; circulating the prepared papers and reports to the participants prior to the Seminar; collecting the most current urban renewal literature so as to present each participant with an up-to-date "library" of urban renewal material; compiling a "Seminar reference library" (pertinent books from several libraries in The Hague; plus other publications from agencies and organizations around the world); organizing and hanging exhibit material (250 linear ft.) loaned by some 30 cities; arranging for receptions, accommodations for participants, etc., etc., to the end that everything might take place in an environment to serve the best interests of the Seminar and its participants.

The events of the eight-day period of the Seminar may be found in the Program Outline in Section 4 of Part Two. The more professional activities were the two opening sessions, eight working sessions, and three studytours. It was anticipated that the real worth of the several days spent together, with resulting friendships and mutual understanding of participants, might be due as much to the informal fellowship as to the exchange at the formal sessions, and this proved true. Official, but less formal activities, were the receptions, lunch and dinners, teas, and "press hour".

A presentation of the professional and more formal Seminar functions—opening sessions, working sessions, and study-tours—are given in full in Part Two: Seminar Proceedings.

The Post-Seminar period has been devoted principally to organizing and editing addresses and papers, country and city reports and studies prepared for the Seminar in preparation for this book. Part Three of this handbook presents for the first time, and on a comparative basis generally, a rather comprehensive and representative grouping of reports on renewal programs currently under way in countries and cities in many parts of the world. Excerpts of the most progressive legislation at the several levels of government have been included, as have numerous illustrations of successful renewal projects to demonstrate what is actually being accomplished, and perhaps to inspire and encourage other countries and cities to take greater interest in, and more effective action toward, the accomplishment of renewal programs in their own jurisdictions.

SEMINAR SESSIONS HELD IN "RENEWAL PROJECT"

The Old Court, in which the formal sessions of the Seminar were held, was founded as a private mansion in 1533. For almost three centuries it was the home of noble families. In 1813 the Netherlands became a Kingdom and the building became the official residence of Dutch Kings and Queens.

A fire destroyed a portion of the structure in 1946 and the Royal family took up residence elsewhere. In 1952 the Queen ceded the Palace to the Netherlands universities and, with financial aid from the municipality of The Hague, the structure was renewed by extensive rehabilitation. Since then it has been used by the Institute of Social Studies and serves as headquarters for the Netherlands Universities Foundation for International Cooperation and for the International Council of Scientific Unions.
PART THREE: COUNTRY AND CITY REPORTS ON URBAN RENEWAL

14 INTRODUCTION

The extent of urban renewal activity in any one, two, or three of its phases, in any country or city, is reflected in part by the legislation at the several levels of government and by the initiative (public or private) at the local level. From a review of the following reports, it is evident that renewal activity is stimulated or retarded by a series of interrelated phenomena which are often difficult to analyze. Likewise, the concept of renewal, as well as the ways and means of possible achievement vary widely.

In order that the Seminar participants might be aware of the extent of urban renewal in the countries and cities from which the several reports were to come, and subsequently to publish these in a Seminar Report, the organizers of the program requested reports, generally through the participants. To assure a greater degree of comparability of reports, questionnaires were circulated with the requests (see Annexes A and B of this Section for the complete questionnaires). As these country and city reports were received at Seminar headquarters they were edited, if necessary, duplicated and dispatched to all participants. Thus, each one attending the Seminar was informed of the type and extent of renewal activities in the countries and cities of the other participants. Undoubtedly, the success of the Seminar sessions was due to some extent to this "pre-Seminar understanding" of international renewal activities.

The country reports presented in this volume were based on the numerous questions which were so phrased and grouped that the resulting report would give logical sequence inherent within the development of any renewal program. This sequence ranged from basic national legislation, through general planning, renewal planning, area appraisal, the preparation of proposals, to the effectuation of the renewal programs. The resulting reports reflect the philosophy, awareness of the problems, and the willingness to undertake action to meet the problems of deteriorating and blighted areas in each country. A review of these reports will show that some countries have a rather long tradition, with the consequent legislation and financial support of renewal programs. However, many countries, while having similar problems, have not, for numerous reasons, developed active government-backed renewal programs. This inactivity will be found in those countries which are less developed (industrialized) or which have undergone widespread war damage. The rebuilding of sections of ruined cities, and the provision of dwellings and related facilities in outlying parts of these urban areas have occupied most of the time and funds of the city departments and municipal authorities. The combination of increasing urban population and a relatively low standard of living in some countries has also prevented active interest in, and promotion of, renewal programs. For possible guidance to those countries which still do not have adequate legislation, excerpts of national legislation in those countries where renewal programs have strong legislative authorization and support are included.

The material for the reports of urban renewal activity at the local level are from several sources. While most of the city reports are primarily the product of a questionnaire prepared for the purpose of securing comparable data, a number of reports are based on data from a survey conducted in the spring of 1958 by a group of graduate students in the Planning and Housing Division of Columbia University in New York City. A portion of this survey related to local renewal programs. A summary of the complete Columbia Survey will be found in Section 37 of this handbook. Still other information on local activity in renewal comes from recent reports and papers prepared by local officials and submitted in lieu of, or supplementary to, reports based on the standard questionnaire. It was thought that any significant material, irrespective of source, which has not previously been published might appropriately be included in this handbook. Considerable graphic material is presented in order to convey more clearly the character and extent of the renewal programs in numerous cities. Excerpts of selected state, provincial, and local legislation upon which dynamic local renewal programs are based are also incorporated as annexes to certain city reports to serve as useful reference guides to those responsible for the preparation of legislation upon which local renewal programs are based.

The countries and cities which were asked to prepare reports were selected primarily because they were the countries and cities from which the Seminar participants came. A few additional cities, where it was known that active renewal programs were under way, were also asked to submit reports. The range of cities reporting might be considered more representative than inclusive. The problems facing most cities undertaking renewal programs are reflected in the city reports presented here. It is quite probable that subsequent editions of this handbook may be published and that the renewal programs in other communities will be included. The publisher invites any community in any country to submit material of the type here presented. Whenever sufficient new material warrants another edition, and, if there appears to be a demand for the information, the publishing of a new edition would be given serious consideration.

Annex A QUESTIONNAIRE UPON WHICH COUNTRY REPORTS WERE BASED

REPORT ON URBAN RENEWAL PROBLEMS, POLICIES AND PROGRAMS

Country reporting —
Name of reporter(s) —
Title and affiliation —
Mailing address —

1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM: Does your country have an active program (or series of programs) for renewing (see definition in Program Memo. 1) obsolete and deteriorated parts of urban areas?

B. LEGISLATION: If so, under what legislative authorizations are such programs conducted?

C. FINANCING: What are the principal sources of financing such programs?

D. ORIGIN: When and under what impetus was urban renewal first undertaken in the country?

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION

1) What is the present population of the country?
2) Indicate the changes in numbers of urban population (including relation to total population) during recent years.

B. GENERAL CITY PLANS

1) Do most cities have General City Plans?
2) What agency is responsible for the preparation of the General City Plan?
3) What is their status (i.e., completed or in preparation)?
4) What agency is responsible for the adoption of the General City Plan at the local level?
5) Is there review of General City Plans by higher authority, e.g., the state? If so, is such review advisory only or is it conclusive?
6) What is the effect (legally and procedurally) of the adoption of a General City Plan?
7) Are they revised from time to time (periodically, occasionally, continuously) and upon what initiation?
C. PLANNING VIS-A-VIS RENEWAL

1) Do General City Plans include plans for renewal of obsolete and deteriorating areas?

2) What is contained in renewal plans, i.e., what kinds of action are proposed?

3) What policies affecting renewal are in effect (either by force of law or as matter of custom and tradition) with respect to:
   a. population densities?
   b. retention or change of predominant use?
   c. height and bulk of buildings?
   d. circulation patterns?
   e. architectural design?
   f. other aspects?

4) Do renewal projects of a residential nature generally comprise comprehensive neighborhoods, with provision of all facilities necessary for a satisfactory living environment?

5) Do renewal projects of a commercial nature generally comprise complete business districts, with all necessary facilities (such as pedestrian malls, off-street parking, off-street servicing)?

3. AREA APPRAISAL

A. What agency is responsible for determining policies and standards used to appraise areas for possible renewal action?

B. Are policies developed and applied in each city, or are the same policies generally applicable throughout the country?

C. Are there any general criteria to determine the applicability of the various measures of renewal: demolition and rebuilding, rehabilitation, conservation and preservation?

D. What methods, standards or criteria are used to determine degrees of obsolescence of buildings? Are similar criteria used to determine degrees of obsolescence of environment?

E. What criteria determine the re-use of cleared areas?

4. DEVELOPING PROPOSALS

A. What agency actually initiates a renewal project and upon what immediate impetus?

B. Is there a review of specific renewal proposals by higher authority? If so, is such review advisory only, or is it conclusive?

C. What voice do private or citizen organizations have in determining the type and character of renewal proposals?

D. Are competitions sponsored in seeking renewal proposals?

E. Give a brief description of the form, extent of detail, and method of presentation of renewal proposals.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. What types of official support (financial or other) are used in effectuating renewal programs?

B. What types of private or citizen support (financial or other) are used to aid in effectuating renewal programs?

C. To what extent have difficulties of relocation hindered progress in undertaking or completing renewal programs?

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS

1) What are considered to be the basic objectives of urban renewal: elimination of slum housing; rebuilding of outmoded business districts; encouraging modern industrial development; additions to the housing supply; ultimate rebuilding of entire communities; rehabilitation for continued use? Conservation; preservation? Other?

2) How have the results thus far borne out the basic objectives, e.g., social aspects; economic results; stimulation of private enterprise or the reverse?

3) Have there been any unexpected results, either beneficial or adverse to the public interest? If so, please describe.

B. PROSPECTS FOR THE FUTURE

1) How many years, at the present rate of action, will be required to "solve" the total renewal problem? Can the renewal program keep ahead of advancing obsolescence?

2) What has experience thus far indicated as to desirable changes in the program, as to e.g., extent, rate; relation to comprehensive city planning, physical design aspects, relative roles of government and private enterprise; emphasis as among rebuilding, rehabilitation, conservation?

Annex B QUESTIONNAIRE UPON WHICH CITY REPORTS WERE BASED

REPORT ON LOCAL RENEWAL PROGRAMS

City reporting —
Name of reporter(s) —
Title and affiliation —
Mailing address —
Date of completion —

Note: These local or City Reports should be brief, factual and informative. By using the following outline we believe we shall compile essential material on a comparative basis.

If possible the report should include:

1. Legislative authorization (national, state, local)
2. Local organization and administration of renewal programs.
3. Role of city planning commission (department) in renewal programs.
4. Role of public housing agency (department) in renewal programs.
5. Relationship of renewal program to comprehensive planning program for: (a) the city, (b) the urban region

6. Local organization(s) which have taken the initiative in starting and promoting renewal programs.

7. Brief outline of: (a) governmental responsibility and participation; (b) private (non-governmental) responsibility and participation; (c) description of renewal programs and projects (proposed, underway, or completed — include plans, drawings, pictures or other graphic materials), (d) long-range renewal policy and prospects.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
The Argentine Republic does not have any program for renewal of blighted areas; in fact, programs of this kind have never been attempted.

With the purpose of adjusting this report to the new directives and technical staff of the new government, I consulted an important member of the technical committee who acts as consultant to the President. He stated very clearly that no law for planning or urban renewal will be studied for the time being. Planning and urban renewal is taken into consideration by the present government, and at its proper time it will be encouraged.

I believe there is an evident progress compared with former governments, when planning and urban renewal were used as a means of propaganda, at the same time allowing great improvements in the growth and expansion of cities.

B. LEGISLATION –
C. FINANCING: --
D. ORIGIN: –

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION:
1) PRESENT: 1955 – 18,920,000 (estimated)
2) CHANGES IN URBAN POPULATION:
Year Total Population Urban Pop. % of Total
1869 1,737,076 492,600 28
1895 3,954,911 1,488,200 37
1914 7,885,237 4,152,400 53
1947 15,893,827 9,093,100 52

The Argentine Republic continental area is 2,790,485 square kilometers (1,077,406 square miles). The density of the population is between 6 and 7 inhabitants per square kilometer (2.2 and 2.6 per square mile). The population of the metropolitan area of Buenos Aires is over 5,000,000 inhabitants, and represents 29% of the population of the whole country. As an indicative example, between 1936 and 1947, the metropolitan area of Buenos Aires increased by 1,100,000 inhabitants, of which 400,000 were due to natural increase and 600,000 due to internal migrations and immigration. More than 40% of the population of the whole country live in 9 cities of more than 100,000 inhabitants.

15.4% (1947) of the population are foreigners while in 1914 the foreign population represented 29.9% of the total population.

B. RENEWAL CITY PLANS:
1) EXISTENCE OF PLANS: Very few cities have general city plans in preparation or adopted.
2) PREPARATION: In most cases the municipalities are responsible for the preparation of general city plans. In the special case of Santa Rosa, the capital of the province of La Pampa, there being no municipal council, the provincial Ministry of Government was in charge of the general city plan. In San Juan, due to special circumstances (earthquake), the general city plan was undertaken by the Reconstruction Council of San Juan, especially formed for this purpose.
3) STATUS: 13 plans in preparation; one completed.
4) ADOPTION AT LOCAL LEVEL: In most cases the municipalities are responsible for the adoption of general city plans. Usually the plans are submitted to the competent municipal authorities.
5) STATE REVIEW: None.
6) EFFECT OF ADOPTION: –
7) REVISIONS: Buenos Aires and Cordoba are the only cities which have permanent planning boards.

C. PLANNING V/S A-VIS RENEWAL

1) GENERAL CITY PLANS AND RENEWAL PLANS: Some of the general city plans include plans for redevelopment and renewal of certain areas. The only complete study of urban renewal, the south district of the city of Buenos Aires (Barrio Sur), was made taking consideration specific problems and circumstances of a district of the city, which does not yet have a general plan.

Urban renewal plans in Argentina had not been made before except in the south district of Buenos Aires, and some attempts of elimination of urban slums in some cities and the relocation of displaced families and projects to adapt areas affected by railroad yards to the building of low-cost housing. This is all that has been undertaken in Argentina as programs for renewal.

2) ACTION PROPOSED IN RENEWAL PLANS: In some of the general city plans which are in advanced stages of study or already approved, renewal plans for the center of the city or for less developed urban sectors are proposed. In the case of Santa Rosa (where the preliminary plans are approved), the redevelopment and renewal of municipal and private properties, presently occupied by slums, was proposed and the displaced families are to be relocated in another sector. The plan was prepared especially for this purpose. In Trenque Lauquen there is a plan for redevelopment of a large central sector now occupied by housing which has lost its usefulness. In San Nicolas, a city which is going through rapid expansion, the adaptation of the city center to its future functions is being studied. In San Juan, there were plans for the redevelopment and renewal of the part of the city which corresponded to the administrative and civic center, very little of it was actually carried out. Besides this, five residential sectors of the same city were remodeled after acquisition of the land.

3) POLICIES AFFECTING RENEWAL:
a. POPULATION DENSITIES: Proposed by technicains responsible for general city plans.
b. RETENTION OR CHANGE OF PREDOMINANT USE: Suggested in proposed general city plans.
c. HEIGHT AND BULK OF BUILDINGS: Follow regulations and codes proposed as elements of general city plans.
d. CIRCULATION PATTERNS: Suggested in proposed general city plans with regulations and codes.
e. ARCHITECTURAL DESIGN: Regulated through proposed zoning and building codes and codes for construction and aesthetics.

I. OTHER ASPECTS: Codes and regulations of above type are being studied for Mar del Plata and San Nicolas. In Trenque Lauquen the plans are already adopted and are being enforced in Santa Rosa since the approval of the general city plan. In the south district of Buenos Aires, the basic objectives were to eliminate a sector of slums, and provide housing near the city for the people who work in it and to balance the growth of the city. Presently, the south district of the city is not regarded as an acceptable place in which to live.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: The south district of the city of Buenos Aires was planned on the principle of the superblock, properly equipped.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Plans for renewal of commercial districts do not exist in the country.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
There are no provincial or national agencies interested in redevelopment or urban renewal. Standards do not exist.

B. CITY OR COUNTRY POLICIES:
It is difficult to foresee the results of the experiences
4. DEVELOPMENT PROPOSALS

A. INITIATING RENEWAL PROJECT: With the exception of the two cases mentioned below, there are no projects for urban renewal planned or in effectuation. It has been impossible, so far, to adopt criteria.

In Santa Rosa, some of the proposals are achieved as the municipality adopts the codes and regulations prepared by the team that prepared the general city plan. The idea for the renewal of the south district of Buenos Aires is presented by the National Mortgage Bank (Banco Hipotecario Nacional). Later on, a committee was formed by the National Mortgage Bank and the municipality of Buenos Aires to present this study to the Government. The Bank finances 70% of the building in the country and does not need special funds for this purpose. The Bank has an annual sum of 5,000,000,000 Argentine pesos of which 3,000,000,000 (375,000,000) pesos are used as credit in the Federal Capital (Buenos Aires) and the rest as credit in the provinces. 50% of the credit available for the capital was proposed for the project of the south district of Buenos Aires and the rest for any other projects.

At the moment of the approval of the project, and when the first stage of the plan is to begin, the whole project and the renewal committee of the south district of Buenos Aires was deferred because of political reasons — opposition from many professionals who criticized the Bank for performing a function which they thought was not pertinent and because of opposition, the present misinformed and poorly advised occupants of the district disapproved of it. The plan is now deferred though not cancelled.

B. NON-GOVERNMENTAL ORGANIZATIONS.

At the time of the analysis made for the general city plan, some of the teams working on them tried to find out public opinion, through inquiries and surveys of labor unions, commercial establishments, cultural institutions, professional organizations, etc. In some cases a wide information campaign is made through newspapers, conferences and personal talks. The importance of this factor is taken into consideration more and more.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT: The only official institution that has shown interest in financing any renewal program is the National Mortgage Bank (Banco Hipotecario Nacional).

B. PRIVATE SUPPORT:

For the financing of the plan for the south district of Buenos Aires, private investments were considered as well as insurance companies which presently finance a considerable portion of the apartment buildings.

C. RELOCATION:

No experience is available because almost no project has been carried out. In San Juan, some of the residential districts could not be carried out because of the problem of relocation.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: In the few cases where urban renewal plans were attempted, the basic objectives were: elimination of slums, rebuilding of districts in decay, the rise in value of districts well located in relation to the rest of the city, and the building of housing to solve one of the most urgent problems of the country. The deficit of housing is 1,300,000 dwelling units.

2) RESULTS: No results.

3) UNEXPECTED RESULTS: No unexpected results.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS ADVANCING OBSOLESCEENCE, SOLVING RENEWAL PROBLEMS: The opinion of the few technicians in urban planning in Argentina is that renewal areas must be determined through general city plans, but there are only a few cities that have a general plan in preparation or approved.

2) CHANGES IN RENEWAL PROGRAM: My personal opinion is that there are no planning boards or committees that actually function in relatively favorable conditions. The primitive stage of urban renewal in Argentina is clearly demonstrated by the lack of trained technicians, lack of interest, and funds of the universities which prevent the inclusion of planning courses, general ignorance on the part of the national authorities about the benefits of planning programs, and lack of census and statistical information.

Nevertheless, and independently, small groups of technicians have conducted an intensive campaign of public information and specialized training from the universities of Buenos Aires, Rosario (University of the Litoral), Cordoba, La Plata, Tucuman, Resistencia (University of the Northwest) and Cuyo. In Buenos Aires, Rosario and Tucuman, there are postgraduate institutes that act as consultants or advisors to the municipalities, prepare general city plans, and give specialized courses.

The results are promising and several contracts have already been signed between municipalities and institutes. The number of municipalities that ask for advice from these institutes is even larger. In Argentina, Uruguay, Chile and Paraguay, the need to know our own country, already the stage of the formation of teams with specialized technicians in different fields has been reached, following the concept that architects and engineers were the only technicians to promote and prepare any projects or general city plans.

An association is proposed which will group together the few planning technicians in Argentina, or other technicians interested in planning. Newspapers and magazines are interested in urban and rural problems and books are published on the subject. Nevertheless, it would be impossible to estimate the number of years necessary to see the results of the activities described above. The rhythm of the futuro development of the country, and consequently, the possibilities of carrying out a plan for the teaching of planning and for the effectuation of general city plans in accordance with the needs of the country, cannot be clearly foreseen because of political and social changes during the last years and the weak economic condition of the country at present.

In 1953 the Central Association of Architects (Sociedad Central de Arquitectos) proposed the “Principles to incorporate into an organic municipal law”, which suggested the amendment of the subdivision regulations.

(Note: Original Report in Spanish by Mr. Hardoy English translation by Miss Astrid Brand, New York City, June, 1950.)
16 BELGIUM

Editor's note: Although no country report was received from Belgium, much of the information related to renewal in the report from the City of Antwerp would apply generally to other urban centers in Belgium.

16a ANTWERP (Population about 800,000) Reporter: H. Cooreman, Chief Engineer; and Director of Public Works, Kloosterstraat 31, Antwerp, Belgium.

1. LEGISLATION:

According to article II of the law of December 7, 1953 and of June 27 1955, the Belgian State grants to the city, for the purchase or the expropriation of buildings recognized as unwholesome, a subsidy equal to 100% of the difference between the costs of the purchase or the expropriation, and the value of the building ground as it is estimated by the Minister of Public Health and Family. Thus, it is hoped to induce the efforts of rehousing the inhabitants of the unwholesome dwellings. With this purpose, a part of the new dwellings built, thanks to the National Society of Dwelling (Société Nationale du Logement), will be reserved for them. The demolition of the insalubrious dwellings is retarded in proportion to the construction of the new dwellings built in the frame of the general policy of the community and of the program of demolition achieved with State relief.

The legal authorization of the city program proceeds from the existing laws. It is possible, therefore, to apply the law-decree of December 2, 1946, concerning the planning of the territory, or the law-decree of February 1947, concerning the expropriation for extreme urgency.

2. ADMINISTRATION:

The program, in matter of renewal, strives to class the unwholesome dwellings in four categories:

a. the dwellings to be purchased or to be expropriated by the city;

b. the dwellings to be purchased or expropriated by a society for low-rent housing;

c. the dwellings to be demolished by the owner by means of subsidy (maximum 30,000, B. fr ($5000));

d. the dwellings to be improved.

The city and the building societies have established close collaboration in order to reserve a proportion of the new dwellings for the inhabitants of the dwellings to be demolished (maximum 20% of the new dwellings). A moving subsidy of 2,000 B. fr. ($400) is given to the head of the family who moves from an unwholesome dwelling.

3. ROLE OF CITY PLANNING AGENCY:

The housing office of the city makes a thorough investigation of the situation of the dwellings of the slum neighborhoods. The city planning office draws up a location plan of the identification of each of them, and adds it to a general master plan of the city. The dwelling office adds to it comments on the rehousing possibilities on the approximate evaluation of the purchase value and on the ground value. Besides, the planning office draws up a master plan of stable and renewal areas. After deliberation by the City Council, the documents are presented to the Ministry of Public Health for authorization and subsidy.

4. ROLE OF PUBLIC HOUSING AGENCY:

As previously indicated, a close collaboration exists between the city and the societies for low-rent housing.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY; (b) THE URBAN REGION:

Housing and city planning offices directly depend on the City Administration. The master plan of the city and the urban region has been drawn up by the planning office which also draws up the renewal plans. Therefore, not only is there a close collaboration between these two offices, but also a logical agreement between the master plan and the renewal plan.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

The city has set a program going in accord with the instructions set forth in the laws of February 2, 1953, and of February 11, 1955. The housing society "Huisvesting Antwerpen" has taken a very active part in the preparation and execution of the renewal program.

7. OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:
The State, the County, and the City of Antwerp, give subsidies for the demolition of the unwholesome dwellings and for the construction of new dwellings.

(b) PRIVATE (NON-GOVERNMENTAL) RESPONSIBILITY AND PARTICIPATION:
The low rent housing societies are working in close contact with the city for the realization of the program.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:
The renewal program principally concerns the city.

(d) LONG RANGE RENEWAL POLICY AND PROSPECTS:

Some slums and unwholesome areas are located inside the boundaries of the Middle Ages city, and many slums are hidden behind very picturesque facades; the reverence for the past sometimes goes before the care for the wholesomeness of the dwellings. The realization of the program will meet many difficulties; we hope to realize it within a term of twenty years.

(Note: Original Report in French by Mr. Coorem. English translation by Miss M. E. Havenith, Antwerp, September, 1958.)
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
In Brazil there are no active programs for the renewal of obsolete and deteriorated parts of urban areas at the national or even at the regional level. The only ones in existence are at the local or municipal level.

B. LEGISLATION:
The Federal Constitution of Brazil and most of the state laws make provision for the expropriation of land for the sake of the common welfare.

C. FINANCING:
The lack of federal assistance in granting funds for renewal of obsolete urban areas is one of the main difficulties which the local authorities face when they envisage a possible remedy, and wish to tackle the problem.

D. ORIGIN:
The first recognized renewal operation in Brazil was the razing of Castello Hill (1920) to allow the spreading of the main commercial and business district of the city of Rio de Janeiro. This was followed by the opening of the Avenida Presidente Vargas (1940), to provide a backbone for the traffic between the city center and the northern part of town. At present there is in execution a renewal program, similar to the first one mentioned: the razing of Santo Antonio Hill. This project will open an area of 30 ha. (74.10 acres) in the middle of the central area of Rio de Janeiro for the expansion of the commercial and administrative districts.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:
1) PRESENT: 1958—63,333,000 (estimated).
2) CHANGES IN URBAN POPULATION:
Year           Total Population    Urban Population    % of Total
1940          41,226,300               8,895,000             21.57
1950          51,944,400               13,963,000            26.88

B. GENERAL CITY PLANS:
1) EXISTENCE OF PLANS: Only the large (and a few of the medium sized) cities have general city plans.
2) PREPARATION: Generally the planning departments of the municipalities or the division of public works are responsible for the preparation of the plans. Often, private town planning practitioners are engaged to elaborate the plans for the municipal authorities.
3) STATUS: Some have completed plans, prepared more than three years ago which are partially executed or discontinued (Example: Rio de Janeiro, Belo Horizonte, Sao Paulo).
Others have plans in preparation, the quality of which vary according to the capacity of the professionals in charge.
4) ADOPTION AT LOCAL LEVEL: In the majority of Brazilian states the Mayor of the town is the authority that decides on the adoption of the city plan presented for approval by the technical departments of the municipalities.
5) STATE REVIEW: There is no review of the approved plans by a superior level other than the municipal government. The only exception being the Hydrothermal and resort cities for which the Federal law demands the presentation of plans and codes for approval by state and federal authorities. This measure aims at preserving natural resources.
6) EFFECT OF ADOPTION: The approval of the plan implies that the buildings, land development, and public works will follow the recommendations established for the respective areas. Where necessary, expropriation and recomposition of sites will be performed.
7) REVISIONS: Generally the revision or continuity of the execution of the plans is compulsory rather than optional. The impact of the techniques of industrial development being the chief responsible cause.

C. PLANNING VIS-A-VIS RENEWAL:
1) GENERAL CITY PLANS AND RENEWAL PLANS: General city plans usually include renewal plans but mostly on a long-term basis.
2) ACTION PROPOSED IN RENEWAL PLANS: The renewal plans establish the main lines for the re-development of the areas, contemplating the expropriation of land for the opening of streets, provision of parks, highways, etc. Where necessary or advisable, plots will be composed and sold for development by private enterprise.
The relocation of people, redistribution of business and commercial districts are not generally dealt with in the plans. Plans are restricted for the most part to circulation problems and to the control of building heights and types of building plans. In larger cities the growth of population and strength of economic development increases the speed of building replacement in certain town areas during the incredibly short periods. Cases have been noted of high buildings being replaced by higher ones in less than ten to fifteen years.

3) POLICIES AFFECTING RENEWAL:
a. POPULATION DENSITIES: Until very recently there was no effective control of population densities enforced in the plans adopted by the towns.
   Some attempts were made last year in Sao Paulo and Rio de Janeiro to establish controls on population densities in the under natural renewal (not by the initiative of local authorities).
b. RETENTION OR CHANGE OF PredOMINANT USE: Generally determined by the zoning by-law.
c. HEIGHT AND BULK OF BUILDINGS: These follow the codes regulating the general plans in existence.
d. CIRCULATION PATTERNS: According to the main needs for the uses proposed in the area under consideration.
e. ARCHITECTURAL DESIGN: Architects have reasonable freedom as the codes give only general guidance on volume, lighting, and sanitary requirements.

3. AREA APPRAISAL:

A. POLICIES AND STANDARDS:
There is no agency at the federal or state level to establish standards or policies. At the municipal level it is difficult to determine precisely the agencies responsible for the policies:
B. CITY OR COUNTRY POLICIES:
The policy on renewal varies from city to city.
C. CRITERIA FOR APPLYING RENEWAL MEASURES:
There are no established criteria. They vary according to each specific case.
D. CRITERIA OF OBSESOGENCY:
Same answer as item above.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
Mostly the criteria that affords the best revenue from the investment.
6. GENERAL EVALUATION:

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: Rebuilding and decongestion of blighted areas and slums. Elimination of unhealthy conditions. Rebuilding of out-moded business districts.

2) RESULTS: No research has been done to ascertain the result of the proposals adopted.

3) UNEXPECTED RESULTS: No information available.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE, SOLVING RENEWAL PROBLEMS: The renewal programs in existence do not allow the formation of an opinion when or how the problem will be totally solved in Brazil. The continuation of obsolescence and the rapid growth of the town together with the economic difficulties, the elaboration of general city plans at the municipal level of administration, do not promise solution in the near future. To face this situation it is generally agreed that there must be a planning mentality developed and a new and better course in regional and local planning established so as to provide the technicians in number and quality, sufficient to cope with the size of the problem.

2) CHANGES IN RENEWAL PROGRAM: The difficulties and failures of renewal developments can be traced in the non-existence of well conceived general city plans, and the integration of such plans in comprehensive administrative plans.

17a RIO DE JANEIRO (Population about 2,420,000) Reporter: Carmen Portinho, Director, Department of Public Housing, Avenida Marechal Camara 350–10, Rio de Janeiro, Brazil.

1. LEGISLATION:

Legislation is the responsibility of the local authorities. The planning and execution of public works are the responsibility of the local executive power, county council of the federal district. Approval of the laws as well as authorization for the execution of these works are given by the local legislative power (Chamber of the Federal District).

2. ORGANIZATION AND ADMINISTRATION:

a. The local executive power (Prefeitura do Distrito Federal) is held by a mayor to whom six other offices are subordinate: roads and works (Viagem e Obras); health and assistance (Saúde e Assistência); finance (Finanças); education (Educação); interior and security (Interior e Segurança); and agriculture (Agricultura). Each of these offices comprises several departments.

b. The renewal programs come under the direction of the city planning department and the public housing department, both subordinate offices of roads and works.

3. ROLE OF CITY PLANNING AGENCY:

The city planning department is responsible for the following: conduct surveys, prepare master plan and respective legislation, prepare redevelopment plans for new areas resulting from clearing blighted areas or filling-in of such areas, or even from raising of hills.

In 1926 the county council (Prefeitura) contracted the services of Town Planner Alfred Agache to make the master plan for the city of Rio de Janeiro. On this occasion an aerial survey of the city was made.

In 1930 the master plan was completed. During the period 1926 to 1930 the municipality started the execution of the part of this plan, already concluded, which relates to the development of the area acquired through the raising of Castelo Hill. In this same year, political changes discontinued the work. Nevertheless, the former city planning commission and after that the present city planning department (Departamento de Urbanismo) followed some of the ideas of the master plan mentioned, particularly where it refers to the street system.

In Rio de Janeiro the planning commission is not composed of members representing private activities and local government. The planning function is held by the municipal authorities alone.

Up to now there is no master plan in force to replace the one mentioned above, drawn in 1926 and abandoned since the thirties.

4. ROLE OF PUBLIC HOUSING AGENCY:

It is the duty of the public housing department (Departamento de Habitação Popular) of Rio de Janeiro:

a. To undertake the planning, execution, and administration of neighborhood units which provide housing for low wage earners near their place of work. These housing estates comprise, apart from the dwellings, such buildings as are necessary for the everyday lives of the tenants.
requirements of the persons concerned, such as: market, medical and pediatric centers, school units, and recreational areas, etc.

b. To help any private enterprise by giving free advice and technical orientation to those persons who lack means to pay for a professional to do it, thus enabling them to build their own houses at low cost. The department provides a choice of various types of plans of small houses; and those willing to build them will be entitled to purchase a certain amount of material (cement) at low cost.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR (a) THE CITY, (b) THE URBAN REGION:

With a view to facilitate the construction of essential roads in the center of the city the razing of the Santo Antonio Hill was studied and a long strip of land adjoining the city area has been reclaimed from the sea. These areas are part of a development plan which is already under way.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

Up to a certain point, the initiative in starting these renewal programs has come almost exclusively from the local council (Prefeitura do Distrito Federal), and some trials have been done by the “Cruzada Sao Sebastiao”, on the relocation of slums.

7. OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

The local council (Prefeitura) is responsible for the preparation of plans and their execution. Whenever it is necessary to expropriate certain areas for the execution of their plans, the mayor has a right to do so. The financing of these works as well as data of enforcement of the expropriations depend nevertheless on legislative authorization for the application of the funds which might be necessary

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

Private concerns can plan and execute development programs in areas which belong to them as long as they obey the legislation in force and also present their plans for previous approval of the local city council (Prefeitura).

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

The most important renewal project being worked out at present is the Santo Antonio Hill project. The area acquired through the razing of the hill and the cleaning of obsolete adjacent buildings will be of approximately 30 hectares (74 acres). A section of an important highway linking the northern and southern districts will pass through the Santo Antonio Hill area and the older part of the city center. This plan calls for the construction of a municipal civic center, office buildings, stores and entertainment establishments. The motor traffic will be independent of the pedestrian traffic and large parking areas and a central bus station are planned.

With reference to the housing problem, the most important work is that of the neighborhood unit of Pedregulho which was built by the public housing department (for municipal employees receiving low wages) near their working places. The Pedregulho neighborhood unit is located in an industrial area of Rio de Janeiro. The site measures about 5 hectares (12 acres) and is situated on the western slope of a hill, where the main water distribution reservoirs of the city are located. The land is irregular and rugged, with a drop in level of approximately one hundred and fifty feet (46 meters). The unit is fifteen minutes by car from the center of Rio. The program of the project was established after a detailed survey of existing conditions and a census of the future inhabitants had been undertaken by the city's public housing department. The result of the census was the registration of five hundred and seventy families.

Taking advantage of the topographical conditions, it was possible to achieve a population density of about 416 per hectare (168 per acre) in good living conditions. The project is composed of a long block following the curving slope of the hill, with 272 apartments of varying types, two blocks with 56 apartments; one block with 130 apartments, not yet built, a primary school, nursery and kindergarten, gymnasium and swimming pool, playground, health center, market, and laundry.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
Canada has an active renewal program with support at all levels of government.

B. LEGISLATION:
The program requires the participation of all three levels of government in Canada: Federal, Provincial, and Municipal. The federal legislation is the National Housing Act, as amended in 1956. (See Supplement No. 1 for text of pertinent sections of this Act.) Provincial legislation has so far been used in preparing or carrying out programs includes:
1. NEWFOUNDLAND: Slum Clearance Act (R.S. Newfoundland 1952, Ch. 86); Urban and Rural Planning Act, 1953 (Nfld. No. 27). NOVA SCOTIA: Housing Commission Act (as amended 1957).

Legislation must be available locally, under which a municipality has power to acquire and clear real property, to dispose of land for redevelopment to enter into agreements with the provincial and federal governments for the joint undertaking of projects. Some aspects of municipal participation are governed by city charters which are acts of provincial legislatures. Throughout Canada, local government is legally subordinated to the provinces by provisions of the federal constitution, The British North America Act. Charters which have so far been used in furtherance of renewal action include those of St. John's, Montreal and Vancouver. Cities which do not have their own charter operate within the framework of provincial municipal acts.

C. FINANCING:
Acquisition and clearance of land are financed by the federal and municipal governments. The federal government provides up to 50% of the costs, and shares in the revenue from sale, lease or other disposal of the land, in the same proportion as its contribution to the cost. The National Housing Act, 1954, section 23, allows an province to share a smaller portion of the cost. So far, only British Columbia has legislated to share these costs. Under its Housing Act, that province will grant up to one half of the federal contribution, to the municipality.

D. ORIGIN:
Interest in renewal was increased during periods of high immigration. The influx of people into urban areas at such times has directed attention to the social and health dangers attendant upon overcrowding and bad housing. Concern was first expressed in reports to the Commission on Conservation made in 1911-14. These were years of record immigration — 400,870 people entered Canada in 1913, whereas the average annual entry from 1910 to 1954 was 101,357. These reports led indirectly to the first remedial measures, the enactment of habitability codes in Winnipeg and Toronto. During the years from the twenties to the thirties there was little activity outside the city of Toronto where a study on housing conditions was published in 1934 (The Bruce Report). This study was followed by the enforcement of maintenance standards in a badly blighted and congested area.

The sharp increase in immigration after 1945 again Legislation must be available locally, under which a aid to redevelopment were contained in the revision of the National Housing Act made in 1944, following the recommendations made in the report of the Sub-committee on Housing and Community Planning, Advisory Committee on Reconstruction (the Curtis Report). The first use of that legislation was in Regent Park North, Toronto, a large slum clearance and housing redevelopment projects started in 1947. The credit for the first renewal project must however go to the city of Saint John, N.B., which built Rockwood Court in 1945 as a municipal venture in order to house families displaced by slum clearance in other parts of the city.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION
1) PRESENT: March, 1958 — 16,948,000 (estimated) 1956 — 16,080,791 (Census)
2) CHANGES IN URBAN POPULATION

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<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop. % of Total</th>
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<td>11,506,665</td>
<td>6,252,416 49.4</td>
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<td>1951</td>
<td>14,009,429</td>
<td>8,628,253 61.6</td>
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<td>1956</td>
<td>16,080,791</td>
<td>10,714,855 66.4</td>
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<tr>
<td>1980*</td>
<td>26,650,000</td>
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Metropolitan Area Development in Canada

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<th>Year</th>
<th>Total Urban</th>
<th>Metrop. Pop. % of Urban</th>
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</thead>
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<td>4,087,851 65.4</td>
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<tr>
<td>1980*</td>
<td>21,010,000</td>
<td>12,000,000 57.1</td>
</tr>
</tbody>
</table>


B. GENERAL CITY PLANS
1) EXISTENCE OF PLANS: A survey of 460 municipalities, inhabited by about 90% of the urban population, was made in 1956. Of these municipalities, 180 reported plans in force. The plans range from a formal municipal plan supported by zoning, subdivision and administrative bylaws and related to a capital budget, down to zoning plans of parts of a municipality.

2) PREPARATION: The municipal council is the primary planning agency although in the majority of the larger cities there is a secondary advisory agency known variously as the town planning commission, planning board, planning advisory commission, etc.

3) STATUS: A further 34 municipalities reported plans in course of preparation in 1956. In that year the 460 municipalities studied, employed 239 professional planning staff members and spent almost $2,500,000 on city-planning and associated services.

4) ADOPTION AT LOCAL LEVEL: The municipal council is responsible for the adoption of the plan although in Prince Edward Island, Ontario, Manitoba and Saskatchewan, a council must adopt a plan which has been prepared by the secondary planning agency.

5) STATE REVIEW: In all provinces except Quebec, New Brunswick and British Columbia, the approval of a plan by a provincial planning agency is mandatory.

6) EFFECT OF ADOPTION: In general, master plans may be regarded as a statement of municipal intentions. They serve as a guide to the public works to be performed by the council and also serve as a basis for exercising the powers of government which are available for implementing planning. These are power to control land use by zoning, power to control the subdivision of land into smaller parcels, and power to carry out a wide range of public works and undertakings. In three provinces, Newfoundl and, Alberta and Saskatchewan, some degree of interim development control, pending the preparation of a master plan, can be exercised.

7) REVISIONS: Revision practices vary from province to province. In only one province, Newfoundland, is there a statutory provision compelling a review, and revision if necessary, every five years. In all other provinces plans may be amended or repealed by the same formal procedure used in their preparation. It follows that amendment can be fairly frequent upon the initiation of the planning agency.

C. PLANNING VIS-A-VIS RENEWAL:
It must be appreciated that renewal is a very new activity in Canada. At this time there are only live
projects in the execution stage which can properly be called part of the renewal program. The statements below, therefore, are less reflections of policy and experience than of current opinions and intentions.

1) GENERAL CITY PLANS AND RENEWAL PLANS: Renewal plans are included in general city plans in a few cases. Renewal areas are defined in plans for Vancouver, Toronto, Windsor, Saint John, N.B., Halifax, St. John's and Corner Brook, Newfoundland, among others.

2) ACTION PROPOSED IN RENEWAL PLANS: Emphasis is upon redevelopment of blighted residential areas. No definite programs for area-wide rehabilitation have been developed although attention is being directed to this problem in Toronto and Vancouver.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: The policy on residential density which has so far been followed may perhaps be summarised in the words of a sub-committee on planning engaged in preparation for the Regent Park South project in Toronto:

"(i) That housing units should suit the needs of the families that occupy them.
(ii) That families with younger children should be located on the ground.
(iii) That families with older children may be located in above ground units.
(iv) That the over-all density should not exceed thirty-five units to the acre." (85.5 units per hectare)

b. RETENTION OR CHANGE OF PREDOMINANT USE: Only one project in Canada has yet provided for a change of predominant land use. This is a renewal by (5 ha) site in Halifax, now a residential area, but to be re-used after clearance for commercial purposes. The National Housing Act was amended in 1956 to permit re-use of cleared land for any purpose and several of the studies now being made will no doubt recommend changes of use. Studies in Vancouver and Saint John have already done so.

c. HEIGHT AND BULK OF BUILDINGS: As the answer to question C. 3a, would indicate, there is a general effort to build two story houses and redevelopment projects for families with school-age children. This has not always proved possible. There is growing recognition of the influence which provision for car parking has on the height and bulk of buildings. In Regent Park South, Toronto, for example, the total site area as reduced by provision for access roads and parking dictated the form of the buildings to a considerable extent. It may be of interest to note that twice the present requirement for car parking was allowed in the site layout.

d. CIRCULATION PATTERNS: In residential redevelopment, efforts are made to restrict traffic through a site by the adoption or modification of the super-block principle. In every project to date, the number of thorough streets has been drastically reduced. Recent public housing projects, some of which are to be used for relocation of families displaced by renewal programs, also show strong aversion to through traffic.

The urban traffic problem in major cities is of the same order of magnitude as in the United States. It may not be realized that the problem is compounded by very heavy snowfalls every winter. As a consequence, the design of renewal projects must allow adequate space for snow clearing and for the maneuvering and access of heavy mechanical equipment.

e. ARCHITECTURAL DESIGN: With few exceptions, the experienced architects of public housing are already employed in government service. This has led to the use of "official architects" in most renewal projects which are being carried out with assistance under the National Housing Act. More variety in the approach to renewal design is not likely until the volume of both public housing and renewal action has increased considerably, and more architects in private practice have been attracted to the urban renewal field.

f. OTHER ASPECTS: The financial inducements to redevelopment which are contained in the National Housing Act have had an interesting secondary effect. In order to qualify for financial assistance, a great deal of city planning work has to be done. The professional staffs working in Canadian cities have increased considerably as a direct consequence of the redevelopment legislation. More city planning is going on today than seemed possible only three or four years ago.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: No renewal project comprising a comprehensive neighborhood has yet been undertaken. Efforts have been made, in Toronto and Vancouver for example, to relate redevelopment projects to the facilities available throughout a wider planning area. The same planning may be the scene of rehabilitation, of the application of maintenance and occupancy by-laws and of a variety of public works, all of which are directed toward renewal of the whole area in its widest sense.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: There are no commercial projects of any size in Canada. The only scheme which will provide all the necessary facilities is that for Ville Marie in Montreal. This is a privately financed project to build over railway tracks in the heart of the city and is still in the negotiation stage.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS: Any renewal with financial assistance under the National Housing Act requires application to the federal agency - Central Mortgage and Housing Corporation - which is a Crown Corporation charged with the administration of that Act. The corporation, therefore, determines the policies and standards used throughout Canada in appraising areas for possible renewal.

In the Province of Ontario the provincial government may officially designate redevelopment areas. The planning agency of the province then determines policies and standards for area appraisal. In practice the standards employed by the province must be similar to those of the Crown Corporation, as designation by the province is frequently a prelude to municipal application for federal financial assistance.

B. CITY OR COUNTRY POLICIES: The same policies are generally applied throughout Canada although there are shifts in emphasis from region to region (see 3 D). The

C. CRITERIA FOR APPLYING RENEWAL MEASURES: In determining renewal action in any area, the principal factors considered are the provisions of the master plan; the degree of obsolescence of (a) the environment, (b) the structures; the degree of overcrowding; preservation of architectural or historical areas is not a major factor except in Quebec City and in sections of Montreal. Historic sites and valuable individual buildings would of course be considered in formulating renewal proposals.

D. CRITERIA OF OBSOLESCENCE: No standard criteria can apply in determining degrees of obsolescence of buildings. The frame buildings of the Maritimes and the brick and stone buildings elsewhere demand different criteria. Generally, the criteria for assessing obsolete structure vary from region to region while those for assessing environmental obsolescence are national in their application. Factors considered in determining the degree of obsolescence in any area include incompatible uses of land, degree of intermixture of land use, age and condition of structures, adequacy of the street pattern, adequacy...
Canada

of the subdivision, provision of utilities, provision of social facilities, and the pattern of occupancy of buildings.

Methods of assessing the degree of blight in buildings have not been as complete as the points system developed by the American Public Health Association. In most cities a simple classification—Very Good; Good; Fair; Poor; Bad—is made by external survey. This has so far proved adequate when considered in conjunction with the assessment of the area as a whole.

In Vancouver a ‘windshield check’ of a large area was subsequently compared with the results of a detailed examination of buildings in which a modification of the American Public Health Association system was used. This test entirely validated the use of the windshield survey as a means of measuring blight, a very high statistical correlation between the two studies being obtained.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:

The provisions of the master plan which, under the requirements of the National Housing Act, must be ‘satisfactory to the Minister’—the Minister of Public Works of Canada—who is responsible to Parliament for the operations of Central Mortgage and Housing Corporation.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:

Renewal projects are initiated by the municipal council, sometimes upon the recommendation of an advisory planning commission or of its own professional officers. In Toronto, Montreal and St. John’s, citizen organizations were instrumental in bringing the need for redevelopment to the attention of the council.

B. NON-GOVERNMENTAL ORGANIZATIONS:

Unless specially consulted during the preparation of the project plans, citizen organizations can only directly influence proposals in two ways: by appearing at public hearings into the provisions of master plans, which may include renewal areas; or by voting on a money bylaw in some parts of the country. In Toronto and in the cities of Winnipeg and Vancouver among others, the municipality may not borrow money for capital works, including renewal, beyond a determined limit, without having first obtained an affirmative vote from the citizens.

C. COMPETITIONS:

Competition are not normally sponsored in seeking renewal proposals. The competition now being accessed for the civic square in Toronto is the first of its kind in Canada.

D. PRESENTATION:

The form, detail and method of application, with an outline of the required data and plans, are set forth in “Steps in Urban Renewal” a pamphlet published by the Community Planning Association of Canada (see Supplement No. 2). There is no set requirement concerning the number of copies of an application which are to be submitted to Central Mortgage and Housing Corporation, although experience indicates that from four to six copies are required.

E. REVIEW:

Any application by a municipality for assistance under the National Housing Act must be supported by the provincial government. If a province will not support an application, the municipality cannot approach the federal agency. This is, so even though the province, with the exception of British Columbia, will have no direct financial interest in the renewal project.

Proposals must also meet with the approval of Central Mortgage and Housing Corporation before federal financial aid becomes available.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:

A municipal renewal proposal must have the support of the provincial government when it is submitted to Central Mortgage and Housing Corporation. The only province to give financial support is British Columbia which grants up to one half of the federal contribution. Financial support comes from the federal government and may be up to one half of the total cost of acquiring and clearing the land. The remaining cost is borne by the municipality, or jointly by the municipality and the province. The way is therefore open for any province to take the example of British Columbia in helping to finance renewal. The proceeds of the sale, lease or other disposal of the cleared site are distributed among the partners in the same proportion as their contribution to the cost of acquiring and clearing.

B. PRIVATE SUPPORT:

There is no private support other than general support given by the voluntary civic and social organizations both nationally and locally.

C. RELOCATION:

Relocation problems have not stopped progress but have complicated procedures in Regent Park North, Toronto. For example, the buildings were built in sequence in order to facilitate relocation. The cost of the project was thus higher than if the work had been carried out in one operation. In some of the smaller cities, particularly those with a serious housing shortage, the lack of a reserve of housing to accommodate people displaced by clearance is a deterrent to renewal action.

The National Housing Act requires that all families displaced by redevelopment be offered alternative accommodation at rents which they can afford. This is leading to projects in which the clearance of blighted property is accompanied or preceded by a public housing scheme on vacant land. Examples of this process may be seen in St. John’s, Halifax and Vancouver.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: The immediate objectives in projects to date have been the elimination of slum housing and in one or two cities the encouragement of modern commercial development. Two projects now in course of preparation, it seems probable that the encouragement of modern industrial development will be an objective. Additional to the housing stock is not required as an objective. Supplementary to the housing shortage is generally seen as large-scale building on undeveloped land around the city periphery where costs are lower and where a more satisfactory environment for family living can be evolved. Redevelopment is seen as improving the quality of housing rather than its quantity. When the redevelopment projects now under way are completed, 2,655 homes will have been built, but in clearing the sites, 2,395 will have been demolished. A net gain of only 460 homes.

2) RESULTS: In only two cities—St. John’s and Toronto—has it been possible to make a fair assessment of the consequences of redevelopment. In both cases, the slum clearance and the results have, amply justified the projects. In addition to the benefits of rehousing for people, the experience in the two cities has shown that redevelopment can be carried out economically and efficiently.

3) UNEXPECTED RESULTS: There are at least three results which deserve comment. First, the program has disclosed a shortage of accommodation and facilities for single persons. In some cities, Vancouver is the obvious example, the number of single persons is so great that unless special provision is made for rehousing, the redevelopment of large areas may be unreasonably delayed or even prove impossible.

Second, the program has been complicated by the existence of problem families and individuals who, for a variety of good reasons, are unacceptable to the Housing Authority.

Third, the objectives of redevelopment have, in one or two cities, been partially frustrated by the natural desire of housing authorities to ‘balance the books’ and to have trouble-free projects. Canadian housing authorities appear to have more latitude in tenant selection than those in the United States and there has been a tendency to take families from the upper end of the income bracket for the project, whereas the general trend has been a living in a redevelopment area and delaying clearance prior to redevelopment.
B. FUTURE PROSPECTS:

1) ADVANCING OBsolescence: SOLVING REnewal PROBLEM: This is an unsolvable problem. Can the renewal problem ever be "solved"? The Canadian public is not yet alert to the need for either public housing or renewal and has not grasped the inevitable consequences of "laisssez faire" on the condition and economy of the city. At the moment there can be little doubt that slum formation is ahead of slum clearance.

2) CHANGES IN REnewAL PROGRAM: The desirable changes are:
   (a) More action in more cities;
   (b) A much greater sense of urgency, particularly at municipal level;
   (c) Further study of the financing of renewal. This should not be done in isolation, but as part of a study of the whole financial relationship between the three levels of government — federal, provincial and municipal;
   (d) More attention must be paid to rehabilitation and methods evolved for its financing on an area-wide basis;
   (e) More study is needed on the problems of industrial and commercial renewal which have so far been completely neglected.

Supplement No. 1 (Canada) EXCERPTS FROM THE NATIONAL HOUSING ACT, 1954

The following sections of the Act are relevant to urban renewal activity:

(1) In order to assist in the clearance, replanning, rehabilitation and modernization of blighted or substandard areas in any municipality, the Minister, with the approval of the Governor in Council, may enter into an agreement with the municipality providing for the payment to the municipality of contributions in respect of the cost to the municipality of acquiring and clearing, whether by condemnation proceedings or otherwise, an area of land in the municipality.

(2) The contributions paid to a municipality under this section shall not exceed one-half of the cost to the municipality or the municipality and the province jointly, of acquisition and clearance, including costs of condemnation proceedings, as agreed between the Minister and the municipality.

(3) No contributions shall be paid to a municipality under this section unless
   (a) the government of the province in which the area is situated has approved the acquisition and clearance thereof by the municipality;
   (b) the costs of acquisition and clearance, including the cost of condemnation proceedings, less the amount of the contributions made under this section in respect thereof, are borne by the municipality or jointly by the municipality and the province;
   (c) the families to be dispossessed by the acquisition and clearance of the area offered at the time of their dispossession housing accommodation in a housing project constructed under section 16, 19 or 36, at rentals that, in the opinion of the municipality and the Minister, are fair and reasonable, having regard to the family incomes of families to be dispossessed, except where the municipality can establish to the satisfaction of the Minister that decent, safe and sanitary housing accommodation is available to the families to be dispossessed at rentals that, in the opinion of the Minister and the municipality, are fair and reasonable, having regard to the family incomes of the families to be dispossessed; and
   (d) a substantial part of the area at the time of acquisition was, or after redevelopment will be, used for residential purposes.

(4) An agreement entered into under subsection (1) shall provide
   (a) an estimate of the costs of the acquisition and clearance of the area;
   (b) that the municipality will acquire and clear the area;
   (c) that the area will be developed in accordance or in harmony with an official community plan satisfactory to the Minister;
   (d) for the manner, terms and conditions of sale, lease, retention, exchange or other disposition of the area or any part thereof;
   (e) for the times at which the Minister's contributions will be paid to the municipality;
   (f) for payment to the Corporation of a share of the revenue from the project or the proceeds of sale or other disposition thereof proportionate to the contributions made under subsection (2);
   (g) for the examination, inspection and audit of the accounts of the municipality maintained in respect of the project; and
   (h) for such other things as may be deemed necessary, including the security that may be taken by the Minister by way of joint title or otherwise to safeguard the Minister's rights of recovery out of the project.

(5) The Corporation shall on behalf of the Minister carry out any agreement entered into by the Minister under subsection (1).

(6) Where a project is undertaken under section 36 in a blighted or substandard area, for the purpose of calculating the Corporation's share of the capital cost of the project, the cost of acquisition of the land for the project shall be an amount that, in the opinion of the Minister, represents a fair and reasonable price for the land, not including any amount in respect of the cost of clearing the land.

(7) Subject to subsection (8), the Minister may, out of the Consolidated Revenue Fund

(a) pay to the Corporation the money required by the Corporation to meet the Minister's obligations under any agreement entered into under subsection (1), and

(b) pay to the Corporation, pursuant to an agreement between the Corporation and the Minister, the costs and expenses of the Corporation incurred in carrying out the Minister's responsibilities under agreements entered into under subsection (1).

(8) A payment made under subsection (7) shall not be greater than the amount by which the aggregate of
   (a) twenty-five millions dollars, and
   (b) any additional amounts authorized by Parliament for the purposes of this subsection

exceeds the total amount of payments made under subsection (7).

(9) Money received by the Corporation pursuant to paragraph (1) of subsection (4) shall be paid by the Corporation to the Receiver General and shall form part of the Consolidated Revenue Fund.

(10) A reference in subsection (7) to an agreement entered into under subsection (1) shall be construed to include a reference to an agreement made under subsection (1) of section 23 as in force before the coming into force of this section.

(11) The Governor in Council may make regulations respecting the manner in which costs are to be determined for the purposes of this section and providing for such other matters as may be deemed necessary and desirable for the carrying out of the purposes or provisions of this section.

(12) The Corporation may, with the approval of the Governor in Council,

(h) make arrangements with a province or a municipality, with the approval of the government of the province to conduct special studies relating to the condition of urban areas, to means of improving housing, to the need for additional housing or for urban redevelop-

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**CANADA Supplement No. 2 (Canada) STEPS IN URBAN RENEWAL**

Steps to secure study and action on urban renewal under the National Housing Act, 1954


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<thead>
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<th>ITEM</th>
<th>STATUTORY REFERENCE</th>
<th>METHOD AND CONTENT OF APPLICATION</th>
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<th>CARRIED OUT BY</th>
<th>FINANCED BY</th>
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<tr>
<td>URBAN RENEWAL STUDY</td>
<td>N H A, Sec. 23 (1) (h)</td>
<td>To Regional Supervisor, Central Mortgage and Housing Corporation. 1. Formal Resolution of Council defining objectives of Study 2. Estimate of Cost of Study 3. Estimate of Staff Required (Note 2) 4. Proof of Provincial Approval (Note 1)</td>
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<td>URBAN REDEVELOPMENT STUDY</td>
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<td>To Regional Supervisor, Central Mortgage and Housing Corporation. 1. Formal Resolution of Council defining objectives of Study 2. Estimate of Cost of Study 3. Estimate of Staff Required (Note 2) 4. Proof of Provincial Approval (Note 1)</td>
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<td>1. CMHC—up to 50% 2. Municipality—50%</td>
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**ACQUIRING AND CLEARING LAND FOR REDEVELOPMENT**

(Application for Federal Approval in Provincial only—of the Municipality) (Note 1)

| N H A, Sec. 23 | To Regional Supervisor, Central Mortgage and Housing Corporation. 1. Formal Resolution of Council specifying details to show: (a) that area is blighted (b) that area is largely residential or that its proposed use is to be largely residential (c) that the proposals fit into an overall community plan (d) that the proposed use is the correct planned use of the land (e) that there is a plan for rehousing families displaced 2. Supports methods of land disposal after clearance 3. Estimated cost of the project (approximate only) 4. Proof of Provincial Approval | Municipal Council | Not applicable | Not applicable |

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Information on statutory provisions is accurate as at 1st July, 1957
1. LEGISLATION:
In Ontario the municipalities are the creatures of the province. The Province of Ontario has passed enabling legislation to permit municipalities to undertake redevelopment in terms which encompass the urban renewal field.

This legislation is in Section 20 of the Planning Act of Ontario. (See Annex A)

2. ADMINISTRATION:
The City Planning Board initiates studies and recommends projects and programs to City Council. It keeps the public in the areas affected informed of its proposals. When these are adopted by Council, designated officials (usually city solicitor, treasurer, real estate director, and commissioner of planning), negotiate agreements with provincial and federal governments. When agreements are completed City Council appropriates any property to be acquired, the Real Estate Division negotiates the purchases and the execution of the project is handled by the various departments and agencies involved. Relocation of displaced persons is handled by the Housing Administration.

A survey of the civic administration was made a year ago and is now being gradually implemented. This proposes a Development Department which would incorporate the present Building Department (responsibility for administering bylaws regulating private building) and would also have sections responsible for co-ordinating the execution of other renewal projects. One section would be responsible for field offices for relocating displaced persons and keeping the public informed, though the housing would still be supplied by the housing authorities. The present Building Department is responsible for routine inspections enforcing the Housing Standards Bylaw.

3. ROLE OF CITY PLANNING AGENCY:
The City Planning Board is purely advisory not executive. It initiates studies and recommends action to City Council (see Section 10, the Planning Act of Ontario). Urban renewal is regarded as part of the general field of public responsibility for development and is encompassed by the field of responsibility of the Planning Board.

4. ROLE OF PUBLIC HOUSING AGENCY:
There are two major housing agencies in the Toronto area: The City Housing Authority which is an agency of the city, operating with municipal funds and some federal mortgages (See Section 12 of the National Housing Act, 1954), The Metropolitan Housing Authority which is an agency of the provincial and federal governments operating in the Metropolitan Toronto area (see Section 36 of the National Housing Act, 1954 and the Housing Development Act of Ontario).

If a housing project is to be erected it may be under the direction of whichever of these authorities is appropriate. If the City Housing Authority is to be responsible it is authorized by the City to develop and operate the project. If the project is to be executed under Section 36 of the National Housing Act, 1954, it is developed by the Federal agency, Central Mortgage and Housing Corporation, and then transferred to the Metropolitan Housing Authority to operate.

Where an area has been cleared and redeveloped as a housing project the authority which operates the project has been asked to take primary responsibility for relocation of displaced families. Where an area is not to be re-used for housing, primary responsibility generally rests with the city authority but the cooperation of the metropolitan authority will be sought. This procedure may change with the reorganization of the civic administration mentioned in 2 above. In the meantime the relocation section of the Development Project establishes measures to be taken by City Council in relocation, and provides funds to the City for relocation. Wherever the project is located, the city will be responsible for field contact with persons to be relocated and the housing authorities will be expected to cooperate in providing the housing to relocate them.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:
(a) THE CITY;
(b) THE URBAN REGION

Renewal measures are regarded as a normal part of municipal development responsibility, to be seen within the framework of comprehensive planning.

In Toronto there is a two-tier system of local government, Metropolitan Toronto, encompassing the city and twelve adjoining suburban municipalities. The Metropolitan council is made up of representatives of the councils of the various municipalities and has authority to execute major works affecting the whole area. Local municipalities are responsible for local works and for bylaw regulation of private development.

The Metropolitan Planning Board advises the Metropolitan Council on the overall planning of the metropolitan area.

Each of the thirteen area municipalities has the right to establish its own planning board to advise the area council on matters pertaining wholly to that municipality. The zoning bylaw and official plan of each must ultimately conform with the Metropolitan Toronto Official Plan.

The Planning Board of the City of Toronto is studying the city by means of the systematic appraisal of planning districts. These studies form an attempt to gain a comprehensive picture of the present situation of land use in the city, and attempt on the basis of growth trends and the diverse physical needs of the city, to develop the main features of a revised long-term plan. Renewal and its attendant problems of relocating displaced families and activities will form an essential part of the city plan (and to some degree the metropolitan plan) as indeed they do now in a number of interim measures adopted by Council.

6. LOCAL INITIATIVE PROMOTING RENEWAL PROGRAMS:

A number of citizens' groups concerned with community development have taken part in the process of acquainting the public with the need for urban renewal, and of interpreting the relevant federal and provincial legislation. Thus far, only those programs initiated by official agencies of local government have been brought to completion.

7. OUTLINE OF:
(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:
(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

Responsibility for the initiation of renewal programs rests with the local government of the area, who are eligible for federal grants for the acquisition and clearance of land (see Section 23 of The National Housing Act, 1954). Responsibility and participation beyond this first stage depends on (i) the future use of the cleared area; and (ii) if housing is the selected use, the particular means adopted to supply new housing. Federal, provincial and municipal governments may participate financially in both acquisition and construction stages of housing development. The combination of public and private interests participating in the supply of housing will depend on a number of variables, the most important of which are (a) the income groups to be served; and (b) the particular form of financing. I. Section 35 of THE NATIONAL HOUSING ACT enable two alternative forms of low-rental project a FEDERAL-PROVINCIAL PARTNERSHIP, and a LIMITED DIVIDEND COMPANY. In the first, financing may be shared by three levels of government for full recovery schemes, with the municipal authority granting a tax subsidy. The Federal-Provincial partnership may delegate management to a local housing authority, or to a specially constituted agency as they have done in the metropolitan Toronto area. In LIMITED DIVIDEND projects federal loans will be made
(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS: The following renewal projects have been initiated by city action:

Regent Park (north): Started 1949; 425 acres (17.2 ha.); cost, acquisition and clearing $4,070,000; construction $11,670,000; method of financing – the government of Canada grants half the difference between the costs of acquiring and clearing the land, and its resale value. The province of Ontario granted $1,000 per unit for new housing. The city of Toronto issued debentures for the remainder, population 3,676 (1947); new public housing 10,000 units (plus 193), 1,289 in 9 row houses, 1,217 in 20 3- and 6-storey apartment buildings; combined monthly rent and service charge, minimum $29.00, maximum $93.00, average $60.00; completed 1957, administrator, Housing Authority of Toronto.

Regent Park (south): Started 1957; 32.1 acres (13 ha.); cost, acquisition and clearing $13,048,000; construction $30,800,000; method of financing – the city acquired and cleared the land and sold the site to the federal-provincial partnership for $1,000,000. The government of Canada further grants half of the difference between the cost of acquiring and clearing the land and its resale value. The city issues debentures for the remainder.

Annex A (Toronto) EXCERPTS FROM PLANNING ACT, 1935 (ONTARIO) CHAPTER 61.

The following sections of the Planning Act are relevant to urban renewal activity:

1. In this section,
(a) "redevelopment" means the planning or replanning, design or redesign, resubdivision, clearance, development, reconstruction and rehabilitation, or any of them, of a redevelopment area, and the provision of such residential, commercial, industrial, public, recreational, institutional, religious, charitable or other uses, buildings, works, improvements or facilities, or spaces therefor, as may be appropriate or necessary; (b) "redevelopment area" means an area within a municipality, the redevelopment of which in the opinion of the council is desirable because of age, dilapidation, over-crowding, faulty arrangement, unsuitability of buildings or for any other reason; (c) "redevelopment plan" means a general scheme, including supporting maps and texts, approved by the Municipal Board for the redevelopment of a redevelopment area.

2. The council of a municipality which has an official plan may, with the approval of the Minister, by bylaw designate an area within the municipality as a redevelopment area and the redevelopment area shall not be altered or dissolved without the approval of the Minister.

3. When a bylaw has been passed and approved under subsection 2, the municipality, with the approval of the Minister, may,
(a) acquire land within the redevelopment area;
(b) hold land acquired before of after the passing of the bylaw within the redevelopment area; and
(c) clear, grade or otherwise prepare the land for redevelopment.

4. If, at any time before a redevelopment plan for the redevelopment area has been approved by the Municipal Board, the Minister is not satisfied with the progress made by the municipality in acquiring land within the redevelopment area or in preparing a redevelopment plan, he may withdraw his approvals under subsections 2 and 3 and thereupon the by-law designating the redevelopment area shall cease to have effect and the redevelopment area shall cease to exist.

5. When a bylaw has been passed and approved under subsection 2, the council, with the approval of the Municipal Board, may by bylaw adopt a redevelopment plan for the redevelopment area.

6. No redevelopment plan shall be approved by the Municipal Board unless it conforms with the official plan.

7. A redevelopment plan adopted and approved under subsection 5 may be amended by bylaw with the approval of the Municipal Board.

8. For the purpose of carrying out the redevelopment plan, the municipality, with the approval of the Minister, may,
(a) construct buildings on land acquired or held by it in the redevelopment area in conformity with the redevelopment plan, and sell, lease or otherwise dispose of any such buildings and the land appurtenant thereto;
(b) sell, lease or otherwise dispose of any land acquired or held by it in the redevelopment area to any person or governmental authority for use in conformity with the redevelopment plan; or
(c) do anything else which is necessary or expedient in the opinion of the Minister for the carrying out of the redevelopment plan.

9. Until a bylaw or amending bylaw passed under section 390 of the Municipal Act after the adoption of the redevelopment plan is in force in the redevelopment area, no land acquired, and no building constructed, by the municipality in the redevelopment area shall be sold, leased or otherwise disposed of unless the person or authority to whom it is disposed of agrees with the municipality as to the conditions which he will keep and maintain the land and building and the use thereof in conformity with the redevelopment plan until such by-law or amending by-law is in force; but the municipality may, with the approval of the Minister, during the period of the development of the plan, lease any land or any building or part thereof in the area for any purpose, whether or not in conformity with the redevelopment plan, for a term of not more than three years at any one time.

10. Notwithstanding subsection 2 of section 298 of the Municipal Act, debentures issued by the municipality for the purpose of this section may be for such term of years as the debenture bylaw, with the approval of the Municipal Boards, provides. 1955, c. 61, s. 20.

The provisions of the Municipal Act shall apply to the acquisition of land under this Act. 1955, c. 61, s. 21.

When a municipality has acquired or holds lands for any purpose authorized by this Act, the municipality may clear, grade or otherwise prepare the land for the purpose for which it has been acquired or is held. 1955, c. 61, s. 22.

When a municipality acquires land for any purpose authorized by this Act, the whole or partial consideration therefor may be land then owned by the municipality. 1955, c. 61, s. 23.
Above: Model of Regent Park South Redevelopment Scheme.

Below: The old and the new; a close-up of part of the Regent Park South Scheme showing slum houses in the foreground and one of the high-rise apartment buildings in the background.

Above: Regent Park South Redevelopment Scheme under construction; some of the old buildings have not yet been demolished. Behind this is the completed Regent Park North Redevelopment Scheme.

Below: A view of part of the Regent Park South Scheme under construction, showing three-story row houses in the foreground and high-rise apartment buildings in the background.
1. LEGISLATION:
   (a) Section 23, National Housing Act 1954 (Canadian Federal Act).
   (b) Provincial Housing Act (general enabling legislation permitting the provincial Government to contribute to redevelopment)
   (c) Vancouver City Charter which empowers the city to undertake purchases of land for a public purpose, including redevelopment and rehousing.

2. ADMINISTRATION:
   Redevelopment schemes are sponsored by the municipality and the major administration is shared by the municipality, the Central Mortgage and Housing Corporation which is a federal agency, and the local housing authority who are responsible for administering the public housing.

3. ROLE OF CITY PLANNING AGENCY:
   The City Planning Department has been responsible for initiating the over-all program, and for coordinating work by other departments, and will be responsible for administering particular projects on behalf of the city to their actual completion.

4. ROLE OF PUBLIC HOUSING AGENCY:
   The Vancouver Housing Authority is appointed jointly by the federal and provincial governments and is responsible for administering public housing projects constructed under joint Federal-Provincial financing.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR
   (a) The City:
       The Vancouver Redevelopment Program is conceived as a twenty year program forming part of the city's twenty year development plan and the use to which land will be put after redevelopment is considered in the context of the overall city plan.
   (b) The urban region:
       There is no over-all metropolitan planning organization for the Vancouver region.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:
   (a) Vancouver Housing Association;
   (b) Community Planning Association of Canada, Vancouver Branch;
   (c) Vancouver Board of Trade.

7. OUTLINE OF:
   (a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:
       The responsibility for initiating a redevelopment project rests with the municipality. The net cost of redevelopment (differences between costs of acquisition and clearance, and resale value) may be shared on the following basis:
       Federal Government 50 %;
       Provincial Government 25 %;
       City 25 %.
       The subsidized housing required for rehousing those displaced by redevelopment which cannot make their own arrangements is financed as follows:
       CAPITAL COST:
       Federal Government 75 %;
       Provincial Government 25 %.
       ANNUAL SUBSIDY:
       Federal Government 75 %.
       Provincial Government 12 1/2 %;
       City 12 1/2 %.
       In addition, the federal government shared in the cost of the initial study and the federal and provincial governments may share in the technical and professional services required in connection with redevelopment projects.
   (b) PRIVATE RESPONSIBILITY AND PARTICIPATION:
       The only provision for private participation is that land may be sold to private developers for either industry, commercial or residential use and it is hoped to interest private capital in providing moderate rental housing on the cleared sites.
   (c) Description of the renewal program is contained in reports published by the City Planning Department of Vancouver.
   (d) LONG-RANGE RENEWAL POLICY AND PROSPECTS:
       The Vancouver policy is for a twenty year program of urban redevelopment coupled with a rehabilitation program and a general review of the means available under other city by-laws, of preventing the spread of blight.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
There are two major programs at Cartagena and Bogota for conservation of historical areas. These two projects are done under special ordinances for the area in both cities. The redevelopment programs proposed by the different master plans for Cali, Bogota, Medellin and Barranquilla have not been carried out. However, the city of Bogota will undertake the first project in the near future in one of the selected areas.

B. LEGISLATION:
The national legislation for renewal programs date from 1943. "Ley 1 de 1943." The law authorizes renewal programs for cities with a population above 25,000 inhabitants with a cost not over one million pesos ($5,000,000). The same law authorizes renewal projects for the city of Bogota with a cost not over ten million pesos ($50,000,000).

C. FINANCING:
The "Ley I" authorizes bond issues with the approval of the central government up to the amounts indicated in the above paragraph.

D. ORIGIN:
Renewal projects have been promoted by the master plans of the various cities. For the particular cases of conservation of historical areas, promotion has been mainly by civic organizations.

2. RENEWAL, URBANISATION, AND PLANNING

A. POPULATION:
1) PRESENT: 1957 - 13,227,480 (estimated)
2) CHANGES IN URBAN POPULATION?
The 1938 census indicates that 2,535,753 inhabitants lived in urban areas and 5,165,993 in rural areas of a total population of 8,701,816.
The rate of growth for the country per thousand persons for the year 1956 was 22.26 while the rate of growth for the city of Bogota was 59.92 (These are geometric rates of growth, other cities have similar rates which indicate the urbanization trend in the country).

B. GENERAL CITY PLANS
1) EXISTENCE OF PLANS: Only major cities have master plans.
2) PREPARATION: As a general rule, the city contracts the preparation of the plan and later sets a planning agency to carry it out.

3) STATUS: Completed.
4) ADOPTION AT LOCAL LEVEL: Agency responsible is the Local Council.
5) STATE REVIEW: Local master plans are not reviewed by any other authority besides the Local Council.
6) EFFECT OF ADOPTION: Master plans are adopted by a series of ordinances: zoning, general street plan, and subdivision ordinance. In the case of Barranquilla, the city, by state legislation, approved a "Codigo de Urbanismo" that embodies the four ordinances in one.
7) REVISIONS: The plans for the cities of Bogota, Medellin and Cali are partially under revision. The plan for Bogota has been under continuous revision since the year 1955.

C. PLANNING VIS-A-VIS RENEWAL
1) GENERAL CITY PLANS AND RENEWAL PLANS: The majority of the master plans propose renewal plans.
2) ACTION PROPOSED IN RENEWAL PLANS: The proposals are very general and establish only the areas for renewal. Several of the proposals also include the establishment of renewal agencies to develop the program.
3) POLICIES AFFECTING RENEWAL: Since no renewal project has been carried out in the country, it is difficult to state general policies. However, for the purpose of illustration, the question will be answered taking Bogota as an example:
   a. POPULATION DENSITIES: Increase of population densities.
   b. RETENTION OR CHANGE OF PREDOMINANT USE: Housing.
   c. HEIGHT AND BULK OF BUILDINGS: Increase of height and bulk up to a floor area ratio of 5.1/100.
   d. CIRCULATION PATTERNS: Reduction of land dedicated to streets.
   e. ARCHITECTURAL DESIGN: Buildings up-to-date.
   f. OTHER ASPECTS: Provision of green areas, public services, and commercial areas within the project.
4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Residential renewal projects provide good living environments.
5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: 

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
The responsible agency for renewal action, determining policies and standards is the District Planning Department (Oficina de Planificacion Distrital).

1) OBJECTIVES: To implement the planning policies set by the master plan for the area.
2) RESULTS: 
3) UNEXPECTED RESULTS: 
B. CITY OR COUNTRY POLICIES:

C. CRITERIA FOR APPLYING RENEWAL MEASURES:
The criteria followed by the different cities consists of the policies set forth in their master plans.

D. CRITERIA OF OBsolescence:
The method to determine the degree of obsolescence of buildings is based on the availability of public services in the area and in the structure, age, degree of conservation and use. For environmental conditions, similar standards are used.

E. CRITERIA FOR REUSE OF CLEARED AREAS:
The criteria determined by the master plan for the area.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:
The Planning Department initiates renewal projects.

B. NON-GOVERNMENTAL ORGANIZATIONS:
The planning office is advised by a body formed by representatives of the Colombian Society of Architects.

C. COMPETITIONS:
No competitions sponsored.

D. PRESENTATION:
The renewal proposals are submitted in form of a report with three major chapters covering the social, financial and physical parts of the project.

E. REVIEW:
A review from the central government is implied in the authorization for the sale of bonds. However, this review is not technical and is only financial.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
The city condemns and acquires the land for the particular project, does the preparatory work, and constructs the improvements, streets, public services and green areas. Once the construction is finished the city sells the land in open bid.

B. PRIVATE SUPPORT:
Indirectly, private investors, by purchasing the bonds, finance the redevelopment programs.

C. RELOCATION:
Since the project is in the planning process, information cannot be given on relocation difficulties.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: To implement the planning policies set by the master plan for the area.
2) RESULTS: 
3) UNEXPECTED RESULTS: 
B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBsolescence: Solving Renewal Problem: If the program continues at the rate of the present, it may take about twenty-five years to renew the areas determined in the master plan.
2) CHANGES IN RENEWAL PROGRAM: 

83
RENOVATION OF THE BOGOTA CENTRAL AREA (PROJECT "LAS AGUAS")

All large and old cities undergo, through the years, a process of metamorphosis. This results in making obsolete and unsatisfactory what was once functional. This phenomenon has, for a variety of reasons, taken place relatively quickly in the central area of Bogota, leaving large individual houses with their inconvenient patios abandoned. During that time, the inhabitants of Bogota moved away from the center, looking for better living conditions. They left behind the most valuable areas, with good public services, and located better with relation to the site of their work. Gradually, these areas were replaced by shops, grocers, garages, and other uses which, being marginal or semi-marginal, require very low rents, and therefore make do with semi-ruined buildings.

This process has been taking place for years, but especially so since 1938, as a result of the last growth of the Urban population in the last two decades. It reached its peak between the years of 1951 and 1955.

During the past eight years the growth of suburban areas was specially strong, due to the lack of an over-all policy favoring the development of the Bogota central area, in both built and empty plots. However, during the past few years, certain purely financial measures were taken to slow down this process. Simultaneously, an "Adobe" large houses, with good public services, and located better with relation to the site of their work. Gradually, these areas were replaced by shops, grocers, garages, and other uses which, being marginal or semi-marginal, require very low rents, and therefore make do with semi-ruined buildings.

To obtain the renovation of the central area, numerous recommendations were made starting with the "Plan Piloto" and the "Plan Regulator" in 1951 in connection with certain areas of Bogota. Projects for Urban Renovation area, to be carried out. These areas are those found between Carrera 3 and the East of the city between Calle 26 and Avenida 1, and the area found between Calle 6 - Avenida 1, and Carrera 3 and 10.

In general terms, it may be considered that the recommendations for the re-urbanization of these sectors are mainly directed towards greater density of population, which would solve the housing problem for thousands of families as compared with the hundreds only who presently reside in those areas. Moreover, such re-urbanization would provide these new living quarters with better social, economic and physical conditions than those now existing. It would also tend towards a solution of the transport problem for the whole city and its inhabitants, as well as for a better utilization of those areas which already have public services.

In propounding these solutions, and in particular, the redevelopment of "Las Aguas", the Planning Office hopes to strengthen even more the general policy of conservation and re-urbanization of the central area, being implemented by the investment plan for 1958-1961.

The economic status of the population was measured on the basis of their personal belongings and their commercial value. This analysis indicated that the houses around Carrera 4 are predominantly inhabited by an economical class with a patrimony not over 43,000 pesos ($5,000), while those living further east normally possess less than 10,000.

The survey further showed that the majority of the inhabitants of that area (87.76%) rented their living quarters, and only 12.24% were owners. With regard to the living conditions of that area, most of the buildings were individual houses, though many were used for mixed purposes, as follows:

- Individual houses: 47.3%
- Collective houses: 20.4%
- Vacant plots: 11.0%
- Dwelling houses jointly with shop: 5.6%
- Dwelling house & workshop: 14.9%

The condition of the houses denotes the deterioration of the sector, which can even be considered a slum. Out of a total of 132 dwellings visited, their condition was the following:

- Building in good condition: 20 (15.15%)
- Building in poor condition: 25 (18.93%)
- Building in bad condition: 67 (59.52%)

Most of the houses are of the Colonial type, made of "adobe" with several courtyards or "patios" and one floor only.

1. Floor buildings: 101 (74.26)
2. Floor buildings: 12 (9.50%)
3. Floor buildings: 12 (9.50%)
4. Floor buildings: 4 (2.99%)
5. Floor buildings: 3 (2.20%)
6. Floor buildings: 2 (1.50%)
7. Floor buildings: 1 (0.73%)
8. Floor buildings: 1 (0.73%)

In spite of their age and condition, all of these buildings have electric light, water, sewerage, and 69.23% of them possess a telephone.
THE "LAS AGUAS" REDEVELOPMENT PROGRAM:

In view of the main objective which is redevelopment, and the special needs of this area, a detailed program was worked out whose first aim was the construction of dwelling houses; and secondly, construction of commercial premises. A density of some 1,000 inhabitants per hectare (429 per acre) was recommended. An additional, though secondary aim, was to provide under-ground parking space, according to recommendations for the downtown sector, in the area between Carrera 3 and Calle 20 & 17, with sufficient space for 573 vehicles.

The typical families chosen to inhabit this area, in multiple-storied buildings, are those with children less than three years old, and those with up to four children. Out of the total dwelling houses, 61% would be destined for families with children under three years old, and 39% for families with up to four children, in apartments with areas between 120 sq. m. (1292 sq. ft.) for the first type of family and 150 sq. m. (1615 sq. ft.) for the second type. This area, and its cost, according to calculations made by experts, would correspond to families whose monthly income varied from 1000 to 1500 pesos ($125. to S187.50); in other words, to families of employees. This type of persons and their families are just those who work in the central part of the city and would like, for reasons of their employment, to live nearby. Moreover, this type of inhabitant would give category to the above mentioned area.

However, any program of this type, even though attractive from the urban and architectural point of view, as the one planned here, must be fully matched by its economical advantages. In order to be the owner of an apartment in a sector such as Las Aguas, in a multi-family building, this must compare favorably with the normal solution, that is, individual ownership of a separate house.

With this end in view — to establish the advantages or disadvantages — a cost estimate was made. The average prices per "vara" in subdivisions around Calle 45 and Calle 76 were chosen, and which cost from 85 to 120 pesos per square vara ($10.63 to $15.15), and are inhabited by the same type of families. In order to calculate the cost of a one-family house, the same area as the apartments we had in mind was chosen — 150 sq. m. (1615 sq. ft.) in spite of the fact that normally their size is greater. With regard to the area of the plot, a minimum of 220 sq. m. (2369 sq. ft.) to 400 sq. m. (4308 sq. ft.) was assumed

Based on the above figures we have:

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<tr>
<td>220 x 133</td>
<td>29,260 pesos ($3657.50)</td>
<td>Value of the plot</td>
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<tr>
<td>150 x 250</td>
<td>37,500 pesos ($4687.50)</td>
<td>Cost of building</td>
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<td>66,760 pesos ($8345.00)</td>
<td>Total cost</td>
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In order to calculate the cost of the land in the multiple-family dwelling, the average purchase price per "vara" was taken — 120 pesos ($15.15) to which the value of the grounds which would have to be dedicated to green areas and roadways, plus the value of public services, plus 10% were added, which gives a total of 36,40,40 pesos ($45.55) per sq. m. of land.

To obtain a maximum development of the land from the economic and technical point of view, and taking a price of 300 pesos ($37.50) per sq. m. of construction, that is 45,000 pesos ($5625) per apartment, the index of area and construction floor was studied to find one which would satisfy these two factors. The conclusion reached was that such an index should be 2.5.

On the basis of this index, the value of the land per apartment comes to 9,937 pesos ($1244) which, added to the 45,000 pesos ($5625) of the cost of construction, gives a total of 54,937 pesos ($6867) in the case of the multi-family building. Compared with the cost of the one-family dwelling, we find that economically, the multi-family dwelling is more satisfactory by approximately 12,000 pesos ($1500). This difference shows the attractiveness of the "Las Aguas" project, and of its future success.

To provide the project with the necessary public and community services of a total of 345,000 sq. m. (3715.650 sq. ft.) of construction, 276,000 (2972.520 sq. ft.) would be dedicated to housing and 69,000 (743,130 sq. ft.) for shops, recreation, education and other services. As to green areas and roadways, 40% of the area would be used, giving approximately 3.55 sq. m. per inhabitant.

FINANCING AND IMPLEMENTATION

In order to bring into operation the redevelopment program of "Las Aguas", the Bogota Special District will use the authority given in 1943 by Congress to City Administrations through Law 1, Article 5, which states that the letter are entitled to undertake "Re-urbanization Programs" To secure the necessary funds for this purpose, Congress, under the same Law, empowered City Administrations to raise loans through Bond Issues. The amount envisaged for Bogota was 10 million pesos ($1,250,000).

Since the cost of the "Las Aguas" re-building program amounts to 15 million pesos ($1,875,000), the City Administration had to apply for special legislation to the central government. This application is at present under study, and the city authorities expect to have it approved shortly, as this program will mean much to the city and the general welfare of its citizens. Moreover, as the funds would be collected through Bond issues, and the money will serve only for the acquiring of land by auction, the above guarantees that no extra money will begin to circulate, and that it would only mean a switch-over of funds from savings through investment and saving Institutes to this type of inversions.

In order to develop this program in the best possible way, the planning board will be supervised by a Consulting Board formed by architects chosen by the Colombian Society of Architects.

The functions of this Consulting Board will mainly be:

a) to determine the general policies for the redevelopment program;
b) to approve or reject the work performed in this respect by the Planning Board,
c) to supervise the carrying out of the program.

Both the administration and the Planning Office will obtain considerable benefits from this Consulting Board, such as frank discussion of different opinions regarding every project, and, once a project is approved, the tacit backing of the most competent authority on this subject. Through accepting this responsibility, S.C.A. (Sociedad Colombiana de Arquitectos) undertakes to defend the project in the eyes of public and private entities; and to keep a watchful eye on the whole program during its construction. In other words, S.C.A. will act in a double capacity of technical and civic body.

The Town Authorities of Bogota hope, with the re-building of "Las Aguas" to give a step in the right direction in the rational growth of the town, beginning to construct dwelling houses in the appropriate areas, as recommended on numerous occasions in the past. In other words, to begin building Bogota of the future.

COLOMBIA

BOGOTA
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM: We have a program, but not an active program.

B. LEGISLATION: Slum Clearance Act 31 May, 1939.

C. FINANCING: State subsidies.

D. ORIGIN: 1876.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:
   1) PRESENT: 1955 — about 4,448,000.
   2) CHANGES IN URBAN POPULATION
      Year Total Pop. Urban Pop. % of Total
      1921 3,104,209 1,568,561 50.5
      1930 3,550,856 1,785,260 50.3
      1940 3,644,312 2,063,943 56.7
      1950 4,281,275 2,235,605 52.2
      1955 4,448,401 2,568,668 57.7

B. GENERAL CITY PLANS:
   1) EXISTENCE OF PLANS: Most cities have plans.
   2) PREPARATION: The municipality is responsible for plan preparation.
   3) STATUS: Mostly in preparation.
   4) ADOPTION AT LOCAL LEVEL: —
   5) STATE REVIEW: The Ministry of Housing reviews the plans. This is a conclusive review.
   6) EFFECT OF ADOPTION: —
   7) REVISIONS: Yes, plans will be revised periodically.

C. PLANNING VIS-A-VIS RENEWAL:
   1) GENERAL CITY PLANS AND RENEWAL PLANS:
      General city plans include renewal plans.
   2) ACTION PROPOSED IN RENEWAL PLANS:
      In general, no kind of action.
   3) POLICIES AFFECTING RENEWAL:
      a. POPULATION DENSITIES: no reply.
      b. RETENTION OR CHANGE OF PREDOMINANT USE: no reply.
      c. HEIGHT AND BULK OF BUILDINGS: no reply.
      d. CIRCULATION PATTERNS: no reply.
      e. ARCHITECTURAL DESIGN: no reply.
      f. OTHER ASPECTS: no reply.

D. GENERAL SOURCES OF INFORMATION:
   1) SLUM CLEARANCE:
      a. Aarhus.
   2) HOUSING POLICIES:
      i) Most concerns the renewal of old dwellings.
      ii) For new dwellings, the municipality cooperates with private enterprises.
   3) POPULATION REVIEW:
      a. We have a review of the population on a regular basis.
   4) LOCAL ACTION:
      a. We have a local action plan for urban renewal.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
   Two agencies participate in setting of policies and standards: "Boligkommissionen" and "Boligtilsynsradet". "Boligkommissionen" is a local Housing Commission, and "Boligtilsynsradet" is a sort of government housing-inspection and slum clearance board.

B. CITY OR COUNTRY POLICIES:
   (See "3-A" above).

C. CRITERIA FOR APPLYING RENEWAL MEASURES:
   We try to make some standards and general criteria.

D. CRITERIA OF OBSOLESCENCE:
   b. Retention of predominant use.
   c. Height and bulk of buildings.
   d. Circulation patterns.
   e. Architectural design.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
   b. Retention of predominant use.
   c. Height and bulk of buildings.
   d. Circulation patterns.
   e. Architectural design.

F. EFFECT ON RENEWAL PLANS:
   b. Retention of predominant use.
   c. Height and bulk of buildings.
   d. Circulation patterns.
   e. Architectural design.

G. RESULTS OF RENEWAL PLANS:
   b. Retention of predominant use.
   c. Height and bulk of buildings.
   d. Circulation patterns.
   e. Architectural design.

H. FUTURE PROSPECTS:
   1) RENEWAL ACTION VS. ADVANCING OBSOLESCE:
      a. Solving renewal problem depends on the politicians and the parliament's resolutions.
      b. A Royal Commission has put a slum-clearance program comprising 3000 dwellings a year over 20 years. The total demand for clearance accounts to 50—60,000 dwellings in the cities and towns.

4. DEVELOPING PROPOSALS
   There are only a few renewal projects now — because we are waiting for a new and more efficient slum-clearance act.

5. EFFECTUATION OF RENEWAL PROGRAMS
   (See 4 above).

6. GENERAL EVALUATION
   A. OBJECTIVES AND RESULTS:
      1) OBJECTIVES: For State and Municipalities: slum-clearance; for private enterprises: rebuilding of outdated districts.
      2) RESULTS: Until now it has been impossible to carry out slum-clearance on a large scale. Housing shortage, rent control, difficulty of demolishing dwellings, have been some of the obstacles after World War II.
      3) UNEXPECTED RESULTS: The new houses are technically much better, but there is a risk of "mental-slime", because the new quarter often is without charm. The new houses are bigger, taller, longer than the old buildings.

B. FUTURE PROSPECTS:
   1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE: SOLVING RENEWAL PROBLEM: It depends on the politicians and the parliament's resolutions. A Royal Commission has put a slum-clearance program comprising 3000 dwellings a year over 20 years. The total demand for clearance accounts to 50—60,000 dwellings in the cities and towns.

20a AARHUS (Population about 120,000) Reporter: Gunner Wiene, Town Planner. City Architect's Department, Town Hall, Aarhus, Denmark.

1. LEGISLATION:
   According to the National Town Planning Act, every town in Denmark of more than 1,000 inhabitants must propose a town plan. By virtue of a special act it is possible to coordinate the town plans of adjacent municipalities, which was followed by a regional plan for Greater-Aarhus.

2. ADMINISTRATION:
   i) Slum clearance is considered a social problem. Urban renewal is looked upon as a commercial investment in order to give an impetus to the activities of the city; for instance, by providing better conditions for industries and trade, or by attracting good taxpayers.
   ii) In most cases the problems of city renewal arise when the owners of buildings, in a normal way, submit projects to the building authorities for approval.
   iii) In some cases the problems of renewal arise in connection with the planning of new roads in old parts of the city (Dynlarken, Narreport, Nyhovedgade).
   iv) In a few cases, renewal projects are occasioned by slum clearance according to law.

3. ROLE OF CITY PLANNING DEPARTMENT:
   All town plans and housing projects must be approved by the housing authority ("Housing Committee") of the city. The department of town planning can propose renewal in connection with projects of new roads or clearances; possibly also by arranging competitions.

4. ROLE OF PUBLIC HOUSING AGENCY:
   The Housing Committee collaborates in solving the problems. Obsolete, insanitary and inflammatory dwellings may be "condemned" (forbidden for use as dwellings) by law.
5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY:

(b) THE URBAN REGION:
Aarhus and its six suburbs have prepared a regional plan in consultation with the adjacent municipalities. Each municipality must make a master town plan of its own. Renewal programs must be adjusted to the master plan.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

Local organizations rarely initiate renewal projects.

7. OUTLINE OF

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION: Usually the government does not participate in renewal unless in case of special problems in connection with the widening of roads. In such cases the government grants subsidies from the road fund. The government may also subsidize slum clearance but has not yet done so in Aarhus.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION: Private commercial and building companies have, in a few cases, taken the initiative in the solution of problems of renewal.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

Before the war:
1) Aboulevarden – Sebengaarden: The riverlet of Aarhus was covered before the war, and owing to this we now have a good thoroughfare from the western part of the country, through the center of the city on to the harbor.

After the war:
2) New main road and Nørreport: The object of Aarhus project is to ease the pressure of traffic in the present shopping streets and to provide new buildings to attract new shops, offices and industries. The city council is acquiring sites to further the project.

Clearance projects: (For location of projects see letters on reference map)
3) Sjællandsgade block (A): In this project all sheds and buildings in the area within the block are to be removed. The area is then to be used in common by the inhabitants of the block for recreational purposes. Workshops, etc., are planned to be removed to other blocks in the district. It is furthermore planned to replace houses of poor quality with new houses and to improve the rest of the structures.

4) Mølesten block (B): At present there are many industries in the block, and it is proposed to allot it to industrial purposes in the future.

5) Nygade block (C): Within the block are many garden houses, unfit for dwellings. Originally a new industrial area was planned here, but now the area is being considered for residential purposes.

6) New main road block (D): Badstuegade-Volden-Klostergade: The structures are of poor quality and will not be replaced by new buildings. The area will be used for the new main road.

7) Dynkarken block (E): The project is a stage in the widening of Dynkarken, which is part of the ring road between the harbor and the city. The houses, some of which have already been demolished, are intended to be replaced by industrial buildings.

8) Brogsøgade blocks – New B.P. house: A petrol company and construction company have acquired two obsolete blocks near the new "sea-railway station" and are now erecting an office building, garages and a service station on the area.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS:

The city council has approved the project of a new main road through the inner parts of the city. The council has moreover set up a fund with a view to the solution of the problems of clearance and renewal.
1. LEGISLATION:

Act No. 212 of the 31st May, 1939, relates to the inspection of dwellings and the clearance of unhealthy areas. A new bill prepared by a commission set up by the Ministry of Housing is expected to be introduced in this session (1950) of the Folketing (Parliament).

2. AUTHORITIES:

(a) Supreme recourse instance for the whole country: The House Inspection Board is a government institution, the members of which are appointed by the Supreme Court and the Ministry of Housing.

(b) Local authority for Copenhagen: The Copenhagen Housing Commission, a local government institution, the members being appointed by the Copenhagen City Council or Corporation.

3. SLUM CLEARANCE METHODS:

Initial steps with respect to a clearance scheme are often taken in the Housing Commission which, through systematic surveys and periodical reviews of the condition of the old and oldest buildings, realize in what areas it is necessary and expedient to demolish unfit dwellings. However, it is the Copenhagen Corporation that decides to have a clearance scheme carried out according to the provisions of the act as regards compulsory purchase, and the corporation also applies for government grants in support of the scheme. Prior to this the clearance scheme must be approved by the House Inspection Board.

In connection with the adoption and approval of the clearance scheme, the Housing Commission deals with the houses included in the scheme and according to the condition of the houses, either limiting or prohibiting their use as justified under the act. These prohibition orders become of importance when the compulsory purchase amounts are to be fixed.

4. FINANCING:

The expenses involved in carrying out the scheme—the costs of acquiring the houses included in the scheme—are borne partly by the municipality and partly by the state. Government subsidies are granted under the House Inspection Act with subsequent temporary amendments, or under a special appropriation bill. The state may thus grant a loan for the purchase of the houses and subsequently destroy half the final municipal clearance expenses, whereas the remaining half is borne by the municipality. This only applies to the purchase of the houses and their demolition, whereas the raising of money for the building of new houses within the clearance area is effected according to the methods adopted with regard to house building elsewhere, usually through private and public credit associations (buildings societies). Thus, new buildings may be erected both by private enterprise and by the municipality.

5. NEED FOR SLUM CLEARANCE:

It is estimated that there are about 15,000 unfit dwellings which must be demolished because of insanitary (blight or slum) conditions and/or danger of fire.

The fulfilment of the clearance schemes will involve the demolition of another 15,000 dwellings in order to obtain satisfactory building sites.

6. SLUM CLEARANCE SCHEMES:

(a) Schemes in Operation:

1) The clearance of one of the oldest quarters of the city—the Adelsgade-Borgergade area, embraces approximately 260 houses containing about 2,600 flats.

During the war, about one-third of the area was cleared, and the remaining two-thirds were commenced in 1954 and are expected to be finished in 1959.

The program is carried out as a total clearance, entailing a complete clearance of the sites before new buildings are erected.

2) The clearance of a block near Saxogade in Vesterbro—the Saxogade Clearance Scheme embraces 131 houses containing a total of 650 flats. The block is situated in an area which is considerably nearer than the Adelsgade-Borgergade area, and demolition, therefore, confined to intermediate and back buildings containing a total of 330 flats. The operation was begun in 1958 and has not yet been finished.

(b) Prospective Schemes: Slum clearance work is contemplated in various parts of the city, giving preference to the clearance of separate blocks.

7. RENEWAL PROBLEMS IN CENTRAL AREA AND INNER SUBURBS

(BROQURTERS):

(Excerpts from A Draft Development Plan Summary, 1954. Pages 7-8; 13-15)

(a) Central Area: "Geographically, the central area includes, in addition to the historic town center, a belt of later origin which is closely adjacent to the town center and, in part, separated from the remainder of the town by the chain of lakes."

The great concentration of work-places in this area and the consequent traffic problems are features which Copenhagen has in common with other large cities. The difficulties are aggravated as the number of motor cars participating in the traffic continues to increase.

"Confronted with the risk of a traffic chaos which would slow down the functioning of the central area, the planners must restrain the development of business activities in these zones which are in a particularly difficult position because of their narrow streets, lack of suitable parking facilities, and poor accessibility as far as public transport is concerned. As the population in the central area mostly lives in the form of housing the residential population, it is necessary for certain residential zones to be protected against commercial and industrial infiltration.

Those activities having the least functional affinity to the central area are to be found among workshops and industry. The removal of activities of this group can be stimulated, inter alia, by the introduction of new industrial zones and the erection of industrial buildings at the same time as new industrial immigration into the central area is discouraged.

"... A hypothetical distribution of the future growth of commercial activities in accordance with these principles has led to the proposal, in the draft development plan, for the zoning of the districts forming part of the central area. According to these proposals, the development of commercial activities is to be encouraged in the zone surrounding the historical city center—whilst the further development of commercial activities in the historic core of the city is to be discouraged. In addition, it is proposed to treat certain districts adjacent to the University, the Government Center and the Royal Palace as special precincts from which through traffic will be excluded."

(b) Inner Suburbs: "With the exception of the two commercial zones along the radial arteries, it is proposed that the large urban districts of Vesterbro, Nørrebro and Østerbro which surround the central area, should be preserved as residential areas for those working in the central area."

"As between these two districts, Nørrebro has the greatest number of buildings housing from the first building period in these areas and, altogether, a collection of buildings greatly varying in use and height. Vesterbro, on the other hand, is more uniform in character, being closely built up with tenement houses of live to six stories.

"As a long-term program, it will be necessary to envisage the replacement of most of the buildings constructed before the turn of the century."

"It is only to a very minor extent that this task of renewal can be left to private initiative, and even that only where commercial developments are involved. The rehabilitation of the old residential areas, however, must be carried out with the active support of the
COPENHAGEN
DENMARK

PROBLEM AREAS
Left: Vesterbro, built 1860-1900. One of several high density, high coverage sections presenting difficult renewal problems.
Middle: Population density in some old areas is as much as 1,400 per hectare (570 per acre). Thinning out blocks will be first renewal steps.
Right: Earlier sporadic renewal (top center), on lot basis, resulted in high density, increased traffic, imbalance of old town fabric.

FIRST STEPS IN RENEWAL
Left: Large-scale redevelopment, central area. Started during World War II, completed 1958. Paved square surrounded by nine story blocks used mostly (at present) for car parking.
Middle: Playground resulted from thinning out block interiors and combining portions of back yards. Such renewal action brings new life to old congested residential areas.
Right: Old central station area. Building by private enterprise follows lines set by city. New SAS building is to right of 'U-shaped' building and partly over tracks.

RECENT REDEVELOPMENT
Left: Slum-clearance and redevelopment project in old Copenhagen. First major redevelopment scheme in old central area: started 1943, finished 1958. Provides modern apartments in central area, but lacks green open space.
Middle: New SAS building, air terminal and hotel. A private redevelopment project following a renewal area plan approved by city. Project started 1957, scheduled for completion 1960.
Right: SAS tower. The 22 story structure in the west central area will provide the city with another first-class hotel.
DENMARK

COPENHAGEN

public authorities, having recourse to several technical methods, with a view to bringing about a gradual, planned improvement in the housing and town planning standard.

The proposals of the draft development plan concerning Nørrebro and Vesterbro envisage the adoption of long-term schemes for the suitably phased rehabilitation of these districts.

"The two rehabilitation areas, Nørrebro and Vesterbro together, comprise about 34,000 dwellings including over 5000 in "corridor"-type houses. The population amounts to about 90,000 people, including about 16,000 children under 14 years of age. Some 28,000 persons are employed within these two areas (28,000 work places)."


"Around the turn of the century, Copenhagen's Central Station was moved to its present position.

"The area east of St. Jørgen's Lake formerly occupied by the station thus became available and came into municipal ownership in 1904.

"In 1910, the City of Copenhagen authorities organized a contest for a layout and building plan for this area. But the prize winning project, designed by Egil Fischer, Holger Rasmussen and O. K. Nobel, was never carried out.

"Subsequently, new proposals were put forward until, in 1928, the City authorities commissioned Professor Thomsen to work out the plan which now forms the basis for the present building activities. The architectural integrity of the area is safeguarded by means of easements. But, owing to the long period of time over which the construction of the individual buildings came to be spread, and the changes in architectural taste during that period, these easements have not quite had the intended effect.

"It has been a matter of great importance to Copenhagen's development that this large area close to the old city had become available. It would have been impossible to meet the great demands for office and shopping premises in the oldest part of the city without doing violence to the architectural value existing in the central area. The closely adjacent area of the old railway station has thus been able to provide a most useful outlet for these activities.

"Even now, this area is not yet fully built up."

(Editor's note: Under construction opposite the Central Station is a new SAS building which will house the SAS offices and air terminal on the lower floors, with a first-class hotel occupying the upper floors. Started in 1957, it is scheduled to be completed in 1959. The 22 story structure will dominate the skyline of the city in this area. However, since this new tower is at some distance from the Town Hall and other towered buildings in the older section, and since these towers are seen primarily from the ground, there should be no conflict between the new and the old. The SAS tower will be a symbol to the world that Copenhagen is contemporary as well as traditional. The new tower will be another expression of the outstanding contemporary Scandinavian design which for some years has been recognized as having no superior. The contemporary and the traditional can exist in the central city - not in conflict - but one complementing the other.)

Right: The new "Falkoner Centret" is the most recently completed renewal project in Copenhagen. Replacing the old Town Hall of the borough of Frederiksberg, the new block-square center combines a variety of facilities to serve numerous activities from local to international. The center includes: "The 3 Falcons", a 16-story modern hotel for 400 guests; a combination conference-theater seating 2200; a 1000-seat cinema; restaurant and banquetting halls; a group of shops, offices, community and convention services. Complete with garage, this center is contemporary in every detail.
1. GENERAL COUNTRY WIDE INFORMATION

A. PROGRAM:
An active renewal program is under way. Several acts and decrees, the latest being a general Act (1955) with 5 year renewal programs — 15,000 slums should be replaced a year.

B. LEGISLATION:
The legislation is under the responsibility of the Ministry of the Interior — Home Office (Ministere de l'Interieur); the Ministry of Reconstruction and Housing (Ministere de la Reconstruction et du Logement — M.R.L); and if required for unhealthy living conditions, the Ministry of Sanitation (Ministere de la Sante).

C. FINANCING:
(i) Buying and clearing the land: Loan by the Ministry of Reconstruction and Housing — National Fund for Regional Planning (Fond National de l'Aménagement du Territoire); also grant given to local authorities by the Ministry of the Interior; and grant given by the M.R.L to cover partially or completely the deficit a local authority might face in a renewal program.

(ii) Actual rebuilding: The builders (public or private societies) may benefit all actual building schemes: low rent housing; credit; loan; and premiums.

D. ORIGIN:
At first in the second half of the 19th century, conservation and preservation. From 1850 to 1938, Ministry of Health: Rehabilitation, repairing, and remodeling, 1950 Act — National Fund for the Improvement of Housing (Fond National Amelioration de l'Habitat); Re-development of blighted areas 1955.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION:
1) PRESENT: 1954 = 42,777,174 (census); 1958 = 44,000,000 (estimated)
2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop. % of Total</th>
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</thead>
<tbody>
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<td>1846</td>
<td>35,500,000</td>
<td>9,000,000 (est.) 25.3</td>
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<td>39,000,000</td>
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<td>1954</td>
<td>42,777,174</td>
<td>24,395,268 (cen.) 57.8</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:
1) EXISTENCE OF PLANS: Most cities have plans.
2) PREPARATION: Private agencies — town planners are named by the local authorities with the agreement of the M.R.L.
3) STATUS: Mostly in preparation.
4) ADOPTION AT LOCAL LEVEL: The municipalities (elected bodies) adopt the plan after a public inquiry.
5) STATE REVIEW: The Central Government (Counseil d'Etat) reviews the plans. The review is conclusive.
6) EFFECT OF ADOPTION: After the approval by the "Counseil d'Etat" all the projects shown on the development plan are declared of public utility. The local authorities have five years to begin the realization of projects necessitating the compulsory acquisition of private properties.
7) REVISION: When approved, the development plan may be revised every five years if necessary.

C. PLANNING VERSUS RENewal:
1) GENERAL CITY PLANS AND RENewal PLANS:
City plans include renewal plans.
2) ACTION PROPOSED IN RENewal PLANS: (a) Survey (social, economic, etc.); (b) Functional planning design; (c) Massing.

D. POLICIES AffectING RENewal:
3) POPULATION Densities: As a matter of custom and tradition, densities are mostly lower than before the rebuilding. However, financial matters (price of land) have to be taken into consideration.
4) RETENTION OR CHANGE OF PREDOMINANT USE: The final use would conform with the general zoning of the development plan.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
The local authorities may ask the M.R.L to survey an area they consider blighted. Then the M.R.L is responsible for determining the policies, taking into consideration the existing conditions, the general development plan, the possibilities as far as future use is concerned, the social and financial aspects, etc.

B. CITY OR COUNTRY POLICIES:
National policies are adapted to local conditions.

C. CRITERIA FOR APPLYING RENewal MEASURES:
There exists general criteria but (a) for demolition and rebuilding, financial possibilities of local authorities are considered; (b) rehabilitation after advice of architects; (c) the conservation of buildings, sites or monuments is decided by the Ministry of Education (Direction des Beaux-Arts). They also decide the kind of buildings and architecture that may prevail in the surroundings of a classified monument (architectural).

D. CRITERIA OF OBSOLESCENCE:
Each case seems to depend upon town planner's appraisal. However, some method of appraisal is in process (R. Auzelle: "l'Habitat defectueux").

E. CRITERIA FOR RE USE OF CLEARED AREA:

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c. HEIGHT AND BULK OF BUILDINGS: The construction of buildings in these areas would have to conform with the rules of the general development program (written part of the development plan).

d. CIRCULATION PATTERNS: May be completely modified according to the general development plan.

e. ARCHITECTURAL DESIGN: General massing scheme of the area.

f. OTHER ASPECTS:

4) RESIDENTIAL RENewal projects as GOOD LIVING ENVIRONMENTS: Good living environments are attempted when the extent of the blighted areas allow that kind of planning.

5) COMMERCIAL RENewal projects AS MODERN BUSINESS DISTRICTS: Up to now the prevailing housing shortage has not allowed the development of such schemes.
FRANCE 4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECTS:
The local authorities initiate renewal projects.

B. NON-GOVERNMENTAL ORGANIZATIONS:
There is a public inquiry at which private organizations may voice their opinions.

C. COMPETITIONS:
There is no legal opposition against competitions, but they have not been used yet.

D. PRESENTATION:
Presentation steps included: Financial estimation; possible use of redevelopment area; development plan of the area and massing; public inquiry; estimating of rebuilding; approval by M.R.L.

E. REVIEW:
The M.R.L. reviews proposals. The review is conclusive.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
As already seen, financial help comes from the central government.

B. PRIVATE SUPPORT:
The local authorities have to participate in renewal programs (they may also form building societies with private support).

C. RELOCATION:
Difficulties of relocation may have raised psychological opposition or financial drawbacks. However, both causes are not considered as legal basis to forsake renewal programs.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: Elimination of slum housing, except in some areas where it is considered a necessary conservation.
2) RESULTS: The legal steps taken by the government to set up renewal programs have raised public interest particularly in the minds of the inhabitants of blighted areas. This is to be opposed to the lack of interest previously shown by local authorities (lack of funds). Renewal programs are considered as costly schemes that should have financial help from the government. The interest shown by the government has stimulated private enterprise which more and more acts in the general framework of "sociétés d'économie mixte" — both private and public (funds societies making no profit).
We have to consider that we are at the beginning of a new general policy whose results cannot be fully known yet.

3) UNEXPECTED RESULTS:

B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE: SOLVING RENEWAL PROGRAM:
The 15,000 dwellings a year figure should be considered as a starting target, in order to make up for the actually existing obsolete dwellings and to keep ahead of advancing obsolescence. This figure should be increased to 40,000—50,000.

2) CHANGES IN RENEWAL PROGRAM: The part played by private enterprises should be made greater. The main emphasis is put on rebuilding. However, rehabilitation and conservation are not neglected.

Supplement No. 1 [France] EXCERPTS FROM THE CODE OF URBANISM AND HOUSING

The following Sections of the Code are relevant to the financing of urban renewal activity.

"Article 79
"Advances may be given to communities by the National Fund for Urbanism. The grants, the conditions of organization and functioning are fixed by the public administration regulation. This regulation is determined on a report of the Minister of Reconstruction and Housing, the Minister of the Interior, and the Minister of Finance and Economic Affairs.

"Article 79-1
"The Minister of Reconstruction and Housing can grant to the syndicated association of owners and to all other public and private organizations which undertake works leading to better utilization of urban areas situated in quarters where public facilities exist, subventions for the acquisition of structures which must be demolished for the eviction of activities incompatible with the character of the area and for the execution of renewal projects.

"The Departments (Administrative Districts) and the communities have the right to guarantee the loans contracted by syndicated associations and other organizations to which reference was made in the first Section of this Article. A decree of the Minister of the Interior and of the Minister of Finance fixes the conditions of application of the present Section.

"The Departments, the communities, the syndicates of communities, and the organizations previously mentioned in Article 78.1 …., have the right to participate in the associations constituted to promote a better utilization of urban areas.

"The participation of local groups in such associations can transgress, if necessary, the maximum percentage foreseen by the actual legislation.

"Article 79-2
"In case of expropriation accomplished to promote a better utilization of urban areas, the public group who accomplishes the expropriation can avoid the payment of an indemnity for eviction foreseen in Article 8 of the decree No. 53-960 of 30th September, 1953 by offering to the merchant, to the artisan, to the industrial area devoted to commercial artisic use by rooming or in the same agglomeration which permit him to keep his professional activities under equivalent conditions. The interested person in this case receives an indemnity compensating for the temporary privation of his commercial business activities and for the minimum value. On the other hand, he receives the normal moving costs and costs of installation.

"Article 79-3
"In view of the completion of the development, the transformation or the creation of housing groups, or land subdivisions undertaken by organizations with disinterested aims, the Minister of Reconstruction and Housing can grant subventions designed to facilitate the financial equilibrium of the operation.

1 Translated into English from the original Code in French by Mr. Baudouin Jonckheere, in The Hague, October, 1958.
A convention between the state and the groups or establishments fixes the ways and means of the completion of these operations.

"The part the state receives of the receipts coming from the operations mentioned in the Section above is written in the receipt column of the National Fund for Regional Planning. "A decree of the Minister of Reconstruction and Housing and the Minister of Finance and Economic Affairs fixes the general conditions under which the state makes provisions for participation and under which the state repays the debts on justification of acquisition of executed works.

"The conditions under which these interests are attributed are fixed by decree of the State Council taken on the report of the Minister of Reconstruction and Housing, the Minister of Finance and Economic Affairs, and the Minister of the Interior.

"Article 81-1

"Also, expenditures can be recorded against the special account 'National Fund for Regional Planning', mentioned in the Article above, the expenditures of participation by the state in the operations included in the acquisition or the clearance of real property or completed buildings, enterprises in execution of urban or regional plans, when these operations are completed by the states together with the groups or public establishments and when the acquisitions or works are executed by groups or public establishments.

"Article 81-2

"The Minister of Reconstruction and Housing can, on the resources of the National Fund for Regional Planning, following its rules of functioning, consent to the participation of this fund in organizations mentioned in Article 78-1 of this Code.

"Article 81-3

"The Minister of Reconstruction and Housing can, on the resources of the National Fund for Regional Planning and following its rules of functioning, consent to the participation of this fund in syndicated associations of owners and other public and private organizations mentioned in Article 79-1 of the present Code."

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1a PARIS (Population about 2,850,000) Reporter: M. Meriot, Chief Engineer, Technical Services of Topography and Planning, Town Hall, Paris, France.

1. PROGRAM:
The city does have a renewal program underway.

2. PLAN PREPARATION:
The preparation of plans for renewal projects is the responsibility of the Department of Planning and the Council of the Seine.

3. RELATIONSHIP OF PLAN PREPARATION AGENCIES:
The services of the Department of Planning are placed under the orders of the Council of the Seine to prepare plans and related documents to be submitted for approval to the Municipal Council.

4. SPONSORSHIP OF RENEWAL PROJECTS:
Certain local housing plans are established by private societies, but these have to receive the approval of the Municipal Council or the ministerial services.

5. FINANCING:
A. NATIONAL GOVERNMENT: Advances can be given to the communities by the National Fund for Urbanism upon certain conditions and with the approval of the Minister of Reconstruction and Housing, the Minister of the Interior, and the Minister of Finance and Economic Affairs.
The Minister of Reconstruction and Housing can, on the resources of the National Fund for Regional Planning, and following its rules of functioning, consent to the participation of this fund in syndicated associations of owners and of certain other public organizations.

B. STATE OR PROVINCIAL GOVERNMENT: The Departments (administrative districts) and the communities have the right to guarantee the loans contracted by the syndicated associations and certain other organizations. A decree of the Minister of the Interior and of the Minister of Finance fixes the conditions of application for loans.

C. LOCAL GOVERNMENT: The Departments, the communities, the syndicates of communities, and the organization before referred to have the right to participate in the associations constituted for the objective of promoting better utilization of urban islands. The participation of local groups in such associations can transgress, if necessary, the maximum percentage foreseen by the actual legislation.

6. RENEWAL PROJECTS AND GENERAL PLAN:
A. INTEGRAL PART OF GENERAL PLAN: Renewal projects are always planned as integral parts of the general plan.

B. PLANNED AND BUILT IN PUBLIC INTEREST: The services charged with the establishment of plans have an official character and can only work in the general public interest.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
The Federal Republic of Germany has no active program for renewal besides the National Housing Program under which over 3 million dwelling units were built from 1950 to 1957. Only a few municipalities as Heidelberg, Regensburg, and Hamburg-Altona started an active renewal program. The city centers of most German cities with slum areas and deteriorated houses were partly or almost completely destroyed during the last war (the central inner areas of Köln, Kassel and Wurzburg were destroyed as much as 80 to 90%).

B. LEGISLATION:
Germany has no special legislation for renewal. Municipal action may be based on the building and re-construction laws of the Länder of the Federal Republic.

The new National Building and City Planning Law (Bundesbaugesetz) which is now under discussion in the Parliament does not especially deal with renewal and urban redevelopment. A special law is foreseen to prepare for renewal during the years ahead.

C. FINANCING:
There is no special federal or state source of funds for renewal. As far as housing is concerned, the usual State loans are given. Urban renewal programs generally are the responsibility of local authorities.

D. ORIGIN:
Between the wars, several towns took up some projects of clearance and reconstruction.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION:
1) Present: 1958 - 51,000,000 including 12,000,000 refugees and expelles from the Eastern parts of Germany.
In 1939, the population of Western Germany was 39,000,000.

2) Changes in Urban Population:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop.</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1910</td>
<td>58,400,000</td>
<td>29,400,000</td>
<td>50.4</td>
</tr>
<tr>
<td>1925</td>
<td>53,200,000</td>
<td>33,900,000</td>
<td>53.7</td>
</tr>
<tr>
<td>1933</td>
<td>66,000,000</td>
<td>37,300,000</td>
<td>56.5</td>
</tr>
<tr>
<td>1939</td>
<td>59,300,000</td>
<td>41,000,000</td>
<td>59.2</td>
</tr>
<tr>
<td>1946</td>
<td>43,700,000</td>
<td>23,700,000</td>
<td>54.2</td>
</tr>
<tr>
<td>1550</td>
<td>47,700,000</td>
<td>27,300,000</td>
<td>57.2</td>
</tr>
<tr>
<td>1956</td>
<td>50,000,000</td>
<td>31,100,000</td>
<td>62.2</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:
1) EXISTENCE OF PLANS: Most cities have general city plans.
2) PREPARATION: The building and city planning department is responsible for preparing a general city plan.
3) STATUS: Most cities have now completed their plans or they are under revision.
4) ADOPTION AT LOCAL LEVEL: The city council is responsible for the adoption of this plan.
5) STATE REVIEW: General policies and directives on which the city plan should be prepared are indicated in the reconstruction laws of the Länder and will be also part of the new Federal Building and Planning Law. There is review of the general city plan by the state government (Regierungspräsident).
6) EFFECT OF ADOPTION OF PLANS: If the city plan is confirmed by the state department, it is a legal document, indicating the present and future planning of the city. Reconstruction and building must follow the policies and directives in the plan.
7) REVISION: The initiative for the revision is up to the local town planning department.

C. PLANNING VIS-A-VIS RENEWAL:
1) GENERAL CITY PLAN AND RENEWAL PLAN: As far as an active renewal program is concerned, as in Heidelberg, it is part of the general city plan.
2) ACTION PROPOSED IN RENEWAL PLANS: There has been little experience in this field in Germany since the war. City plans do not generally specify the precise methods by which proposals of the plan are to be implemented.
3) POLICIES AFFECTING RENEWAL: There is no special policy for renewal already laid down. These policies may be regarded similarly to reconstruction programs.
   a) POPULATION DENSITIES: Zoning plans prescribe certain maxima densities.
   b) RETENTION OR CHANGE OF PREDOMINANT USE: The plan and its by-laws determine the future use of an area for housing, industry, commerce, public buildings or recreation areas.
   c) HEIGHT AND BULK OF BUILDINGS: The plan determines the bulk of the buildings, but not always the height.
   d) CIRCULATION PATTERNS: Circulation patterns are determined in the plan.
   e) ARCHITECTURAL DESIGN: Building projects must be passed by the building control office regarding plan, construction, and appearance.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENT: Generally it will be foreseen that shops and social institutions are provided.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Renewal schemes, like reconstruction projects, include off-street parking, pedestrian passages, etc.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
The city building and planning department is responsible for policies and standards.

B. CITY OR COUNTRY POLICIES:
Planning, renewal and estimate are municipal responsibilities. Indemnities must be paid at full market value.

C. CRITERIA FOR APPLYING RENewAL MEASURES:
There are no generally accepted criteria. It is up to local authorities to judge and decide.

D. CRITERIA OF OBSOLESCENCE:
There is no method in this direction. In cases of emergency, the building police have enough competence for acting.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
No criteria for re-use of cleared areas.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECTS:
The town-building and planning department is responsible for initiating new projects.

B. NON-GOVERNMENTAL ORGANIZATIONS:
Planning schemes are published. Interested organizations will be heard before the final decision.

C. COMPETITIONS:
Many competitions for reconstruction projects were launched during the last ten years. This policy will continue in the future with renewal projects.

D. PRESENTATION:
Renewal projects, like any other city planning scheme, consists of a lay-out plan on the official city map in scale 1:1000 or 1:500, and detailed floor plans and elevations. Scale models of projects are often used.

E. REVIEW:
If the proposal is part of the city general plan it is reviewed by the state department.
5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
As there are very few examples of active renewal programs realized or under preparation, no general criteria can be given.
In most cases, a renewal project will be launched by the municipality. As far as social housing is concerned, the usual state loans are given.

B. PRIVATE SUPPORT:
-

C. RELOCATION:
With the realization that renewal programs bring many difficulties, plus the fact that war-damaged areas must be rebuilt and housing provided, it was the general policy after the war to postpone renewal programs and concentrate on new housing and industrial projects in the outer areas. Later on more reconstruction projects in war destroyed areas were started. The relocation problem is one of the main difficulties of a renewal program.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: The basic objectives of urban renewal are: to cut down density in the city, to eliminate insanitary and overcrowded dwellings and to eliminate traffic congestion.

2) RESULTS: General results cannot be drawn at present.

3) UNEXPECTED RESULTS: No comment.

B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE; SOLVING RENEWAL PROBLEM: This problem is not so urgent in Germany as in other European countries as most slum areas or old housing districts in the city centers were bombed out during the war.
2) CHANGES IN RENEWAL PROGRAMS: There has not been enough experience to date to make any proposal for future programs.

HANNOVER (Population about 500,000) Reporter Hans Stosberg, Building Director, and Manager, City Planning and Surveying Department, Freidrichswall 4, Hannover, Germany

URBAN RENEWAL IN HANNOVER AFTER 1948

1. LEGISLATION
a) Alignment law (Prussian State law) covering the construction and reconstruction of streets and places in towns and rural communities, as enacted 2 July 1873 and as defined by Article 1 of the Housing Law, dated 28 March 1918 (GS. 1918, page 23).
Fixing of street and building-alignment: Definition by municipal statute of services in connection with the opening, first installation, drainage and lighting. The right to take over (expropriate) areas earmarked for streets and places by officially fixed street alignments. Vetoing of building operations along unfinished streets.
b) Settlement law, as enacted September 22, 1933 and specified September 27, 1938 (Reichlaw concerning the opening of settlement areas).
Declaring a specified area a settlement district. Evolving of an economic plan. Licensing obligation for plot parcelling, ceding of property as well as agreements concerning the rights to use a plot or to build on it. Possibility of granting licenses carrying certain obligations especially the obligation to cede without compensation up to 25-35% of the acreage for streets and other public requirements in the case of a parcelling out of plots for future public housing.
c) Construction law (Lower Saxony State law) concerning the execution of local planning and construction schemes as enacted May 5, 1949, specified May 17, 1955 and the law dated December 20, 1957.
Regulating the reconstruction of destroyed communities as well as transformation and new development of communities by drawing up a general development plan (110,000) and special construction plans (1,100) arranging of estate rights by readjustment of boundaries and the transfer into communal property of plots wanted for communal purposes.
Transfer and combining of plots, regulations concerning withdrawal and the limitation of property rights (expropriation). Community rights of pre-emption in the case of the sale of plots. Ordering of limited construction stops.
d) Building plot procuring law, dated August 3, 1953 (Federal law).
Procuring of the plot needed for the construction of the building as well as its accessibility by expropriation if free purchase should prove impossible.

2. ADMINISTRATION:
The Council, as the city's representative body, holds all planning authority. In the case of cities with more than 450,000 inhabitants, it consists of 55 councillors who are elected every four years. Out of its members the Council elects the Administration Board composed of ten senators with the Lord Mayor presiding. The Administration Board represents the community; it directs the city administration according to the Council's rules and regulations and within the budget allocated for the purpose by the Council. It is empowered to delegate the City Manager - as the head of the administration - with specified tasks. To master its many-sided duties, the Council forms sixteen committees, each composed of eleven members. All municipal building affairs are being taken care of by the Building Committee.

3. ROLE OF CITY PLANNING AGENCY:
The Building Administration is one of the city administration's ten departments. It works according to the instructions given by the Administration Board and the City Manager.
The Municipal Building Councillor is the manager of the Building Administration, which is organized in seven branches: Administration Department and Department for Dwelling Economy; City Planning and Surveying Department; Building Regulation Department; Above-ground Building Department; Under-ground Building Department; Municipal Drainage Department; Gardens and Cemetery Department.
The City Planning and Surveying Department, including the Relocation Division, outlines the municipal planning, perfects it and takes all the steps necessary to make it legally valid and ready for execution. The Surveying Division procures the technical data. The Relocation Division manages all property readjustments becoming necessary in the course of planning and reconstruction.

4. ROLE OF PUBLIC HOUSING AGENCY:
It is the task of the Administration Department and the Department of Housing Economy to supervise and to distribute all state and municipal money granted for promoting low rent housing projects. It checks building financing, construction work, rent fixation, and lays down the conditions pertaining to the allotment of dwelling space. A city-owned, non-profit housing construction society attached to this office performs special tasks entrusted to it by the council. Built 1945 – December 31, 1957 86,856 new apartments
Percentage of publicly subsidized (low rent) housing ca. 70.0% (60,375 apartments)
Percentage of joint profit housing enterprises 33.4%
5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY: (b) THE URBAN REGION

Following the Construction Law (1 c) the community assumes the obligation to plan, prepare and promote all construction work within the frame of its authority. All communal planning (local planning) has to be coordinated and is subject to the higher ranking state planning. State planning expert opinions are handed down by the State Office for Planning and Statistics (state government). This expert opinion is to be based on uniform sociological, economical and technical points of view pertaining to the development area in question. In drawing up the plan the authorities concerned are to be consulted. With this procedure brought to a conclusion the plan requires its ratification by the higher administrative authority which thereby once more makes sure of coordinating the superior state planning ideas with the development plans of the neighboring communities.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

All reconstruction planning as well as its execution has been instrumentally promoted by private cooperation. The Hannover Reconstruction Fellowship (Aufbaugemeinschaft Hannover) originally was a voluntary union of Hannover city property owners intended to take care of its members’ common interests in rebuilding war-destroyed and war-damaged properties and buildings, and to promote the progressive building trend. Later on it was enlarged as an alliance of Hannover citizens who, uninfluenced by political opinions and economic interests or conditions, made it their duty to promote and assist the city’s development. Especially in public discussion it aims at voicing its opinion so as to influence the city’s architectural progress.

Since the Reconstruction Fellowship does not intend to (and cannot) act as a building contractor or trustee, it induces the owners of destroyed properties to form reconstruction cooperatives. The purpose of these reconstruction cooperatives is the reconstruction of war-damaged housing districts by a cooperative effort of the property owners. Following the exemplary foundation, on January 13, 1950, of the Reconstruction Cooperative “around the Kreuzkirche” and other similar cooperatives have been formed — the “Vahrenwald Reconstruction Cooperative.” In 1950, the Reconstruction Cooperative “Around the Kreuzkirche” (Cross Church)” extended the scope of its activities by inaugurating the “Constructa-Block Sudstadt” and in 1955 by embracing the “Calenberger Neustadt.” To propagate, counsel and assist technically, as well as financially, particular building enterprises, the city and the Hannover Reconstruction Fellowship on October 27, 1950, brought about the founding of the “Aufbau” Hannover Trust Company, Ltd. for Residential Construction.

Aside from the already mentioned forms of property owners associations also the Non-Profit Housing Enterprises (Gemeinnutzige Wohnungsunternehmungen), advised by the city, agreed to counsel and guide private owners willing to rebuild their properties.

7. OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

The responsibility for all planning and execution rests exclusively with the city as the proper administrative authority.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

In joint planning conferences the private organizations are the administration’s discussing partners. They voice their opinions and are instrumental in bringing about a public understanding of planning necessities in the press and among the property owners concerned.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS (AFTER 1948):

1) Predominantly residential construction
   i. Around the Kreuzkirche (Cross Church) started by demolition before the war, constructed after the war by building upon destroyed areas.
   iii. Vahrenwalder Street
   iv. Residential blocks around the Welfenplatz

2) Residential construction, greenbelt construction and communication installations
   i. Calenberger Neustadt (Opening up of the river banks and street break-through) - Maxi. Hamburger Allee (Street break-through and residential construction)

3) Traffic square, new shopping center and business buildings
   i. Steintor (Stonegate)

4) Rehabilitation of wooded settlements at the outskirts of the city
   i. Heidegruen and Silbersee

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS:

Future renewal plans (prepared)
1) Rehabilitation of mixed areas built during the early industrialization period (1850–1900)
   i. Charlottenstreet
   ii. Limmerstreet

Annex A (Hannover) BASIC PLANNING PRINCIPLES (HANNOVER) AFTER 1948 (by Hans Stosberg)

1. RESIDENTIAL AREAS

Subdivision of the urban area into clearly arranged and easily to be controlled neighboring districts.
Creation of local subdiVisional centers (shopping center, marketing place, administration structures, restaurants, movies, etc.)

Apportioning of communal installations (schools, churches, day-time nurseries, playing and sporting grounds).

Specified classification of dwelling structures (number of floors, size and kind of flats).

Separation of dwelling house areas from working places (disentangling and rehabilitation of mixed areas).

Spacing

<table>
<thead>
<tr>
<th>Number of buildings</th>
<th>1939</th>
<th>%</th>
<th>1957</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>one- and two-storied buildings</td>
<td>8,120</td>
<td>29.4</td>
<td>15,320</td>
<td>51.6</td>
</tr>
<tr>
<td>three-storied buildings</td>
<td>6,532</td>
<td>23.7</td>
<td>4,892</td>
<td>16.5</td>
</tr>
<tr>
<td>four-storied buildings</td>
<td>7,226</td>
<td>26.2</td>
<td>6,265</td>
<td>21.1</td>
</tr>
<tr>
<td>five- and more storied buildings</td>
<td>4,701</td>
<td>17.0</td>
<td>3,224</td>
<td>10.8</td>
</tr>
</tbody>
</table>

2. WORKING PLACES

Allocation of industrial, trade and business sections (separated from residential areas by permanent green belts, and provided with a suitable communication system). Since 1945 more than two thousand new enterprises have been added to our industrial community.

3. RECREATION CENTERS

Conservation and improvement of green belts (Herrenhausen gardens, Eilenriede woods, Masch-lake).

New installations to better space (reducing of concentration) and co-ordination of the municipal area (Children’s playing grounds, district sporting grounds, swimming pools).

A centrally located public sport park and stadium.

4. TRAFFIC PLANNING

Tangential streets (speedways for transit and terminal traffic) also serving as an intermunicipal communication system.
A traffic regulating ring-road system encircling the city center (connecting serviceable radial feeder roads with the tangential system).

The widening of streets, traffic break-throughs, opening of traffic spaces.

Continued tramway system running in tubes below the street pavement planned only for the city center.

5. STRUCTURAL PLANNING OF THE CITY CENTER

Arrangement and precise demarcation of the central area. Site allocation for structures of a special significance (banking houses, insurance buildings, department stores and retail business, hotels and inns, the Federal State Diet and ministries, municipal administration and other city offices, economic administration branches, cultural structures).

Spacing

MUNICH (Population about 970,000)  Reporter: Hans Högg, Architect, Town Planning Consultant, Bonselstroasse 4, Munich 27, Germany

(Notes: The Reporter makes this City Report only in so far as he was Manager of the Municipal Building Department of Munich (City Planning, Building and Roads) from 1950 to 1956).

1. LEGISLATION:

Federal Republic: Federal Ministry of Dwellings;

State Government of Bavaria: Bavarian Ministry of the Interior: Supreme building authority;

Bavarian Ministry of Finance: Building authority of the supreme finance direction.

2. ADMINISTRATION:

Municipal Administration: Municipal Building Department, City Planning Section;

Planning Association of the Suburban Commercial Areas;

State-City Coordination Committee.

3. ROLE OF CITY PLANNING AGENCY: (See 2 above)

4. ROLE OF PUBLIC HOUSING AGENCY:

Preparation of plans (partially with private architects);

Financing, and superintending the carrying out of construction

5. RELATION OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY; (b) THE URBAN REGION: Compare 7.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

Municipal Building Department.

7. OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

The main burden of complete renovations, most of which are structural, concerning public installations and grounds, and the system of thoroughfares, has been carried by the Municipal Administration.

The State of Bavaria has also financed the rebuilding and structural improvements of the cultural installations such as universities, colleges, museums, etc., and safeguarded the historical zones which are valuable from a city building point of view.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

Private forces could be mobilized for essential improvements in the center of the business part of the city, and to build inter-connected systems of shopping arcades without the use of public funds. Also, new building projects were developed by private people, as for instance the Siemens Company at the Oskar von Miller-Ring and on the state grounds of the Herzog-Maxburg.

Development (layout) of the municipal central area

<table>
<thead>
<tr>
<th>1939</th>
<th>1957</th>
</tr>
</thead>
<tbody>
<tr>
<td>structures</td>
<td>123.2 ha (303 a)</td>
</tr>
<tr>
<td>vacant spaces</td>
<td>51.9 ha (128 a)</td>
</tr>
<tr>
<td>traffic lanes area</td>
<td>101.8 ha (251 a)</td>
</tr>
<tr>
<td>green belts</td>
<td>116.6 ha (291 a)</td>
</tr>
<tr>
<td>waters</td>
<td>2.1 ha (5 a)</td>
</tr>
<tr>
<td>total central area</td>
<td>293.6 ha (724 a)</td>
</tr>
<tr>
<td>number of properties</td>
<td>3,741</td>
</tr>
<tr>
<td>average size</td>
<td>458 sq m</td>
</tr>
<tr>
<td>tramway lines</td>
<td>15.2 km. (9.4 miles)</td>
</tr>
<tr>
<td>apartments</td>
<td>14,716</td>
</tr>
</tbody>
</table>

GERMANY

HANNOVFR

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

A real local renewal building program has not been executed, with the exception of a part of the territory in the Au (a flat area on the bank of the Isar River) for which the Federal Ministry of dwellings made available means for special research and a building loan.

A continuous program for renewal of obsolete and deteriorating urban areas, strictly speaking, does not exist.

The idea and the practice of extensive renewal, however, was decisive for the city planning work in all structural and territorial projects.

A great city planning and structural renewal program was developed within the framework of the total city building and planning program, accepted in all parts by the municipal government and executed in the beginning by securing open areas and buying land, worked out by the municipal building office and carried out by the municipal administration, partially in cooperation with state and federal authorities.

SPECIAL PLANNING AND RENEWAL PROGRAM IN MUNICH:

Systematic planning for schools of all categories has resulted in schools in all parts of the town with adequate buildings and open spaces. Obtained at the same time was a certain opening up of the dense sections in which the school-parks are now situated.

At the same time, a diverting of traffic was obtained by an improved choice of location for high schools (previously all located in the center of town). The disposition of the primary school districts has been in accordance with the sections of the town. The schools serve, partially, as community centers.

At the same time, structural improvements in favor of the city and suburban functions were obtained (for instance Herzog-Maxburg Building).

The shopping center of Munich has been enlarged a great deal in the renewal. Munich, while simultaneously offering recreational entertainment and many stimulating cultural activities, has won the reputation of being a shopping metropolis for northwest industrial territories. The great growth of the central commercial area of Munich is probably without comparison in the Federal Republic.

The purpose: The development of a commercial center with unobstructed traffic was planned with the preparation of special traffic surveys in the spring of 1956. Munich was the first city in the Federal Republic which studied its traffic planning on a wide scientific basis. The knowledge obtained by this survey led to a logical planning of traffic and public conveyances. Special attention has been given to the care of monuments by which the big city building compositions especially have been preserved in their characteristic connections or have been brought to a new value by site and area improvement so that they represent again the visible evidence of a world famous city.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
Great Britain has an active renewal program. Legislation dealing with Town and Country Planning, the prevention of urban deterioration and the removal of slums as applicable to the whole country, has been in existence since 1909.

B. LEGISLATION:
Since the Act of 1909, legislation has conferred most of the powers incorporated in these Acts on the county and municipal authorities, with rights of appeal under special circumstances to the minister responsible for this work within the government, who has authority to take action if the county or municipality should fail to operate the Acts. (See Supplement No. 1 for reference to recent national legislation related to urban renewal).

C. FINANCING:
Source of financing by local bonds or by borrowing from government agencies, counties and municipalities being responsible for servicing loans and for their repayment over periods varying from 20-60 years.

The central government also makes money available to the local authorities by way of grants in respect of housing, town planning and general reduction of local taxation.

D. ORIGIN:
First legislation in 1866 required owners to keep houses in repair and in default the local authority could compel repair or demolition. Successive housing acts enabled certain trusts to undertake early pioneering schemes in some of the larger cities and to establish "model villages", and while this work was vigorously pursued between the two wars, active rehabilitation by way of repair and improvements has only been given real impetus by the award by the municipalities of grants for the improvement, or subdivision into smaller self-contained dwellings, of properties which lack modern conveniences or are too large for occupation by single families, and which have an estimated life of not less than 20 years, or exceptionally, 15 years.

The amount of grant is up to 50% of the estimated cost of the work; 25% of grant is paid by the municipality and 75% by the state.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:

1) PRESENT: 1957 - 50,057,000.

2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop. % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921</td>
<td>42,769,000</td>
<td>33,346,000</td>
</tr>
<tr>
<td>1931</td>
<td>44,795,000</td>
<td>35,314,000</td>
</tr>
<tr>
<td>1939</td>
<td>46,462,000</td>
<td>38,708,000</td>
</tr>
<tr>
<td>1951</td>
<td>48,855,000</td>
<td>38,892,000</td>
</tr>
<tr>
<td>1955</td>
<td>49,574,000</td>
<td>39,346,000</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: municipalities are obliged by the Town and County Planning Act 1947 to prepare general city plans.

2) PREPARATION: The general city plan is prepared by the municipality.

3) STATUS: Most counties and municipalities have now completed their plans, and 72% have been approved by the government (as at 31 Dec. 1957).

4) ADOPTION AT LOCAL LEVEL: The Municipality is responsible for adoption at local level.

5) STATE REVIEW: The State reviews plans by the minister responsible for this work in the government, whose ministry issues directions indicating the general lines on which the city plan should be prepared.

The following procedure is adopted:

(i) The municipality prepares the city plan in the form required by the directions given by the ministry, the content of the plan being entirely the work of the municipality which obtains such authorities as it may be required to do by the state, and as it may think advisable. Consultation with the ministry is usual.

When the plan has been prepared it is submitted to the minister for approval, notices are published and the plan deposited for public inspection, a time limit being set for the receipt of objections.

(ii) Any objections are made to the ministry who forward them to the municipality for consideration with a view to such explanations or amendments as may enable the objection to be disposed of.

(iii) A public inquiry is held by the ministry at which representations are made in respect of objections which have not been withdrawn. The inquiry is presided over by an inspector of the ministry who hears representations from objectors and from the planning authority.

(iv) The minister may approve the plan with or without modification, there being no appeal from his decision other than on legal grounds within a short specified period.

(v) At any time after the approval of the plan a municipality may submit to the minister an amendment or addition to the plan, which has to go through the same stages.

6) EFFECT OF ADOPTION OF PLANS: The actual "adoptions" of the general city plan is the approval by the municipality of the work of the planning department and authorizes the submission of the plan to the ministry for approval. On approval of the plan it becomes a legal document indicating the present and future planning of the country, with a time-table of urban renewal based on need and financial resources and capable of legal enforcement by the municipality.

7) REVISIONS: Town and Country Planning Act of 1947 the obliges county councils and municipalities to resurvey their areas every five years, and to submit to the responsible minister a report of that survey together with proposals for any alterations or additions to their plan which appear to them to be required.

C. PLANNING VIS-A-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS: General city plans include renewal plans.

2) ACTION PROPOSED IN RENEWAL PLANS: City plans do not generally specify the precise methods by which proposals of the plan are to be implemented, but the Planning and Housing Acts contain powers by which a municipality may carry out almost all the proposals if private enterprise is unable or unwilling to do the work. Private enterprise generally takes a reasonable share of new development, but in practice redevelopment of absolute areas is usually carried out by the municipality; it is sometimes done by private owners where the ownership covers a sufficiently large area to make concerted action possible.

While housing legislation enables a municipality to force the demolitions of unfit houses, owners cannot yet be compelled to put houses in repair or to rebuild after demolition. The municipality can, however, acquire, compulsorily if necessary, cleared sites for rebuilding for either housing or other purposes as may be indicated in the city plan; adjacent standing properties can also be purchased if required to produce a renewal area of such a size and shape as will facilitate satisfactory layout and redevelopment.
3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: There is no legal standard covering population densities apart from an over-counting standard (of rooms) in the Housing Acts. General policy affecting renewal is that over-crowded and obsolete inner housing areas are redeveloped mainly with flats, any overall population being transferred either to new houses in the neighborhoods on the outskirts of the same town, to another town to be expanded, or to a new town, depending on the scale.

b. RETENTION OR CHANGE OF PREDOMINANT USE: It cannot be said that there is any general policy on this matter. Whether to retain or to change the predominant use of an area has to be considered against the background of the over-all planning of the town as a whole.

Changing circumstances may very well make desirable the redevelopement of an obsolescent housing area wholly or partly, or partly for housing and partly for industry in order to afford employment in the neighborhood.

Certainly there is no general prejudice against such a form of renewal, apart from the anti-

pathy of some elderly folk to removal from the surroundings in which they have spent the greater part of their lives, but the high cost of moving industry has to be taken into account.

c. HEIGHT AND BULK OF BUILDINGS: There is a fairly settled policy, which however is un-
der constant challenge, that renewal of obso-

ete and deteriorating housing and business areas can only be economically effected by building higher than before, but with a smaller occupation of ground space. The "point block" principle is often adapted for blocks of flats and offices, leaving space between the build-

ings for recreational purposes or car parking.

The increasing height of office buildings is lead-
ing to compulsory provision for off-street car parking and off-street loading arrangements.

d. CIRCULATION PATTERNS: There is general acceptance of the ring road principle, and most town plans provide for an inner ring road around the central area, and an outer ring connecting the main radial routes at or near the outskirts of the town. This major road network permits easy circulation throughout the town as a whole, local circulation in neighborhood areas being effected on the precinct pattern. Much can be done to improve old rectangular street patterns by closing some sections of existing roads and eliminating cross-roads and through traffic without incurring prohibitive costs in the renew-
al or diversion of existing utility services.

e. ARCHITECTURAL DESIGN: It would be true to say that the kind of renewal to be under-
taken in any particular instance dictates the architectural policy to be followed rather than the reverse. Where for example a whole area is to be cleared and rebuilt, the architecture is likely to be contemporary, with frank ex-

pression of construction and a free use of con-

trasting materials. Where, however, renewal is by restoration and rehabilitation, the architec-
tural treatment, both as to design and choice of materials, is generally sympathetic to the character of the existing buildings. In many cases, economics demand the use of modern materials and methods.

f. OTHER ASPECTS: Other factors of significance are the greatly increased space demands for schools and open space, the ever-growing need for special accommodation for the aged, the increasing widths of traffic lanes, and the neces-

sity for roads of greater capacity to handle the traffic generated by higher buildings.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Full provision is aimed at and is generally attainable in new neighborhood units in the outer areas of towns, but is more diffi-
cult in achievement in redeveloped inner areas, especially in respect of open space and playing fields.

5) COMMERCIAL RENEWAL PROJECTS AS MOD-

ERN BUSINESS DISTRICTS: Commercial renewal projects comprise modern business districts; pro-

vision for off-street servicing and off street parking are normally incorporated in similar schemes, but it is usually found necessary to permit some measure of restricted street parking, particularly while reconstruction is in progress. There is some dif-

ferent opinion about the efficacy of pedestrian malls — exclusion of vehicular traffic may ad-

versely affect trade by reducing competitive ability.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:

The county or municipality, in pursuance of statutory duties imposed by legislation, is the agency responsi-

ble for policies and standards.

B. CITY OR COUNTRY POLICIES:

Generally central government appraisal policies apply throughout the country, with some modifications to suit local conditions.

c. CRITERIA FOR APPLYING RENEWAL MEASURES:

Standards laid down by the central government, ap-

plied or adapted as local circumstances require.

D. CRITERIA OF OBSOLESCENCE:

Surveys are carried out by planning and public health departments of counties and municipalities, and maps are prepared indicating the various degrees of obso-

lence of buildings in their areas. In the case of dwellings the main points taken into account are:

structural condition and age, availability of public services, lighting and ventilation, presence or absence of water closets and bathrooms, arrange-
ments for storing and cooking food, heating, hot water supply and drainage. The character of areas is deter-

mined by the same methods, consideration being given to density, spacing, obstruction of daylight, incidence of open spaces, measure of incompatible uses and so on. The results of these surveys having been plotted, the areas most in need of renewal can be found by the sieve method.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:

The location of the cleared area in relation to areas devoted to other uses, direction of wind, suitability for a particular use, accessibility, availability of services, need of the county or municipality for a particular use, and the value of the land, which would be related to all the foregoing conditions.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:

Normally the county or municipality carrying out statu-
tory responsibilities, occasionally by large landowners required to do so by the county or municipality or undertaking renewal as an investment, and sometimes by a partnership of public and private enterprise, the former by resolving by compulsory purchase a multi-

ficiency of ownership, and the latter by erecting new buildings on sites loaned by the public authority.

B. NON-GOVERNMENTAL ORGANIZATIONS IN RE-

NEWAL:

County and municipal schemes are publicized by press reports of council meetings; private residents and citi-

zen organizations can make their views known to members of the local council. Notice of every scheme affecting privately-owned land must be published, and all persons having an interest in any property so af-

fected have a statutory right to object to proposals affecting their properties. The responsible min-

ister has the duty of holding a public inquiry at which objectors may make representations, to which the county or municipality may reply, and the minister can exclude from a compulsory purchase order any prop-

erty whose acquisition is not, in his view, essential to the scheme. The minister can refuse to confirm any scheme if he considers that private loss would exceed public gain.

C. COMPETITIONS:

It is not a general practice to sponsor competitions for renewal proposals.
D. PRESENTATION:

Procedure varies according to the stage at which re-
newal programs are being made. A development plan
may indicate future redevelopment proposals in very
broad outline and to a small scale (six inches to one
mile). When the time for carrying out the project
approaches, a scheme in general detail and to a scale
of at least 1:2500 will be prepared for approval by
the county or municipality, and submission to the re-
sponsible minister.

Objections raised have to be dealt with as just ex-
plained at '4 C' above.

When a scheme has been approved, full specifications
and detail plans are prepared, tenders obtained and
the work put in hand.

E. REVIEW:

Proposals are reviewed by higher authority. Review
is often advisory, but state grants are normally awarded
only to schemes approved by the responsible minister of
the central government.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:

(i) The central government assists in the effectuation
of renewal programs by approving schemes where
satisfied that the resulting public good will outweigh
private hardship, that approval including, where necessary, the confirmation of
compulsory purchase orders, and by the grant of
financial assistance.


(iii) Grants under the Town and Country Planning Acts are made in respect of the redevelopment of war-damaged areas, the relocation of uses dis-
placed by such redevelopment, and the acquisi-
tion of war-damaged sites on which redevelopment
by the individual owner cannot be permit-
ted. The basis of grant is 50% of the annual loss
sustained by the county or municipality by year in the course of the redevelopment of such areas. The amount of grant is, therefore, greatest in the early stages and gradually reduces as re-
development proceeds and the area becomes
income-producing. The costs of acquisition, clearance, roads and sewers rank for grant.

(iv) Thus far grants have been payable under the Planning Acts in respect of the redevelopment of obsolescent areas, but not much use has been made of this facility, and it is expected that such grants will not be available after the end of this

financial year. Renewal of such areas is usually
affected under the Housing Acts, the grant sys-
tem of which is described below (vi to xi).

(v) Grants have also been available under the Plan-
ning Acts in respect of the provision of open
spaces, the enforced discontinuance of existing
authorized uses, building preservation orders and
the removal of certain advertisements. Such
grants have amounted to 50% of loan charges
for 60 years, but are likely to cease at 31 March,
1959.

(vi) Grants in respect of the provision of new housing
are made under the Housing Subsidies Act, 1956, the broad basis, subject to minor exceptions and
additions in special cases, being as described
below.

(vii) Local authorities can obtain grants towards the
provision of housing accommodation, in the form
of houses or blocks of flats not exceeding three
stories in height, at a standard rate of £22. 1s. 0d
(561.74) per annum for 60 years for every family
re-housed from a cleared area.

(viii) Additionally, the provision of one-bedroom dwell-
ings attracts a grant of £10 (£28.00) per annum
for 60 years for each such dwelling in the form
of houses or blocks of flats not exceeding three
stories in height, this grant is made independent
of any slum clearance program.

(ix) Both the foregoing (at vii and viii above) are increased (a) where the new dwellings are constructed in blocks exceeding three stories in height, allowance being made for the provision
of lifts in blocks comprising six or more stories;
(b) in cases where the cost per acre (4840 sq.
yd. or 4434 sq. m.) of developed site exceeds
£4,000 ($11,200) the 'developed site cost' com-
prising the costs of acquisition, clearance and
abnormal levelling or foundwork is included. Such
increase, known as 'expensive site subsidy',
has made it possible for the number of dwellings
provided per acre, but it is adjusted on a valua-
tion basis to take account of non-housing uses
included within the newly developed area (shops, etc.).

(x) Local authorities can also obtain financial assis-
tance towards (a) the provision of homes for wor-
kers to be brought to their areas by the urgent
need of local industry for additional work-
ers, (b) the building of houses for agricultural
workers, (c) extra cost of dwellings in areas liable to
mining subsidence, and (d) extra cost where
houses or flats are specially designed to preserve
the character of their surroundings.

(x) The responsible minister has a general discretion
to increase the rate of subsidy where a local
authority can prove that an urgent need for
dwellings in their area can only be satisfied by
thems, and that this would either impose an un-
duly onerous burden on the local financial
resources or necessitate the charge of unreason-
ably high rents.

(xii) Grants are also available on broadly similar lines
under the Slum Clearance Act, 1958, and the Town
Development Act, 1952.

B. PRIVATE SUPPORT:

So far these have been of a minor nature, but can have
an important place in the preservation of his-
torical buildings and streets, where funds subscribed
privately can both augment the contribution of
national funds and meet the cost of their

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES:

The basic objectives of urban renewal are, broadly:
- elimination of slum housing, prevention of further
- slums by rehabilitation and modernization of sound
- old-fashioned housing, provision of adequate
- schools, playing fields and open spaces, encourag-
- ment of up-to-date industrial development, and
- formation of a roads system capable of satisfying
- modern traffic demands.

2) RESULTS:

It is difficult to assess economic and social results
of the renewal of urban housing. There can be no
doubt that the improved living conditions are an
incentive to good health and better living, and
must result in the better appreciation of the basic

values of life. With post-war legislation restricting rental incomes from household property, the simulation of private enterprise has been difficult. The review of this legislation only now having effect, it is too early to assess the extent to which private enterprise building will be encouraged in this field, but it has undoubtedly benefited in improved business and factory building under such programs.

3) UNEXPECTED RESULTS:

An unexpected result arising from unavoidable delays in the provision of permanent shops in new housing areas has been the development of the travelling shop. Another is the continued existence of local 'housing lists' in spite of the provision of new dwellings sufficient in number to accommodate all the families requiring accommodation in 1945; this probably arises from an upward change in living standards, and because of the subsidized rents of new properties built by local authorities. The rapid growth of the use of caravans (house trailers) as permanent dwellings was also unforeseen as it is unwelcome.

Another disturbing feature has been the failure of efforts to remove badly-located industry from the fringes of large towns; although it was found possible to arrange for the removal of such industrial undertakings to suitable sites in new towns, no effective means have been found for preventing the immediate occupation of the vacated factories by other firms from elsewhere.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE, SOLVING RENEWAL PROBLEM.

Supplement No. 1 (Great Britain) RECENT NATIONAL LEGISLATION IN GREAT BRITAIN RELEVANT TO URBAN RENEWAL

The full text of the several Acts are rather voluminous. Sections of earlier Acts have been repealed by later Acts. Space will not permit the reprinting here of the text on any of these Acts. However, a brief summary of the Acts has been outlined by Mr. J. Paton Watson, the author of the Country Report on Great Britain. This summary relates to the Housing Acts of 1944 and 1957, to the Housing Subsidies Act of 1956, and to the Town and Country Planning Acts of 1947 and 1954. Mr. Watson writes:

"The greater part of the general law relating to Housing is contained in the Housing Act, 1957, but the power to make Improvement Grants, that is, grants to private owners towards the cost of improving substandard dwellings, is in the powers of the Planning Commission (see paragraph D of the County Report on Great Britain, and paragraphs 4 (a) xiv) and 7 (b) (iii) of the Plymouth City Report) is contained in Part II of the Housing Act, 1949.

"Certain of the provisions therein have, however, been modified by Section 16 of the Housing Repairs and Rents Act, 1954 to make improvement grants more attractive.

"The broad effects of the said Section 16 upon Part II of the Housing Act, 1949, are (i) to reduce the period of 30 years (Sections 15 (2) (a) and 20 (3) (e)) to 20 years in normal cases and to 15 years in exceptional cases; (ii) to permit the making of a grant where the unexpired term of a lease (Section 20 (3) (c)) if less than 30 years, is a period equal to that for which the dwellings concerned will provide satisfactory housing accommodation; (iii) to remove the maximum limits of the cost of the improvement work imposed in Section 20 (4), but to limit the maximum amount of grant to £400 ($120) for each dwelling provided or improved, provided that in special cases a larger grant may be made if the Minister agrees; (iv) to make it clear that the proper fees of an architect or other professional person rank for grant.

"Sections 2, 3, 6 – 14 inclusive, and subsections (1) and (2) of Section 31, of the Housing Act, 1949, are repealed by the Housing Act, 1957.

"The purpose of the 1947 Planning Act relating to the preparation of a survey and of a Development Plan, the contents of such Plan, definition of areas of comprehensive development and the purposes for which they may be defined, the designation of land for compulsory purchase, the quinquennial review of survey, modification of Development Plans and so on, are contained in Part II of that Act, Sections 5 to 11 inclusive.

"Powers to control development, including the discontinuance of authorized uses, (Section 26) (subject to payment of compensation – Section 27) and to the cessation of unauthorized users and the removal of unauthorized works (Sections 23 and 24) etc., are contained in Part III of the 1947 Act, Sections 12 – 33 inclusive.

"The provisions of the Town & Country Planning Act 1944 which remain in force are printed, adapted as required, in the Eleventh Schedule of the 1947 Planning Act.

"Part VII of the 1947 Act relating to development charges was repealed by the Town & Country Planning Act, 1953, ... that was the principal purpose of that Act, which comprised only four sections. The position arising from the operation of the development charge system from 1st July 1948 to 18th November 1952 was dealt with by the Town & Country Planning Act, 1954, which also, by Section 50, amends the grant provisions of the 1947 Planning Act (Section 93)."

Supplement No. 2 (Great Britain) RENT ACT, 1957: A NEW LEGISLATIVE TOOL FOR THE EFFECTUATION OR REHABILITATION OF PRIVATELY OWNED RENT PROPERTY RENTED AS SEPARATE DWELLING UNITS. (The Act applies to England and Wales, but does not apply to council (public) housing or housing belonging to other public authorities (such as New Town Development Corporations, housing associations, etc.).

The Rent Act, 1957, has been in operation in England and Wales since 6 July 1957. The effectiveness of this new legislation is just beginning to be recorded. There is every evidence that it has been very successful to date. The Act is lengthy and detailed. Rather than to quote excerpts from the Act we are here citing several sources which indicate the workings of the Act (From a letter written on 30th October, 1958 by J. Paton Watson, City Engineer and Surveyor, Plymouth, Great Britain).
Rent Act

Most fair-minded people knew that the revision of our rent legislation was long overdue. Two wars had imputed into the mind of the public the need for some control over house property rentals and with the Second World War it was automatically accepted and running parallel with subsidized municipal housing, so occupants of rent-controlled houses felt no shame in remaining in properties protected by a war-time Act which kept their rents at 1939 values. In my own case the house I have occupied had been rented since 1936 at £100 ($120) a year and, under the Act, I readily agreed to pay £164 ($180) which is the general basis recommended in the Act of twice the net rateable value, where the net rateable value exceeds £60 ($160) the owner would be justified in asking whatever market rent he could get.

The Act will undoubtedly help owners to maintain their property, but there are still nearly 5 million under control. This Act will, of course, prevent further deterioration in lettable property throughout the country, but will no more than should a free market if rents prevail, because, under our Public Health Acts, local authorities can insist on certain standards of repair being carried out or carry them out in default of the owner.

(From "The Rent Act 1957" by Steel, published by the Royal Institution of Chartered Surveyors of 12 Great George Street, Westminster, S.W.1, London. Quotations supplied by Mr. Watson.)

There are about 15 million dwelling-houses in Great Britain, and these comprise the following:

1. Houses publicly owned (not subject to the Rent Acts) 3,500,000
2. Houses privately owned, and above the Rent Act limits prior to 1957 100,000
3. Houses below the Rent Act limits but let furnished; or let at low rents; or for other reasons not controlled 1,050,000

Total not controlled 4,650,000

4. Houses covered by the Rent Acts prior to 1957 (further analyzed in the Table below) 10,350,000

Total 15,000,000

The 10,350,000 dwelling-houses covered by the Rent Acts prior to 1957 can be further divided in the manner shown in the following table:

<table>
<thead>
<tr>
<th>Dwellings</th>
<th>Great Britain</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) owner-occupied</td>
<td>4,650,000</td>
</tr>
<tr>
<td>(b) let unfurnished and having R.V. between</td>
<td>£41 - 100 in London</td>
</tr>
<tr>
<td></td>
<td>£31 - 75 in Scotland</td>
</tr>
<tr>
<td></td>
<td>£41 - 90 in Scotland</td>
</tr>
<tr>
<td>(c) let unfurnished and having R.V. up to</td>
<td>£40 in London</td>
</tr>
<tr>
<td></td>
<td>£30 elsewheres in Scotland</td>
</tr>
<tr>
<td></td>
<td>£40 in Scotland</td>
</tr>
</tbody>
</table>

Total of dwelling-houses within the Rent Acts prior to 1957 10,350,000


Q.1. Which houses no longer have their rents controlled?
A. (a) Houses with rateable values on 7th November, 1956, of over £40 ($112) in the Metropolitan Police District and the City of London, or over £30 ($84) elsewhere in England and Wales.
(b) All owner-occupied houses. This means there will be no rent control if they are let after 6th July, 1957.
(c) All other privately owned houses let to new tenants, except a widow or other member of the family succeeding to a statutory tenancy.

Q.2. A tenant rents a house which is over the rateable value limit for control. He lives in part of it, and sublets the other part unfurnished. What is the position?
A. The tenancy of the whole house is decontrolled, because the rateable value of the house let is over the control limit. But the sub-tenant remains under rent control if his part is below the control limit.

Q.3. Can decontrol be affected by a proposal to alter the rateable value?
A. Yes, if the proposal was made before 1st April, 1957. If a proposal to reduce the rateable value has not been settled by 6th July, 1957, decontrol is held up until it is. This postponement applies only where the rateable value on the old valuation list (i.e. 31st March, 1956) was below the new control limit.

Q.4. The rateable value of a house is above the limit for control because the tenant has added a garage, or made some other structural change; can this affect decontrol?
A. Yes, the tenant must serve a notice within six weeks after 6th July, 1957, asking the landlord to agree to a deduction from the rateable value for the purposes of the Act. (The actual rateable value for rating purposes will, however, remain unaltered.) If they cannot agree, either can ask the county court to decide whether there has been an improvement, who paid for it, or how much. The Valuation Officer will, unless the parties agree, certify the amount which should be made from the rateable value, and this will determine whether the house stays in control.

Q.7. If a house is decontrolled because its rateable value is over the limits mentioned in Question 1, can the landlord increase the rent or get possession at once?
A. No. There is a standstill period for 15 months after the Act comes into force. This period ends on 6th October, 1958. In the meantime there can be no change in rent (except for rates and as explained in the next answer) and the tenant has the same security of tenure as if the house were still under rent control.

Q.8. Can the landlord and tenant agree on a higher rent during the standstill period?
A. Yes, if the landlord grants a new tenancy for a period of at least three years, at an agreed rent, the standstill will cease and the new tenancy will effect at once.

Q.9. What rent is payable under a new tenancy?
A. That is for the tenant to agree with the landlord, and must depend on the value of the house. If either of them is in doubt about the current rental value of the house, he should get professional advice.

Q.10. Suppose the house is in disrepair?
A. The tenant should point out the defects to the landlord and settle with him which of them should carry out the necessary repairs. The state of repair and the extent of the landlord's liability for repairs should affect the rent to be paid.

Q.11. Suppose the tenant dies before 6th October, 1958, i.e. during the standstill period?
A. His widow, or other member of his family, who would have been entitled to succeed to the tenancy under the Rent Acts, will be entitled to remain in possession for the rest of the standstill period.

Q.16. If the landlord is unwilling to grant a new three-year tenancy, what is the tenant's position?
A. The tenant is entitled to remain in possession until he receives not less than six months' notice from the landlord, and this notice cannot take effect before 6th October, 1958. Whenever notice is given it cannot take effect for at least six months.

Q.25. Which houses remain under rent control?
Q.26. What is the highest level to which the rent can be increased for a house remaining in control?
A. If the landlord is responsible for repairs (other than internal decorations) it is twice the gross value; if the landlord is responsible for (or has elected to do) internal decorations as well, it is 2 1/3 times the gross value. If the tenant is responsible for all repairs, it is 1 1/3 times the gross value.

Q.30. How and when can the landlord increase the rent?
A. He must serve a notice of increase in a special form. He can give this on or after 6th July, 1957, but whenever served, it cannot take effect for at least three months.

Q.31. Can the rent be increased by the whole amount right up to the new rent limit at the end of the three months?
A. No, the increase amounts to more than 7s. 6d. ($5.93) a week. The increase cannot be more than 7s. 6d. a week during the first six months after the notice takes effect - that is, nine months after the notice was served.

Q.34. Are there any rent-controlled houses whose rents cannot be increased to the appropriate limit?
A. Yes. No increase can be claimed if the house is in a slum clearance area or the local authority has taken certain other action under the Housing Acts or Public Health Acts. The tenant can find out about this at the Council Offices.

Q.35. If the landlord pays the rates, can he add these to twice the gross value?
A. Yes, if the rates go up or down the rent will go up or down with them. If the rates go down the landlord will be entitled to a refund for not more than six weeks back.

Q.36. If the landlord provides services, or some items of furniture, can he charge extra for these?
A. Yes. A reasonable charge can be settled in writing between landlord and tenant, or determined by the county court. If there is any change in the cost or amount of the services or furniture the charge can be adjusted by agreement or by the court.

Q.37. Can the landlord continue to charge a rent which is already above the rent limit provided for in the Act?
A. Yes, if the rent was lawfully chargeable under the Rent Acts.

Q.38. The tenant has made improvements which have raised the gross value. Can he get the rent limit altered to take account of this?
A. Yes. He must serve a notice within six weeks after 6th July, 1957 asking the landlord to agree to deduction from the gross value for the purposes of the Act. (The actual gross value for rating purposes will, however, remain unaltered.) If they cannot agree, either can ask the county court to decide whether there has been an improvement, who paid for it, or how much. The Valuation Officer, unless the parties agree, will certify what deduction should be made from the gross value for the calculation of the rent limit.

Q.39. Suppose the landlord makes improvements after the Act is in force?
A. He can increase the annual rent by 8 per cent of his expenditure on the improvements.

Q.41. Can the landlord undertake responsibility for internal decorations if neither he nor the tenant is at present responsible for them?
A. Yes, the landlord can elect in writing to be responsible, and the rent limit will become 2 1/3 times the gross value. If the tenant objects in writing within one month, the landlord's election will have no effect, but if the tenant fails to do the decorations himself, he is liable to be treated as having broken his tenancy agreement.

Q.42. If a shop is let together with living accommodation, what is the rent limit?
A. The gross value of the shop part (the Valuation Officer will give this) is reduced to 3/7. Then this 3/7 of the gross value of the shop part and the whole of the gross value of the residential part are added together and multiplied by two, or the other appropriate figure.

Q.43. If the house needs repair can the tenant prevent a rent increase?
A. Yes.

Q.44. How does he set about it?
A. He can send the landlord a list of defects which he wants the landlord to remedy. The list must be in a special form and the tenant should keep a copy. Six weeks are allowed for landlord and tenant to reach agreement on the defects to be made good. The landlord may do the repairs at once or give a written undertaking in a special form to do them.

Q.45. What happens at the end of the six weeks if the landlord and tenant have not agreed on the defects, or the landlord has not remedied them, or has not given a written undertaking to do so?
A. The tenant can apply to the local authority for a certificate of disrepair, enclosing a copy of the list of defects he served on the landlord.

Q.46. Can a rent increase take effect while an application for a certificate of disrepair is being considered?
A. Yes, but if a certificate is issued later, the tenant than can start deducting from his rent the increase already paid.

Q.64. Does the Act affect the right of a landlord to regain possession of his own controlled house for occupation by himself, or his parents, or children over 18?
A. Yes. Before the Act he could ask the county court for an order for possession, without proof of alternative accommodation, but only if he had bought the house before the last war. He can now do so if he bought before 7th November, 1956. But he will still have to show the court that it is reasonable to grant an order for possession, and that greater hardship would not be caused by granting the order than by refusing it.

Q.68. Does the Act put any new obligation on people who let furnished accommodation?
A. Yes. If the rateable value of the accommodation let is £40 ($112) or less in London (or £30 ($84) or less elsewhere in England) and it is let weekly, the landlord must provide a rent book stating the rent and the other terms of the tenancy in the prescribed form. And the minimum period for notice to quit will be four weeks.

(From an article on page 9 of "The Sunday Times" (London) of 28th October, 1958.

The article is entitled "More is Spent on Repairs: Benefits of Rent Act" and is a report of a speech delivered on 25 October, 1958.

"There is no question whatever, now that the Rent Act is working, that much more money is being spent by landlords on repairs," Mr. Henry Brooke, Minister of Housing and Local Government, said at Worthing, Sussex, yesterday. "Externally one can see that almost anywhere by the outward appearance of houses gradually getting better.

"The necessary jobs are being done because the landlords now can afford to do them. Thousands of houses which might have gone down into slums are being brought up to a good standard.

"People had said that the local authorities in the big towns would be overwhelmed with hundreds of thousands of applications for certificates of disrepair.

"The facts are that in the first year of the Act's operation the number of applications for certificates of disrepair was only two per cent of the total number of houses remaining under control. It was 88,000 of 4,250,000.

"In more than half of these cases - 45,000, to be exact - the landlord undertook to do the repairs, and no certificate had to be issued. Certificates were issued in only 30,000 cases, which is less than one per cent." Five thousand of these had been cancelled because the repairs had now been done.
Mr. Brooke said movement from one un furnished house or flat to another was again becoming possible after 20 years. Eventually this will put an end to the unfairness of under-occupation at a low controlled rent, side by side with tragic overcrowding because families with children could not find anything in the market for them.

As the 20-year freezes begins to thaw out there will at least be a chance for the people who have not enjoyed the artificial luck of a controlled tenancy - the young couples, for instance, who want to start a home and a family.

In the first fortnight from October 6, when Rent Act notices to quit took effect, the number of cases in which the whole of North-West London, where proceedings had been initiated by landlords to get a tenant out and recover possession, was 121.

In Birmingham, a city of over a million people, the number of similar cases in the first few days after October 6 was 12. In Liverpool, a city nearly as large, the figure was two.

"I have never claimed that everything would be easy," added Mr. Brooke. "I have never suggested that all difficulties are over. There are great housing problems to be settled yet. But let us tackle them on the basis of fact and not of fear."

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23a BIRMINGHAM (Population about 1,120,000) Reporter: Sir Herbert J. Mansoni, City Engineer and Surveyor, Civic Center, Birmingham 1, Great Britain

1. LEGISLATION:

Town planning has been in operation in the city for many years. Birmingham's first planning scheme, the Quinton, Harborne and Edgbaston Scheme, approved in 1913, was also the first in the country to be approved under the first Housing and Town Planning Act which was enacted in 1909.

Subsequently, other planning schemes were approved and on the 1st of July, 1948, 25,027 acres (10,132 ha.) were covered by schemes in course of preparation, and were subject to interim control under the Town and Country Planning Acts of 1932 and 1943.

The Town and Country Planning Act of 1947, which came into operation on the 1st of July, 1948, has altered the whole conception of planning. Under this Act the provisions of existing approved planning schemes have been replaced with certain limited exceptions. Planning is now more flexible in character and development plans, prepared under the Act, are subject to revision every five years. This will permit amendments to be made or new proposals to be formulated to meet changing conditions. This is a great improvement on the old procedure, under which it was necessary to make application for amending schemes - a costly and protracted procedure.

The Town and Country Planning Act, 1944, gave powers for the compulsory acquisition of areas of bad layout and obsolete buildings, and the city council in 1946 made the Birmingham (Central Redevelopment) Compulsory Purchase Order, which was confirmed by the minister in June, 1947. It is under these powers that the major work of redevelopment is being carried out today.

The advantage of the expedited procedure under the 1944 Act, was that by sealing a Vesting Declaration and serving notice on the occupiers, the corporation assumed ownership of property in the Order. The settlement of compensation followed the vesting of the properties, and frequently the former owners became the tenants of the corporation until such time as the buildings must be demolished.

The powers of the 1944 Act are now no longer available, and in future redevelopment areas it is necessary to rely on the more restricted procedure for compulsory purchase available under the Housing Act, 1957.

2. ADMINISTRATION:

The principal authority concerned in redevelopment is the Public Works Committee of the city council. This committee is responsible for the survey and analysis of the area and its problems, the preparation of planning proposals for the redevelopment areas, the programming of the redevelopment, for clearance of existing buildings, all civil engineering work, relocation of industry and execution of the landscaping of the public open spaces.

Other committees of the council engaged in redevelopment work, are the Estates Committee, which manages all properties other than houses, and negotiates the details of leases; the House Building Committee which through the City Architect's Department, designs and builds the residential development in the redevelopment areas; and the Housing Management Committee which takes over the renting and management of municipal housing after completion, carries out repairs of the old houses purchased, and undertakes the rehousing of tenants displaced by clearance operations.

Other committees are involved in redevelopment as it affects their specific duties, for instance, Parks, and Education Committees.

3. ROLE OF CITY PLANNING AGENCY; AND

4. ROLE OF PUBLIC HOUSING AGENCY:

As outlined in paragraph 2, the city council, acting through its various committees and technical departments, is the sole authority for carrying out the redevelopment program in respect of housing and ancillary developments such as schools, shops, parks, etc.

In the industrial areas, new factories are being erected by private owners, on land leased from the corporation for a term of 75 years. It is not the policy of the corporation to dispose of the freehold of land, and this is done only for church sites, and a very few other cases where special considerations apply.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR THE CITY:

(a) The plan for the redevelopment areas forms part of the development plan for the whole city and is carefully integrated with the city plan for roads, open spaces and their connection by parkways; major shopping centers and their areas of influence, etc.

(b) THE URBAN REGION:

There is no statutory provision regarding planning of the region as a whole, although the Minister of Housing and Local Government is able to carry out this function by reason of his powers to modify the development plans of county boroughs and county councils submitted to him under the Town and Country Planning Act, 1947. The West Midlands Plan 1948 was prepared as an advisory plan for the Minister of Town and Country Planning by Abercrombie and Jackson.

The displacement of population by redevelopment is creating an urgent problem involving the whole urban region and beyond.

By rehousing people to contemporary standards, an "overspill" is formed which cannot be accommodated inside the city area, in practice it is found that about 55% of the original population of redevelopment areas can be rehoused there.

There is now a permanent Joint Overspill Committee with representatives of the city and the three counties of Staffordshire, Warwickshire and Worcestershire. A committee of technical officers is responsible to it, keeping the overspill problem under review and dealing with applications for planning permission for industrial development.
LONG-RANGE 20-STAGE RENEWAL PROGRAM COVERING 1,400 ACRES OF THE INDUSTRIAL CITY OF BIRMINGHAM. Perhaps the most extensive renewal program under way anywhere. It is planned to be completed in a series of stages, and each group of obsolete structures is earmarked for immediate destruction, or to receive a certain amount of repair and maintenance for limited use and planned disposal.
6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS.

The initiative in the conception and realization of the redevelopment program has been taken throughout by the city council, the provision of satisfactory housing conditions being one of their primary duties as a local authority.

Other organizations have, however, carried out independent technical studies which have been of value in the preparation of planning schemes in the region.

During the war, the West Midland Group on Post-War Reconstruction and Planning was formed, with twenty members drawn from the University of Birmingham, Bournville Village Trust, the City Council, Federation of British Industries, local professional organizations etc. Various committees of the group directed a physical and economic analysis of the West Midland Conurbation which in 1948 was published in book form and called “Conurbation” with recommendations and examples of redevelopment schemes.

The Birmingham Jewellers’ and Silversmiths’ Association first approached the city council, in 1945, to consider the redevelopment of the “Jewellery Quarter” of the city, an area of small, specialist workshops in mainly obsolete property, a private, consultant plan had earlier been prepared, and a redevelopment scheme for the area has subsequently been prepared by the council.

7. BRIEF OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

Development plans (including definition of comprehensive development areas), and Compulsory Purchase Orders for planning or housing purposes require the approval of the Minister of Housing and Local Government, and principal road proposals have to be approved by the Minister of Transport and Civil Aviation. Loans and grants, from national funds are made, under the present system, only for expenditure sanctioned by the appropriate ministry.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION

As outlined in sections 3 and 4 above, private participation in the redevelopment program is limited to industrial building, and a few special types of building, churches, clubs, public houses, etc.

It is inevitable that owing to the cost of acquisition and clearance of land, relocation of industrial and commercial firms and the reduction of total population of the redevelopment areas, plus the cost of providing non-revenue producing facilities such as parks, schools, school playing fields, that the scheme is unlikely to be attempted by a private developer.

In the preparation of planning proposals, however, it is necessary to consult representative bodies such as the National Union of Manufacturers, the Federation of British Industries, the Chamber of Commerce, the Jewellers’ and Silversmiths’ Association, the Birmingham and Midland Wholesale Brewers’ Association, the Interdenominational Committee of Birmingham Churches and individual members, Birmingham Parent-Teachers Association, and Birmingham Council for Community Associations in addition to electricity, gas, sewage and water authorities, as well as the Post Office in respect of telephone mains.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS.

By the time that comprehensive powers of compulsory acquisition became available in the Town and Country Planning Act, 1944, the city had defined five areas of “blight” covering nearly 1,400 acres (567 ha) of which 1,000 acres (400 ha) is unoccupied property. In 1945 the city council gave its approval and a Compulsory Purchase Order was made in February, 1946, under Section 9 of the Act. The public inquiry was held in July, 1946 and the Inquiry confirmed the Order in June, 1947, mostly with “expedited procedure”. The Compulsory Purchase Order involved the acquisition of nearly 30,000 houses, 3,916 shops, and 2,300 industrial and commercial premises as well as 385 special buildings such as licensed premises, churches, cinemas, etc.

Having acquired this property the first task was to repair the houses to make them tolerable, the living conditions in dwellings which would inevitably have to remain occupied for a number of years. This policy of the corporation eventually became of such importance that the practice influenced subsequent legislation.

In dealing with such vast areas it is to be remembered that the 30,000 houses were occupied by 102,000 persons and that it was inevitable that the realization would be spread over a period of years and so, because techniques and ideas may change, principles of purpose and of design were laid down.

The first principle of purpose was that this project is not merely the clearance of slums and the erection of new homes. It is an experiment in city rebuilding to provide a new background to the lives of the citizens that they may enjoy to the full the benefits of ideas that have been coupled the second principle of purpose: that the city is fundamentally an industrial city and that re-planning should facilitate the industrial expansion merely continuing the prosperity of the city.

The design principles were to relate the redevelopment to the plan for the city, to segregate the land uses, to form residential areas with character and individually based on “centers of interest” to punctuate the areas, to retain wherever possible the existing street pattern and services, to promote road safety by proposing road improvements and street-closures, to admit the free flow of traffic on the principal traffic routes and to provide public open space at the standard of 4 acres (1.6 ha) per 1,000 persons in the form of part of the parkway system for the city.

Within this scope, therefore, a design was prepared based on contemporary standards and thoughts to produce an urban setting in contrast to the suburban housing estate. Each of the five areas has been replanned based on this design which being schematic is sufficiently flexible to be adapted to the physical restrictions of particular local circumstances.

The land has been separated into 5,829 houses, 392 shops, 217 factories, commercial buildings and 48 other buildings such as churches, etc. On the positive side, 1,185 dwellings have been erected and 522 dwellings are under construction while later this year, 1,217 dwellings will be commenced.

Other buildings are also going up. A nursery school has been constructed, a secondary school is in progress and 4 other schools will be commenced this year and in another case where the school will be retained the school site has been extended to provide better facilities for the children. Shops and a club are completed and a church has been commenced.

Industry, too, is playing its part. Thirty two factories have been erected, 5 are in the course of erection and 90 leases have been approved by the Public Works Committee to industrialists who are being disturbed by corporation schemes to erect their own premises. Other "disturbed" industrialists have not the capital to erect buildings. Therefore, has erected two fitted factories at a cost of £657,000 ($372,400), the Duddeston and Nechells flatbed factory has 46 units with a floor area of 117,000 sq. ft. (10,853 m²). The Bath Row flatbed factory has 71,000 sq. ft. (6592 sq. m) of floor area divided into 25 units capable of further subdivision into 32 units. At the same time the committee has also converted a tram depot into 10 unit factories. In addition as part of the overspill policy the Public Works Committee has acquired at £133,000 ($372,400), 10 void factories which will be leased to "disturbed" industrialists.

About 2½ acres (1 ha.) of public open space has been laid out while work on a further 19 acres (7.7 ha.) will commence this autumn.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS.

The phased program for the present five redevelopment areas extends over a total period of 20 stages, of which five have so far been completed. At present each stage occupies 1 year, but it is planned that 3 stages can be taken to expedite the process.

There are approximately 25,000 unit houses in the city outside the five areas, and the Public Works Committee have defined a further 37 areas, covering 1,582 acres (681 ha.), in which is their intention eventually to carry out the same procedure of clearance and rebuilding.
The land available for house building within the city boundary will be used up within the next few years and it is necessary that there must be a considerable movement of population beyond the present boundary if redevelopment to the present density standards is to continue. Whether this additional housing land is to be found by extension of the city boundary, by the building up of small towns in the region, by the establishment of new towns, or by a combination of these methods, is not yet resolved, and it is, paradoxically, on the solution of this problem, affecting rural sites far outside the city boundary that the future progress of redevelopment of the blighted central areas may depend.

INTRODUCTORY NOTE (by Mr. Bryant)

The history of Coventry is very unusual among English cities. It missed the "Steam Age of the Industrial Revolution" but caught up towards the end of the 19th century. The population has therefore multiplied four-fold in this century. You will appreciate the many problems this has brought in its train, quite apart from blitz damage in the center. The central area, in any case, was hopelessly inadequate and would have had to be re-built, blit or no blitz. On the other hand we do not have, as most English industrial cities have, great areas of slums. Of the 3,300 dwellings scheduled as unfit under the 1936 Housing Act, half were destroyed in the blitz, leaving a very small residue which we are now rapidly replacing. Our problem in Coventry is not a slum problem, but the city center is surrounded on three sides by areas of blight and from partial war-damage. Two of these, Spon End and Hillfields are scheduled as Comprehensive Development Areas in the statutory development plan and we hope to schedule another one at the statutory five year review.

Meanwhile, our urgent problem is to make some sort of impression on the existing Comprehensive Development Areas and we are about to start building the first ten-storey maisonette block in Hillfields. So far, progress has been slow because we have had to give priority to catching up with the immediate post war urgent need for housing. Now this has been met, by and large, and the whole emphasis in our building is shifting from the great housing estates on the outskirts to redevelopment. The suburban housing program has substantially been completed.

The four paragraphs constitute a portion of the report on a more extensive survey by Columbia University students. (See the last section of Part Three in this Handbook.)

1. LEGISLATION:

The 1944 Town and Country Planning Act provided the powers under which the damaged central area was made subject to compulsory purchase by the city and comprehensively developed. The 1947 Town and Country Planning Act made the City Council a Statutory Planning Authority and the Statutory Development Plan has not been approved by the Ministry of Housing and Local Government.

2. ADMINISTRATION:

The City Council, at its first meeting after the blitz in 1940, established a Planning and Redevelopment Committee, charged with the duty of securing a worthy redevelopment of the city. The old center was so outgrown that plans to rebuild it were already being made, even before the blitz provided the opportunity.

3. FINANCING:

The finances of redevelopment are rather complex because different aspects of the plan are financed by different departments of the central government. Roads, for example, are classified and the central government makes a hundred percent grant towards trunk roads. The Inner Ring Road around the new center, for example, is being constructed on a basis of a 75% grant from the central government. Other roads carry lesser percentage grants. The housing subsidies by the central government have recently been withdrawn except for special cases such as accommodation for old people, but the government grants cover 60% of the cost of school building. Broadly, the answer is that the cost of redevelopment is split between the central and local government. Comprehensive development areas are divided into redevelopment units within which the ultimate profit and loss balance must be struck and central government grants are calculated on a basis of the balance for each unit. The financial relations between central and local government are about to be radically altered by the introduction of a block grant system replacing the specific grants now paid.

4. SPONSORSHIP OF RENEWAL PROJECTS:

Planning in this country is a statutory matter. Cooperation of voluntary organizations is valuable from a publicity angle and as a means of enlisting public opinion in support.

In Coventry the city council is, in principle, acquiring as much of the central area as possible. New building is done either by the city as a municipal enterprise, or by private developers on 99 year ground leases. Elsewhere outside the center, private and public enterprise both contribute. For example, of approximately 21,000 houses built since the war, more than 13,000 have been provided by the council, and the remainder by private enterprise.

REPORT ON PROGRESS COMPREHENSIVE DEVELOPMENT AREAS

INTRODUCTION

Redevelopment is a continuous, almost natural process, by which the urban fabric of a town is renewed and has, in the past, resulted in the gradual but complete change of the character of an area within the span of a lifetime. This process of urban renewal is represented in the work of the committee in three principal ways:

(a) Rebuilding of individual buildings, in the main initiated by individual developers and controlled by means of planning legislation;
(b) Schemes by the corporation or private individuals for the redevelopment of small pockets of outworn property;
(c) Comprehensive Development Areas.

In the case of (b) above, it is inherent in the very nature of the problem, that the need for such schemes will be found in the older areas, principally within the triangle formed by the railway lines or in the old village centers. A number of such schemes have been presented to the committee, for instance Crab Hill Lane - Eden Street Area, or the Red Lane Industrial Area (which was the subject of a report in June 1957). It is the intention that as and when staff is available, the whole of the older areas of the city will be surveyed and similar schemes for their rehabilitation will be prepared. Piecemeal rehabilitation of this nature is suitable only for isolated sites and in the more complex areas of war damage, blight or obsolete layout it is, in my view, essential that they should be treated as a whole and defined as Comprehensive Development Areas in order to assure an over-all control of the character and programming of the development, it is essential that the land should be in one ownership.

This report is concerned only with the Comprehensive Development Areas, and while these form the major contribution to redevelopment in other aspects just mentioned, have a significant contribution to make to the character and appearance of the city.
In addition to the designated areas there are two Clearance Order Areas in the Spon End Comprehensive Development Area involving approximately 216 dwellings and these are due for clearance in about a year's time. These sites should be integrated with the enlarged redevelopment areas which have been suggested.

While it is anticipated that for the most part redevelopment will take place as a series of major schemes of development, it is considered that from time to time small sites will become available (by serving of Section 19 notices) which would be suitable for development for their permanent use in either a final form or in some temporary way. Such cases might be use of a site for a children's playground which would later be modified and incorporated in the permanent open space.

Similarly some existing housing which would be retained either permanently or for a period of 15 years or more and which might benefit internally from improvement grants might equally benefit from a rehabilitation scheme for its environment.

Schemes such as these, in or adjacent to the Comprehensive Development Areas, would not normally be included in a major redevelopment project; nevertheless it is believed that they could appreciably raise the general level of appearance of an area and it is considered desirable that provision is made for such expenditure.

**PROGRAMING**

It cannot be stressed too strongly that the rate of progress of redevelopment is dependent on two aspects of the Council's housing policy:

1. the number of new dwellings which are to be built each year on cleared sites in the redevelopment areas, and
2. the number of new dwellings (which, each year, can be allocated for the accommodation of people displaced by redevelopment).

These two aspects are amplified below:

1. Since 1945 it has been the Council's policy to concentrate on building housing estates in the outer areas as the quickest means of meeting the needs of the housing waiting lists, and it has only been in the present financial year that provision has been made in the housing program for building on cleared sites in redevelopment areas. This policy has inevitably tended to inhibit any extensive program of acquisition of redevelopment sites.

In the current year it is hoped to start in the Comprehensive Development Areas 92 dwellings and in the 1959–60 program it is hoped to start 160 dwellings in the Comprehensive Development Areas, and 50 dwellings in other redevelopment areas.

It is estimated that the total number of dwellings which it will be necessary to provide in the course of redevelopment are:

- (a) Hillfields and Spon End
- (b) Additional Comprehensive Development Area
- (c) Other redevelopment areas

2. The overspill from the Comprehensive Development Areas is estimated at 1,800 persons, or say approximately 550 families and as a consequence an average of some 50 dwellings per year will be needed in the outer areas to keep up the rate of development moving...
COVENTRY, THE DETROIT OF BRITAIN, THROUGH REBUILDING AND RENEWAL IS CREATING A NEW HEART FOR A DYNAMIC COMMUNITY.

Below: View of the model of Coventry's central pedestrian 'urban island'. This is an excellent demonstration of a central city multi-use area. Dark roofs show buildings completed or under construction. When finished the island will provide, within convenient walking distance: shopping center and retail market, numerous office buildings, high-rise apartment buildings, hotel, restaurants, civic center, theater, cultural and amusement area, churches, art and technical college, off-street parking areas and multi-level parking garages, and plenty of vehicular-free areas for pedestrian activities.

Above: View up Hertford Street. Congestion and confusion in the old narrow streets. Mixed traffic in central areas results in danger, poor circulation and poor business.

Above and below: Upper portion of shopping center precinct looking towards Broadgate and St. Michel's tower. Shops in this area on two levels. Model of reconstruction in showcase.
It will be seen therefore that the number of new dwellings allocated to each of these purposes is the key to the pace at which redevelopment can take place. It is of course important that the relationship between the two figures is such that the work can proceed smoothly, but this is largely a matter of programming once the policy of the number of new dwellings to be allocated has been laid down. As an illustration of the magnitude of the problem some 250–300 houses would be needed each year to complete the present program during a period of 15 years.

It must be emphasized that once the bombed sites have been built upon, residential redevelopment will have no effect at all in reducing the house waiting list, and it is desirable therefore that it should be treated as a separate item of social policy. A separate housing program will be necessary to deal with general renting. Equally so the renting policy for the residential redevelopment areas will have different aims from that at present operating, and the importance of achieving a balanced community of the type suitable for the central areas has already been stressed.

Of the existing designated sites, two, Queen Street and Hope Street, will be used in the current year’s building program. Three sites, Thomas Street, Adderley Street and Yardley Street will be utilized in the 1959–60 program. This will leave Cross Street, Sackville Street, Butts and the Declaratory Order Area site on Spon Street unused. It is estimated that these sites will provide space for approximately 320 units or a little over a year and a half’s program at the 1959–60 level. There is, therefore, on this basis, sufficient land now available and in the “pipe-line” to cater for the present housing program for redevelopment areas until 1961. If it is assumed that a time lag of two years must be expected between the designation of a site and the completion of its purchase, it follows that new designations for a further period, up to the time of the 1st development plan review, must be put in hand by early next year. The amount of land designated at this time will be dependent on the size of the housing policy adopted.

The designation of new areas for compulsory purchase involves an addition to the development plan as provided for in Section 6 (2) & (3) of the Town and Country Planning Act 1947 and the process involved is as follows:

1. The making of the addition to the Development Plan by Council, submission to the Minister, and placing amendment on deposit.
2. Public Inquiry;
3. Approval of additions by Minister,
4. Investigation and referencing of ownership;
5. Making Compulsory Purchase Order by Council under Section 38 of Town and Country Planning Act 1947;
6. Public Inquiry, if any objections are made;
7. Confirmation of C.P.O. by Minister and completion of purchase;
8. Relocation of existing users and clearance of site.

It will be obvious that the suggested time lag of two years between designation and purchase may in fact prove optimistic. In addition to the administrative procedures to be followed, the speedy completion of a C.P.O. relies to a certain extent upon the cooperation of the persons whose land is to be acquired which is of course not always forthcoming. A large number of officers only are available within the council departments concerned and the committee will appreciate that these officers are already engaged on similar proceedings for the central area and inner ring road.

**SLUM CLEARANCE**

The two major clearance areas lie within the Spon End Comprehensive Development Area and both are the subject of Clearance Orders. These are:

1. Coventry No 57 (Hertford Place) Clearance Order 1957
2. Coventry No 58 (Thomas Street) Clearance Order 1957

23 smaller areas in both Hillfields and Spon End have been declared clearance areas. These areas contain in total 159 dwellings and vary in size from 3 to 20 dwellings each. These clearance areas were recorded in October and November 1957 and thus powers of acquisition will not be available under Part III of the Housing Act 1957 until 18 months after clearance. Power of acquisition under Part V of the Housing Act would also appear to be available but as these do not have any particular development implications it is considered more appropriate that these areas should be designated together with adjacent land as and when required for redevelopment and acquired under planning powers.

**SUMMARY**

1. The approved development plan forms the basis of all work in the Comprehensive Development Areas and these proposals should be kept under critical review as work proceeds.
2. The basis of the Comprehensive Development Area plans was to create balanced communities; nevertheless those areas of high density housing close to the city center have a particular purpose in serving needs of single persons and families without young children. The nature of the housing can reflect this.
3. The three-dimensional layout of the area should remain within broad zone limits and will be the result of the most suitable program to be included. A broad policy is required however for siting and location of the multi-storied development.
4. The first group of designations covered bombed sites; these are limited in size and scattered. Further designations should aim at linking these original sites to form more significant areas of redevelopment.
5. For the most part redevelopment will take place as a series of major schemes. It is anticipated that in and around the Comprehensive Development Areas small sites will become available in advance of these major schemes and resources should be available for the development of these sites as they become available and rehabilitation of the areas of better property which is to remain permanently or for a considerable period.
6. The program of residential redevelopment should be considered as a distinct item of social policy and separate from the provision of houses for general renting. Houses built for redevelopment will not relieve the house waiting list. A program of 250–300 houses per year for redevelopment purposes would allow the present schemes to be completed in 15 years.
7. Sites at present designated would allow for redevelopment up to 1961 and due to time lag in acquisition further sites should be considered for designation in the near future.

**RECOMMENDATIONS**

1. That an average annual program of 250 dwellings should be allocated for redevelopment purposes for the next 15 years in order that the provisions of the development plan for the Comprehensive Development Areas shall be fulfilled and the other redevelopment schemes be carried out.
2. That the City Architect and Planning Officer in conjunction with the other officers be requested to prepare a detailed program of housing development to implement this policy.
3. That the City Architect and Planning Officer in conjunction with the other officers be requested to prepare a detailed program of housing development for other uses, (shops, factories, etc.) arising from 1 and 2 above.
4. That the City Architect and Planning Officer be requested to report on the details of such further designations for the compulsory acquisition of land as will be required to fulfill the program outlined in 2 and 3 above.
5. That the City Architect and Planning Officer be requested to report on possible schemes for rehabilitation, development or planting in advance of major schemes in and adjacent to the Comprehensive Development Areas.
6. That to implement the decision taken in 5 above, the council should be asked to provide substantial sums of money in capital estimates each year to enable such schemes to be carried out at the discretion of the Planning and Redevelopment Committee.
1. PROGRAM:
There is an official renewal program under way in the city.

2. PLAN PREPARATION:
The preparation of plans for renewal projects is a responsibility shared by Town Planning Department (original over-all plans), the City Architect's Department (details of development project), and the City Engineer's Department (detail of road projects).

3. RELATIONSHIP OF PLAN PREPARATION AGENCIES:
The work of the three responsible agencies mentioned above is coordinated through the City Architect's Department.

4. SPONSORSHIP OF RENEWAL PROJECTS:
A. Official: General plans are official, with small individual sites as private development.

5. FINANCING:
A. National Government: The national government subsidies about 50% of loss in cost of acquiring structures, and reuse in town planning and renewal projects.
B. State or Provincial Government: Renewal projects approved by the Secretary of State for Scotland, with assistance for housing through national government's funds and local government rates.
C. Local Government: Subsidy of renewal projects in part through local rates.

6. RENEWAL PROJECTS AND GENERAL PLAN:
Under the Town Planning Act renewal programs and projects must be approved by the Planning Committee and in the case of corporation development, by the Secretary of State for Scotland.

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**LIVERPOOL**
(Population about 800,000) Reporter: Ronald Bradbury, City Architect and Director of Housing, Blackburn Chambers, Dale Street, Liverpool 2, Great Britain.

Further provisions in the Housing Acts provide for the repair, improvement, and conversion of existing residential property. Powers to require the repair of residential property are also contained in the Public Health Act 1936. Owners of residential property who wish to carry out improvements or wish to convert existing property so as to provide additional dwelling accommodation can obtain grants for up to half the cost of such work with a maximum of £400 ($1120) grant. Further details of the procedure under the above legislation, which is common to all local authorities in England and Wales, will be found in the report of Plymouth, Great Britain. Somewhat similar legislation exists for local authorities in Scotland.

2. ADMINISTRATION:
The City Council is responsible for the control of nearly all forms of development which take place within the city boundary by virtue of the powers given to them in the Town and Country Planning Act of 1947. The city's development plan, which is subject to approval by the central government, acts as a broad policy framework within which a decision on each individual piece of development can be determined. This control is administered by the Post-War Redevelopment and the Highways and Planning Committees of the Council, who are advised by the City Engineer and Surveyor, who is the Planning Officer, and also by the City Architect and Director of Housing and other chief officers when appropriate.

Apart from controlling and co-ordinating development by private individuals and organizations, the City Council through its various committees initiates development directed towards urban renewal. For example, the Post-War Redevelopment Committee acquires land (particularly in the central areas of the city which suffered considerably from bomb damage) in order to insure comprehensive development of the area to a satisfactory layout; the Highways and Planning Committee is responsible for the improvement of the road system, including the construction of a number of new roads; the Housing Committee acquires land and carries out the majority of the new building in connection with renewal of areas zoned for residential use; and further buildings and facilities are provided by the Education, Health and Parks and Gardens Committees of the City Council.
5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY

The city of Liverpool is, of course, only one, although by far the largest, of the towns around the estuary of the River Mersey which form what is commonly termed "the Merseyside Conurbation" and its planning problems are inextricably tied with those of the whole region. Liverpool's major planning problem, in common with that of some other cities in Great Britain, is the conflict between the demand for expansion — of housing, industry and all the ancillary services — and the restrictions on expansion caused by the lack of land suitable for development and the "Green Belt Policy" of preventing any further growth of the urban areas. According to the evidence in the case of the city, it is possible that in the years 1971 to 1975 there will be virtually no land left for further housing and industrial development apart from such areas as can be cleared in the renewal program. Just outside the city boundary there is now nearing completion a new town, Kirkby, of 60,000 population, planned and built by the Housing Committee of the City Council with the assistance of the Lancashire County Council in the provision of certain education, health and highway services. A number of smaller areas around the periphery of the city have also been approved for future development, but these, together with such building as will be possible within the city, will be sufficient to last for only about five years.

Agreement has been reached with the Lancashire County Council (the planning authority for the majority of the surrounding area) that, apart from the areas mentioned above, there will be no further expansion of the urban area and that all subsequent development will be in the form of "new towns" or the expansion of smaller existing towns, all at some distance from the city. The proposals up to 1971 include for 48,000 persons to live at Skelmersdale which will be virtually a new town about ten miles northeast of the city, and 11,000 persons at Widnes, an existing industrial town about four miles southeast of the city. It is also hoped to provide further accommodation by expansion of existing towns on the opposite bank of the River Mersey in Cheshire.

The major factor that determines the speed at which renewal of residential areas can take place is the rate at which families from insanitary property can be provided with new accommodation. Because of the congested conditions in such areas, the density is far higher than can be attained with present day space standards and, consequently, a large number of families will have to be housed outside the central areas of the city, and many will indeed find that their new home is ten miles away. The continuing supply of dwellings in these new development areas, whether they be within the city or ten miles distant, is therefore vital to the success of any renewal program. The city's house building program also provides, of course, for the removal of congestion in existing dwellings in addition to the replacement of demolished property.

The present policy of the City Council is to allocate half the total accommodation available each year to families displaced from demolished dwellings. In recent years about 3,000 new dwellings have been provided each year, although the rate of production is now falling due to cuts in capital expenditure and site difficulties.

Renewal of the outworn business, shopping and industrial areas of the city is naturally very greatly dependent on the activities of private enterprise. Further expansion of existing shops, offices and industries, where they rely upon the city for their business, is limited to the extent that the city's population figure is likely to remain fairly static, although the general rise in the living standards will, in any case, stimulate some expansion. Limited expansion may also result from the fact that other towns in the Merseyside Conurbation, which look to Liverpool for some of the more specialized facilities of shopping, commerce, education and entertainment, are still growing in size and prosperity.

Much of the city's industrial development is directly dependent upon the general trends in trade and industrial expansion throughout the country, and is particularly related to Liverpool's world position as a major sea port. These valuable, and largely unforeseeable, factors
make it impossible to be dogmatic about the scale of renewal in existing industrial and business areas.

Considerable success has been achieved since the war in introducing to Merseyside additional industry of a type which is not directly dependent upon the port and the fortunes of international trade. This has considerably reduced the general level of unemployment and the potential danger of mass unemployment which is likely to affect any town dependent upon only one type of trade. In the last four years nearly 400 industrial projects have been built on Merseyside with a total floor space of over 12 million sq.ft. (1,114,187 sq.m.) but a large proportion of this development lies outside the Liverpool city boundary

Renewal in the central shopping and office areas of the city has resulted from two main causes. The first of these is readily apparent to any visitor to the city but is, we hope, of a non-recurring nature, that is the complete devastation of an area of nearly twenty acres (8 ha.) by bombing during the war, within which there formerly existed many thriving shops and business premises. A large proportion of this devastated area and some adjacent properties have been acquired by the City Council in order to secure satisfactory comprehensive redevelopment. Part of the land has been based to private business and commercial interests and rebuilding is now proceeding.

Renewal of existing property is also taking place because many buildings are old, cramped, badly lit and generally unsuited to modern business methods; these factors impelling renewal are additional to or often independent of the outside influences of city and regional expansion and national prosperity.

It is thus fairly clear that, although Liverpool itself, unlike some other industrial cities and some of the other towns in the Merseyside region, will not in the future expand in size and population to any marked extent, renewal will take place in the older residential and commercial and industrial parts of the city through the demands for more space and better buildings, which result from rising standards of living and progressive industrial and commercial methods and processes.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

Renewal of obsolete residential areas has so far been almost entirely carried out by the City Council. Private enterprise activities have been restricted to a limited amount of con-

version of large houses into flats or, where the house lies within a large plot of say ½ acre (2 ha) or more, the demolition of the house and development of the plot with a number of small type houses suited to present day standards.

In the case of industry, shops, offices, warehouses, etc., renewal has been entirely by private enterprise either as a speculative financial investment by building societies, insurance companies, and property investment companies, or as a rebuilding of existing property so as to provide additional and more suitable accommodation.

It seems likely that the renewal of the large areas of sub-standard residential properties will continue to be carried out by the local authority as there is no indication that private organizations regard it as an attractive venture. Some of the subsidiary buildings within these areas, such as shops, are being provided by private enterprise but not on a large scale.

7. BRIEF OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

The responsibility and participation of the central government has been limited to the exercise by the responsible ministers of their powers to approve the City Council's major proposals including Orders for the Compulsory acquisition of land and property, and to authorize the payment of grants and subsidies. (See 5(a) of the Country Report for Great Britain.) No actual works of renewal have been undertaken directly by any government department.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

Private enterprise activities have been restricted almost entirely to the rebuilding of the business and industrial areas of the city as noted in 6 above.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

The major Central Area (non-housing) Project is the re-construction of the area devastated by bombing. Plans for this area are described in the booklet "Housing and Planning 1952". Almost the whole of the main shopping street (Lord Street) has now been re-built and a small town garden has been laid out, but the remaining land is being retained for the proposed bus station, further shops and offices and, possibly, extension of municipal offices and other civic buildings. No major road schemes have yet been carried out but it is hoped to commence the first stage of the Inner Ring Road in the near future.

Model of the Everton Heights Redevelopment Scheme. When completed, this project will house a population of 39,000 persons.

Outline of renewal projects in Everton Heights Redevelopment Scheme. Compare these areas with photo of model and with air-

photo of one completed unit.

Airview of a completed portion of the Everton Heights Redevelopment Scheme showing new pattern of mixed development.
The renewal of obsolete residential areas has been taking place in Liverpool since 1864 and has today become a major project in the city's activities. Details of housing activities up to 1951 are fully described in the booklet "Housing Progress 1864 to 1951". The following notes give some idea of the present overall situation and details of one of the major renewal areas are given in the booklet "The Everton Heights Redevelopment Area". At the request of the central government all local authorities submitted in 1955 a report on the problem of slum clearance and of proposals for dealing with the problem. This report revealed that in January 1955 the 204,486 dwellings in the City of Liverpool 29,059 were unfit and suitable for demolition (all but 2,372 of these were in the inner zone of the city). In addition there were 61,274 houses requiring substantial repairs. It was proposed to demolish 9,800 of the unfit houses in the subsequent seven years and it was shown that to replace them 13,000 new dwellings would be required as some existing dwellings contained more than one family.

In 1955 there were 4,800 dwellings still standing which the City Council had resolved to demolish and about 1,500 additional houses are now being acquired by the Council each year in order to secure their clearance. It is estimated that since 1945 nearly 6,000 families from just under 5,000 dwellings have been rehoused from insanitary property, and by the demolition of these properties some 120 acres (48.6 ha.) of land have been cleared.

The size of the City Council's slum clearance activities in the period 1945 to 1958 is indicated by the following figures showing the total number of properties within all the areas which the City Council has already cleared or has resolved to clear as soon as the necessary orders have become operative. Nearly 10,000 dwellings containing almost 12,000 families on sites totaling some 250 acres (101 ha.). On sites cleared as a result of the above operations or by bomb damage the number of new dwellings completed since the war is now over 4,000. It is anticipated that clearance will continue for the next ten years or so at the rate of 1,400-1,500 families rehoused per year and that new dwellings will be erected in the cleared areas at the rate of 800-1,000 per year. Considerable areas of land already cleared or in process of being cleared are being set aside for development for purposes other than housing — such as schools and public open spaces.

For all the major redevelopment areas the City Council has now approved outline zoning plans determining the allocation of land for all purposes; and detailed layout plans showing the proposed form of future development have been prepared for all areas where renewal is expected to take place in the next five years or so.

(d) LONG RANGE RENEWAL POLICY AND PROSPECTS
The replacement of the remaining 25,000 or so dwellings which are at present deemed to be unfit will probably take at least 18 years, although, even this rate of progress is dependent upon a continuing supply of new dwellings at the rate of 2,500-3,000 per year. There are, in addition, many thousands of dwellings which in 15-20 years time will undoubtedly have fallen into the category of "unfit". The actual rate of deterioration for this type of property is, of course, greatly dependent upon the degree of repair and maintenance which it will enjoy during the coming years. The existing density in the areas which will be redeveloped - 15-20 years hence is less than in the areas now being cleared and this will to some extent minimize the amount of new accommodation which will have to be provided on virgin sites beyond the present urban area of the city.

However, it is quite clear that in Liverpool the clearance of obsolete residential property and the development of new sites to accommodate the overspill population will be a continuing problem for probably 30 years at least.

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23e LONDON (Population about 8,400,000) Reporter: Hubert Bennett, Architect to the Council, Architect's Department, London County Council, County Hall, Westminster Bridge, London, S.E.1, Great Britain.

1. PROGRAM:
An official renewal program is under way in London.

2. PLAN PREPARATION:
In the County of London (population 3,240,000) which is the central part of a region with a population of about 10 million, town planning (including plans for renewal projects) is undertaken in two ways. Firstly, in accordance with the County Plan a great number of applications from both public bodies and private interests for development are dealt with from day to day. Civic Design still consider all new proposals in cooperation with developers' architects. According to that plan also projects for new roads, schools, public housing and open spaces are carried out either by the Council or Metropolitan Borough Councils. Secondly, a number of areas for comprehensive development have been selected and approved by the Minister of Housing and Local Government under a special provision of the Town Planning Act. These areas, which extend to 2,288 acres (923.1 ha.), are planned in detail. They were chosen because of widespread obsolescence and war damage. In addition, other areas are dealt with in detail without use of the special legal procedure.

3. ROLE OF CITY PLANNING AGENCY:
A. and B. Planning and housing agencies: The overall Slum Clearance Programs are divided between the County Borough Councils. So far as the former is concerned, these programs are administered by the Housing Committee in consultation with the Town Planning and Public Health Committees.

4. ROLE OF PUBLIC HOUSING AGENCY:
All projects are officially sponsored.

5. FINANCING:
A. National government: A grant is payable by the national government towards the cost of the provision of new dwellings to replace those cleared. This grant varies according to the type of dwelling provided and its cost.
B. State or Provincial Government: Not applicable.
C. Local Government: The part of the cost not paid by the national government is borne by the local authority.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL
Initiative for starting and promoting renewal programs has been taken by the London County Council and the Metropolitan Borough Councils.

7. OUTLINE OF
(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION; and (b) PRIVATE RESPONSIBILITY AND PARTICIPATION: All renewal projects are carried out by the local authorities concerned in conformity with the County Development Plan.

It should be noted that the London County Council is the planning authority for the whole
area of the County of London, with the exception that certain powers are delegated to the City of London.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS. Descriptions are given of certain areas including some which although not legally defined as Comprehensive Development Areas are being replanned in detail in a similar way:

BUNHILL FIELDS AND THE BARBICAN AREAS.

These adjoining areas lie outside of the City's center, astride its northern boundary. Before World War II they comprised congested buildings on narrow streets with a mixture of commercial and industrial uses, interspersed with tenement blocks built by Housing Trusts in the 19th century.

Over three quarters of the total of 80 acres (32.4 ha.) of these combined areas were destroyed during the War.

Post-war policy has encouraged the return of residential development to the center of London and is being implemented within these areas by two different methods:

1. BUNHILL FIELDS AREA — A master plan has been prepared by the London County Council and is being put into effect by the voluntary cooperation of private land owners in the case of non-residential development and the Corporation of London and the Peabody Donation Fund in the case of residential development. The City Corporation's Golden Lane scheme is an outstanding example of residential redevelopment at a density of 200 persons per acre.

2. BARBICAN AREA — This area comprises approximately 40 acres (16.2 ha.) owned by the Corporation of London. In the joint scheme by the L.C.C. and the City Corporation a scheme is envisaged which combines tall office blocks along Route 11 and on the eastern fringe with a residential neighborhood, at a density of not more than 230 persons per acre.

The proposals for the residential part, conceived by the consultants, Messrs. Chamberlin, Powell & Bon, are impressive in scale and bold in principle. The scheme comprises 9-story flats around a Roman square, 20-story towers and a crescent-shaped 9-story block. Communal facilities such as a concert hall, a swimming bath and a theatre are also envisaged here in addition to a School of Music.

Pedestrian circulation will be on elevated platforms which form a podium for the whole 40 acre (16.2 ha.) area, beneath which there will be ample car parking accommodation.

Ancillary buildings such as shops, public houses, theatres, a swimming pool and schools will form part of the neighborhood: the necessary servicing being from beneath the podium.

The provisions made in the development plan for public open space adjacent to St. Giles' Church and the bastions of the Roman Wall will be implemented, and a proper setting provided for the historic relics.

ST. PAUL'S AREA.

St. Paul's Cathedral, Wren's masterpiece, begun in 1675, replaced the original edifice destroyed in the Great Fire of London.

A second conflagration, in World War II, destroyed the majority of the surrounding commercial center of the city, but left the cathedral intact.

The city's needs called for the replacement of its lost center, but this problem involved the deeper issue of providing also a fitting setting for St. Paul's Cathedral. The Corporation of London, accordingly, engaged Sir William Holford to prepare a master plan for the redevelopment of this area.

Sir William's proposals, approved with reservations by the Minister of Housing and Local Government, provide for a scheme of intimate inter-related pedestrian squares, surrounded by buildings of moderate height, punctuated with a few carefully-spaced high blocks. The majority of the floor space would be allocated to office use with, however, proper provision for shopping and commercial needs.

The character of these proposals is one of contrast with rather than an echoing of the Renaissance theme expressed in the Cathedral itself. The rectangular squares and the contemporary architectural idiom envisaged in the large-scale model of Sir William Holford's proposals provide a crisp, light and yet firmly-enclosing background to the cathedral. The visitor, free from interfering traffic, will be encouraged by the pedestrian plazas, terraces and upper level viewing galleries to view in leisure the dominant mass of the cathedral and such public ceremonies or exhibitions which will be staged from time to time within the precinct.

TOWER HILL AREA.

The Tower of London, a Norman fortress on the site of a Roman camp on the north bank of the Thames, houses the Crown Jewels and is steeped in the history of England.

Extensive areas to the north and west, laid waste by enemy action during World War II, have presented a unique opportunity for providing the Tower with a proper setting.

The Corporation of London and the London County Council propose jointly to meet this challenge with a lay-out which will provide new buildings in a dignified setting and allow free pedestrian access to the Tower itself.

The lay-out will include office buildings grouped around pedestrian squares, and a multi-story car park and motor coach station, with shops and restaurants to serve visitors to the Tower. Existing monumental buildings such as Trinity House would receive an enhanced setting and the traditional nautical connection of the area strengthened by the provision of waterfront offices for the General Steam Navigation Co., Ltd., and a new Nautical College and hostel.

Additional public gardens are proposed close by the college, while the approach to the Tower would comprise a wide pedestrian concourse leading down from the Seamen's Memorial to the river. Underground car parking is envisaged for coaches bringing visitors to the Tower and for private cars of visitors and office workers.

STEPNEY POPULAR

This is the largest of the eight Comprehensive Development Areas and contains 1,312 acres (531 ha.). The area is an extremely complex one which possesses all the serious major defects to which attention was drawn in the County of London Plan. These include excessive density and obsolescence of existing housing, lack of open space, mixture of users, particularly with housing, and traffic congestion. In addition to these defects, the area has been subject to extremely heavy war damage. The Council has approved an average residual density of 136 persons per acre which by 1971, when the major part of the redevelopment has taken place, will, it is estimated, result in a total population of approximately 100,000. This compares with an existing population of 107,000 and a population in 1939 of 217,000. The overspill in this area will therefore amount to no more than 7,000. The drop in population since 1939 has been accounted for most entirely by war-time conditions when people moved out of the area to other parts and have never returned.

The area has been replanned as a series of thirteen neighborhood units each containing its own community, educational and shopping facilities. The shops have been grouped into compact units forming either main or local shopping centers. The main shopping groups have been designed in the form of precincts, off main traffic roads but adjacent to them. Their location is based on established concentrations of shops, Christ Street and Walney Street. At the moment shops are distributed along the main roads or isolated within residential areas.

The area is seriously deficient in open space; there is only 0.52 acre (21 ha.) per 1,000 persons compared with an ultimate provision of 3.6 acres (1.45 ha.) per 1,000 persons and an interim objective of 2.5 acres (1 ha.) per 1,000 persons. Most of the existing open space consists of disused burial grounds and small squares, King Edward VII Memorial Park being the only area of open space of any considerable size.

The open space proposals envisage a distribution of small and large areas to cater respectively for the local needs of the neighborhoods and for people living over a wider area.
BRITAIN

The most important of these larger areas is the broad belt of open space proposed to link the southern parts of Stepney with Victoria Park to the north. Included in this proposal is King George’s Fields, of which 13½ acres (5.46 ha) have already been laid out. The new open space is linked together by green walks.

The problem of the existing inter-mixture of users is necessarily a difficult and expensive one to solve and the Comprehensive Development Area map indicates detailed zoning proposals for the area. The industrial zones are mainly centered along the banks of the canals or near the docks where many industries are already established. Certain areas of land, however, have been set aside to accommodate non-conforming industrial users which are regarded as being redeveloped and which are considered to be tied to London. Similar proposals are made for dealing with commercial and office users.

The proposals for reducing traffic congestion in the area indicate a considerable reduction in the number of intersections, particularly with regard to the number of minor roads abutting on to main roads. The major intersections will, in most cases, be dealt with by means of roundabout proposals. These include schemes at Gardiner’s Corner (Aldgate), and the Rotherhithe Tunnel and Blackwall Tunnel approaches. Widening of most of the main routes is proposed, but this program is of necessity a long term.

The existing road network is quite irrational and wasteful of land, the new development has consequently been planned on much larger and economical units of land than was previously the case. In all new development proper parking and unloading facilities are insisted upon unless it is quite impracticable to do so.

The evolution of housing lay-outs in the Comprehensive Development Areas has naturally reflected the various experiments in flat and house design of the last few years, and the close working between planning and house building has ensured conformity from small scale zoning plans right up to working drawings. The new forms of development which are now becoming the chief design elements are tall towers of flats set well apart and wherever possible integrated in an open space system, with the main accommodation provided in four-story maisonettes, which lend themselves well to a modern interpretation of the traditional English square. Groups of larger dwellings in the form of two-story houses can also be provided in the larger schemes.

In addition to the problems within the neighborhoods there have been the other major uses, such as communications, open spaces, industry and commerce. Railways have remained more or less static (as have the statutory carriers), and road projects have been curtailed by government limitation. A good deal of land has, however, been bought for safeguarding, as it has also been purchased for the accommodation of non-conforming industries.

WARWICK CRESCENT AREA, PADDINGTON

The Warwick Crescent area is situated in the north-west of London within the Metropolitan Borough of Paddington. It is an area with a strong physical definition being entirely bounded by the Grand Union Canal to the north and a major radial route — Harrow Road — to the south.

The site of originally developed in the mid and late nineteenth century and has been steadily decaying over the last two decades. Many of the characteristic symptoms of urban blight are present with depressed housing conditions, overcrowding, inadequate sanitary facilities, obsolete schools and lack of public open space and amenity. Redevelopment of this type of area inevitably results in a large overspill of population and work must be phased over a number of years. Extensive physical and social surveys have been undertaken and a detailed scheme prepared, the execution of which will be undertaken solely by the London County Council.

The western section contains sound pleasant mid-nineteenth century buildings which form an integral part of a group around the canal basin. These are to be rehabilitated. The center sector is to be redeveloped principally with four-story blocks retaining much of the existing street par-
for improved main road communications for the considerable dock traffic, and includes the duplication of the Rotherhithe Tunnel. A replanned residential community is under construction with new schools, churches, seamen's missions, riverside open space and industrial and commercial areas.

SUB-CENTERS IN SOUTH LONDON.

In addition to these, detailed study is being given to redevelopment problems in South London's important sub-centers such as Woolwich and Lewisham.

ROEHAMPTON AREA IN Wandsworth, and Brandon Estate in Southwark.

Extensive urban renewal in the form of large-scale residential redevelopment has been taking place and is continuing both in the inner areas of South London — such as the Brandon neighborhood in Southwark and in the Roehampton developments overlooking Putney Heath and Richmond Park, where high and low buildings with their schools and shops have been placed in the park-like landscape.

At Brandon, a mid-19th century estate has been replanned as the center of a neighborhood and will be partly rehabilitated by conversion and modernization and partly by new housing, which constitutes three-quarters of the total development and includes 18-story blocks of flats.

(d) LONG RANGE RENEWAL POLICY AND PROSPECTS:

As financial conditions permit and as building work on these areas is completed, the extent of these areas will be increased and new areas of radical renewal will be undertaken. This will continue concurrently with the rebuilding of South London on individual sites within the existing road structure, which constitutes the majority of all current development.

Above: Model of Barbican Redevelopment Area. Dwelling units in 9-story blocks of flats and in 32-story residential towers. Pedestrian traffic will be elevated over the entire 40 acre site with the ground level providing ample car parking. Neighborhood facilities and services will be available within easy walking distance.

Above: Model showing part of the Stepney Central Community. This area will provide a variety of dwelling unit types from two-story structures, through four-story maisonettes to carefully placed high-rise apartments.

Left: Stepney-Poplar Redevelopment Area. This 1,312 acre area, when redeveloped will house about 100,000 as compared with a present population of 107,000 and a pre-war population of 217,000. The area is being replanned as a series of 13 neighborhood units which will be primarily pedestrian urban islands. All main vehicular traffic will be channelled around these protected precincts.

Right: Golden Lane Scheme in the Bunhill Field Area. An outstanding example of high-rise, high-density residential development.
1. LEGISLATION:

(i) Within its own area the Council of a municipality such as Plymouth (county borough) is an autonomous, all-purpose authority, dealing with all civic matters concerning its citizens, subject only to the general law of the land and the wishes of the citizens.

(ii) National legislation reserves a good deal of supervisory control to the central government, but the initiative in all local matters lies with the municipality. The general method of financing municipal projects is by the raising of a loan for the amount of expenditure involved; all proposals to borrow money must be approved by the board of the central government, which decides the period of the loan (20 years for roads, 40 years for buildings, and 60 years for land), and this is perhaps the most effective method of control at the disposal of the government. Another very important method lies in the grant system by which the central government contributes towards the costs of certain projects, especially those in the field of renewal and reconstruction, but only if the project has government approval.

(iii) Urban renewal in Plymouth has been carried out in the main by the City Corporation, that is to say, the citizens acting through the Council of 80 elected members, using the powers conferred by the relevant national legislation, namely, the Town & Country Planning Acts, 1947 and 1954, the Housing Acts of 1949 and 1957, and the Housing Subsidies Act, 1956.

(iv) Most of the new buildings in the reconstructed central area, however, have been financed and built by private enterprise, as explained later, at (7).

(v) The Town & Country Planning Act, 1944, was enacted to enable municipalities to deal with the reinstatement of areas of extensive war damage ("blitzes"). This Act contains special provisions for the acquisition of land, designed to ensure that reconstruction can commence with the minimum of delay and continue without interruption, and to overcome the difficulty — sometimes the impossibility — of tracing the owners of blitzed sites.

(vi) Under this Act of 1944, the responsible minister could make an order declaring that an area of extensive war damage should be laid out afresh and redeveloped as a whole, and that its should, together with any lands required for relocation purposes, be subject to compulsory purchase for that purpose. Any owner of property in the area concerned could object to the making of such an order, and to any subsequent compulsory purchase order, but if the first (Declaratory) order was made, any compulsory purchase order relating to the area concerned could be opposed only on the ground that the time was not ripe for the acquisition of the said land by the corporation.

(vii) After an interval of two months from the date of publication of the confirmation by the responsible minister of such a compulsory purchase order, the municipality could take possession of any land covered by the order, whether occupied or not, after giving not less than fourteen days' notice to any occupier. These powers are still available although the greater part of the 1944 Act has been repealed.

(viii) Full advantage of these powers has been taken in Plymouth, and reconstruction has proceeded smoothly and continuously since 1946. It is expected that about another ten years will see the substantial completion of the reconstruction of the central area. Already 108 acres (43.7 ha.) of the former built-up area of the city has been purchased and developed.

(ix) Local authorization of any scheme is given by a resolution of the Council to that effect. Projects are usually first discussed and worked out in a committee consisting of 12 members of the Council, being then submitted to the full Council for authorization.

(x) A municipality can carry out a project which the central government is not willing to approve, if the expenditure involved is within the financial resources of the municipality without the raising of a loan, but few substantial renewal projects could be carried out on this basis.

2. ADMINISTRATION:

(i) Local organization of post-war redevelopment started immediately after the blitz of 1941, when the preparation of plans for general reconstruction were put in hand. A scheme covering not only Plymouth as it then existed, but considerable areas around the city, was worked out by the author in consultation with the late Professor Sir Patrick Abercrombie, and was published in book form in 1943 under the title, "A Plan for Plymouth".

(ii) That scheme took account not only of the renewal requirements arising from wartime destruction, but also of the needs which would arise from the intensification of the prewar slum clearance problem by the increased rate of deterioration due to the suspension during the war period of normal repair work, and from the additional wear and tear on dwellings caused by the overcrowding which was bound to follow the destruction of thousands of houses, together with the natural reluctance of property owners to repair dwellings which might soon have to be demolished in connection with post-war redevelopment.

(iii) The plan estimated that post-war requirements for new dwellings would number about 32,700. Actual experience has proved the substantial accuracy of that figure, for 16,700 homes have already been built.

(iv) At the time of its conception, "A Plan for Plymouth" was an advisory scheme having no statutory authority, but it was unanimously approved by the City Council in September 1944, and adopted as a basis for post-war reconstruction.

(v) Implementation of the plan has been, in the main, the responsibility of three committees of the Council, namely, the Reconstruction, Housing and Planning Committees. Any difficulties arising from differing points of view are dealt with at meetings of the chairman and vice-chairmen of these committees, and decided by the Council, who coordinate the work of all the various committees.

(vi) Committees are advised by the chief officers of the various departments of the corporation, namely, the town clerk, who deals with legal matters and general procedure, the City Engineer and Surveyor, who is also the City Planning Officer and director of a large Public Works department, the City Architect, responsible for the design of public buildings and houses, the Medical Officer of Health, who advises on public health and sanitation aspects, condition of dwellings, etc., Director of Education regarding schools, and the City Treasurer who states the financial position.

(vii) The work of the Council is integrated with that of the public utility services by a Coordinating Committee of Officers. The utility undertakings bear the cost of mains in completely new developments, but in areas of comprehension they are compensated in respect of the cost of new mains necessitated by the abandonment of existing mains arising from the extinguishment of highways, subject to adjustments in respect of the net economic value of old mains, increase in capital value of the undertaking, variation in receipts, etc.

(viii) The Council consults a Churches Planning Committee as to the provision of places of worship, and works with a Licensing Planning Committee in respect of the distribution of premises supplying intoxicants.

3. ROLE OF CITY PLANNING AGENCY:

(i) Planning functions are discharged by the City Council through the Planning Committee, acting on the advice of the City Engineer & Surveyor in his capacity as City Planning
Officer. The Planning Section of his department is responsible for the preparation of all planning schemes, and for the development plan as required by the Town and Country Planning Act, 1947. Surveys preliminary to any planning proposals are carried out by that section, which prepares all the necessary plans, reports and other data, and which, in collaboration with the Reconstruction Section of the same department, formulates all program proposals (see 7 (c) (i)). The Planning Section also deals with the administration of the various forms of planning control under the same Act.

(ii) The Plymouth Development Plan was approved in September 1956 by the responsible minister and included all the principal proposals of "A Plan for Plymouth", thus giving them statutory force.

(iii) An essential part of the development plan is the program (or time table), shown in plan form on the various program maps, and described in words in the written statement. That program covers all the proposals of the development plan, including completely new works as well as renewals. The basis on which it was prepared is described below at 5 (vii).

4. ROLE OF PUBLIC HOUSING AGENCY:

(i) The Council's duty as Housing Authority is to ensure that houses which are not fit for habitation are not used for that purpose, and to secure that alternative accommodation is made available for families which have to be moved from unfit dwellings.

(ii) The Housing Committee, on reports from the Medical Officer of Health, what houses are unfit, which can be dealt with by repairs and which must be demolished or closed. Owners aggrieved by the committee's findings have a right of appeal to the law courts.

(iii) When the making of a clearance order is under consideration, the City Planning Officer advises as to (a) what other properties should be included with the unfit dwellings to form an area of size and shape convenient for effective redevelopment, (b) for what purposes the land in the clearance area should be redeveloped, (c) where dwellings for the re-accommodation of the inhabitants of the area can best be provided, and (d) costs and program.

(iv) A clearance order is of no effect until confirmed by the responsible minister. If any owner affected objects, the minister holds a public inquiry before deciding whether or not to confirm the order. If he confirms the order he may do so with or without modification.

(v) If the Council wish to acquire the land for redevelopment, they will make a compulsory purchase order at the same time as the clearance order, and the two orders will be considered together.

(vi) When a clearance order has been confirmed, it becomes the Council's duty to provide for the rehousing of the inhabitants of the area concerned, and a scheme for that purpose is prepared.

(vii) Building tenders are invited, and when loan sanction has been obtained from the responsible ministry, the works are put in hand. The layout of roads and sewers is carried out by the City Engineer's Department, that department also tenders for houses, and normally erects a significant proportion of all the new dwellings required, as several contracts are awarded simultaneously in order to expedite progress.

(viii) Where the municipality acquire the land in a clearance area, site value only is paid in the case of dwellings unfit for habitation, market value being paid in respect of other properties in the area.

(ix) If the municipality does not wish to purchase a clearance area, the owners concerned may, after demolishing the unfit dwellings, either themselves rebuild or sell the sites for private redevelopment. In either case the new buildings must be to the satisfaction of the Council, but this procedure is followed only in the case of very small areas, or of individual unfit dwellings.

(x) The Council can make improvement grants designed (a) to assist owners of reasonably sound houses lacking modern facilities to bring them up-to-date, (b) to facilitate the conversion into two or more self-contained dwellings of sound houses too large for occupation by one family. So far the response to the scheme has been disappointing.

(xi) Up to 50% of the cost of the improvement works may be awarded as a free grant, 25% of that amount being paid by the municipality out of borrowed monies, and 75% by the amount of grant is £100 ($120) per dwelling produced, but no grant is given if the improvements cost less than £100 ($280).

(xii) The property concerned must have an expected "life" of at least 20 years (15 years in some exceptional cases), and any repairs needed to put it into good condition must be carried out at the sole cost of the owner. The improvement works must include all items necessary to bring the house up to modern standards, so that after the work has been done the house will (normally) have an internal water closet, a fixed bath, sink, hot and cold water supply, drainage system, adequate provision for storing, preparing and cooking food, gas or electric light, heating and fuel storage, and will be in reasonably good repair, free from damp, with satisfactory natural lighting and ventilation.

(xiii) Improvement grants are made on the advice of the City Engineer, who supervises the work involved, as well as all other private building work in the city.

(xiv) Conditions attached to the making of an improvement grant regulate the rent at which the property may be rented, and provide for repayment of the grant if the property is sold within 20 years from the date of the grant. The maximum rent permitted takes account of the outlay expended on improvements.

(xv) A municipality has no power to carry out improvements and repairs to properties not in its ownership. If an owner refuses to carry out repairs to make a house fit for habitation, the municipality must make a closing order (on the whole or part of a property) or a demolition order. Where a closing order is made the rooms affected may be used for any purpose, other than housing, if approved by the municipality.

(xvi) As regards improvements, however, the municipality's only course would be to acquire the property, either by agreement or compulsorily. Up to the present this method has been used in Plymouth only on a very small scale, but includes the conversion of houses into single-room units, with a common kitchen and bathroom on each floor, for 3 or 4 old people. In some other towns, notably Birmingham, considerable numbers of sound, but old-fashioned houses have been acquired by the municipality, with the object of improving them and avoiding their gradual degradation into slums.

5. RELATIONSHIP OF RENewAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:

(a) The City; (b) The Urban Region

(i) The City of Plymouth has a population of 220,000, and comprises an area of 13,136 acres (532 ha) approximating to a circle just under six miles (9.7 km) in diameter. It includes most kinds of development from the purely urban (in the central area) to the purely rural (in the parts farthest from the central area). The areas beyond the city boundary are partly rural, apart from three dormitory areas, the average population of each of which is about 8,000.

(ii) Thus, whereas many cities are fully built up and surrounded by an urban region with which the city has to maintain close co-ordinated relations, Plymouth itself is the only urban region with which the Council is concerned. The "comprehensive planning program for the city and urban region" is therefore one and the same program, (but see comment at 7 (c) (i) below).
Nevertheless it became obvious during the preparation of the development plan that the method of presentation of proposals for the inner densely built-up areas of the town, where war damage and blight were heaviest and where redevelopment would have to be on a comprehensive basis, would have to be much more detailed than would be necessary in the outer areas, where replanning mostly comprised small-scale individual projects, or the development of new residential neighborhoods on virgin land, for which a somewhat diagrammatic delineation would be adequate.

Accordingly, two types of maps were prepared, one at a scale of six inches to one mile (1:10,560) showing in a generalized form the planning proposals for the whole of the city; the other at a scale of twenty-five inches to one mile (1:2500) showing in detail the planning proposals for the parts of the city defined as areas of comprehensive development.

Programming for the areas of comprehensive development was carried out in four 5-year stages, but for the remainder of the city only three program indications were given — one for the proposals expected to be carried out in the first 5-year period, one for the remainder of the 20-year period of the plan, and the other for a few projects not expected to materialize within that 20-year period.

The development plan includes seven areas of comprehensive development, totaling 767 acres (318 ha), nearly 8% of the entire present developed area of the city and no less than 30% of the built-up area as it existed in 1910.

Programming was carried out on a dual basis; firstly, projects were arranged in approximate sequence of priority, and secondly, the amount of work which could be carried out in each 5-year period was computed from the known average labor output, in terms of £ per man-year for the various types of development involved, and the estimated labor force expected to be available; these factors being adjusted until a satisfactory program was obtained.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

(i) Only one local organization can be said to have initiated actual renewal work in the sense considered at this Seminar, apart, of course, from the Sutton Dwellings Trust, an organization comprising 161 bungalows for private owners who have carried out renewals of their own properties. The local organization in question is the Old Plymouth Society, who are actively assisting in the rehabilitation of the sixteenth-century quarter of Plymouth. Numerous old buildings in that area, constructed as houses, are now used for habitation, and the City Council has, on the initiative of the Housing Authority to terminate their use as dwellings; to demolish them and build modern houses or flats on the sites would, however, destroy the historic character of the area.

(ii) The corporation are therefore buying the properties, and the Old Plymouth Society have agreed to lease them for 999 years, to carry out renovation and adaptation work, and then to rent them for non-residential purposes, such as antique shops, private clubs, offices and so on. Plans showing the proposals are now before the Council, and it is certain that the scheme will prove a success.

(iii) The Sutton Dwellings Trust (a charitable organization established by a successful businessman which built 7,990 houses in 24 large towns throughout the country between 1900 and 1960), has constructed on virgin land about three miles (4.8 km) from the city center, a village-type settlement comprising 161 bungalows for private persons. The development includes a shop and a community building, and is nearly completed. While this development has the character of addition to, rather than renewal of, housing accommodation, it is a most valuable contribution to the general reconstruction of the city, and provides much-needed accommodation for old people who formerly lived in near-slum conditions. It must also be stated that the municipality has assisted this trust by a grant of £3,765 ($10,542).

(iv) In 1952 a small number of private persons combined in what was known as a "Self-Help" association to build twelve houses for themselves by pooling their own labor. They financed construction costs themselves, but the corporation assisted by laying roads and sewers, and by making the land available on 999 year leases, with option of purchase after 10 years.

7. BRIEF OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:

(i) The responsibility and participation of the central government has in the main been limited to the exercise by the responsible minister of his powers to make Declaratory Orders, to confirm Compulsory Purchase Orders, to approve disposals of land, and to authorize the payment of grants and subsidies as provided by statute (described in S. A. of the Country Report for Great Britain).

(ii) It had been hoped that the government would make a contribution in kind to the rebuilt city center by erecting a large office building, to accommodate government departments, in an area zoned as an office precinct, but because of financial restrictions when such a scheme might otherwise have been considered, the actual building contribution by the government comprises only two new post offices, other government departments being housed above shops in a building financed by a leading insurance company.

(iii) In other directions the government has done much to facilitate post-war reconstruction and development in Plymouth. Orders relating to reconstruction after war damage, relocation of displaced users, slum clearance and new housing have been made as follows:

<table>
<thead>
<tr>
<th>TYPE OF ORDER</th>
<th>PURPOSE</th>
<th>TOTAL AREA COVERED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Declaratory Orders</td>
<td>Redevelopment of blighted areas</td>
<td>515 acres (208.6 ha)</td>
</tr>
<tr>
<td>Compulsory Purchase Orders</td>
<td>Redevelopment of blighted areas</td>
<td>198 acres (80.2 ha)</td>
</tr>
<tr>
<td>Compulsory Purchase Orders</td>
<td>Relocation of displaced users</td>
<td>25 acres (10.1 ha)</td>
</tr>
<tr>
<td>Clearance Orders</td>
<td>Slum clearance</td>
<td>32 acres (13.0 ha)</td>
</tr>
<tr>
<td>Compulsory Purchase Orders</td>
<td>New housing in areas</td>
<td>34 acres (13.8 ha)</td>
</tr>
<tr>
<td>Compulsory Purchase Orders</td>
<td>Development of new housing units</td>
<td>1,641 acres (664.4 ha)</td>
</tr>
<tr>
<td>Compulsory Purchase Orders</td>
<td>New housing (infilling etc.)</td>
<td>348 acres (140.9 ha)</td>
</tr>
</tbody>
</table>

(iv) The municipality's total expenditure to date on acquisition of land, clearance and compensation in areas of comprehensive development is approximately £65 million ($18,200,000). From the lands leased to developers the city is now receiving ground rents at the rate of £176,700 ($494,760) per annum, and in respect of the land required for reconstruction the government grant for 1957/58 was £24,500 ($69,440) and for 1958/59 it is expected to be £22,000 ($61,600), i.e. 50% of the loss.

(v) The city's total post-war expenditure on housing account thus far amounts to £21 million ($56,800,000) and the current rate of housing subsidy is £317,975 ($890,330) per annum in respect of 18,700 dwellings, about 4,000 of which were erected before the war.

(vi) In respect of improvement grants the government has contributed £9,645 ($26,906) to date.
(b) PRIVATE (NON-GOVERNMENTAL) RESPONSIBILITY AND PARTICIPATION.

(i) Private enterprise has played a very material part - 90% of all new buildings erected in the new city center have been constructed by private developers on sites leased to them for 99 years by the corporation.

(ii) Elsewhere in the city the contribution of private enterprise is on a very much smaller scale. The number of houses erected by private developers since 1945 is only 20% of the number erected by the corporation in the same period.

(iii) The amount expended by private owners in improvements or conversions of houses is (in 1945) £72,800 towards which £12,850 (536,008) has been paid in improvement grants.

(iv) Notes under this heading would not be complete without mention of the moral support given to the Council by citizens and private organizations ever since reconstruction started soon after the cessation of hostilities. While the war was still in progress, models and particulars showing the proposals of "A Plan for Plymouth" were on public exhibition in nearly all the country; lectures were given, and the works in the city and district exhibitions all over the country. The public has been kept informed at all stages of the Council's proposals, and the public support thus enlisted and retained has been a major factor in securing smooth and continuous redevelopment. The public boldness of the proposals captured the public imagination, and although dissident voices have been raised from time to time, there is no doubt that the scheme will progress to its intended fulfilment.

(v) Particulars have already been given at (i) & (ii) above about private participation now in progress in the rehabilitation of the historic quarter of Plymouth.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

(i) At this point it may be opportune to draw a distinction between the meaning of the word "program" as it appears to be used in the Seminar synopses, and as it is commonly employed in Great Britain. In the former it seems to be intended to describe, as a whole, a set of proposals for actual works to accomplish some purpose and the steps by which these works will be carried out. In Great Britain a set of proposals for actual works is generally called a "plan," "scheme," or "project," and the word "program" being applied to the time-table according to which the scheme is intended to be implemented.

(ii) Post-war redevelopment in Plymouth can be summarized broadly under five main heads: the reconstruction of the central area and other areas of major war damage, slum clearance, redevelopment of inner areas for housing purposes, provision of new roads and other neighborhood units in the outer areas, and new provision for industry. These are briefly described below (iii) to (v).

(iii) The central area, commonly known in Plymouth as the city center although it is close to the southernmost point of the city's circumference (see fig. 5 (a) above) is in course of complete reconstruction. Before its destruction it closely resembled many other English towns in the complete absence of a logical plan; the shop-streets were main traffic routes, and the area as a whole was a heterogeneous collection of incompatible uses. The new street pattern is completely different - it is based on a Roman cross, with a ring road which will completely surround the area, enclosing a series of separate use zones, each of which has its own road system arranged on the precinct pattern. Displaced users have been relocated elsewhere. 50% of the ring road has been completed, and the buildings so far erected are roughly 65% of the total planned. The foundations of a massive block of maisonettes and flats has been completed; this is the first new building in the civic precinct, 13 acres (5.22 ha) in extent. The central area covers about 170 acres (68.8 ha) and 50% of its pre-war built-up area was completely destroyed. Practically all of the cleared sites have been redeveloped, and reconstruction has reached the point at which further progress can only be made by demolishing standing buildings.

The speed of redevelopment is therefore likely to be slower than it has been thus far, but it is expected that ten years will suffice to complete the scheme in all essentials.

(iv) The reconstruction of the other areas of major war damage in Stonehouse and Devonport has been, in the main, for housing and industrial purposes, and is referred to below under heads, apart from certain areas which have been utilized for the extension of the Royal Naval Dockyard.

(v) Thus far (in Plymouth) most of the slum clearance areas have been combined with areas of less extensive war damage, redeveloped together on a comprehensive basis. Redevelopment of slum areas has been mainly for housing purposes on lines described at (vi). In one case, however, the whole of a vacant site of 4 acres (1.6 ha) resulting from slum clearance is allocated for industrial and warehousing purposes, because of its proximity to the docks and the city center. The private area of 15 acres (6 ha) at present occupied by substandard houses, is zoned for redevelopment for industry as soon as the majority of the houses are no longer fit for habitation. Thus far, housing purposes have been restricted to sites containing few houses, and other less noisy industries, in which 36 acres (14.6 ha) of worked-out quarry land and 1.5 acres (6.6 ha) of blitzed sites have already been redeveloped since 1945.

(vi) Redevelopment for housing purposes of slum clearance and blitzed sites in the inner areas is being effected with blocks of flats and maisonettes. Blocks of flats have been limited to four stories, but with maisonettes and flats in the same block five stories can be built without the need for lifts. Net residential density is usually about 100 - 130 persons per acre (247 - 321 per ha). Shops, schools, children's playgrounds (of which there are 70 distributed at 450 yard (413 m) intervals throughout the city) and other open spaces are incorporated, so that, with other existing development such as houses, pieces of worship, etc., the reconstructed areas will comprise neighborhood units. Normally the new blocks are of contemporary design, but in historic areas the blocks have been specially designed, in form and choice of materials, to accord with the character of the surrounding circumstances being held to justify the extra expense involved of £500 ($1400) per flat average 710 sq. ft. (66 sq.m) of floor area, giving a total cost of £2,000 ($5,600) per flat (average) as against £1500 ($4200) per flat (average) in normal circumstances.

(vii) In Plymouth, as already stated (para. 7(c) (v)) redevelopment of slum clearance has in most cases proceeded in conjunction with the reconstruction of blitzed areas, and comprehensive redevelopment is being undertaken on that basis although as much as 45% of the total dwellings in the area may still be fit for habitation. Apart from the redevelopment of the blitzed areas, the existing population could not be rehoused on the basis of living in single-family dwellings, and where slum clearance only has to be dealt with the percentage of fit dwellings is likely to be about 20% to 25% of the total. It follows that in Plymouth the total residential density of such an area may be as low as 10%, of the total, even where the net residential density is reduced from about 170 to 125 persons per acre (420 to 320 per ha) and a new school and other facilities are provided. In cases of redevelopment following slum clearance only, the overspill may be as high as 50% of the population.

(viii) It is expected that redevelopment of inner residential areas will be in progress for the next fifteen years. Many of the houses concerned are at present in reasonable condition, and it may be possible to extend their life by repairs and improvements, but no definite proposals to that end have yet been formulated. In most cases, however, the areas in question will have to be redeveloped, the reason of unsatisfactory layout, the streets being too narrow, and gardens and other open spaces being non-existent. Some of the areas will be redeveloped with blocks of flats and maisonettes, but it is hoped to include some houses in order to provide a clearer type of dwelling.

(ix) By far the most extensive part of Plymouth's post-war development comprises the five new neighborhood units which have been created on the outskirts of the city.

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These cover some 1,300 acres (526 ha), and accommodate approximately 26,250 persons in 7,500 dwellings, mostly houses, some semi-detached and some built in terraces, but there are some blocks of flats. All the neighborhoods contain (besides dwellings), shops, places of worship, schools, children's playgrounds and other open spaces, with sites reserved for community centers and clinics. Sites for industry have been provided (and are mostly developed) either immediately adjacent to the neighborhood unit or in the near vicinity. All the new units are compactly planned, and are separated from one another and from older development by landscaped valleys to remain permanently as open space. Typical allocation of land in a neighborhood unit is as follows:

<table>
<thead>
<tr>
<th>LAND USE</th>
<th>AREA ALLOCATED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1490 acres (603 ha)</td>
</tr>
<tr>
<td>Education</td>
<td>470 acres (19.0 ha)</td>
</tr>
<tr>
<td>Neighborhood Center</td>
<td>28.7 acres (11.6 ha)</td>
</tr>
<tr>
<td>Open Spaces</td>
<td>99.3 acres (40.2 ha)</td>
</tr>
<tr>
<td>Industrial</td>
<td>130 acres (5.3 ha)</td>
</tr>
<tr>
<td></td>
<td>337.0 acres (136.4 ha)</td>
</tr>
</tbody>
</table>

The number of dwellings in this neighborhood (Whitleigh) is 2,180, and the population is approximately 7,500. Gross and net residential densities are 25 and 50 respectively.

(x) A sixth new neighborhood unit is under construction at Southway, 4.5 miles (7.25 km) from the city center. This will cover about 341 acres (13.8 ha) and it is expected to have a population of 8,750 persons. To date 600 dwellings have been erected, and negotiations are in hand for the establishment of industry in the unit at an early date. This is the last new neighborhood unit provided for in the development plan, but there are about 400 acres (162 ha) of land zoned for housing in other comparatively small areas, all of which, it is expected, will be developed by private enterprise.

(xi) The total number of new dwellings erected in the Plymouth area since 1945 is 20,800, of which 15,700 have been built by the municipality, and 5,100 by private developers. This total compares with 2,600,000 new dwellings built in the country as a whole in the same period. The responsible minister has just stated that if the present rate of progress can be continued, there will be no slums in Great Britain in 20 years' time, but Plymouth should be cleared of slums within 5 years.

(xii) As part of the general renewal of the city since 1945, the municipality has built 31 new schools (containing 12,650 places), most of them in the new neighborhoods, and one in every three Plymouth children is being educated in a new modern building, to which in the majority of cases adequate playing fields are attached. Where, because of the difficult topography, it has not been possible to provide playing fields close to the schools, the children are transported by omnibus to and from playing fields at the cost of the municipality.

Cornwall Street, in pre-war center of Plymouth. Congestion, noise, conflicting traffic flows, danger—all making for poor business.

Bedford Way, in post-war center of city. Completed in 1954, this pedestrian shopping street has been successful from the start. Safe, comfortable, attractive, no conflicting traffic, stores served in the rear—all making for good business. Approved by shoppers and merchants.
(xiii) Extensive new provision for industry has been made since 1945 in order to take account of (a) the widespread dispersal of the population into the new neighborhood units, by reason of which the average journey-to-work has increased from 1.5 miles (2.5 km.) to about 3½ miles (5.5 km.), (b) the undue dependence on the Royal Naval Dockyard as the main source of employment, (c) the relocation of industries displaced by reconstruction schemes, and (d) the expansion of existing industries. The second reason (b) can only be met by the introduction of new industry, and active steps have been, and are still being, taken to attract manufacturing firms to the city. The total area zoned for industry since 1945 extends to 260 acres (105 ha.), of which 122 acres (49.4 ha.) have been disposed of to developers, on most of which new factories or warehouses have been erected. A great deal of the remainder comprises land at present put to other uses, mainly sub-standard housing, which will be gradually cleared as industrial demands mature and/or the houses become unfit for habitation. In addition to the generally defective character of the dwellings themselves, the houses are badly situated in areas unsuitably related to existing industry.

(xiv) In addition to all the foregoing materialistic provisions, an area of 26 acres (10.5 ha.) near the city center has been set aside for redevelopment to accommodate the city’s principal cultural activities, but so far the only definite commitment is the allocation of about half the area for the extension of the main technical college, now in progress.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS

(i) The proposals set out under 7(c) above cover the proposals of the city development plan for the next twenty years. Only a few comparatively small projects have been included in the plan although not expected to be carried out within the 20 year period, and these have no material significance at present.

(ii) It is expected that the proposals for residential development will be adequate to provide a separate dwelling for each of the families (about 62,500) which will make up the city’s future planned population of 206,500.

(iii) Natural growth will, it is estimated, lead to a gradual overspill of 12,200, reception arrangements for which have been agreed with the authorities of the dormitory settlements in the adjoining rural areas.

(iv) The long-range prospect seems to be that as progress will undoubtedly continue in all branches of urban living, so buildings for all purposes will gradually become out-of-date, and there will always be a need for renewal schemes and programs.
Editor's note: Although no country report was received from India, there are two recent reference items which would be of interest to those desiring to pursue the subject of renewal in this country. These are:

'The Slum Areas (Improvement and Clearance) Act, 1956 (29th December, 1956). An Act to provide for the improvement and clearance of slum areas in certain Union territories and for the protection of tenants in such areas from eviction.'
(Copies of this act are available from Jain Book Agency, C-9 Connaught Place, New Delhi, India.)

"Report of the Selected Buildings Projects Team on Slum Clearance" prepared by the Committee on Plan Projects, April, 1958. A 79 page report, available from the Minister of Transport and Communications, New Delhi, India.

**24 INDIA**

**24a BOMBAY** (Population about 3,200,000) Reporter: N. V. Modak, Consulting Engineer, Municipal Corporation Office, Cruickshank Road, Bombay 1, India.

1. LEGISLATION:
Legislative authorization with regard to slum clearance is being undertaken on national basis by the government of India. The Municipal Corporation of Bombay has recently undertaken slum clearance schemes with the central and state government aid.

2. ADMINISTRATION:
The slum clearance schemes referred to above are being prepared under the direction of the Consulting Engineer of the Bombay Municipal Corporation.

3. ROLE OF CITY PLANNING AGENCY:
No city planning commission exists for the renewal program to be undertaken by the corporation. A separate unit working under the City engineer looks after the work. A skeleton master plan for the city, together with a regional plan, was prepared in 1946. The same is being revised in the light of new developments which have taken place during the last decade.

4. ROLE OF PUBLIC HOUSING AGENCY:
The housing program of the City of Bombay is being pursued by the Bombay Housing Board established by the Government of Bombay since the last ten years. The Bombay Municipal Corporation has also been building dwelling units for its employees and the public. Departments in the government of India in Bombay City, like the Bombay Port Trust, the Post and Telegraph Department, etc., have been building dwelling units for their employees. There is no centralized housing authority in Bombay to coordinate the housing activity in the city and to insure a firm policy in respect of housing standards, procurement of housing sites, building materials, finance, transport, etc.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR
(a) CITY PLAN: (b) THE URBAN REGION: Detailed land use maps for the city and the region are under preparation which, when ready, will enable specific renewal programs in conformity with the recommendations of the master plan being undertaken for the city.

**6. LOCAL INITIATIVE IN PROMOTING RENEWAL:**
The Bombay Municipal Corporation, in collaboration with the Bombay State Government, has been instrumental in starting and promoting the preparation of the master plan. The municipal slum clearance schemes are also being subsidized by the state and central government.

**7. OUTLINE OF:**
A. GOVERNMENT RESPONSIBILITY AND PARTICIPATION:
The central government has been contributing towards the cost of the municipal slum clearance schemes in the form of loan to the extent of 50% and subsidy of 25% on interest cost of Rs. 6,000 ($1200) per dwelling unit. The state government and the Bombay Municipal Corporation have each contributed 12½% as subsidy on the basis of this cost. Besides, the Bombay Municipal Corporation has to bear the excess, if any, in the actual cost over Rs. 6,000 ($1200) per dwelling unit.

B. PRIVATE RESPONSIBILITY AND PARTICIPATION:
Apart from what is being done by the Bombay Municipal Corporation, non-governmental participation and responsibility is negligible.

C. DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:
(1) UNDER WAY: Eight slum clearance projects in the city, and one in the suburbs, are now under way as a part of the program of Bombay Municipal Corporation during the second five year plan period (1957 - 1961). These nine projects will provide 2,342 dwelling units in multi-storied structures. These nine projects will cost approximately Rs. 14,052,000 ($2,810,400). This figure is on the basis of a maximum ceiling cost of Rs. 6,000 ($1200) per dwelling unit. The costs of these projects will be met as follows: loan from central government 50%; subsidy from central government 25%; subsidy from state government 12½%; subsidy from Bombay Municipal Corporation 12½%.

(2) PROPOSED: Five slum clearance projects in the city and one in the suburbs are proposed for execution during the period 1958-1961. These projects will provide 1330 dwelling units in multi-storied structures and will cost a total of Rs. 7,980,000 ($1,596,000). The cost per unit and the method of financing is the same as under (1) above.

**POPULATION OF INDIA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop.</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921</td>
<td>124,121,000</td>
<td>27,790,000</td>
<td>22.5%</td>
</tr>
<tr>
<td>1931</td>
<td>275,468,000</td>
<td>33,332,000</td>
<td>12.1%</td>
</tr>
<tr>
<td>1941</td>
<td>314,770,000</td>
<td>43,733,000</td>
<td>13.9%</td>
</tr>
<tr>
<td>1951</td>
<td>356,830,000</td>
<td>61,752,000</td>
<td>17.3%</td>
</tr>
</tbody>
</table>

**CHANGES IN URBAN POPULATION:**
Editor's note: Delhi, and the Delhi area, has been the site of several capital cities of India through many centuries. Delhi was a capital of the Mogul empire until 1857. From 1912 to 1947 New Delhi was the capital of British India. Since the transfer of power (from British to Indian authorities) in 1947, and under the Constitution which came into force in January 1950, New Delhi remains the capital of the Indian union of states. Delhi (Old Delhi) and New Delhi (formerly the village of Raisina) today constitute the major urban centers within the metropolitan complex commonly known as "Greater Delhi." The center of New Delhi is about 5 miles south of the center of Delhi. At the time of the transfer of power in 1947 and in the months that followed, the Delhi area suffered heavily from communal disturbances, including the mass movements of peoples between India and Pakistan. The loss of life and the attendant suffering was very great. About one third of the population of the Delhi area are Moslem. The influx of thousands of refugees from the north resulted in social, economic, and cultural problems impossible of reasonable assessment. Property rights, priority rights for housing, food, and employment opportunities were hopelessly confused. Within this chaos, any attempt to approach the problem of preparing a plan for the development, or renewal of any portion of the physical structure of the community, would have been folly. However, within a few years, some adjustments were achieved and by 1955 the Ministry of Health took the first steps towards the development of a plan for the area.

Delhi, as the capital city, has attracted a disproportionate number of people for many years. The population has steadily increased. The census of India records the following:

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1901</td>
<td>206,000</td>
</tr>
<tr>
<td>1911</td>
<td>225,000</td>
</tr>
<tr>
<td>1921</td>
<td>248,000</td>
</tr>
<tr>
<td>1931</td>
<td>348,000</td>
</tr>
<tr>
<td>1941</td>
<td>522,000</td>
</tr>
<tr>
<td>1951</td>
<td>915,000</td>
</tr>
</tbody>
</table>

In 1955, the Ministry of Health of the central government of India inaugurated a "town planning organization," the objective of which — working through the local improvement trust — was to develop a preliminary general plan for the development of the Delhi area. A staff was organized and by sheer hard work, an interim plan was produced and published by September 1956. Excerpts from this report of 154 pages follow:

"Interim General Plan for Greater Delhi, prepared by the Town Planning Organization (Ministry of Health, Government of India).

"Foreword"

"As Minister for Health I have been greatly worried over happenings in regard to promiscuous buildings and lay-outs in Delhi and New Delhi over the last nine years and the seeming inability of anyone to 'hold the line.'"

"Matters have really come to a head. There are all-round discomfort and discontent. Traffic jams and accidents, sprawling colonies without the vital conveniences of life in the matter of sanitation, over-crowding everywhere and particularly in miserable slum areas, miles of ribbon developed hut-shops, chronic water-shortage, all add to the distress which is bad at any time but is well nigh intolerable during the rainy season.

"Further the partition of our country at the time of gaining independence brought hundreds of thousands of refugees to Delhi for protection. They were welcomed and cared for with the sympathy they merit but the enormous influx of such persons has also entailed endless difficulties for the proper development of the Metropolis."

"In other words a bad situation has raced from bad to worse and the time has come to cry a halt to further deterioration.

". . . We must immediately control and channel the sprawl; we must allow some reasonably minimum room for a few years' expansion; we must do something urgently about the slum areas."

Of the four elements of the Interim Plan, two related to renewal:

1. "Resettlement of 'gwalas' and their cattle and as an early priority in further planning, study and action, removal of the slaughter house and ancillary industries to an outlying area.

2. "Slum cleaning and improvement which have begun well but must continue at an accelerated pace."

Amrit Kaur, Minister of Health

"Summary of Recommendations"

". . . the recommendations of the Interim General Plan are meant only as a guide for the physical development of this area before a comprehensive plan for the whole region is developed.

"The major proposals are based on a basic premise: distribution of population in order to achieve a logical and balanced density pattern. This is based on a further assumption that the communications could be greatly improved."

Of the nine classifications of items for more detailed study during the two year period ahead, one dealt more specifically with redevelopment. Under this, three proposals were presented:

"Redevelopment of blighted and sub-standard areas is one of the most important problems of this area. Schemes for slum clearance and rehousing can be prepared realistically only after a detailed survey of the physical and socio-economic characteristics of such areas.

"Most of the Old Delhi area is blighted and lacks basic facilities for healthy living. It is suggested to prepare redevelopment plans including rehousing schemes in the comprehensive plan stage.

"As already proposed, objectionable industries and trades, non-conforming to the residential uses, like the slaughter house, lime-kilns, potteries, etc., to be moved out and relocated off the residential areas."

(Note: Copies of the Interim General Plan for Greater Delhi may be obtained from the Ministry of Health, Government of India, New Delhi, India.)

In 1957 the Parliament of the Republic of India took an active interest in the need for planning in the Delhi area, and in December of that year an act was passed dealing with this matter.

"The Delhi Development Act, 1957" (Act No. 61 of 1957) Received the assent of the President on 27th December, 1957. An Act to provide for the development of Delhi according to plan and for matters ancillary thereto.

(Note: Copies of The Delhi Development Act, 1957, may be obtained from Federal Law Depot, Post Box 1560, Kashmiri Gate, Delhi, India.)
24c KANPUR (Population about 1,200,000) Reporter: Davu Raj, Executive Officer, Development Board, Kanpur, India.

(Editors' note: The following report is presented with only slight editing. The almost complete report is reproduced primarily because: 1) comparatively little recent material on city planning and urban renewal is available in print, especially that which deals with the urban development and renewal (seemingly insurmountable by ordinary standards) are none; the less being faced with intelligent realism and no attitude of defeat or hopeless dismay by those officials in positions of responsibility; and 3) the expression of sound philosophy in an understanding that problems relating to urban renewal and their possible solutions must be conceived as integral elements of a comprehensive program for the development of the entire urban region.

Although the application of western standards of community development and renewal may not (and should not) apply to the cities of India, many of the fundamental objectives of attempting to provide satisfactory urban environments for the inhabitants of each community — west or east — remain the same. The world will view with interest and with which the cities of India, as a comparatively young nation politically, will make in the years ahead.)

The City of Kanpur owes its origin to the East India Company which selected this site for the establishment of a Cantonment (military base) in 1778. Its strategic location, particularly from the point of view of communications, led to its quick growth into a flourishing trading and industrial center, the largest in Northern India. Some of the earliest factories sponsored by British capital in the mid-nineteenth century were established here, and Kanpur had a population of 118,000 in 1853 which grew to 202,800 in 1901 and 243,800 in 1931. The trend of growth had been so even that all services in the town were planned on the basis of a population not exceeding 300,000.

The impact of the Second World War and the sudden expansion of industry, coupled with intense governmental activity, resulted in a sudden increase in the population which by 1941 was over 487,000 (100% increase over 1931). It was estimated to have increased further to 878,000 by 1946-47. During the war the daily employment of factories was also doubled and reached the figure of 115,000. The sudden increase in population led to a terrific strain on the local municipal services; roads were too narrow for the increased traffic; market centers had overflowed into lanes and by-lanes, squeezing out the poor dwellers and the whole city, already overcrowded, threatened to become one large slum area. Under the circumstances, the problems of renewal were tied to the problems of expansion.

1. LEGISLATION

2. ADMINISTRATION

There is no exclusive legislation for renewal programs, but the normal duties of improving the city were entrusted to the municipalities under the Uttar Pradesh Municipalities Act, 1916. A Municipal Board had been functioning since 1851 under the Act and the association of the public was gradually increased by various enactments of 1873 and 1883, till the above legislation of 1916 established democratic government in municipal affairs. The Municipal Act gave the Municipal Board such discretionary functions (Section 8) as laying out areas whether previously built upon or not, new public streets and acquiring land for that purpose and for the construction of buildings and their compounds to abut on such streets; constructing, establishing, maintaining (or contributing to the maintenance) of public parks, gardens, etc., reclaiming unhealthy localities and preparing and executing house and town planning schemes. The Municipal Board usually did have a town improvement committee, but its activities were limited to minor works here and there. The Municipal Board had neither the technical personnel nor the outlook and finance for major improvement projects.

In 1919 a special Town Improvement Act was passed under which an Improvement Trust was set up at Kanpur, along with Lucknow and Allahabad, the other major towns of the state. The Trust consisted of a chairman appointed by the state government, seven nominated members and three representatives of the municipal board including its chairman. The Trust did undertake certain town extension programs which consisted of laying out of fresh areas for housing or industrial purposes, and disposing of the land as building sites after carrying out development works. The projects were financed from loans obtained from the government and from the sale of land which was the only source of revenue which helped to meet the loan charges. In 1945 the Improvement Trust was replaced by a Development Board under the Kanpur Development Act which was practically a replica of the Uttar Pradesh Town Improvement Act of 1919 except that the Board was enlarged by inclusion of representatives of various classes, and wider powers were given for execution of town improvement and development programs.

3. ROLE OF CITY PLANNING AGENCY:

4. ROLE OF HOUSING AGENCY:

The Development Board combines in itself the functions of a renewal or improvement agency, a city planning commission and a housing agency. The Board may formulate schemes including:

(a) a special scheme in respect of insanitary (slum) areas;
(b) a rebuilding scheme;
(c) a rehousing scheme;
(d) a street scheme;
(e) a deferred street scheme;
(f) a general scheme;
(g) a housing accommodation scheme;
(h) a town expansion scheme;
(i) a drainage and sewage disposal scheme.

Schemes are formulated on the basis of actual surveys — physical and social, and they have to be notified for public suggestions and objections by those whose properties are designated for acquisition under the scheme, within a period of 60 days after which a public hearing is usually allowed and the scheme finally considered by the Board. The scheme is then submitted to the state government for sanction including final designation of the properties to be acquired. The acquisition proceedings are then carried on under the Land Acquisition Act, 1894, subject to the modification that compensation is payable on the basis of use and not on the basis of potential value of land, so that the increase in value of the open land due to the expansion of the town is socialized. The schemes are executed by the engineering establishment of the board but the progress of various schemes has not been able to keep pace with the growth of the city.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY: (b) THE URBAN REGION:

One of the reasons of the slow progress of schemes involving renewal or improvement of internal areas has been the failure to correlate internal redevelopment with external extension. In fact, no large scale internal improvement scheme involving slum clearance, opening up of new streets and widening of old ones, improvement of market places or reconstruction of blighted areas is possible without a prior conception and a positive implementation of a rehousing policy and program. It also carries with it the implication of the shifting of population, and with it the places of employment such as markets, etc., from the old congested town to the new expanding area which have to be laid out in advance, properly developed and provided with modern facilities of water supply, sewerage and electricity, for congestion in a growing city can only be relieved by the dispersal of population and judicious zoning of land uses.
The old town also suffers from inadequate provision, or in some areas total absence, of modern underground sewerage facilities and safe water-supply. A higher density of population can be maintained and the effects of congestion minimized with an efficient water supply and drainage system. In order to reorganize and extend the sewerage and drainage system of a city, the need of an over-all comprehensive plan can hardly be over emphasized.

The Development Board, therefore, prepared a master plan of the town in 1947, providing for a population of 1,500,000 and included a comprehensive road plan for improving the communications of the city and linking them up with the ring-road system of the expanding town, as well as a zoning and land use plan which envisaged reservation of land for new housing areas, new industrial sites, market centers, to which at least some of the existing commerce and industry as well as the working population could gradually shift. All development works are being carried out according to the master plan, but it is obvious that in the initial stages the Board is more prominent than the execution of programs of renewal or internal redevelopment. The Board may acquire slum property, prepare plans for opening up new streets and provide breathing spaces, but can hardly pull down and clear the existing slums, mostly inhabited by the poor section of the community, without giving them alternative accommodation within their means within easy reach of their places of work.

The question of shifting some of the industrial establishments as well as major trade centers, such as the grain market, hides and skin market, etc., which congest the heart of the town was also considered at the time of the preparation of the master plan, and it is proposed to shift at least the major general market to new areas in order to provide some open spaces and to minimize the nuisance caused by their existence in the thickly populated parts of the city. It will then be possible to bring new streets in the inner parts of the city up to the level of the streets in the outer parts and to depend for their execution on the planning and extension of the urban region.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

The Development Board has taken this initiative and has expressed their proposals as a part of the general master plan for the city.

7. OUTLINE OF

A. GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION: The City of Kanpur is not only a commercial city but has also a large number of central and state government offices as well as a number of government establishments, including an ordnance factory and a big railway colony. There is also a cantonment controlled by the Defense Ministry of the government of India. The existence of these government establishments have a direct impact on the growth and development of the city. The government undertakes large constructions for its own purposes and it has been quite a task to get them to conform to the city bylaws and a city master plan. However, there is a growing consciousness for the local authority heard in higher government quarters through the town planning and architectural advisers. The state government has recently issued orders requiring government departments to conform the local plans and also to obtain permission from the local body before undertaking construction. The government agencies, however, have not yet come forward to share the cost of development which benefit their establishments as much as the town.

The government, however, has been coming forward to grant loans for major projects of water supply and sewerage on a long-term basis. The works carried out so far have been financed through these loans. The responsibility of the government in the matter of house construction has recently been recognized and the central and state governments have come forward with loans and subsidies for executing housing projects, particularly, of the working class and the low income group as indicated above.

B. PRIVATE RESPONSIBILITY AND PARTICIPATION:

There is a provision under the Act for the Board to float loans and debentures from the public with the sanction of the state government, but the Board did not take recourse to such loans so far, largely because loans have been available for major projects from the central and state governments. The Development Board, however, did mobilize the local capital for starting a city bus service through a registered joint stock company in which the Board has 11% of the shares, the balance being held by the public. The experiment did not succeed, but the concern was fully taken over by the Board in 1956.

The most important role of private enterprise in the sphere of urban renewal is the renovation and reconstruction of new buildings, particularly, in areas improved by the Board. For instance, while the Board has improved the mall at a considerable cost, a large majority of buildings are awaiting reconstruction so as to give this important road its proper role and function. Buildings are being renewed and the Board is proceeding to hasten the pace under threat of acquisition.

Private cooperation is also sought by the people adopting new plans and designs in construction. People are particularly averse to leaving backsets, but with the Board enforcing standard designs and set-back in new areas, the value of these plans is being increasingly realized. The city also lacks adequate architectural talents which is a handicap and it falls to the Board's initiative to provide necessary guidance to the public.

Yet another sphere of public cooperation in improvement of the internal town is their willingness to shift to new areas, both residential and commercial. The Board has succeeded recently in persuading building material market traders to take up land in the area reserved for the purpose in the master plan. With the growing realization of the need for better standards of life and modern business techniques, the general community is gradually moving towards a happier and better city.

C. DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

Apart from undertaking various schemes for the expansion of the town, both for residential and industrial purposes, the former improvement and development schemes of the Development Board have taken up various types of renewal projects which may be broadly classified as follows:

1. Road Schemes:
   a. Deferred street scheme;
   b. Projects for opening new streets through existing habitations;
   c. Road widening schemes;
   d. Slum clearance and rehousing schemes;
   e. Water supply reorganization extension scheme;
   f. Sewerage improvement and extension scheme;
   g. Market schemes;
   h. Miscellaneous projects (road bridges, slaughter houses, etc.)

A brief discussion of some of the schemes, their progress and the difficulties encountered is given below.

Deferred street scheme: Section 46 of the Kanpur Urban Area Development Act, 1945, provides that whenever the Board is of the opinion that it is expedient to provide for the ultimate widening of any street by altering the existing alignment of such street, but that it is not expedient immediately to acquire all or any of the properties lying within the proscripted strip, the Board shall proceed to make a scheme to be called a deferred street scheme, prescribing an alignment on each side of such street. The effect of such scheme is that no person can erect, recreet, add to, or alter any structures falling within the broadened alignment of such a street, and the plans for reconstruction are sanctioned by the town planning board as well as to ensure an ultimate uniform width with a regular alignment for the entire street. It also involves the gradual acquisition of part or whole of the property effected by such alignment. The Board has designated two or three such schemes, but the progress in such cases is negligible, because in the first place it is not likely that the private owner desires to pull down the existing structure and build a new one that the effect of the scheme is felt, and it is not until a substantial number of consecutive buildings on either side of the street are rebuilt according to the proposed alignment that the street can actually be widened. It also means tying up public funds in acquisition of properties over a long period.

INDIA
KANPUR
Opening of new streets: A number of schemes for opening up new streets were taken up by the Improvement Trust between the two world wars.

Road widening scheme: These relate to simple widening of the existing roads without involving any serious acquisition; the expenditure being met largely from road grants received from the state government or by contributions from the municipal maintenance funds. Slum clearance and rehousing schemes: A number of slum clearance schemes had been proceeded with by the Improvement Trust before the Second World War, and similar schemes have been proposed by the Development Board. The progress in the execution of these schemes until recently has been negligible because of the problem of rehousing the slum population. There are about 15 different schemes of various dimensions involving more than 20,000 families. The progress in slum clearance schemes has not been satisfactory for the following reasons:

(a) Most of the slum clearance schemes are losing schemes because of the high cost of acquisition, and practically all improvement trusts in India have found it almost impossible to finance these schemes without some grant or subsidy from the state or central government. The losses involved would be in the order of 10% to 25% on the total cost of execution, presuming that the site after clearance and redevelopment is sold by auction at market rates.

(b) The difficulty of providing alternative accommodation. In the first place the slum dwellers want to be rehoused on the same site, which, in most cases, is practically impossible as the cost of land is so high that the houses constructed on them would be beyond the reach of 80% of the present dwellers. Moreover, it is physically impossible to rehouse the entire slum population on the same site because the number of dwelling units that can be rebuilt alter laying out the place properly with roads and open spaces is usually about 60% of the original number, presuming the structures to be built were of the lowest standard. In fact, until recently, the Board had hardly any arrangements for providing alternative accommodation in the new out-lying areas. Moreover, there is a general reluctance on the part of the slum dwellers to shift, particularly, when it involves going to places relatively more distant from their places of work. The cost of the improvement of the area is, to a large extent, the cost of the déplacée, and not easily move to new colonies where the rent even after a subsidy of 50% is at least double what they have to pay at present, although this higher rent adequately compensates them by way of healthy surroundings and modern sanitary facilities which are nonexistent in the present slums.

(c) It is not infrequent that moving de-houses from present slum places also effects their sources of livelihood, particularly, when they are engaged in vocations such as small shopkeepers, stall-holders or hawkers.

In other words, the problem of the shifting of the slum population and their rehousing is both an economic and a human problem. However, efforts have recently been made to dismantle some ahats and to provide for their rehousing at the same site or at alternative sites as near as possible to their present habitation in one of the following ways.

(i) In 1952, the government of India launched a subsidized industrial housing scheme, according to which houses could be built for industrial workers at a cost of Rs. 3,000 ($600) per unit, out of which 50% was capital subsidy, granted by the central government to state housing agencies, and the balance 50%, being a loan to be paid back in equal installments spread over 30 years: the rent charged being Rs. 10 ($2.00) per month. 16,000 units have been built during the last five years at Kanpur at a cost of about Rs. 50,000,000 ($1,000,000).

People removed from slums are given first preference. Most of these houses have been constructed in large colonies around the city, usually within a radius of one to two miles from the factory sites. About 10% of these houses have been constructed at the sites cleared of slums, or on land immediately adjoining the slum area, namely, Rukmani-devi Ahata Scheme; Benahabhar Ahatas, Ahates behind Ford Macdonald and the Old Kanpur Area. The cost of site at these places is generally 40% of the total cost for the lowest unit, and increase the total cost by about 20% to 25%.

(ii) The subsidized industrial housing scheme provided only for such slum dwellers as were mill-workers. The clearance of slums, however, involved non-factory labor and other low income groups also. Recently another scheme has been introduced to provide rehousing for the non-industrial slum dwellers on the same standard as prescribed for industrial housing. As the scheme with the subsidy that the non-industrial population of India is limited to 25%, the remaining 25% being met by the state government or the local authority or both. A project at a total cost of Rs. 12,000,000 ($2,400,000) for the construction of 3,500 houses by the end of 31st March 1960 has been sanctioned, and the work has started.

(iii) Two slum pockets of Ghusramau and Gutaia, old villages now surrounded by the growing town, have been cleared and the land laid out into proper plots which have been offered at a special low rate (25% to 30% of the market rate) to the de-housed residents. The loss from these schemes is met from the resources of the adjoining areas. Plots are also allotted on a cost basis to large section of people with income below Rs. 500 ($100) per month to enable them to shift to new healthy localities.

Facilities for loans for construction of houses have also been given under the low income group housing schemes and Rs. 9,000,000 ($1,800,000) have so far been distributed as loan repayable in easy equal instalments spread over 30 years.

Water Supply Extension Scheme: The filtration and pumping capacity of the water works was about 9,000,000 gallons daily in 1942 which was barely sufficient for a population of 300,000. The supply was gradually increased to about 17,000,000 gallons daily in 1947. A comprehensive water supply extension scheme was prepared in 1948-49 in order to increase the capacity so as to provide for the growing population up to 1,500,000. The first phase of the scheme has been largely executed.

Sewerage Improvement and Extension Scheme: The sewers of the town mostly laid out 40 years ago were naturally over-loaded and literally bursting. Sullage flowed into storm water drains and Nalas, causing insanitation and foul atmosphere in certain sectors of the town. The waters of the river Ganga were being polluted at various points. A comprehensive sewerage improvement and extension scheme was prepared in 1948-49 in order to increase the capacity of the sewerage system of the existing town and its extension to new areas was drawn up in 1949-50. The first phase of the scheme is in progress and the city has already been provided now with a 10 mile (17 km.) enlarged sewer.

Market schemes: Apart from the growing number of shops in the city there has been an enormous increase in encroachments of roadside patris and open spaces within the town by temporary stalls, particularly encouraged in the post-independence days in the rehabilitation of displaced persons from Western Pakistan. The Board has taken up the following market schemes:

(a) Collectorganj Grain Market Improvement: It involves construction of shops and provision of parking area in a systematic way.

(b) Improvement of Subzimandi (wholesale vegetable market): The present site is too small for the purpose. A new site for the wholesale market is being planned while the present Subzimandi is being improved.

(c) Hatia Market: This was a congested site with temporary shops in the heart of the business center of the city. The temporary shops were dismantled by phases, and permanent shops with proper approaches and facilities constructed to accommodate the same shop keepers at 25% more rent than they were paying while occupying the temporary shops. This was possible as the land belonged to the Board.

(d) Bhagat Singh Market: This has been constructed at a cost of Rs. 500,000 ($100,000) in the heart of the town at a site cleared of the slum area, providing offices and shops for displaced persons from Pakistan only.

(e) Refugee Market at Parade: This is under construction at an estimated cost of Rs. 2,000,000 ($400,000) reserved exclusively for refugee shop keepers from West Pakistan
who are at present encroaching the roadsides in front of the Civil Hospital of Kanpur. The site was in use for over a hundred years for residences for the administrative and judicial officers of the city.

Miscellaneous Projects: One of the serious obstacles to traffic is the existence of railway sidings that cut across important roads of this industrial city as well as level crossings of main railway lines going out of the town in all directions. There are proposals for construction of overbridges on three such level crossings. The plans and projects are not yet matured because they involve long negotiations with the state government on the one hand and the railway ministry on the other, both in matters of plans and allocation of costs.

Another work of renewal recently taken up by the Board is the construction of new slaughter-houses on modern lines to replace the old ones which are not only out of date but also too much now in the middle of the town. One slaughter-house has already been constructed and another is under construction.

D. LONG-RANGE RENEWAL POLICY AND PROSPECTS:
Kanpur, as indicated in the above survey, has taken big strides towards urban improvement but the condition of the internal town leaves much to be desired. The tasks before the Board are huge and extensive and the improvement of the internal town is performed very slowly, because it not only involves the extension of the town and its proper planning and development to accommodate the very much increased population, but it also means a new psychology among the citizens for a different mode of life and a new adjustment of the relationship between work and leisure, between the places of employment and the residential neighborhood. It also means a long process of internal improvement without causing hardship to the average citizen of the congested area, and lastly, it is a matter of finance because all projects of internal improvement are expensive and delict propositions.

For the city of Lucknow, the only body which can carry out any renewal programs within the city is the Lucknow Improvement Trust which has been formed under the provision of Uttar Pradesh Public Land Acquisition Act 1916, by Improvement Trusts under Uttar Pradesh Town Improvement Act 1919 and by Kanpur Development Board under Kanpur Urban Areas Act 1945. These acts authorized the municipal boards for laying out, in areas whether previously built upon or not, new public streets and acquiring land for that purpose for the construction of buildings and their compounds to abut on such streets and to execute housing and town planning schemes and the improvement trusts and Kanpur Development Board to frame various types of town improvement schemes such as general improvement scheme, rebuilding scheme, rehousing scheme, street scheme, deferred street scheme, development scheme, housing accommodation scheme and a town expansion scheme. Thus all the efforts to improve the towns and to guide their growth are patchy and piecemeal in the first instance, and secondly, they are only discretionary functions of the respective local bodies. An improvement scheme is carried out here and there or a small area is cleared of slums which results in very little or no benefit to the town as a whole. It is thus only a localized improvement. Local bodies cannot be forced to frame any housing or town planning scheme. All this, coupled with lack of finances with the local bodies, fails to improve the existing conditions of our cities.

Fortunately it has now been realized that to improve the town it is very necessary to prepare a comprehensive plan which will take into consideration the problems of the city as a whole and also take into account the socio-economic status of its inmates. Sometimes it is felt that the solution of the problems of the city cannot be found within its limits, but the problems of the entire region have to be considered as a whole.

Taking all the above considerations in view, the State Town and Village Planning Department has completed the draft of the Town Planning Bill for the state. It proposes to replace the former system of planning control by a more comprehensive machine and would prevent any kind of development which has not received the prior approval of the planning authorities. It gives greater powers to the local bodies to initiate development and amends the basis on which compensation for compulsory acquisition of land is assessed. The bill has been based on the Indian and English legislation on the subject and takes into account certain recommendations of the Bhore Committee and Whiteley Royal Commission. Another important legislation on town planning is the Uttar Pradesh Slum Improvement Bill. It establishes compensation for land acquisition in slum areas and gives powers to local bodies to deal with improvement and clearance of slums within their jurisdiction.

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These local bodies have likewise carried out some road improvement schemes in the city and are also trying to frame improvement schemes for the slum areas of the city. The lack of funds, however, make it difficult to carry out any comprehensive renewal programs. The state government has entrusted the responsibility of carrying out improvement and renewal programs to the local bodies. The state government has also provided some housing for industrial workers of the city, and has carried out two housing schemes near the industrial area of the city. Loans are now being given to private individuals for construction of houses under low income group housing scheme. In short, the major responsibilities of constructing houses still lies with private individuals.

The Municipal Board and the Improvement Trust will soon be replaced by a corporation. This body will be in a better position to coordinate the future development activities of the city and, with the legal backing, it will be able to frame a broad based renewal policy. Only then will it be possible to improve the existing conditions in the city. The present policy of the government is not to demolish the existing dwellings even if they are in poor condition unless the residents are provided with alternative accommodation. The present economic conditions of the people make it difficult to carry out renewal programs of an extensive scale, and unless a solution is found to improve the economic conditions of the masses, it will be difficult to frame a long-range renewal policy for the city.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
Several urban renewal programs exist in Italy: general programs for slum clearing, redevelopment and rehabilitation; programs for particular types of towns; specific sanitation programs for renewal of blighted areas in some cities. Most of such programs are financed by the government.

B. LEGISLATION:
Extensive legislation covers the execution of such programs. The first Act of 1885 on the expropriation of public utility is still in force and many of the special acts on renewal of old residential areas in large cities (Naples, Florence, Turin, Palermo, Lucca, Mantua, Genoa, Bari, Taranto, Modena, etc.) are based on it. Other acts concern renewal in towns struck by natural calamities (earthquakes, landslides, floods) or by war and thus insure the possibility of carrying out repairing, remodeling or building new houses in other places. The last Act on slum clearing (Legge ROMITA, of 1954) applies to all inhabited centers and, thus, permits the construction of new buildings, both in the old centers or close to them. Finally, there is the Town and Country Planning Act of 1942 which regulates town planning in an organic manner and coordinates the various single programs.

A considerable number of such acts are not always advantageous when it concerns clearness and efficiency of the programs drawn up.

C. FINANCING:
Financial sources are generally provided by the government which acts directly or through special agencies. Sometimes the whole expenditure is shouldered by the state, while in other cases contributions are given in the way of grants without reimbursement. Agencies or private companies which participate in such operations benefit, in many instances, by special government-granted facilities (loans at a low rate of interest); but, more often, take recourse to normal financing which is guaranteed by the increased value of the rebuilt estate.

D. ORIGIN:
Renewal of towns in Italy originated in pretty remote periods. Already during the period when the country was subdivided into small states, many cities drew up building programs of considerable size. Some of these programs constitute typical examples of Renaissance, Baroque, or Neo-Classic town-planning styles. Haussmann's work in Paris exercised great influence, and during the late 19th century, the large Italian cities started redeveloping by means of extensive "PERCIES"; these programs were, however, incomplete and led to the destruction of valuable architectural environment in Rome, Florence, Milan, Bologna, etc. Later on the methods of "diradamento" (thinning out) was adopted for urban renewal projects, but the programs prepared were invariably carried out only partially and almost never in a satisfactory manner.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:

1) PRESENT: 50,000,000 (estimated)

2) CHANGES IN URBAN POPULATION

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop.</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1901</td>
<td>33,370,000</td>
<td>9,010,000</td>
<td>27.0</td>
</tr>
<tr>
<td>1911</td>
<td>35,075,000</td>
<td>10,295,000</td>
<td>26.6</td>
</tr>
<tr>
<td>1921</td>
<td>37,404,000</td>
<td>11,707,000</td>
<td>31.3</td>
</tr>
<tr>
<td>1931</td>
<td>40,582,000</td>
<td>12,940,000</td>
<td>31.4</td>
</tr>
<tr>
<td>1936</td>
<td>42,303,000</td>
<td>13,898,000</td>
<td>32.9</td>
</tr>
<tr>
<td>1951</td>
<td>47,144,000</td>
<td>16,651,000</td>
<td>35.3</td>
</tr>
</tbody>
</table>

The differences between the sizes of single cities increased greatly during fifty years (1901 to 1951) and the population of the Commonwealth with more than 50,000 inhabitants each increased from 5,305,000 to 13,165,000, passing from 16% to 28% of the total. During the same period, two cities (Rome and Pescara) quadrupled their population, eighteen doubled or trebled theirs, while three cities exceeded one million mark and the number of cities with population exceeding 100,000 rose from 12 to 26%.

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: Each of the large cities has an urban plan. Owing to the Town Planning Act of 1942, 316 municipalities have been obliged so far to adopt a general urban plan. Many municipalities have partial plans, but most of them have no plan whatsoever.

2) PREPARATION: Municipalities are responsible for drafting of general urban plans.

3) STATUS: The plans of large cities are obsolete and must be renewed. At present (June 30, 1958), only 42 municipalities have a plan approved, for instance in accordance with the Town Planning Act of 1942, while 24 municipalities are waiting for the pending approval of their plans. Fifty-five other municipalities have already worked out their plans, while some 120 are working out theirs at present.

4) ADOPTION AT LOCAL LEVEL: Municipalities are responsible for adoption of general urban plans.

5) STATE REVIEW: General urban plans are submitted for an opinion to higher authorities (Ministries of Public Works) and approved, on the proposal of the latter, by the President of the Republic. Technical opinion concerning urban plans is given by the "Consiglio Superiore del Lavoro" (Higher Council of Public Works). This opinion, from a legal point of view, has advisory value.

The procedure observed in approving an urban plan is the following: The municipality prepares the plan, reaches agreements with the local authorities and other agencies concerning the solution of specific problems. When no agreement can be reached in this manner, the municipality or a competent regional office (Sezione Urbanistica del Proverbo Italiano, or the Ministry of Public Works, in order to adopt the most suitable solution; the municipality adopts the plan and holds a public inquiry in order to enable the citizens and associations concerned to submit observations and to submit new solutions; the municipality adopts modifications resulting from such observations and proposals, and sends the plan, together with its own replies, to the regional office. The latter office forwards the plan, together with its own reply, to the Ministry of Public Works.

At this stage the opinion of the Higher Council of Public Works (including representatives of the ministries concerned with railways, roads, transport, public health, art, landscape, etc.) and the "Consiglio di Stato" (State Council) is heard. According to the opinions of these advisory bodies, the plan must be modified; it is sent back to the municipality to enable it to introduce the changes required; The President of the Republic, on the approval of the Ministry of Public Works, approves the renewal plan and his decree concerning it is registered at the "Corte dei Conti".

The plan comes into force fifteen days after the announcement of its approval. This announcement is made on the pages of "Gazzetta Ufficiale della Repubblica". The municipality displays the plan insuch a manner that the public can see it freely.

6) EFFECT OF ADOPTION Once the plan has been approved, everyone is obliged to respect the lines and destinations of zones contemplated in it. The municipality, thus,
can start its execution according to general program, working out "piani particolariaggiusti di esecuzione" (detailed execution plans).

Such detailed plans are approved with the proceedings already outlined for general plans. Their approval is equivalent to a declaration of public utility for the purposes of the expropriation of the area involved. The financial plan which accompanies them has to be approved by the Ministry of the Interior and Ministry of Finance.

7) REVISIONS: The revision of existing plans is carried out by each municipality when the need arises.

Generally speaking, small modifications are introduced at frequent intervals until a plan is replaced by a wholly new one. So far, the average duration of plans (not counting modifications) is about 20 years.

C. PLANNING VIS-A-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS:

Plans adopted by many cities include renewal programs for particular areas. Generally, such areas are reserved for the purposes of repairs, consolidation, or improvement of health conditions (sanitation).

2) ACTION PROPOSED IN RENEWAL PLANS: Plans for central parts of cities contemplate considerable transformations including clearing and rebuilding and opening of new streets. When such areas include monuments or buildings of historical significance, the method of "thinning out" was adopted. This method consists of demolition of crumbling buildings having no architectural value, and repairing and remodeling other edifices.

As such systems were leading to considerable alterations of the character of cities, destroying practically their atmosphere, urban plans tend today to impose conservation criteria and to enforce full protection of areas endowed with historical interest.

Consequently, only interior repairs of buildings are possible in such areas. The details of such repairs are fixed at the stage of the execution of detailed plans. In such cases, renewal programs are nothing else but repairs and preserving programs. As regards clearing and rebuilding, they are limited to particular suburban or semi-suburban areas requiring them.

Even today there is no lack of negative examples of clearing and rebuilding (even if only partial) carried out in areas of historical or architectural significance.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: The operations which concern sanitation, covering, as they do, overcrowded areas, generally tend towards a reduction in density. Generally speaking, it has been found that when such programs are entrusted to an initiative and no severe control is exercised, their benefits boil down mostly to an improvement in the real estate and only partly leads to a reduction in density.

b. RETENTION OR CHANGE OF PREDOMINANT USE: In most cases, the problem of changing destination to zones subjected to this situation is not taken into sufficient consideration. In the case of inner areas, renewal projects are tending to increase their value replacing dwellings by offices or commercial buildings which make the general and the local traffic conditions worse. Some currents of opinion lean towards the idea that in areas of historical significance, adequate cultural activities should be promoted and residential conditions should be improved sufficiently to make them fit for more progressive classes.

Such tendencies, however, have not yet found much possibility of practical application.

c. HEIGHT AND BULK OF BUILDINGS: The value of land in areas reserved for improvement generally feeds to exploitation which tend to make the buildings taller. Tendencies similar to these that exist in other countries have resulted in Italy in a sort of competition inspired by evident "provincial mentality". Even some large cities have not escaped it and, as a result, have erected the so-called "sky-scrappers" which have turned out extremely harmful to the urban landscape and skyline. Furthermore, almost all of these private and public undertakings neglect to create sufficient space around, to the great detriment of hygiene and traffic (see Milan, Genoa, Naples, etc.).

d. CIRCULATION PATTERNS: The absolute criteria of opening new wide streets in central areas of cities, has to be improved, has turned out not only insufficient, but dangerous. In fact, such new streets, instead of facilitating the traffic, attract extra traffic while the increased economic value of the buildings surrounding the new street constitutes an additional incentive for more traffic.

The most to date urban renewal programs contemplate, therefore, a reorganization of city traffic carried out in such a manner that it is guided mainly to newly built areas while the areas subject to renewal are only bordered by it, seeking at the same time to provide parking spaces at accessible points.

e. ARCHITECTURAL DESIGN: From architectural point of view, renewal projects which concern wholly new buildings, take into account accurate volumetric pre-arrangement of bulk in order to insure a balanced composition of the ensemble and a frankly modern architectural expression. In the presence of ancient urban structures, it is sought not to introduce into them heterogenous elements and not to change in any manner whatever the original elements. When an addition or touching up is absolutely necessary, it is put clearly into evidence, although architecture, facings and colors are chosen in such a manner as not to introduce dissonance into the setting.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: The problem of integrating the areas that are to be rehabilitated with the more modern buildings of interest to the community, cannot be solved, generally speaking, within the precincts of the areas involved, but must be handled within the urban plan of the whole city.

When possible, such buildings are placed in the neighborhood of these areas, but often better conditions are offered by areas which are rather distant from them.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Many renewal programs concern commercial areas. According to the most up-to-date criteria, modern business areas are being created in new plans which will be able to organize them in a perfectly free manner. As regards the areas subject to rehabilitation, it is sought to retain rather qualified commercial activities, such as small general stores, handicraftsmen's establishments which do not contrast with the traditional local setting and allow a limited and quiet traffic of mainly pedestrian type.

3. AREA APPRAISAL

A. POLITICS AND STANDARDS:

The government fixes general criteria, while the municipality formulates practical proposals that fit the local situation and are expressed in the program that is to be carried out.

B. CITY OR COUNTRY POLICIES:

Every city adopts its own criteria, but the criteria of various cities do not differ much from one another.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:

1. As regards clearing and rebuilding, the municipality states the manner in which they are to be carried out. In most cases, if the areas are of a valuable real-estate type, the renewal is entrusted to private capital (sometimes by means of a covenant) while in other cases, assistance is requested from a public institution (Popular Housing Agencies, etc.) or from the government.
there has been no lack of examples of competitions (Piccapietra area in Genoa, Monti di Plata area in Palermo, etc.).

D. PRESENTATION:
After a survey into the situation of the area that is to be dealt with, and after the boundaries have been fixed within which transformation is to be carried out, local authorities apply to higher authorities to obtain the necessary funds.

Then a project is drafted which is subjected to preliminary discussion among local and regional authorities concerned (Municipality, Prefecture, Health Authorities, Superintendents of Monuments, Regional Town Planning Office, etc.); afterwards, the project is drafted definitively, adopted by the municipality and submitted to a public inquiry.

Approval is next applied for in accordance with the procedure already outlined above in the case of detailed urban plans.

E. REVIEW:
When proposals bear the character of public utility or involve expenditure of public funds, they are always subject to approval by higher authorities. Technical projects must have the approval of the Ministry of Public Works.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
The assistance given by authorities in effectuation of programs is of technical nature (drafting up and approving projects) and of financial character (execution directly at the authorities' expense or through chartered building institutions, or by means of contributions).

B. PRIVATE SUPPORT:
Outside some particular interests, private help is extremely rare. In some cases help can be obtained from insurance institutions.

C. RELOCATION:
This problem materializes when a population can no longer find room in the transformed area, either because its area has to be reduced or because it is being endowed with a new character.

Almost invariably, the pre-existing population is obliged to seek fixed residence in other places. This involves the necessity for a simultaneous renewal, special dwellings in a suitable area, and, in any case, dealing with a social-economic problem of not an indifferent reach, because, as a rule, inhabitants oppose transfers to other places.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: The basic objectives of urban renewal are essentially of two types:
   a) rehabilitation of inner areas and dwellings, and improvement in the value of real estate;
   b) preservation of architectonic settings, repair of buildings, and installation of hygienic and other facilities.

2) RESULTS: The results obtained so far, during the period of some seventy years' activities, cannot be termed very satisfactory. Generally speaking, rehabilitation schemes have remained uncompleted because of the lack of funds. The executors of the plan have limited themselves to reconstruction of buildings in some streets, leaving the adjacent areas in condition that are, in many cases, worse than before. Furthermore, the city traffic, after a momentary relief, did not benefit substantially, because the new buildings were occupied by offices, shops, etc., which have led to a further increase in the number of vehicles circulating in the area.

However, the most serious drawbacks materialized in cases when renewal concerned areas of historical or artistic interest. In such cases, modification of traditional significances of old inhabited centers spelled an irreparable loss of cultural patrimony without being repaired by adequate support to the life of the city. The latest striking example of such a failure is the transformation of the "Spedal del Borgo" in front of St Peter's in Rome.

3) UNEXPECTED RESULTS: The truly unexpected results of the renewal of cities are constituted by effects of social nature, which also have proved negative.

In fact, the inhabitants who have been obliged to leave the old wards in which they generally found work and could develop their interests, have been transferred to the outskirts of the city, into new centers where it has not been possible either to reconstitute social groups in pre-existing forms or to merge in an adequate manner the classes endowed with a definite status in the city life. The economic condition has got worse the consequent serious disadvantages for the whole town.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE: SOLVING RENEWAL PROBLEM
It is impossible to make forecasts concerning the number of years required for the renewal of the oldest inhabited areas, because the methods of redevelopment and rehabilitation are now being revised and guided towards sanitation, repairing and improving
for continued use, rather than clearing and rebuilding. This is due also to the fact that the dimensions of the problem are colossal in comparison with the actual practical and economic possibilities. In fact, its solution would involve the renewal of more than one million dwellings. 

In order to satisfy the most pressing needs, a seven-year program (1954-1961) is being carried out. This program is connected with the last slum cleaning Act (see par. 1 and 3), and it involves the construction of some 100,000 dwellings in new wards.

2) CHANGES IN RENEWAL PROGRAM. Experience has shown that the problem cannot be solved practically, and in a satisfactory manner by means of complete rebuilding of the old residential areas.

It will be possible to carry out the renewal with a lesser expenditure and more chance of success if more respect and consideration is paid to buildings inherited from the past. Such an attitude would involve a more careful study of solutions, and greater patience in the reconstruction of buildings.

In any case, no project will achieve its aims fully unless it is incorporated in the ampler specifications of a complete urban plan.

25a GENOA (Population about 800,000) Reporter: Eugenio Fuselli, Professor of Town Planning, University of Genoa, Via Carlo 2-9, Genoa, Italy

(Editor's note: Although this report does not follow the form of most City Reports, it does give a good picture of renewal activities in Genoa.)

URBAN RENEWAL IN GENOA:

From an urbanistic point of view Genoa may be considered a "conurbation" of 800,000 inhabitants, the result of the administrative unification, which occurred in 1926, of 19 communes forming the outskirts with the major central urban nucleus.

As the territory of Genoa is mainly mountainous with rapid slopes along the coast and narrow flat spaces, the city expansion has turned preferentially to the four directions presenting easier building lots, that is, in the directions of the two "Rivieras" and in the two main valleys descending to the sea, formed by the Polcevera and Bisagno Torrents. In these four main expansion directions the particular characteristics of the former nuclei of the conurbation tend to disappear, the pre-existing spaces in between are gradually filled in by buildings, creating a continuity of urban compactness, seriously handicapping the efficiency of the main arterial roads.

In the central portion of the city, house building development is expanding also towards the hills, behind the city, and today intensive house building has attained 150-180 meters (490-590 ft.) altitude above the sea level, connected to the center also by means of public lifts and road tunnels.

"Renewal" is realized in the Genoa City periphery with a strong increase in densely built-up areas. The old two- or three-story buildings in the city outskirts, the active house building activity of these last ten years has substituted massive buildings, averaging from 5 to 7 stories, according to House-building Regulations, varying in Genoa according to "building areas" having a rate of decreasing height linked with the increase in the sea-level altitude.

The Albaro area, east of the city center, has had a Special Regulation Plan since 1939 assigning it to residential development of a more qualified character and less intensive, with 20 meters (65.5 ft.) as maximum building height, and areas for four story houses and three-story cottages.

At the periphery, and also in Albaro, notwithstanding the above rulings, there are reasons to lament that "renewal" has destroyed many of the most pleasantly characteristic aspects of the past, and also buildings important from an architectural and historic point of view.

At present Genoa has a General House-building Regulation Plan, approved by resolution of the Communal Administration in 1956, in accordance with the 1942 Urbanistic Law, extended to cover all the territory of the commune inclusive of all preceding Partial House-building Regulation Plans.

In the center of the city "renewal" has taken place in the past and continues to develop in two forms, substantially different:

a) a "sporadic" renewal which has been largely applied on the occasions of the last war destructions regulated by the 1948 House- Rebuilding Plans. Following this latter plan, most parts of the isolated buildings damaged or destroyed during the war have been rebuilt and renewed by now: with the exception of some more showy and less fortunate cases this sporadic "renewal", precisely for the reason of having been carried out individually, one by one, in the case of each single house, has not altered substantially the character and the features of the city, even when the very historic center was affected having remarkable importance in Genoa and a special local appearance.

b) the massive "renewal" by cutting through densely built-up areas or massive demolitions involving entire built-up areas.

This form or "renewal" which takes place not without contrasts in principle, has had, and will have, a wide application, according to the provisions in the House-building Regulation Plans, to the extent that the central part of the city is bound to be completely renewed, by this system, all around the historic nucleus, which, is intended and hoped may be preserved owing to its monumental and traditional value.

The sequel of episodes of the above integral "renewal" are:

1. The detailed Renewal Regulation Plan of the Piazza Dante area (1935) already fully carried out before the second world war;
2. The detailed Renewal Regulation Plan of the Piccapietra area, (1955) which is being carried out now;
3. The detailed Renewal Regulation Plan of the Via Madre Dio area (1958) where the works have just started;
4. The plan of the "renewal" of the Pre area, which plan is still under consideration, in the communal offices.

The above plans are prepared and made compulsory by the Communal Administration, who carry them out, generally, by expropriating and tearing down the old buildings, and putting on sale the building areas thus made available. The inhabitants of the demolished buildings may and are moved to new residential quarters at the periphery, though many do prefer to remain in the city center, in order to be near their places of work and where they may have their commercial interests; and thus there may result a temporary increase in the density of the population in the remaining old buildings.

Private initiative takes part on large scale, and with remarkable advantage, in the erection of new blocks of buildings in the city center, the sizes of which are by far greater than the preceding ones, and, before the war, Genoa did build the first two skyscrapers in Europe (1938-1939).

Public spaces also result amplified with respect to the previous ones, so that the whole "scale" of the city appears changed, however, also as a consequence of the increase in the automobile circulation and required parking spaces, as automobiles are continuously increasing in number, traffic jams continuously growing worse and so there are plans to build underground parking spaces.

Altogether neglected in this urban "renewal" of our city is, unfortunately, the problem of green areas, it should be deployed that not only no new garden areas are created in the city center, but that the existing few, are becoming even fewer, to make space for new construction. For instance, in order to meet the necessity of new school buildings in the city center, a resolution was recently passed to occupy one of the remaining park areas, partly, belonging to private ownership and partly to the commune.
SPORADIC RENEWAL IN GENOA. As most cities, Genoa is plagued with a severe and chronic case of "sporadic renewal." Lacking a general plan for the renewal of the central city, or powers to enforce such a plan if it existed, the central area is being rebuilt on a piecemeal, lot-by-lot basis. The unfortunate consequences are increased density, lack of open spaces or parking areas, growing street congestion, a gradual undermining of the principles upon which city planning and urban renewal should be based. The local planning officials are fully aware of this situation but have difficulty in achieving an acceptable remedy. However, they do recognize and admit the existence of this condition and are approaching the problems of planning and renewal from a realistic standpoint. They hope, by constantly pointing out the afflictions as well as possible needs and remedies to both city officials and private builders, that some improvement may eventually be accomplished.

The effective renewal programs under way in areas adjacent to the central city demonstrate how renewal can improve and benefit the urban environment. In time, these renewed sections may influence the rebuilding philosophy and programs in the central city. Meanwhile, unfortunately, many massive, private "monuments" will be built which, in the end, will make renewal more difficult.

ITALY
GENOA
FOREWORD
In Rome, the problem of urban renewal assumes aspects that are quite different from those found in most other great contemporary cities. In other cities the major cause of the housing decay and the formation of slums lies in the urbanization of an industrial origin.

In Rome the urbanization process (which increased the city's population from 200,000 in 1870 to the present 2,000,000) has not been caused by industrial activity but by complex forces of confined origins: the general attraction exerted by a capital city, the concentration of a bureaucratic machinery, the hope (rather than the likelihood) of finding employment, the absence of major centers around the city, etc.

This lack of characterization in economic-social terms of the modern expansion is accompanied by a heavy characterization of the old center of the city, so that the problem of the sections and houses to be renewed appears in quite different terms in the central areas as contrasted with the peripheral areas. In the former, archaeological demands for the conservation of the urban environment have often overridden hygienic and social considerations.

A distinction, therefore, must be made between three different areas of renovation:

a) the old center of the Renaissance Age, delimited by the loop formed by the Tiber;

b) the peripheral "Bargate" (housing development) forming circumscribed aggregates where, during the Fascist regime, housing was built in accordance with incorrect housing, hygienic and city-planning concepts; and

c) the slums and spontaneous housing growth that has developed without any plan around the farthest outskirts of the city.

Type (a) offers the greatest difficulties; type (b) is the largest in terms of volume; and type (c), while most important from a humane viewpoint, is smaller than the other two.

1. LEGISLATION:

a) IN GENERAL: The City of Rome is at present subject to the City Plan approved by Law-Decree No. 981 of 5 July 1931, issued prior to the invocation of the National City Planning Law (No. 1150 of 17 August 1942) (See Country Report on Italy, Section 25).

The general city plan is implemented through detailed working plans under which the municipal government may condemn both buildings to be transformed or torn down and building areas.

The 1931 city plan will go out of force during the current year; nothing definite can be anticipated concerning the new plan, drawn up in conformity with the National City Planning Law, because it is very far from completion.

b) ON RENEWAL AND REHABILITATION: The city plan provides that areas considered uninhabitable are subject to "demolition and reconstruction."

For the implementation of this provision, the plan provides for no specific legal instrument, but only for either of the following two procedures:

(1) The owners of the individual buildings to be renewed form a CONSORZIO (syndicate) which carries out the demolition of the uninhabitable buildings and the reconstruction of new buildings according to the volume and alignment provisions of the detailed working plan. On completion of the reconstruction work, the members of the CONSORZIO (the old owners) own a share of the value of the new buildings which is the equivalent of their previous demolished building. Because of the very limited financial possibilities of the owners of uninhabitable buildings, the CONSORZIO plan is feasible in practice only if speculative building ventures take the place of the individual owners.

(2) The city condemns the buildings to be demolished and does the rebuilding, selling the new buildings to new owners. The old owners are offered privileged terms for the purchase of the new buildings.

2. ADMINISTRATION (includes also sub-sections 3 and 5):

The implementation of detailed plans calling for "demolition and reconstruction of buildings" and therefore falling within the scope of urban renewal, is not facilitated by any specific law on housing renewal.

Because of the reasons set forth in the Foreword, in the entire old center of Rome, any transformation of the individual buildings and of the urban environment is subject not only to the municipal government's permission, but also to the authorization of the "Rome and Latium Monuments Superintendent" who, by law, is responsible for safeguarding and maintaining all buildings and areas of historical and artistic interest.

The City Planning Commission is responsible only for ascertaining a POSTERIORI that the city plan provisions have been complied with. Therefore, it never has to deal with specific cases of urban renewal.

There is no agency responsible for coordinating the renewal of the entire Rome region.

3. ROLE OF CITY PLANNING AGENCY:

(See 2 above).

4. ROLE OF PUBLIC HOUSING AGENCY:

To date, no public agency has conducted a renewal program.

In this connection, interesting proposals have recently been put forth which will certainly have concrete developments. It was suggested that the insurance agencies (and above all the National Insurance Institute which, in addition to having always carried out considerable activity in the field of housing investments, has precise obligations since it is guaranteed by the state) participate in the financing of condemnation and reconstruction work, thus making it possible for public action to substitute for private enterprise.

In addition to the financial problem, a start could also be made towards the solution of human and social problems if instead of the insurance agencies, action was taken by organizations such as the INSTITUT CASE POPOLARY (Low-Cost Housing Institutes) and particularly INACASA, which combines housing and social functions with a cultural activity clearly superior to that of the other low-cost housing agencies.

Instead of concentrating all of their efforts on the construction of new housing developments, these agencies should engage in the renewal of an old city section (urban island). Thus the problem of the reorganization and re-dimensioning of the pattern of habitation would be given solutions avoiding the brutal procedure of indiscriminate removal and segregation in peripheral housing developments.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY: (b) THE URBAN REGION:

(See 2 above).

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:

In 1957 the Latium Superintendent of Monuments succeeded in preventing the city government from tearing down the Tor di Nona area, located on the bank of the Tiber almost opposite St. Angelo Castle. For this area the old Rome City Plan, drawn up in 1931 in the then prevailing "Hausmanization" climate, envisaged the demolition of the Renaissance houses in that area, of limited architectural value, in bad structural and hygienic conditions, but of basic environment importance in connection with the section of city lying behind them.
The facades will be preserved so that streets and squares will maintain their aspect. Basic structures will also be retained, but partitions, walls built to close loggias, added floors and buildings which sealed off internal courtyards will all be torn down.

This work will result in lighter buildings, better suited to ventilation and installation of modern conveniences, and therefore more pleasant to live in.

The Tor di Nona pilot project, however, enjoys two special advantages which are seldom found in other city areas to be renewed, namely:

(a) since 1940 the City of Rome has been the sole owner of all buildings in the area in contrast to most of the older centers of cities where ownership of buildings is highly fragmented, and requiring the formation of owners' syndicates (see sub-sections 1 and 4 above);

(b) planning to tear down the buildings, the city forcibly ejected the inhabitants (mostly moved to Borgata Aclia, almost 10 miles from the center of the city). Therefore, when the Superintendent stepped in, the buildings were uninhabited and there was no social problem involved.

As can be seen, the Tor di Nona pilot project is a first step, and a highly important one because it has put an end to indiscriminate demolitions. But two big problems remain unsolved: the financial (ownership) and the social (the inhabitants).

7. OUTLINE OF

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:
(See sub-section 1 above and Country Report on Italy, Section 24).

(b) RESPONSIBILITY AND PARTICIPATION:
(See sub-section 1 above).

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

As noted in the Foreword, in Rome the greatest renewal problems are in the old city. Here we find not only houses and localities (Piazza Navona, Piazza Grotta Pinta) but entire quarters which still perfectly coincide with the plan of ancient Rome. The present houses are the products of the adaption of houses built between the 17th and 19th centuries around the walls of Renaissance buildings which, in turn, had been erected around medieval structures, the Roman foundations being retained through all of these phases.

This progressive stratification naturally complicates the problems of conveniences and of an efficient use of space, and therefore creates serious renewal problems. Moreover, the social structure of the various quarters has changed through the centuries, so that now underprivileged people are living in great Renaissance palaces as a result of the movement of the city's center of gravity.

Therefore, behind and underneath the facades of the modern houses lies an archaeological problem. The first to attack this problem was Pope Clement VIII when, in 1594, he had the houses occupying the galleries of the Coliseum torn down, thus literally discovering the monument, more or less as we now see it.

The same problem has come up again in the modern age. Up to 1925 the Imperial Fori and the Trajan Market were covered by a populous quarter which comprised also Renaissance buildings of some value (for instance, Pirro Ligorio's house at Via Alessandrina).

From 1926 to 1932, the same area arose with respect to the Theater of Marcellus which had the lower tiers occupied by warehouses and shops, the intermediate floors of unsanitary dwellings and the top floor converted by Peruzzi into a luxurious palace. The archaeological restoration eliminated all structures built over the lower tiers, leaving untouched the Renaissance palace built over the Roman arches.

One major problem deriving from a renewal process guided by archaeological considerations is that of determining which is the eye to be preserved and restored. All too often in Rome, the desire has been to give the age of ancient Rome, despising and destroying in its name everything built in the Middle Ages, and to the Baroque Age. This resulted in inhabited areas often possessing a definite character, being replaced by deserts of ruin, often of questionable value (for instance, Piazza Argentina).

A second problem derives from the overlapping of the social problem with the purely archaeological problem. Even though the walls of the slums are ancient and glorious walls, the fact remains that the archaeological restoration creates the need for alternate housing for a population belonging to the city's less privileged groups.

The method followed in the archaeological restorations (Imperial Fori, Trajan's Market, Theater of Marcellus, Augustus Imperator Square) was to build housing developments simultaneously at the farthest edges of the city. Apart from the fact that these new houses very often soon declined in maintenance and to hygienic conditions as bad as those of the central houses from which the inhabitants had been cleared, the EN MASSE transfer of population groups to the peripheral developments proved a bad mistake from every aspect.

From the social standpoint, the least vital part of the population was separated from the urban fabric which made its integration with the whole of society less difficult. From the economic standpoint, work and earning opportunities were taken away from people who lived largely by handicraft activities, strictly connected with the lifeblood of the center of Rome. From the human standpoint, people have been almost banished from urban life and removed from their traditional human background. Lastly, from the city planning standpoint, the mutual relations between center and periphery, between old and new, which are the very lifeblood of city life, were disrupted and severed.

The need for building housing developments at the farthest edges of town stemmed from the unilateral approach to the archaeological problem which demanded the reduction to zero of the residential density in the areas to be 'renewed' by restoring them to the condition of ruin-scattered lands.

The evolution of the city planning culture, in addition to setting aside the erroneous architectural concepts, has brought these slums nearer to solution than the building of peripheral ("Borgate") Housing Developments.

The ancient concept of the "archaeological vacuum" and the "cult of the old ruins" goes to Gustavo Giovannoni, who substituted for the concept of integral demolition, a gradual rehabilitation, limited to the demolition of the added structures which had nearly distorted architectural shapes, hygienic conditions and environmental relationships.

The pilot project described in sub-section 6 above was guided by these concepts.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS:

The Romita Law for the elimination of substandard housing (No. 838 of April 29, 1954), applicable to the entire national territory, provides for State action in demolishing uninhabitable buildings and constructing new houses for the occupants of the demolished buildings. This Law, however, is not based on city planning criteria. In other words, it makes no provision for coordination between areas freed by slum clearance or transformed by renewal, or for areas on which the houses for the former occupants are built. Therefore, it lends itself to much confusion, unless it is implemented in accordance with the specific provisions of the city planning law.

For the problem of renewal in Rome to be attacked in an integral and efficient manner, the Romita Law (or better, similar laws) improving upon it must be backed up by a sound town plan used as an instrument for the implementation of the law.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM: Mexico has an active renewal program based on several Acts and decrees, the latest being an Act (1954) creating the National Housing Institute.


C. FINANCING: Initial investment from the central government’s budget and financing through the increase of land value of the affected lands (1930) in Mexico City.

D. ORIGIN: 1920. In the late twenties, the larger towns took up some projects of clearance and reconstruction.

2. RENEWAL URBANISM, AND PLANNING

A. POPULATION:

1) PRESENT 1950 — 35,000,000 (estimated)

2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Urban % of population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921</td>
<td>14,334,780</td>
<td>4,465,504</td>
</tr>
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<td>1930</td>
<td>16,552,722</td>
<td>5,540,631</td>
</tr>
<tr>
<td>1940</td>
<td>19,653,552</td>
<td>6,896,659</td>
</tr>
<tr>
<td>1950</td>
<td>22,721,017</td>
<td>11,020,662</td>
</tr>
<tr>
<td>1956</td>
<td>30,538,650</td>
<td>13,467,685</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: Every town with a population over 20,000 is required to prepare full plans.

2) PREPARATION: The Public Works Office and the Census of Real Property Department are responsible agencies for the preparation of plans.

3) STATUS: Most of the plans of the small as well as the larger cities are now in preparation, mainly when those towns are located within some of the areas being investigated by and under the supervision of the local planning commissions.

4) ADOPTION AT LOCAL LEVEL: The Master Plan Office in Mexico City is responsible for the adoption of the plans at local level. The same office at Monterrey, Guadalajara, and all towns with master city plans, in each of the others there is a Public Works Office.

5) STATE REVIEW: When there are important investment programs scheduled the general city plans are conscientiously revised by the federal high or local authorities.

6) EFFECT OF ADOPTION OF PLANS: When it has been determined to enlarge a system of public roads or enlargements, such enlargements are supposed to be approved by the central government and executed by the Public Works Office.

7) REVISIONS: In the more important towns of the country, the plans are re-examined almost constantly by their own Public Works Office. In smaller towns the plans are occasionally re-examined, especially when a public work is about to be undertaken, either with federal or local character.

C. PLANNING VIS-A-VIS RENEWAL

1) GENERAL CITY PLANS AND RENEWAL PLANS: So far, there are only a few cases of redevelopment projects concerning damaged or obsolescent areas, only in Mexico City.

2) ACTION PROPOSED IN RENEWAL PLANS: The renewal of different areas in Mexico City are fundamentally based on enlargements, widenings and changes of the circulation of the streets and the drainage of unhealthful zones. The National Housing Institute has a program for the rehabilitation of most of the obsolete suburbs of Mexico City, and for a new investigation to locate these programs all over the country.

3) POLICIES AFFECTING RENEWAL:

a) POPULATION DENSITIES: Due to the high prices of the land in central and old districts of the city, the National Housing Institute’s investigation includes a proposal for density increase.

b) RETENTION OR CHANGE OF PREDOMINANT USE: When housing is the determining use of the land, the technicians responsible for the said investigation are proposing its change to recreation, sometimes to a recreational park. When the land use is mixed with unhealthful focus, industrial districts or factories.

c) HEIGHT AND BULK OF BUILDINGS: Some study proposes a maximum height of five stories in central districts of Mexico City.

d) CIRCULATION PATTERNS: Likewise, it is proposed to eliminate those streets without frequent circulation, trying to plan a new structural pattern on a superblock basis.

e) ARCHITECTURAL DESIGN: The architectural design is modern and the distribution of new dwellings is based on a social-economic study about the people in great need of housing. A great percentage of these people are living in shanties at present.

f) OTHER ASPECTS: We want to secure urban development integrating communities, that is, strengthening the existing communities and complementing their common services.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Essentially answered before.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: The new residential districts were planned properly equipped. Consideration was given to provision of adequate commercial and other facilities, such as schools, churches, sport clubs, parks, parking lots, etc.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS: The Executive Committees on Urban Design of Mexico make the necessary studies and apply them as soon as the Planning Commission has approved those studies.

B. CITY OR COUNTRY POLICIES: There is a common policy throughout the country for possible renewal action, but generally each town has its own system, although similar to the one being practiced in Mexico City.

C. CRITERIA FOR APPLYING RENEWAL MEASURES: On the enlargement of several avenues in Mexico City, the executive committees of each district act by means of expropriations or acquisitions at an average price between the census and the commercial value of the lands.

D. CRITERIA OF OBsolescence: The National Housing Institute is about to finish an investigation of Mexico City, in which the criterion would be established to determine the building’s obsolescence.

E. CRITERIA FOR RE-USE OF CLEARED AREAS: According to the respective master plan, the cleared lands shall be used complying with the land use included in same master plan.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROGRAMS: In Mexico City, urban rehabilitation, as explained before, has fundamentally relied on the enlargement of the circulation system, the substitution of unhealthful focus for new markets and the creation of new parks, gardens, fountains and other ornamental objects. This task has been undertaken by the municipal public office.

The program of the National Housing Institute includes the rehabilitation of slums located at old districts of the city. It will be necessary to establish a coordination between the institute’s plans and the various executive committees of the city’s public works, in order to carry through such rehabilitation.
B. REVIEW:

There is a lack of coordination between the high authorities to carry out such improvements, since the present studies conducted by the said institute has consulting presumptions only.

C. NON-GOVERNMENTAL ORGANIZATIONS:

The private organizations, such as owners societies, Chambers of Commerce, Chambers of Industry, etc., have a representative member at the Planning Commission in Mexico City and determine their point of view through them.

D. COMPETITIONS:

Generally, the Public Works Office carry out the rehabilitation projects and occasionally sponsor competitions or contests.

E. PRESENTATION:

Answered before (2 - B - 3, 4).

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:

In Mexico City, the central government gives the initial financial support in effectuating renewal programs. In addition the local authorities of the province help with the financial assistance of credit institutions such as the National Mortgage Bank. Subsequently, the construction is financed by the increase quotas of land taxes.

B. PRIVATE SUPPORT:

Frequently, in those cases on which the program concerns private investors, they contribute in advance with an amount enough to cover the increase of land value.

C. RELOCATION:

In most of the public works on the circulation system of Mexico City, as easily observed, the affected districts remain without being reconstructed by their owners with means of speculation or simply because they did not have funds enough to rebuild their properties. This is why our total redevelopment is progressing too slowly.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES:

Even though slum elimination should be the main objective, so far it has only been indirectly tackled, because private investments are entirely dedicated to high economic profits such as shopping centers or first class apartments buildings. The main objective from the municipal point of view, lies on the research of a more effective circulation system.

2) RESULTS: It is difficult to assess economic and social results of the renewal of urban housing in view of a lack of coordination and investment program at the National Housing Institute.

3) UNEXPECTED RESULTS: The enlargement of the circulation system as well as the construction of new markets, parks and ornamental objects has had high beneficial results to Mexico City, since it has reflected on the owner's conscience and has compelled him to improve his own properties. Nevertheless, the results have turned out to be adverse in many occasions, as long as there are speculations on land value and their prices reach unbelievable altitudes.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS ADVANCING OBsolescence; SOLVING RENEWAL PROBLEM.

It is impossible for me to answer this question, because we do not have a methodical and continuous working plan to follow. Besides, our renewal programs are, unfortunately, without adequate financial support and that makes it difficult to think that the problem could be solved in terms of years. We need, urgently, the same as other Latin American countries, to develop a national policy in that respect.

2) CHANGES IN RENEWAL PROGRAM: Renewal programs must be coordinated and extended. We need, of course, to amplify our financial support. It is possible that we shall integrate a Regional Planning Committee for all of Mexico City's Valley, comprising our area of studies, our experiences and every one of our possibilities. The proposal of that committee, at the recent Economic and Social Planning Municipal Council, shows its interest in combining and grouping the resources existing over the entire metropolitan area.
27 NETHERLANDS

Editor's note: Although there is no official country report on the Netherlands here, much of the information related to renewal on a country-wide basis is reflected in the reports from the several Dutch cities which are included. Renewal programs in the Netherlands, as in many European countries, are essentially the responsibility of the individual municipalities.

Progress and effectiveness in urban renewal is the direct result of local initiative, both official and unofficial. As in many countries, there is a wide range of local initiative between the cities in the Netherlands, which is readily evident to the eye of the professional visitor. Cities, like individuals, vary greatly in qualities and traits of individual character. Two cities in different countries are often much more akin than two cities in the same country. Thus Rotterdam and Coventry are much more alike in their dynamic rebuilding programs than either of these cities are when compared to some other cities in their own countries.

Aside from individual urban character, many of the Dutch cities suffered considerable war damage. Up to now a great deal of civic effort, accompanied with large amounts of public and private investment, has of necessity gone into the rebuilding of these destroyed areas. In most of these communities, renewal programs are just beginning. It is already evident, however, that those communities which have accomplished the most in the rebuilding of war-damaged areas, will most likely undertake their renewal programs with the same dynamic attitude and with the same effective results.

The Netherlands is a heavily populated and highly urbanized country. A review of recent statistical yearbooks show the following figures:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop.</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1899</td>
<td>5,104,137</td>
<td>3,775,584</td>
<td>73.9</td>
</tr>
<tr>
<td>1900</td>
<td>5,858,175</td>
<td>4,439,280</td>
<td>75.8</td>
</tr>
<tr>
<td>1920</td>
<td>6,865,314</td>
<td>5,308,998</td>
<td>77.3</td>
</tr>
<tr>
<td>1930</td>
<td>7,935,565</td>
<td>6,250,949</td>
<td>78.8</td>
</tr>
<tr>
<td>1940</td>
<td>8,333,977</td>
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</tr>
<tr>
<td>1950</td>
<td>10,025,773</td>
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<td>1957</td>
<td>10,957,040</td>
<td>9,401,018</td>
<td>85.8</td>
</tr>
<tr>
<td>1958</td>
<td>11,095,726</td>
<td>9,523,939</td>
<td>85.8</td>
</tr>
</tbody>
</table>

1 Towns with a population of 5,000 or over.

27a AMSTERDAM (Population about 875,000) Reporter: L. H. J Angenot, Chief Engineer - Town Planner, Town Planning Division, Department of Public Works, Town Hall, Amsterdam, Netherlands.

1. LEGISLATION:
Within the established limits of the municipality, the Municipal Council is the autonomous, all-purpose decision-making authority. The decisions of the Council relative to plans for reconstruction are submitted for approval directly to the Minister for Housing, who consults the provincial government. The decisions of the Council relative to plans for development, extension, and renewal are submitted to the provincial government.

2. ADMINISTRATION:
The Town Planning Division of the Department of Public Works initiates the reconstruction, extension and renewal plans and supervises the execution in close cooperation with other divisions of the Department of Public Works (Real Estate Division, Bureau for the Preservation of Historic Sites) and other departments (Building Control Department, Housing Department).

3. ROLE OF CITY PLANNING AGENCY:
Amsterdam has a master extension plan whose law has been in force since 1939. The increasing traffic problems, the necessity of preserving irreplaceable cultural values of the old city, and the war damage in parts of the inner city, made renewal plans for the central area urgent in post-war years. This renewal which must be effected in the inner city is closely related to the development of the outskirts which is guided by the master extension plan. All these plans are prepared by the Town Planning Division which does the survey work, the administration and the designing. The survey work for the inner city comprises a detailed inventory of the areas where reconstruction and renewal have to be effected. The great material inheritance of the part makes renewal of the old part of Amsterdam a very delicate task. At the end of the 18th century, Amsterdam was the fourth largest city of Europe.

4. ROLE OF PUBLIC HOUSING AGENCY:
The Municipal Housing Department plays a role in the survey work of renewal areas by determining the degree of habitability of dwellings. When renewal programs are put into effect the Housing Department must provide substitutional accommodation for the inhabitants who must move from or within the renewal areas. The different rent levels of the poorer parts of the old city and the new districts cause many difficulties.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:

A. THE CITY: The effectuation of renewal programs, both in the old inner city and in the 19th century districts, require the demolition of a great number of dwellings. In the 19th century districts alone, between 40,000 and 50,000 dwellings will have to be pulled down in the future.

On their present sites no more than 10,000 new dwellings can be erected. The renewal of the inner city, therefore, requires considerable extensions on the outskirts of the city to provide sufficient substitutional housing. The vast city extensions which are now under construction are still mainly for the purpose of reducing the housing shortage. Active renewal and reconstruction in the inner city can only start on a large scale once a sufficient stock of inexpensive dwellings are available in the outer districts.

B. URBAN REGION: The inner city of Amsterdam is more than locally important. In many ways, the city of Amsterdam is a National business center. At a regional center the inner city of Amsterdam will become increasingly important in the near future. To the west the out-port of IJmuiden (at the beginning of the North Sea Canal) and the communities of Velsen and Beverwijk will increase their population considerably because of the rapid development of the Netherlands Steel Works and their depending industries.

To the east, vast new Zuyderzee polders will provide a completely new "hinterland" in a not so remote future. Neither the aesthetic aspect of the old city nor the difficulties of modern traffic in a city destined to water and land traffic, permit a further concentration of business activities in the inner city. Too many cities in the world are still erecting skyscrapers in their congested central areas. Such skyscrapers are not accepted in the inner city of Amsterdam. A further development of the business activities in Amsterdam is only possible by an expansion of the central area. Renewal of the 19th century districts which lay around the semi-circular old city for this purpose is urgent.
6. LOCAL INITIATIVE IN PROMOTING RENEWAL:
On the initiative of the Town Planning Section of the Department of Public Works, the local government instructs this department to make a design to be submitted for their approval. Afterwards decisions rest with the local Municipal Council.

7. OUTLINE OF:
A. GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION. The responsibility for the renewal programs lies entirely with the local government. The actual reconstruction in the areas where renewal has to be effected is in most cases a matter of private initiative. In areas where plans are in force, buildings may only be erected in accordance with those plans or otherwise with the approval of the local government.

B. PRIVATE RESPONSIBILITY AND PARTICIPATION.
(See 7. A. above)

C. DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS: In the 1920's several slum clearance projects were effected in Amsterdam. Slum-dwellers were provided with inexpensive new homes by the Municipal Housing Department. More than 6000 slum-dwellings were condemned since the Housing Act came into effect in 1901.

Near the end of the Second World War, approximately 3500 dwellings were destroyed in the inner city of Amsterdam. For these damaged areas, notably in the former Jewish district, reconstruction plans were prepared in post-war years. These plans now have force of law. In most cases, compulsory appropriation by the city has now taken place. Demolition of still existing houses for the sake of renewal is postponed by the present housing shortage. In one of the reconstruction areas a large site on the banks of the river Amstel has now been reserved for the erection of a new Town Hall. On the western side of the old city lies a large and densely populated district "Jordaan". The origin of the Jordaan district lies in the early 17th century. The district contains many buildings - large and small - of historical value and a multitude of mostly small industrial establishments. Intensive survey work was done in this district, and the first partial reconstruction plans will soon be presented to the City Council.

D. LONG RANGE RENEWAL POLICY AND PROSPECTS:
(See 5. above).

Above: A portion of the central core of Amsterdam affords an opportunity of renewal by preservation and rehabilitation for continued use and vitality. The house shown here (Herengracht 364-370) was built in 1662 and is an example of a great number of architectural monuments of historic note. By carefully preserving and regulating alterations the city and property owners are maintaining the material inheritance of one of the best of the medieval cities of Europe. Central Amsterdam remains as a living museum, and at the same time serves contemporary central city activities.

KALVERSTRAAT (above and right)
Traffic regulation is often an effective renewal device which results in greater vitality to a shopping street. On Kalverstraat, by limited one-way vehicular traffic regulation, this type of traffic is kept to a minimum. Only service vehicles and other essential traffic use the street. However, this limited one-way vehicular traffic regulation is only the first step toward a policy of separating vehicular from pedestrian movement. The next step would be to prohibit all vehicular traffic between certain hours of the day. On similar streets, many European cities prohibit vehicular traffic from mid-morning until mid-evening to the satisfaction of all concerned and with increased sales.
1. LEGISLATION:
The City Council's (municipality's) decisions on reconstruction plans are submitted for approval directly to the Minister for Housing and Building who consults the provincial government. The Council's decision on extension and renewal plans are submitted for approval to the provincial government. In case of opposition a decision by the Crown is necessary.

2. ADMINISTRATION:
City Department for Town Planning and Reconstruction. This department initiates the reconstruction, extension and renewal plans and supervises the execution.

3. ROLE OF CITY PLANNING AGENCY:
The work program entails: a survey, b. program, c. design, d. official reconstruction plan to be fixed by the municipality.

4. ROLE OF PUBLIC HOUSING AGENCY:
The role of Public Housing Agency (Dienst van Volkshuisvesting) is the designing, financial preparation and the building of working-class dwellings conforming to the legal standards (Woningwet) This kind of dwellings is planned by the Town Planning Department only in extension plans. The center of Rotterdam, that means the reconstruction area, is specially built by private capital. No dwellings built according to the housing law being destroyed in the city, there was no claim for rebuilding in this category. An important factor in this case is that the site costs are too high for working class dwellings.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:
   a. THE CITY: Relationship between city plan and extension plans is fixed in the local regional plan;
   b. THE URBAN REGION: The task of the province is to coordinate the local plans.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS.
On the initiative of the Town Planning Department the local government instructs this department to make a design to be submitted for their approval. Afterwards decisions rest with the local Council (municipality of Rotterdam).

7. BRIEF OUTLINE OF:
   (a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION, and (b) PRIVATE RESPONSIBILITY AND PARTICIPATION: After the disaster of 1940 the grounds in the damaged area were compulsorily appropriated; compensation values for ground and buildings were fixed, payment being deferred until rebuilding. In the case of rebuilding, ground within the basic plan is available for the original owners based on the 1940 values. The value of each appropriated plot is settled on them. On rebuilding, the 1940 value of the devastated building is payable, in many cases, together with 90% of the non-payable-building costs (owing to the official fixation of rents on a relatively low level).

   In special parts of the plan and in special cases, there is another arrangement: compensation rights are transferable.

   (c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS: The total surface of the damaged area was 650 acres (250 ha) of which 400 acres (160 ha) was built up and 250 acres (100 ha) consisted of streets, squares and other open space.

   In the basic plan the total surface of the built-up area is 212 acres (86 ha) including some undamaged buildings. On the first of January, 1958, the following were:

<table>
<thead>
<tr>
<th>Type of Building</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completed buildings</td>
<td>90 acres (35.8 ha)</td>
</tr>
<tr>
<td>Under construction</td>
<td>8 acres (3.3 ha)</td>
</tr>
<tr>
<td>Reserved</td>
<td>22 acres (8.8 ha)</td>
</tr>
</tbody>
</table>

   (d) LONG-RANGE RENEWAL POLICY AND PROSPECTS. Redevelopment plans are under preparation for the old quarters around the devastated city. A preliminary priority program is laid down by the local government showing the desired redevelopment areas and dates.

Annex A (Rotterdam) ORIGIN OF THE "LIJNBAAN" PRECINCT IN THE CENTER OF ROTTERDAM. (New commercial and residential pedestrian island)

"The shops in the Lijnbaan are owned and maintained by the individual shopkeepers. One or two shops are owned by an insurance company and the building contractor who built the shops. During the war, about 66 small shopkeepers, whose properties had been destroyed in 1940, formed an organization (Viserskij group, named after an old shopping street in the center of Rotterdam), to realize together a shopping street or precinct. The central idea was, that by working together, a favorable "climate" should be created in the vast empty space of the destroyed center, only the larger department stores could create their own favorable climate in this "desert." With the aid of a foundation (Centrale Opbouw Belangen) this idea has worked out. After long-winded studies and discussions, and after the revision of the layout by the Municipal Office for Town Planning and Reconstruction, the Lijnbaan shopping precinct has been built as a whole. The complex was opened by Queen Juliana in 1953. The shopkeepers remain organized for the furthering of common interests (street decorations, advertising, special weeks, etc.). The government paid a special subsidy ("kernpremie") amounting to about 15% of the building costs. Also an indemnity based on the 1940 value has been paid to owners, whose shops had been destroyed and whose sites had been expropriated in 1940."
Above: Pre-war central shopping area. Kruiskade and Hoogstraat were typical of congested, dreary, shopping streets before bombing. Below: The plan of the Lijnbaan precinct indicates a rather complete central city urban island. By careful planning this area has the facilities and services of a complete community, all within easy walking distance and without the hazards of conflicting traffic flows.

LIJNBAAN BRINGS NEW LIFE TO DOWNTOWN ROTTERDAM

Developed cooperatively between a group of merchants and the town planning office, the Lijnbaan was a success from the start. This success was predestined inasmuch as the fundamental objectives of sound urban area development were set as prerequisites: complete separation of pedestrian and vehicular traffic; ample nearby offstreet parking; attractive shops planned as a group; nearby highrise apartments; many cultural activities; pleasant open spaces. These combined to form a precinct or urban island with activities and urban life almost around the clock.

Above: General view of the main pedestrian mall. Paved area is broken with beds of flowers, trees, outdoor cafes, sitting areas. Continuous canopies offer protection to shoppers from rain, snow and sun; also reduces window cleaning. Below: High-rise apartments adjoining the shopping center. Saving time and transportation offset slightly higher rents.

Above: The Lijnbaan offers a complete range of shopping. Shoppers are satisfied; merchants are satisfied. There is never a vacancy. Below: This model shows the area as it will look when completed. The contrasting high and low structures, plus the many open areas, give a feeling of urbanity without overcrowding. The journey to work is reduced to a stroll in an attractive environment.
1. LEGISLATION:

The making of renewal plans is not obligatory. These plans are submitted for approval to the provincial government. In case of opposition, a decision by the Crown is necessary.

2. ADMINISTRATION:

Local renewal programs are organized and administered by the Town Planning Office of the Town Clerk's Department and the Board of Works and Public Buildings (technical). The Town Planning Office has the administrative preparation and the Board of Works and Public Buildings supervises the execution.

3. ROLE OF CITY PLANNING AGENCY:

In 1964, a basic plan (master plan) was made for the whole inner city, which indicated the required land uses. This plan, which has no force of law, was prepared by Architect W. van Tyen, in conjunction with the Town Planning Office and the Board of Works and Public Buildings.

4. ROLE OF PUBLIC HOUSING AGENCY:

The Public Housing Agency has the responsibility of vacating houses in a renewal area. Most of the houses in the inner city are bought by the municipality. A difficult factor in this situation is that the rents of these houses are very low.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:

(a) THE CITY: Relationship between the city plan and extension plans is fixed in the local regional plan.
(b) THE URBAN REGION: It is the task of the province to coordinate the local plans

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

Regular parts of the basic plan are fixed by the local government and approved by the provincial government. These parts of the basic plan are worked out in more detail by the Board of Works and Public Buildings in conjunction with the Town Planning Office of the Town Clerk's Department.

7. BRIEF OUTLINE OF

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION: There is no governmental responsibility and participation.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION: The new buildings, shops, and houses in the center will be built (some already completed) by private capital.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS. The old town, with its hundreds of dilapidated dwellings and its medieval system of streets, has to be adapted to the rapid growing community. The narrow streets no longer serve the functions in the frame of modern times and offer an increasingly difficult problem for traffic. Of no less importance, however, is the need for a shopping center meeting present-day requirements.

To realize an efficient organization of the inner town, an original project was designed. An arterial road, designed as a viaduct, has been projected as an integral part of the project, over and across the city, enabling an unobstructed traffic flow through the town.

From the viaduct a wide loop gives access to the street level. This viaduct was necessary because of the 4 meter (13 ft) high dike near the harbor which has an open connection with the sea.

The new inner town has a large square with important shopping streets and attractive architecture. Shoppers approaching by car can park in an area provided in the loop created by the viaduct access. From the parking area pedestrians can reach the shopping center by passing underneath the overhead traffic artery. Attractive small shops under the thoroughfare, cheerful lawns, large department stores and new restaurants will be inviting to the inhabitants of Vlaardingen and surrounding areas.

In order to accomplish this renewal project, 1600 old houses will subsequently be removed in the next few years. In other words, the town hall has already been purchased, and the execution of the plan already started. Four hundred houses have been torn down.

Several units of the new development have been completed. These include three colonnades of shops. These groups are designed with forty-five shops at the lower level, with 105 flats overhead (Fransestraat and Korte Hoogstraat). In addition, there has been completed a block of 100 flats (Delftsheervweg), a new police station, a new theater, and an extension of the town hall.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS: The basic plan (master plan) has incorporated nearly the entire central area. Renewal plans for other old quarters of the town are under preparation by the Board of Works and Public Buildings and the Town Planning Office of the Town Clerk's Department. These will soon be submitted for approval by the local government.
OLD AND TRADITIONAL TOWN OF VLAARDINGEN GOES CONTEMPORARY

"LIESVELD" is a completely new multi-use area conceived as a renewal project for the center of an old but expanding community. About 1600 obsolete houses in a medieval pattern of narrow streets are being demolished to make way for a new town center which will meet the needs of a modern community. The project will have several novel features, including an arterial road on a viaduct designed as an integral part of the development. The town planning office describes the new scheme: "The new inner town has a large square with important shopping streets (pedestrian) and attractive architecture. Shoppers approaching by car can park in an area provided in the loop created by the viaduct access. From the parking area pedestrians can reach the shopping center by passing underneath the overhead traffic artery. Attractive small shops under the thoroughfare, cheerful lawns, large department stores and new restaurants will be inviting to the inhabitants of Vlaardingen and surrounding areas."

The "Liesveld" urban island will, as Rotterdam's "Lijnbaan", provide a wide range of community facilities and services - shopping, theater, civic center, flats over lower level stores, apartment structures, etc. - most accessible by foot on attractive pedestrian areas.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:

There is no active program for renewal from the state or national institutions, only policy and control through construction licenses and through cheap loans from the State Housing Bank Programs are made by municipalities.

B. LEGISLATION:

Municipal action may be based on the National Building Law and the National Health Law.

C. FINANCING

Urban renewal programs generally are the responsibility of local authorities.

D. ORIGIN:

In the late twenties the larger towns took up some projects of clearance and reconstruction.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION

1) PRESENT: 1957 – 3,500,000

2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>Urban Population</th>
<th>% of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1850</td>
<td>1,400,000</td>
<td>210,000</td>
<td>15</td>
</tr>
<tr>
<td>1930</td>
<td>2,814,000</td>
<td>1,322,500</td>
<td>47</td>
</tr>
<tr>
<td>1946</td>
<td>3,157,000</td>
<td>1,578,500</td>
<td>50</td>
</tr>
<tr>
<td>1950</td>
<td>3,279,000</td>
<td>1,737,900</td>
<td>53</td>
</tr>
<tr>
<td>1957</td>
<td>3,500,000</td>
<td>1,895,000</td>
<td>54</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS

1) EXISTENCE OF PLANS: Most cities have general city plans.

2) PREPARATION: The City Planning Office is responsible for preparing a general city plan.

3) STATUS: They are mostly either in preparation or under revision.

4) ADOPTION AT LOCAL LEVEL: The adoption of this plan is by the City Planning Commission and the City Council.

5) RENEWAL: The general city plan is as yet not required by law, it is worked out as a convenient frame for detailed schemes. On the other hand the law presupposes that a complete and detailed city plan shall be prepared, and revised every 5 years. In practice, this obligation is remitted by the state department, especially if a general plan exists.

6) EFFECT OF ADOPTION OF PLANS: A city plan (for a part of the city) confirmed by the state department is a legal document. Thus, the plan may be implemented by the city authority through expropriation of property, and construction and building must follow the lines in the plan.

7) REVISIONS: Any revision is at the initiative of the Town Planning Offices and the Town Planning Commissions.

C. PLANNING VIS-A-VIS RENEWAL

1) GENERAL CITY PLANS AND RENEWAL PLANS: The general city plans only include outlines of traffic systems, land use and building densities, but no implementation.

2) ACTION PROPOSED IN RENEWAL PLANS: Detailed plans (lay-out schemes) which the city decides to implement by expropriation and active rebuilding of portions, etc., are prepared with greater independence from property division lines. The city then contacts the proper owners to purchase the land, but at the same time offering lease of the new and reshaped sites in the new plan.

3) POLICIES AFFECTING RENEWAL:

a) POPULATION DENSITIES: Outline and zoning plans prescribe certain maximum densities or floor space indices.

b) RETENTION OR CHANGE OF PREDOMINANT USE: The plan and its by-laws determine the future use of an area for housing, or industry, or public buildings, etc.

c) HEIGHT AND BULK OF BUILDINGS: The plan and its by-laws determine height and bulk of buildings.

d) CIRCULATION PATTERNS: The plan and its by-laws determine circulation patterns.

e) ARCHITECTURAL DESIGN: Building projects must be passed by the building control office, regarding plan, construction and appearance.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Renewal housing projects generally comprise units with the facilities necessary to supplement the individual dwellings with shops and social institutions.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Renewal projects for commercial or other use comprise units with internal parking, pedestrian passages, etc.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:

Estimate commissions are established according to the building law and they assess the value of property and the indemnity to pay by expropriation. Their decisions can only be appealed on technical points.

B. CITY OR COUNTRY POLICIES:

Planning, renewal and estimating are municipal responsibilities, but, according to the constitution, indemnities must be paid at full market value.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:

There are no generally accepted criteria for judging to what extent an area should be wholly or partly cleared and rebuilt, rehabilitated, conserved etc. Local authorities must judge and decide.

D. CRITERIA OF OBsolescence:

Methods used for measuring housing quality in Oslo.

In 1954 a preliminary study was made to locate and estimate the extent of sub-standard housing areas in the city. The eighteen sub-standard areas thus delineated were all located in the interior zone of the city and occupied about 8% of that area. An evidence of the accumulation of over-aged constructions in the interior part of the town is that 47,000 dwellings or 36% of the total number of dwellings in this area were built before 1900. As it seemed necessary to work out some kind of priority list according to which a program of urban renewal could be based a new survey of housing quality was planned. The study was undertaken by the Town Planning Office in collaboration with the city Health Department which controls the hygienic conditions of the dwellings.
V. 20-30 penalty points are assigned for conditions which involve extreme and ever-present threats to health or to life.
The schedule is filled in, partly by the City Planning Department (heeding and items 1 and 8) and partly by the City Health Department. Item 6 is based on a separate form which is constructed and filled in by the City Fire Department.
On the basis of the schedule the grand total of penalty scores for the structures are computed, and a block map is prepared where each structure is placed in its respective interval (using hatching) in accordance with the following scale:

<table>
<thead>
<tr>
<th>Penalty scores</th>
<th>Grading</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Under 50</td>
<td>A Good to excellent</td>
</tr>
<tr>
<td>50 - 74</td>
<td>B Intermediate</td>
</tr>
<tr>
<td>75 - 99</td>
<td>C Substandard</td>
</tr>
<tr>
<td>100 - 124</td>
<td>D Standard</td>
</tr>
<tr>
<td>125 - 149</td>
<td>E Slum</td>
</tr>
<tr>
<td>150 - 174</td>
<td>F Over 200</td>
</tr>
</tbody>
</table>

Parallel to these gradings, four types of urban renewal measures can be set up:
A. Structures falling in group A have generally such a high standard that their use for dwelling purposes, for a number of years, is justified. Some of those in Interval No. 2 may need smaller structural repairs and better maintenance may be considered enforced to secure them from deteriorating into blight (conservational measure).
B. Buildings falling in this group are usually in such good shape, constructionally, that a little more extensive repairs, as for example the installation of water closets and baths, will bring them up in group A (rehabilitation measure).
C. Step by step redevelopment may be carried through for structures falling in group C. Those in Interval 6 should be removed first, while those in 5 probably could be made habitable for a shorter period of time. However, all these structures are supposed to be ultimately removed (rehabilitation and clearance measures).
D. Structures in group D are generally in such sub-standard condition, both as to construction and technical equipment, that immediate removal is warranted. This will, no doubt, raise the standard of the block as a whole (for instance the sun and light conditions) and the owners of the better structures may be encouraged to improve and keep them up properly.
E. Re-use of cleared areas are determined by the general plan as to land use, zoning, densities etc.

4. DEVELOPING PROPOSALS
A. INITIATING RENewAL PROJECT:
Renewal of residential quarters on social indications are initiated by the City Housing Administration; renewal indicated by traffic demands by the Traffic and Works Administration; renewal on several indications may be initiated by the City Planning Commission.
B. NON-GOVERNMENTAL ORGANIZATIONS:
Planning schemes and the decision by the City Council to implement the plan by expropriation is published, and the remarks of the property owners and the interested citizens are heard before the final decision.
C. COMPETITIONS:
The city often arranges town planning competitions for urban renewal schemes.
D. PRESENTATION:
Renewal projects, like any other city planning scheme, consist of a lay-out plan on the official city map in scale 1:1000 or 1:500. Here are shown the exact position of buildings and other structures, roads, squares, parks, and the height of buildings and levels of roads. To the plan belong by-laws indicating building use (dwelling, commercial, public) and regulations regarding parking and loading space, roof structure, fencing or no fencing etc.
On the basis of a confirmed city plan the authorities buy or expropriate the land, and the land is then leased to private firms or building societies, either the whole area, or comprehensive sites according to plan. The prospective builder then sends his detailed project to the building control and, after approval, the service work on streets starts with construction of buildings.
E. REVIEW:
The decision rests with the City Council.

5. EFFECTUATION OF RENewAL PROGRAMS
A. OFFICIAL SUPPORT:
To realize a project the municipal authority must buy property for clearance. To avoid indemnity new sites or premises for business firms are offered. The city also regards it as a moral duty to provide new housing for people living in the clearance area. New streets, pipelines and other services are financed by the city.
B. PRIVATE SUPPORT:
No private or citizen support (financial or other) is used to aid renewal projects.
C. RELOCATION:
There are generally no grave relocation problems when a renewal project has been decided.

On the other hand, the general policy alter the war has been to postpone renewal programs and concentrate on new housing and industry in the outer areas. Only during the last 3 or 4 years have renewal programs been taken up.

6. GENERAL EVALUATION
A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: The basic objective of urban renewal changes from one part of town to another. The two main indications for renewal are: first, insolvency and overcrowded dwellings; and second, traffic congestion and need for new or widened streets. Then there are considerations regarding new business and industry, public buildings and institutions. When several of these conditions add together in one area there are strong indications for starting a renewal project.
2) RESULTS: So far there are only a few renewal projects realized, mostly in central areas, where old mixed use is changed for business and shopping use. This has been a stimulation for the property owners to go together and establish cooperation inside natural units such as superblocks.
3) UNEXPECTED RESULTS: The idea of making larger and more rational building units by collaboration between property owners is being taken up by private initiative. The City Planning Office in Oslo has prepared a new statute to further such collaboration, and this has been accepted by the City Council.
On the other hand legal procedure to carry through the appropriation of property has shown itself to be terribly long-winded and a serious obstacle to urban renewal.

B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBSCURENESS: SOLVING RENewAL PROBLEMS:
Because of the great costs involved for the city in buying property, paying indemnities, pulling down buildings and constructing new streets, crossings and bridges, one cannot look forward to an ultimate solution of the renewal problem. There are indications, however, that the larger cities will try to grant more money for these projects in the near future.
2) CHANGES IN RENewAL PROGRAM:
From a town-planner's view the desirable changes should be in legislation and the formal procedure for implementing city plans, and getting more people interested in town planning so that the citizens' representatives in the council and boards vote for more money in renewal investments.
### HOUSING QUALITY SURVEY IN OSLO

Oslo City Health and City Planning Departments

<table>
<thead>
<tr>
<th>Address</th>
<th>Block</th>
<th>Tract</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Front building stories,</td>
<td>Dwellings</td>
<td>Storage</td>
<td>Office</td>
</tr>
<tr>
<td>Total</td>
<td>m²</td>
<td>m²</td>
<td>m²</td>
</tr>
<tr>
<td>Floor space:</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total number of penalty scores for the structure

#### 1. Age of structure

<table>
<thead>
<tr>
<th>Built</th>
<th>30 penalty points</th>
</tr>
</thead>
<tbody>
<tr>
<td>Before 1870</td>
<td></td>
</tr>
<tr>
<td>1870 – 1874</td>
<td>26</td>
</tr>
<tr>
<td>1875 – 1879</td>
<td>22</td>
</tr>
<tr>
<td>1880 – 1884</td>
<td>18</td>
</tr>
<tr>
<td>1885 – 1889</td>
<td>14</td>
</tr>
<tr>
<td>1890 – 1899</td>
<td>11</td>
</tr>
<tr>
<td>1900 – 1909</td>
<td>7</td>
</tr>
<tr>
<td>1910 – 1919</td>
<td>3</td>
</tr>
<tr>
<td>1920 – 1929</td>
<td>1</td>
</tr>
<tr>
<td>1930 &amp; after</td>
<td>0</td>
</tr>
</tbody>
</table>

#### 2. Sun and light condition

<table>
<thead>
<tr>
<th>Degree</th>
<th>Penalty points</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>0-5-15</td>
</tr>
<tr>
<td>1</td>
<td>0-5-15</td>
</tr>
<tr>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

- a. Sun conditions...
- b. Light conditions...

#### 3. Water & sewer condition

Grading:

<table>
<thead>
<tr>
<th>Grading</th>
<th>Penalty points</th>
</tr>
</thead>
<tbody>
<tr>
<td>Good</td>
<td>0-4-8</td>
</tr>
<tr>
<td>Intermediate</td>
<td>0-4-8</td>
</tr>
<tr>
<td>Substandard</td>
<td>30</td>
</tr>
</tbody>
</table>

- a. Water pipes
- b. Sewer pipes
- c. Water lacking in structure

#### 4. Heating

<table>
<thead>
<tr>
<th>Central or elec. heat</th>
<th>0 penalty points</th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td></td>
</tr>
<tr>
<td>b. Stove heating</td>
<td>5 penalty points</td>
</tr>
<tr>
<td>c.</td>
<td>d.</td>
</tr>
</tbody>
</table>

- lack of heating, 10 penalty points for each item

#### 5. Bath and toilet facilities

<table>
<thead>
<tr>
<th>Penalty score</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 points</td>
</tr>
<tr>
<td>a. W.C. inside dw. units</td>
</tr>
<tr>
<td>b. W.C. outside dw. units</td>
</tr>
<tr>
<td>c. Privy inside staircase</td>
</tr>
<tr>
<td>d. Privy in backyard</td>
</tr>
<tr>
<td>e. Bath or shower inside units</td>
</tr>
<tr>
<td>f. Shared bath or shower</td>
</tr>
<tr>
<td>g. Bathing facil. lack.</td>
</tr>
</tbody>
</table>

#### 6. Fire hazards

<table>
<thead>
<tr>
<th>Penalty score</th>
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<tbody>
<tr>
<td>6 penalty points</td>
</tr>
<tr>
<td>a. Extremely fire hazardous</td>
</tr>
<tr>
<td>b. Fire hazardous</td>
</tr>
<tr>
<td>c. Partially fire hazardous</td>
</tr>
<tr>
<td>d. Fireproof structure</td>
</tr>
</tbody>
</table>

#### 7. Deterioration index

<table>
<thead>
<tr>
<th>Degree</th>
<th>Penalty points</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-1-2</td>
<td></td>
</tr>
<tr>
<td>0-3-6</td>
<td></td>
</tr>
<tr>
<td>0-5-15</td>
<td></td>
</tr>
<tr>
<td>0-2-4</td>
<td></td>
</tr>
<tr>
<td>0-5-10</td>
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<td>0-3-6</td>
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<tr>
<td>0-5-10</td>
<td></td>
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<tr>
<td>0-3-6</td>
<td></td>
</tr>
<tr>
<td>0-3-6</td>
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#### 8. Percentage of floor space occupied by

<table>
<thead>
<tr>
<th>Penalty score</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 % Penalty points</td>
</tr>
<tr>
<td>1 – 9</td>
</tr>
<tr>
<td>0</td>
</tr>
<tr>
<td>1</td>
</tr>
<tr>
<td>2</td>
</tr>
<tr>
<td>3</td>
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<tr>
<td>4</td>
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</tbody>
</table>

Structures containing establishments which produce smell, smoke, dust, noise, etc.: 20 points in addition

#### Remarks

<table>
<thead>
<tr>
<th>Inspection Date</th>
<th>Inspector</th>
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<td></td>
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</table>
1. LEGISLATION:

According to the National Building Act each town in Norway shall prepare a city plan. Thus, Oslo has the duty and the right to prepare plans for the renewal of built up areas as well as plans on new ground.

2. ADMINISTRATION:

In a city plan (mostly for a part of the city only) new building lines are fixed along the streets, and inside these lines there is either a layout plan with exact heights of buildings, or there is a floor space index assigned. Together with the plan are regulations for parking and loading space, etc.

In most cases the city is supposed to implement only the widening of the street according to the plan by acquiring the necessary property. The realization of the building scheme is left to the landlords, singly or collaboratively. Such collaboration is very rarely on a voluntary basis, and the few renewal plans realized have been the initiative of the City Council.

In those cases the Council decides to expropriate the properties in a certain area in order to reshape the sites to the frame of the city plan. The new sites may be leased or given to former owners instead of indemnity payment, or leased to other persons or firms, or they may be retained for public use.

3. ROLE OF CITY PLANNING AGENCY:

Any town plan or layout scheme for buildings must be controlled by the City Planning Commission. The department may also propose renewal plans to be implemented by the city, or, with the approval of the City Presidency, engage private firms to prepare a plan or arrange competitions for renewal plans.

4. ROLE OF PUBLIC HOUSING AGENCY:

The Housing Council (Board) “Boligræet” of Oslo must be consulted on all housing schemes, and it may take the initiative to prepare renewal plans for housing.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR: (a) THE CITY; (b) THE URBAN REGION:

Oslo and the 20 (mostly rural) communities around have established a regional committee on a voluntary basis. Each community must prepare its own master plan, possibly within a regional frame. Any renewal program must be adjusted to the master plan.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

Local organizations very seldom take the initiative in urban renewal.

7. BRIEF OUTLINE OF:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION

In Oslo there is practically no national government participation in renewal projects, unless they concern state building schemes. Renewal projects sponsored by the city are financed by the city.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION

Private organizations have shown activity in two or three renewal projects. There is always collaboration between the City Planning Department and the sponsors of private renewal projects.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS

The City of Oslo has started the following renewal programs after the war:

(i) Vester Vik, near the City Hall, a former decayed area now under development as a business district.
(ii) Vaterland, near the main railway station, a decayed area being planned as a new business district with the participation of the majority of the landlords forming a joint society.
(iii) Enebyen, a centrally situated but old and decayed housing area, being renewed as such.
(iv) Vålerenga, the same as ill.
(v) Grønlandia, a centrally situated 60 years old housing district, being planned partly for rehabilitation, partly for renewal.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS

The planning department has prepared a survey of the possible renewal, clearance and redevelopment areas in the city and laid it before the city council, which has set down a special renewal committee to consider a long range renewal policy.

ANNEX A (Oslo) ON LOCAL RENEWAL PROGRAMS: EXECUTION OF THE CITY PLANNING SCHEME

(A Report to the City Planning Commission by Committee on Revision of Building Act, Oslo, 19 October 1957)

The City Planning Commission has on various occasions discussed the question of whether there is a need for new regulations in the Building Act in order to promote the execution of development or redevelopment schemes. To examine this question and to submit proposals, the Institute has appointed a committee comprising of the President of the Commission, the City Planning Officer, Mr. Erik Rolfsen, and two of the members of the Institute, the Communications Alderman, Mr. Fredrik Schreiner, and Mr. Wilhem Theegard, Director. The committee hereby submits its recommendation.

The committee would advise that the following regulations be embodied in the Building Act:

I.

"To execute development or redevelopment schemes which the city council consider to be necessary, the city council may decide to expropriate whole blocks or whole districts regardless of whether the City Planning Scheme to be followed has been adopted or not. In order to be valid the decision must be confirmed by the ministry, after the owners of the sites concerned have been given an opportunity to express their opinions. The ministry is to decide what is to be considered as blocks or districts within the meaning of the law.

II.

"If a planning scheme which has been accepted for the development or redevelopment of a block presupposes a common driveway, the land adjacent to the street or other measures denoting the area of construction, the Building Control Board may make it a condition for the construction or rebuilding of properties in that block that all owners undertake to demolish, construct, or rebuild their properties within the time stipulated by the board and to the extent necessary for the execution of the adopted planning scheme. The Building Control Board may also make it a condition that all of the owners enter into agreement in this respect."

The provisions of the preceding paragraph correspondingly apply to the construction or reconstruction of an entire district.
"If the development or redevelopment of a block in accordance with an adopted scheme cannot be effected within a reasonable period because certain owners will not demolish, construct, or rebuild in accordance with the scheme, the city council may order other owners or a society formed by other owners of sites in that block permission to expropriate all of the properties in the block, or the properties belonging to those owners who will not undertake demolition, construction, or rebuilding in accordance with the scheme. An expropriation permit may only be given to owners or to societies which dispose over at least two-thirds of the entire area of the block, and only on the condition that the owners or societies concerned are able to carry out within the time stipulated such demolition, construction, or rebuilding, in the block as is necessary to execute the planning scheme accepted. In addition, the decision must be confirmed by the ministry, after the non-participating owners have had an opportunity to express their opinions."

The provisions of the preceding paragraph correspondingly apply to the construction or reconstruction of an entire district.

The Building Act is at present being revised, and it must be remembered that there may be essential alterations both in the contents of the section concerned, and in the order of the sections. Under these circumstances the committee found no reason to dwell on the question of where the new provisions proposed should be inserted in the Act, if accepted.

It would be natural that the committee appointed to prepare the reviv of the Act should consider this.

The committee will give below a brief explanation of the new provisions which are proposed.

Re. I.

It has been assumed that the new provisions given under I should take the place of the provisions in Sub-section 4, Section 41 of the Building Act, which reads as follows:

"To execute schemes for construction or reconstruction the city council may decide to expropriate entire districts. In order to be valid the decision must be confirmed by the ministry concerned, after the owners of the sites concerned have had an opportunity of expressing their opinion. The ministry is then to decide what is to be considered as a district within the meaning of the law."

The provisions have been so interpreted by the ministry that they are considered only to provide access to expropriation for the execution of a town planning scheme which has been adopted. This is unfortunate. Means of expropriation ought to be available even if there is no adopted town planning scheme.

The decisive factor in opening edictum to expropriation ought to be that the authorities have decided that it is necessary to construct or reconstruct an area. When that is the case, it ought then to be left to the municipal authorities to decide when expropriation should be effected. In so doing the municipality must also allow for economic and financial considerations.

From the renewal survey submitted by the Alderman for Financial Affairs, it is fully possible to judge what sections of the city it would be desirable to construct or rebuild.

As a rule it takes a very long time, often many years, to prepare a planning scheme for an entire district or a larger block, and to have the scheme adopted by the city council and confirmed by the ministry. If a municipality is unable to expropriate a district or block until the final scheme for the development or redevelopment of the area has been confirmed, the municipality is prevented from taking such steps at a time which must be considered appropriate by reason of economic or financial considerations. In a period when the prices of real property tend to rise, it would thus be of economic advantage for the municipality could expropriate at the earliest opportunity after it had decided that it was necessary to construct or reconstruct the district concerned. In boom periods the municipality will also be financially better equipped to pay compensation for such expropriations.

One other consideration must be stressed. When expropriation cannot take place until the planning scheme has been finally adopted, it leads to the result that assessment commissions, when stipulating the amount of compensation, attach weight to the value the area concerned must be assumed to acquire if developed according to the new planning scheme. This will probably again lead to the result that the compensation will be higher than if it had been stipulated at a time when there was no planning scheme for the construction or reconstruction of the area.

One must also bear in mind the fact that it is natural that the amount of compensation should be considered when planning the final scheme. If the amount of compensation is comparatively reasonable, it will be financially possible for the municipality to accept a planning scheme which does not exploit the area as much as when the municipality has to pay out disproportionately high compensation.

Access to expropriation on these lines has recently been introduced in the Swedish Town Planning Act, for certain districts and the adjoining blocks, so as to be unfettered in preparing the planning scheme.

For the reasons explained above, the committee proposes that it ought to be possible to effect expropriation when the city council has decided that it is necessary to execute construction or reconstruction, even though the underwriting scheme has not yet been accepted.

Sub-section 1 of Section 41 of the Building Act gives admittance to expropriate entire districts. It is not clear whether a block can be considered an entire district in this connection.

As in many cases there may be a need for expropriating a block, the committee proposes that the provisions be amended so as to make this clear.

Re. II.

The execution of an adopted planning scheme for the development or redevelopment of a block will often meet with difficulties because the area within that block is usually divided between different owners. It applies when the development or redevelopment implies common driveways, common courtyards, common garages, or other common facilities. Such plans can ordinarily only be effected when the owners agree to, and demolish, construct or rebuild their properties to the extent necessary to realize the scheme. This also applies if the planning scheme implies street widening or other measures delimiting the area of construction.

Such measures will often only affect some of the owners, whilst the others go free.

It is obvious that such circumstances as those mentioned can often be a hindrance in executing construction or reconstruc- tion schemes which would be possible and desirable. It is particularly so in the case of the redevelopment of older quarters. As an example, the committee refers to the difficulties which have presented themselves in carrying out the scheme for the area bounded by Karl Johans gate, Universitetsgaten, Rosenkrantzgaten.

From the attitude adopted by the City Planning Institute to the last proposal for a planning scheme for this area, it presupposes — among other things — that Universitetsgaten is to be widened considerably, that all driving in and out from that block is to go through Kristian den IV's gate and that there are to be common garages and other common facilities.

It has also been the supposition that the different sections of the block should be built in slightly differing heights. These measures will affect the individual owners in various ways. Some of them will benefit economically in relation to the others, and will thus be tempted to start rebuilding. Others, whose sites will be confined owing to the widening of the street, or who must make ground available for the common facilities, or who in other respects will only be able to utilize their properties in a limited manner, cannot be expected not to be interested in demolishing, constructing or rebuilding for the purpose of executing the planning scheme. And for that reason everything comes to a standstill.

It is no use allowing those owners who gain substantial economic advantages from the reconstruction of the block to start rebuilding out of their own resources, while the other owners refrain from taking any steps towards effecting the scheme on their sites. Such procedure could only result in the block being exploited to a far greater extent, with the result that the town is not in possession of sufficient economic and financial means.
to expropriate in all the cases which may crop up. It is therefore of importance that the law be altered so as to encourage the owners to execute the planning scheme in full, either through agreements between themselves or by granting a qualified majority of the owners permission to make the expropriations necessary to effect the reconstruction plan.

The above remarks also apply — perhaps to an even greater degree — to the reconstruction or development of entire districts.

The provisions proposed in II, provide that the Building Control Board can impose a condition for the construction or rebuilding of a block or an entire district — that all owners undertake to demolish, construct or rebuild their properties within a time limit stipulated by the board, to the extent necessary for the execution of the accepted planning scheme.

The Building Control Board may also impose the condition that all of the owners enter into an agreement in this respect.

In such cases where the planning scheme would lead to substantially different economic effects for the various owners, it will often be difficult to come to voluntary arrangements in the direction indicated, unless the owners who gain considerable advantages from the execution of the planning scheme somehow recompense the owners who suffer losses.

A certain amount of levelling out in this respect would be only natural. However, it would serve no useful purpose if provisions to that effect were embodied in the law. It ought to be left to the owners themselves to endeavor to reach voluntary agreements. If they do not succeed in doing so, there remains only one road open to us — expropriation.

Re. III.

If an accepted planning scheme for the construction or reconstruction of an entire district or a block cannot be executed because the owners will not comply with the conditions imposed by the Building Control Board in accordance with the provisions proposed in II, there is as has been mentioned no other practical solution than to expropriate if reconstruction is to be effected. Should the municipality be unwilling or unable to go to such lengths one ought, as mentioned above, give a qualified majority of the owners the opportunity to expropriate.

According to the provisions proposed in III the city council may, when an accepted planning scheme cannot be effected within a reasonable period because certain owners will not demolish, construct, or rebuild in accordance with the scheme, give other owners or a society formed by them an expropriation permit. The permit may apply to those properties belonging to the owners who will not demolish, construct, or rebuild in accordance with the scheme, but it may also be extended to cover all properties in the block or district. This can be practical providing a society is formed with the purpose of executing the scheme, possibly with the intention of transferring the different properties to the individual members of the society at a later date. According to the proposal, it is required that the owners or society concerned dispose over at least two thirds of the total area covered by the block or district. The expropriation permit must only be given on the condition that the owners or society concerned undertake to carry out within the time limit stipulated the demolition, construction, and rebuilding necessary for the execution of the accepted scheme. In order to be valid the decision must be sanctioned by the ministry after the non-participating owners have had an opportunity to express their opinions, e. g., similar provisions in Sub-section 1, Section 41 of the Building Act, and the committee’s proposal, No. 1.

In reference to the above the committee would advise that the City Planning Commission consider this proposal and that a recommendation containing those of the commission’s comments which are put on record, be forwarded to the Board of Aldermen, with the request that it be forwarded to the committee working on the revision of the Building Act.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM

Present renewal programs are only for conservation and rehabilitation of structures and areas of historical and archeological significance.

B. LEGISLATION.

The National Council for Conservation and Rehabilitation of Historical Sites and Monuments, decreed by law in 1959, is the organization in charge of conducting the programs. This Council consists of eleven members, all appointed by the central government; its duties are, among others, to make proposals and carry on the programs for conservation and rehabilitation of historical sites and monuments from colonial times; those of prehispanic era are not included. The few programs to restore Inca ruins have been carried out through special national grants.

C. FINANCING.

There are no special funds for the effectuation of programs. The procedure adopted is to include the necessary amounts in the national budget and make special grants.

D. ORIGIN

It was before the beginning of the last war that the public felt the necessity to establish a permanent organization in the field. Even though Peru has an enormous amount of interesting Inca and pre-Inca ruins, there was in those years a tendency of preference for colonial remains.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION

1) PRESENT: 1958 - 10,350,000 (estimated)
2) CHANGES IN URBAN POPULATION

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Urban</th>
<th>% of population</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>Total</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1940</td>
<td>7,023,000</td>
<td>2,196,000</td>
<td>31.1</td>
</tr>
<tr>
<td>1957</td>
<td>9,923,000</td>
<td>3,865,000</td>
<td>38.9</td>
</tr>
<tr>
<td>1958</td>
<td>10,213,000</td>
<td>4,025,000</td>
<td>39.4</td>
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Urban population is increasing rapidly just in a few cities, especially in the capital, as the country has a highly centralized system of public administration. In the years 1940 - 1957 the following increase in population of major cities has taken place:

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<tr>
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<tbody>
<tr>
<td>Lima</td>
<td>540,000</td>
<td>1,135,000</td>
</tr>
<tr>
<td>Callao</td>
<td>72,000</td>
<td>126,000</td>
</tr>
<tr>
<td>Arequipa</td>
<td>70,000</td>
<td>120,000</td>
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</tbody>
</table>

Other cities do not show similar rates as immigration is almost non-existing, except for two or three industrial towns.

B. GENERAL CITY PLANS

1) EXISTENCE OF PLANS: The National Planning Office is by law in charge of preparing the master plan for all the cities in the country.
2) PREPARATION: The National Planning Office, under the patronage of the National Planning Council is responsible for the preparation of the general city plan in all cities.
3) STATUS: Since 1947, when the National Planning Office was organized, we have prepared 45 master plans, of which 38 are completed and have been approved. Ten more plans are in preparation at present.
4) ADOPTION AT LOCAL LEVEL: The municipality is responsible for the adoption of the general city plan at the local level.
5) STATE REVIEW: The National Planning Council approves the master plans prepared by the National Planning Office, submitting them afterwards to the central government and municipalities as recommendations. As a rule, the municipalities do not adopt such master plans until they have been approved by the central government.
6) EFFECT OF ADOPTION OF PLANS: The adoption of a general city plan empowers the municipality to regulate zoning and to ask official authorization in order to acquire land through expropriation.
7) REVISIONS: We have revised master plans in some cases upon the requirement of the municipalities; in other cases because we thought it would be convenient. There is no official rule in this respect.

C. PLANNING VIS-A-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS: General city plans do not include plans for renewal of obsolete and deteriorating areas, except in some cases of archeological interest.
2) ACTION PROPOSED IN RENEWAL PLANS: Besides the existing renewal programs for Lima, there exists a pilot plan for the City of Cuzco, very rich in both ancient Inca and baroque-colonial architecture, which was severely damaged by an earthquake in 1950. By reason of the destruction, the Cuzco Corporation for Rebuilding (Corporacion de Reconstrucion del Cuzco) was founded by government authorization; and, in 1951, the architect Luis Miro Quesada Garland prepared a very complete plan including a preservation and renewal program for the archaeological and artistic center of the town.

The renewal plan made for Cuzco has been based on the delimitation of archeological areas within the city, which have been dedicated to dwellings, small commerce and some kind of domestic industries as tailors, cobblers, saddlers, etc. Most of the existing construction in this area are churches, convents, educational institutions, colonial houses, and Inca ruins. The proposed action was to encourage the repairing of structures for continued use.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: There is no policy on densities.

b. RETENTION OR CHANGE OF PREDOMINANT USE: Case of Cuzco (C-2 above).

c. HEIGHT AND BULK OF BUILDINGS: Maximum height in proportion to the street's width is regulated.

d. CIRCULATION PATTERNS: Setback lines for the widening of sidewalks are established.

e. ARCHITECTURAL DESIGN: Regulations were enforced until some years ago for the old section of Lima. They do not exist any more as proved unsuccessful having been arbitrary.

f. OTHER ASPECTS: No other aspects.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Renewal projects of a residential nature have not been planned as integrated comprehensive neighborhood programs.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Have not been planned as integrated completed business districts.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:

There is no agency responsible for determining policies or standards to apply for possible renewal action. The areas for renewal action have been determined without using standards.

B. CITY OR COUNTRY POLICIES:

There is a common policy throughout the country to acquire areas for possible renewal action.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:

The only criteria to determine the applicability of the various measures of renewal has been the security of the construction. Peru being in an earthquake area, the security of construction becomes a very important matter. As a result of the earthquake in Cuzco, 1950, most of the churches have been demolished and rebuilt.

D. CRITERIA OF OBsolescence:

The only criteria to determine the obsolescence of buildings are the lowering of rents. The same criteria are used to determine obsolescence of environment.
4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:
The municipalities or other local authorities initiate renewal projects, generally under the imputes of public opinion.

B. REVIEW:
There is a review of specific renewal proposals by the Central Government. Such reviews are conclusive.

C. NON-GOVERNMENTAL ORGANIZATIONS:
The private or citizen organizations have a strong influence in determining the type and character of renewal proposals.

D. COMPETITIONS:
Competitions are generally not sponsored in seeking renewal proposals.

E. PRESENTATION:
The form of presenting renewal proposals is a written report, generally accompanied by plans, sections, perspectives and photographs.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
The Central Government gives all the official support, including the financial support, in effectuating renewal programs. Local governments being poor and without autonomy (appointed by the Central Government and receive a small amount of the local income) they are not in the position to accomplish such programs.

B. PRIVATE SUPPORT:
Civic institutions and newspapers offer good support in effectuating renewal programs.

C. RELOCATION:
Difficulties of relocation are the strongest obstacle in undertaking renewal programs. This problem becomes more complex as, according to law, it is not possible to raise rents.

5. GENERAL EVALUATION

6. GENERAL EVALUATION

4. ROLE OF PUBLIC HOUSING AGENCY

The functions of a public housing agency are fulfilled by the National Housing Corporation (Corporación Nacional de Vivienda) which attributes are much wider insofar as they include planning, designing and building of low-rent housing. More than with actual renewal, the National Housing Corporation is concerned with the creation of new housing projects outside of the old part of the town. Some architects concerned with low-rent housing design are however interested in the possibility of utilizing the ample spaces of old colonial or early republican buildings with the view of carrying out low-cost and low-rent housing projects irregularly organized around the open courts (patios) and passages of ancient buildings. This would imply an interesting solution to the housing shortage and to the preservation problems simultaneously.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM:

The relationship of a renewal program which dealt exclusively with the preservation of certain buildings and architectural ensembles of value (historic or artistic) to comprehensive urban and regional planning was contemplated in the Pilot Plan for Lima, requested by the Government in 1949 and elaborated by the National Planning Office (Oficina Nacional de Planeamiento y Urbanismo). The Pilot Plan is divided into two parts: "Analyses" and "Solutions." In the first part, important aspects pertaining to the old part of the town are treated under the sections entitled "Actual State of Buildings" and "Analysis of the Central Sector." A solution is given in the second (under the "Central Sector"), which consists of integrating the numerous fragmentary properties of the center into a few ownerships for the construction of high buildings (15 to 20 stories) occupying one block each (a square city block of approximately 10,000 square meters (1 ha., or 2.47 acres), leaving free space for green areas and taking into account, in their designs, the ancient streets, squares, churches, convents and houses to be preserved.

LIMA (Population about 1,000,000) Reporter: Jose Garcia Bryce, Architect, Cervantes 251, San Isidro, Lima, Peru.

1. LEGISLATION:

Pertaining to the preservation and rebuilding of old colonial edifices, the only lawfully appointed authority is the National Council for Conservation and Rehabilitation of Historical Monuments (Consejo Nacional de Conservación y Restauración de Monumentos Históricos). Created in law in 1939, it is not only in charge of colonial architecture, but also of furniture, jewelry, painting and sculpture.

2. ADMINISTRATION:
The National Council for Conservation and Rehabilitation of Historical Monuments is an autonomous entity under the jurisdiction of the Ministry of Education. Only buildings that have been declared "monuments" by Congress or the executive power fall under the surveillance of the Council. However, the Council has not developed any organized program for rebuilding or preservation which could be ascribed as a major contribution to integral town design for Lima; its function being actually limited to the designation of those colonial buildings that are, in its judgment, of historic or artistic value to the category of "monuments," and to receive, administer and make use of the funds that are allotted to it by the government for the repair of damaged buildings.

3. ROLE OF CITY PLANNING AGENCY:
The role of the City Planning Commission in Lima can be compared to that of the municipal Technical Consulting Commissions. The function of these commissions is to control all the projects for new buildings to be erected in the jurisdiction of each municipality. The Commission of the Municipality of Lima, for example, constitutes the following members: two architects named by the Town Council of Lima from those suggested by the Inspector of Public Works; one architect named by the National Council for Conservation and Rehabilitation of Historical Monuments; one town planner named by the National Planning Council; one structural engineer named by the Society of Engineers; one architect named by the Society of Architects; the Director of the Public Works Department.

Because new building as well as rebuilding and renewal of old buildings require a license, the role of the commission is important from the point of view of renewal of single buildings.

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: The only basic objectives of our urban renewal programs have been conservation and rehabilitation for continued use.

2) RESULTS: The basic objectives have been carried out.

3) UNEXPECTED RESULTS: There have been no unexpected results.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE; SOLVING RENEWAL PROBLEM. Our renewal programs are unfortunately so immature that the solving of our renewal problems cannot, at present, be stated in terms of years. We need urgently to develop a national policy in this respect.

2) CHANGES IN RENEWAL PROGRAM: Experience has demonstrated that renewal programs must be coordinated with comprehensive city planning. Discussions are still going on about the methods of rehabilitation and conservation. The main problem is how to combine modern materials with local architectural styles.

4. THE ROLE OF PUBLIC HOUSING AGENCY:

The functions of a public housing agency are fulfilled by the National Housing Corporation (Corporación Nacional de Vivienda) which attributes are much wider insofar as they include planning, designing and building of low-rent housing. More than with actual renewal, the National Housing Corporation is concerned with the creation of new housing projects outside of the old part of the town. Some architects concerned with low-rent housing design are however interested in the possibility of utilizing the ample spaces of old colonial or early republican buildings with the view of carrying out low-cost and low-rent housing projects irregularly organized around the open courts (patios) and passages of ancient buildings. This would imply an interesting solution to the housing shortage and to the preservation problems simultaneously.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM:

The relationship of a renewal program which dealt exclusively with the preservation of certain buildings and architectural ensembles of value (historic or artistic) to comprehensive urban and regional planning was contemplated in the Pilot Plan for Lima, requested by the Government in 1949 and elaborated by the National Planning Office (Oficina Nacional de Planeamiento y Urbanismo). The Pilot Plan is divided into two parts: "Analyses" and "Solutions." In the first part, important aspects pertaining to the old part of the town are treated under the sections entitled "Actual State of Buildings" and "Analysis of the Central Sector." A solution is given in the second (under the "Central Sector"), which consists of integrating the numerous fragmentary properties of the center into a few ownerships for the construction of high buildings (15 to 20 stories) occupying one block each (a square city block of approximately 10,000 square meters (1 ha., or 2.47 acres), leaving free space for green areas and taking into account, in their designs, the ancient streets, squares, churches, convents and houses to be preserved.

LIMA (Population about 1,000,000) Reporter: Jose Garcia Bryce, Architect, Cervantes 251, San Isidro, Lima, Peru.

1. LEGISLATION:

Pertaining to the preservation and rebuilding of old colonial edifices, the only lawfully appointed authority is the National Council for Conservation and Rehabilitation of Historical Monuments (Consejo Nacional de Conservación y Restauración de Monumentos Históricos). Created in law in 1939, it is not only in charge of colonial architecture, but also of furniture, jewelry, painting and sculpture.

2. ADMINISTRATION:
The National Council for Conservation and Rehabilitation of Historical Monuments is an autonomous entity under the jurisdiction of the Ministry of Education. Only buildings that have been declared "monuments" by Congress or the executive power fall under the surveillance of the Council. However, the Council has not developed any organized program for rebuilding or preservation which could be ascribed as a major contribution to integral town design for Lima; its function being actually limited to the designation of those colonial buildings that are, in its judgment, of historic or artistic value to the category of "monuments," and to receive, administer and make use of the funds that are allotted to it by the government for the repair of damaged buildings.

3. ROLE OF CITY PLANNING AGENCY:
The role of the City Planning Commission in Lima can be compared to that of the municipal Technical Consulting Commissions. The function of these commissions is to control all the projects for new buildings to be erected in the jurisdiction of each municipality. The Commission of the Municipality of Lima, for example, constitutes the following members: two architects named by the Town Council of Lima from those suggested by the Inspector of Public Works; one architect named by the National Council for Conservation and Rehabilitation of Historical Monuments; one town planner named by the National Planning Council; one structural engineer named by the Society of Engineers; one architect named by the Society of Architects; the Director of the Public Works Department.

Because new building as well as rebuilding and renewal of old buildings require a license, the role of the commission is important from the point of view of renewal of single buildings.

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: The only basic objectives of our urban renewal programs have been conservation and rehabilitation for continued use.

2) RESULTS: The basic objectives have been carried out.

3) UNEXPECTED RESULTS: There have been no unexpected results.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE; SOLVING RENEWAL PROBLEM. Our renewal programs are unfortunately so immature that the solving of our renewal problems cannot, at present, be stated in terms of years. We need urgently to develop a national policy in this respect.

2) CHANGES IN RENEWAL PROGRAM: Experience has demonstrated that renewal programs must be coordinated with comprehensive city planning. Discussions are still going on about the methods of rehabilitation and conservation. The main problem is how to combine modern materials with local architectural styles.

4. THE ROLE OF PUBLIC HOUSING AGENCY:

The functions of a public housing agency are fulfilled by the National Housing Corporation (Corporación Nacional de Vivienda) which attributes are much wider insofar as they include planning, designing and building of low-rent housing. More than with actual renewal, the National Housing Corporation is concerned with the creation of new housing projects outside of the old part of the town. Some architects concerned with low-rent housing design are however interested in the possibility of utilizing the ample spaces of old colonial or early republican buildings with the view of carrying out low-cost and low-rent housing projects irregularly organized around the open courts (patios) and passages of ancient buildings. This would imply an interesting solution to the housing shortage and to the preservation problems simultaneously.

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PERU 6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

Apart from the program of the National Planning Office, there exists no other general renewal programs. The municipality of Lima intends to solve the problem of the old ruinous and unhealthy tenements in the center of Lima, but no concrete program exists as yet. Organizations such as the Rotary Club interest themselves in renewal programs, but they lack the legal and technical authority to go beyond mere suggestions and expressions of their desire to collaborate with technically prepared institutions if these are willing to take action.

7. BRIEF OUTLINES:

(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION

Governmental responsibility to town renewal and town planning activities in general is channeled through the National Planning Council. These activities are determined by the Ministry of Public Works, of which the National Planning Office is a part.

Annex A (Lima) PLAN OF STREET WIDENING AND PRESERVATION IN THE CENTER OF LIMA

GENERAL

The city is divided roughly into two zones:

1) The center, which occupies the site of the colonial city founded in 1535, lying on both banks of the river Rimac and planned on the classical Spanish-Colonial grid-pattern;

2) The suburbs, lying beyond the boulevards of what once were the city walls, generally of low density, relatively new (mostly 20th century), planned, mostly, on grid-patterns and connected to the center by wide avenues.

Of these zones, the one which pertains to this report is the center. The center of Lima consists of three kinds of buildings from the spatial-volumetric point of view:

a) Old buildings, in two stories, the first of adobe and sometimes brick, and the second of "quincha" (wooden structural frame covered with cane and finished with mud or plaster), organized around patios or open courtyards, being between 9 and 12 meters high (30 to 40 feet). (There also exists three story 19th century buildings, but there are only very few examples);

b) Low new buildings, three to five stories high, of high density (without inner open spaces);

c) High new buildings which reach, actually, up to 22 stories (there is a design for a new 27 story building for a bank).

The old buildings could be classified as of two types: architecturally valuable; and without architectural interest.

RENEWAL

There exists no order beyond the relative one given by the municipal building regulations controlling building heights, percentage of free area, room size according to function, etc. Because these regulations consider the problems of the individual building isolated from the street and the square, these regulations are not efficient and do not further unity, order, or harmony in the appearance of the city.

Renewal in the sense of reapportionment of old structures to a new function is practically nonexistent. This is due to the poor quality of the old buildings in solidity of structure and durability of materials. Being mostly of adobe and quincha, it is much cheaper to destroy and replace them than to rebuild them. Besides, having only two stories, they do not reflect the value of the ground on which they are built. The maintenance costs of an adobe or quincha building are also much higher than those of brick or concrete and steel.

Renewal of the town means then, in Lima, demolition of the old two-story buildings and construction of new brick or concrete and steel structures generally between six or eight and fifteen or seventeen stories high and sometimes more, which are erected according to the municipal regulations mentioned above, the shortcomings of which have already been noted in that they are incapable of fostering organic or unitary town design.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:

Private responsibility and participation exists as small elite groups that sometimes achieve success in carrying out positive initiatives although they are not properly organized.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:

There exists two renewal programs and projects, the first, which was mentioned above, was included in the Pilot Plan of 1949, and a second one elaborated by the National Planning Office in view of the fact that the Mayor of Lima had asked this institution to revise the 1949 Pilot Plan.

(d) LONG RANGE RENEWAL POLICY AND PROSPECTS:

Apart from the three above mentioned programs, there exists nothing that could properly be called a renewal policy, neither on the part of the municipalities nor of the government.

THE PROJECT.

Because pedestrian circulation is difficult in the center of Lima due to the excessive narrowness of the sidewalks (4 ft. or 1.2 m. average) and for the reason that among the old buildings destroyed are also some valuable and interesting examples of colonial and 19th century architecture, the present project of street enlargement and preservation has been elaborated. It takes into account the possibility of widening the sidewalks one meter (3.3 ft.) in view of the fact that new buildings are spontaneously built recessed. As is to be expected in the absence of a rule, the set-back of buildings is done in disorderly fashion. There are regulations stating exactly which old buildings (churches, convents, houses) should or should not be demolished or reconstructed.

As a third factor, the plan is directed towards creating order in the appearance of the streets by means of certain norms to be applied to the new buildings. The project consists mainly of amendments to the already mentioned Building Regulations, with a view to correcting the shortcomings of these.

The Amendments are of three sorts:

1) Articles fixing the recess (set-back) of the new building facades;

2) Articles specifying rules to which the facades should adhere in order to achieve harmony in street design;

3) Articles stating which specific old buildings or parts of old buildings should be preserved.

Besides, there is an article creating a commission whose sole function would be to check the plans of new buildings to be erected in the vicinity of the old ones and whose acquiescence would be obligatory to the obtaining of the building license.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:

In presenting the program for renewing obsolete and deteriorated parts of urban areas in Poland it is necessary to consider them against the background of the major objectives of town planning in Poland. Three main problems of Polish town planning should be mentioned:

1) The first and the most urgent demand was the rebuilding of the war-damaged areas. The devastation sustained by the towns during the Second World War — 1939–1945 — made terrible inroads into the heritage of the past, already far from being what could be desired. The extent of the war losses and devastation in Poland was the greatest in Europe, and even today after 14 years they still form the objective of town planning activities in this country. To grasp these losses one must recognize that 6 million people were killed (19% of pre-war Poland's population) and material damage amounted to 39% of the entire national property. The destruction embraced industrial plants, the communication network, farms and towns. The ruin suffered by the urban centers was such in many cases 75% of the total built-up area (for example Warsaw, Wroclaw, Gdansk). Destruction was due not only to war activities directly, but often as in Warsaw, to the deliberate action of the Nazi occupying forces who systematically blew up one building after another. 102,000 buildings in towns and 350,000 farms were destroyed.

2) The second basic task of town planning in Poland was the building of new towns and the development of existing towns as a result of economical changes in the country: the great industrialization and urbanization of Poland.

3) The third main task was the renewing of obsolete and deteriorated parts of urban areas in Poland. This work of redevelopment aims at improving the living conditions of the population by:

a) raising the quality of buildings;

b) right use of the land.

To appreciate the task of renewal of Polish towns it is necessary to consider that the pre-war Poland was an agricultural country, industrialized only to a very small degree. It was the result of 150 years of partitioning of Poland among three occupying powers and Poland's economic weakness during the 20 years between the two world wars. Against the population of 34.8 millions, the stock of housing in Poland in 1939 amounted to 6.9 millions of dwellings only, mainly in very bad technical condition. Even in towns only 42% of buildings were equipped with water supply and sanitation; only 14.2% of dwellings were provided with bathrooms; and only 4.9% with central heating. The average density was very high and amounted to 27 inhabitants per room.

At present the program of renewing obsolete and deteriorated parts of urban areas forms the integral part of the general town plans which are being worked out for the majority of the big towns.

B. LEGISLATION:

The programs of renewal and their realization are based upon legislative regulations which pertain to the elaboration of general town plans. The realization of the National Economic Plans which offer to the municipal authorities the right of expropriation of the indispensable land with indemnity to its owners. In some very damaged towns (Warsaw, Wroclaw, Gdansk) the whole land belongs to the municipality.

C. FINANCING:

Renewal programs are financed by the state mainly through the municipal authorities. The construction of new housing as an essential part of the renewal program is financed by various funds, for example: state or municipal authorities; industrial and commercial organizations; cooperative organizations or individual persons supplied with long-term credit by the investment bank.

D. ORIGIN:

In the years immediately following the Second World War, the chief aim of redevelopment consisted in reconstruction and rebuilding of war damaged areas. The task of securing the buildings partly destroyed and making it possible to reconstruct them was considered paramount. Such reconstruction offered no opportunity for changing the layout of towns or for improving the results of past neglect. In particular the need to reconstruct objects only partly destroyed frequently ran contrary to the desire to change the defective urban structures of the past. The trend was to reconstruct each partly destroyed object strongly supported by the economic authorities and by public opinion has frequently come into conflict with the desire to make the best use of the opportunity presented by destruction — to remodel the town. Thus, the decisions to preserve certain objects are responsible for existing unsatisfactory schemes. Therefore the problem concerning what was worth reconstructing as well as the problem of redevelopment has been closely examined by means of the balance method. A characteristic example of such a problem was the construction of the new East-West thoroughfare. This great artery, linking the East bank of the river Vistula with the West bank, is an important element of the city communication network. Before the war this artery ascended from the West bank to the near transverse artery and then became lost in the narrow lanes of the old city. Despite serious devastation in this district, the viaduct was relatively well preserved. The extreme overload of traffic from one river bank to the other necessitated immediate reconstruction of the bridge. There existed in some quarters a comprehensive inclination to preserve the viaduct and the old incorrect structure. The new plan has been rejected. Finally, however, the arguments for a modern solution which should provide proper conditions for the growing and future considerable traffic prevailed. The public opinion was at first surprised that the old viaduct had to be blown up and replaced by a new and relatively level viaduct connected with a tunnel passing under the old city. This solution meant that the bridge, formerly partly exploited only, became connected with the whole river bank area of the city. This example shows to what extent to which the problems of renewal in our city are connected with the problems of reconstruction.

During the period of 1945–1949, over 550,000 dwellings have been built or rebuilt. Afterwards, renewal programs have been undertaken and each year their scale is growing.

2. RENEWAL URBANISM, AND PLANNING

A. POPULATION

1) PRESENT 1957 — 28,500,000 (estimated)

2) CHANGES IN URBAN POPULATION

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td>23,900,000</td>
<td>7,600,000</td>
</tr>
<tr>
<td>1950</td>
<td>25,000,000</td>
<td>9,225,000</td>
</tr>
<tr>
<td>1957</td>
<td>26,500,000</td>
<td>13,000,000</td>
</tr>
</tbody>
</table>

Increase of Urban Population 1950–1957: 8,900,000
Natural increase: 1,600,000
Migration of agricultural population: 800,000
Increase of urban population due to increases of town boundaries: 1,700,000
Urban population 31 Dec 1957: 13,000,000

The speed of post-war urbanization reflects the process of industrialization of this country.

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: Before the war only a very small number of cities had general plans. In 1945–48, a preliminary national plan for the country was outlined which fixed the general trends of expansion, the localization and the extent of basic investments. According to the national program, regional plans have been prepared mainly for mining and industrial districts and for areas of special use.
POLAND

touristic or balneo-climatic interest. Since 1945 general plans have been prepared for over 400 towns in Poland (against 98 in total). These 400 general plans cover cities with over 70% of total urban population of the country. All towns with more than 20,000 inhabitants and a part of smaller towns have general plans. At present, the Committee for Town Planning and Architecture proposes to prepare general plans for all towns in this country.

2) PREPARATION: The municipalities are responsible for the preparation of general plans. All principal (voivodical) county towns and the majority of towns with more than 20,000 inhabitants (poviat) have their own municipal planning offices which carry out surveys, studies and designing necessary in preparation and realization of general plans. Smaller towns have no town planning offices and the county town planning offices perform this task for them. In specially urgent and important cases the Committee for Town Planning and Architecture organizes special teams of high-quality specialists which go to town planners and on the basis of formerly prepared materials, they work out general plans and in particular stage plans.

3) STATUS: Many general plans are presently in preparation. The scale of development of larger towns is 1:20,000 and 1:10,000. While the scale of more detailed plans is 1:5,000 and 1:2,000 or even 1:1,000 according to different stages of preparation. For smaller towns these plans are worked out on the scale of 1:5,000 with similar further elaboration.

4) ADOPTION AT LOCAL LEVEL: General plans are adopted by the municipalities (elected bodies) after a public inquiry. General plans of bigger (voivodical-county) towns and of new towns are additionally adopted by the CTPA.

5) STATE REVIEW: In some particularly important cases, general plans or whole branches thereof being examined, municipality and CTPA, are adopted by the government.

6) EFFECT OF ADOPTION OF PLANS: Adopted general plans are the basis for the preparation of local plans and investment plans. They constitute also legal pre to municipality where expropriation is necessary and to courts in the case of private and public controversies.

7) REVISION: In principle, general plans are revised every five years in connection with the elaboration of stage plans. This cycle is related to the stages of national economical planning.

C. PLANNING VIS-A-VIS RENEWAL

1) GENERAL CITY PLANS AND RENEWAL PLANS: General plans include principles for renewal programs.

2) ACTION PROPOSED IN RENEWAL PLANS: General plans do not generally specify the precise methods by which proposals of the plan are to be implemented, but municipalities may carry out — in some cases with special support of the state — all necessary works. The proposed works include: survey (technical), social, economical, etc.; functional detailed planning; demolition of obsolete buildings, temporary buildings, small industries; connection of old buildings to water-supply and sewer systems. In a larger town, for instance Warsaw) to the centralized heating system; renovation of old buildings adapted by the new plan. For example, in Warsaw during the period 1950—1955 the renovation works in connection to water-supply and sewer system included 5,500 buildings with 280,000 inhabitants.

The renovation is carried out by special municipal enterprises. After renovation, the height remains on the same level (with only a small addition for water-supply). In case of demolition, all inhabitants of cleared areas receive apartments in new settlements.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: The renewal policies are different in each concrete case and are not determined by any legal act. In general, the renewal is reducing the density in overcrowded dwellings and inner housing areas, the overspill of population being transferred to new houses in neighborhoods on the outskirts of the town. In some cases, however, the demolition of obsolete houses allows to build new houses, mainly flats, and to raise the too low density of developed areas.

b. RETENTION OR CHANGE OF PROMINENT USE: Whether to retain or to change the predominant use of an area has to be considered against the general plan of the town. There is no general policy concerning this matter. Some circumstances may very well make desirable the redevelopment of an area, partly even for industrial purposes or city-center purposes. For example, the western part of the central district of Warsaw which was till now an obsolete industrial and store area, is redeveloped as a housing and commercial area. In some cases, however, the economic factors are leading to retain the predominant use of an area.

c. HEIGHT AND BULK OF BUILDINGS: The height and bulk of buildings are the result of thorough spatial and composition studies. The renewal of obsolete and dilapidated housing can be economically effective by developing buildings higher than formerly, but with smaller occupation of ground space. Usually in smaller towns, height of residential buildings vary from 2 to 4 stories; in bigger towns from 2 to 4, and from 8 to 16 stories. The "point blocks" are often adopted as they leave space between the buildings for services and recreational purposes.

d. CIRCULATION PATTERNS: The planned circulation patterns, both social and economic, of the general plan of the town. In general, the ring-road principle is accepted. The main effort of renewal and redevelopment leads to improve existing rectangular grid thus establishing a new arterial road pattern. The local street system is usually adopted and improved by technical investments and by closing some sections of existing roads. In some cases economical difficulties permit only to preserve grounds for the future road crossing and new parking systems. Those grounds are used for the time being as open town spaces.

e. ARCHITECTURAL DESIGN: Where, for example, an historical area is cleared and rebuilt, we usually use historical forms of architecture. In such cases the renewal policy is improving living conditions by demolishing the obsolete inner housing areas (mainly 19th century additions) and by supplying services and open spaces. There were in this country in the period 1945—55, to introduce even in new planned districts the historical forms of architecture. The result of such tendencies, however, are today strongly criticized. At present the architecture is likely to be contemporary with frank expression of construction and free use of contrasting materials. In protest against the over-simplified style of 1950—55, exaggerated extravagant, uneconomical projects have been built. For the rational design of new buildings, new standards have been developed and approved by the CTPA. These standards are obligatory for all architects.

f. OTHER ASPECTS: Other aspects are the greatly increased demands for services (schools, health centers, shopping centers, open space and traffic investment.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Projects for renewal of residential neighborhoods include the development of an entire area in order to obtain a comprehensive unit with all associated services and town utilities. This is easier to attain in outer areas of towns but rather difficult in historic old inner areas, especially in central districts of towns. In many cases economics demand the adoption of existing roads and water systems, even with a worse composition of abhorption as a result (for example: with school premises below usual standards).

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Shop are designed as a basic part of renewal renewal on the ground floor of residential buildings or in separate shopping units of centers. Actual policy developed the latter practice.
3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
The municipality is generally responsible for policies and area appraisal for renewal. The standards concerning housing and other buildings are prepared by the Housing Institute and the Town Planning Institute and approved by CTPA.

B. POLICIES:
Each town develops its own policy. Even the standards on housing leave the municipality some liberty in their applicability. For example, the standard of living space may vary from 7 to 10 square meters (75 to 107 sq. ft.) per person.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:
There are various measures and criteria for applying renewal measures. In each case it is decided which house is to be demolished, and when; which is to be converted, and which is to be preserved. Cost effectiveness is the basic factor but not always the deciding one. In the renewal of historical areas, historical factors and principles of composition are often predominant. In many cases the renewal plans are preceded by wide professional and public discussions.

D. CRITERIA OF OBSOLESCENCE:
Surveys are carried out by town planning offices of the municipality. In regard to buildings, the main criteria taken into account are: obsolescence (particularly ceilings and staircases), dampness, presence or lack of water-supply and drainage, heating system, presence or lack of water closets and bathrooms, lighting and ventilation, possibility of improving plans of dwellings. Obsolete buildings, one and two-story buildings as well as temporary buildings are usually demolished to make place for higher buildings, services or communication purposes. As to the environment, the chief criteria are: density, spacing, obstruction of daylight, proximity of onerous industry, presence or lack of sewers and water supply equipment, existing or possible transport organization, mixture of incompatible use, and so on.

E. CRITERIA FOR RE USE OF CLEARED AREAS:
The location of the cleared area in relation to the proposals of the general plan, suitableness for a particular use, accessibility, availability, needs of services for the area, the requirements of renewal and the value of land. The value of land is related not to the current price of land but to its usefulness determined by the general plan and the detailed plan of the area. Oddly enough, odd lots in the city center are not of the highest price. The most desirable areas for individual development are those designated in the plan for individual housing estates. Recently in connection with private building, some municipalities have been authorized to fix the zone of land value in relation to the state price of land. The owner of the land designated for housing purposes is obliged to start building no later than in three years after the plan has been approved and the building

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:
The municipality initiates renewal projects according to the needs of population and the economical possibilities of the municipality. In case of very urgent needs of renewal the state grants special financial and material help.

B. NON-GOVERNMENTAL ORGANIZATIONS:
General plans as well as renewal plans are submitted before approval to spiritual expert examination and public examination. All the recommendations of the citizens, of house-committees (elected bodies), technical organizations (as Architects’ Association, Town Planning Association, Town Planning Institute, Housing Institute, etc.) are taken into consideration by the municipality. There are municipal councils for housing, communal problems, circulation, etc., through which citizens may influence development and renewal programs. All these programs are widely discussed in the press, wireless and television, where citizens give their opinion.

C. COMPETITIONS:
Renewal proposals are quite often the subject of public competition. Competitions are technically prepared by the Association of Polish Architects and the Association of Polish Town Planners according to the proposals of the Municipal Town Planning Office approved by the municipality and the CTPA. A jury of experts judges the competitors’ projects. The proposals entered in the competition (usually from 30 to 100 projects) are publicly exhibited and discussed. The winner of the competition usually prepares the plan on the basis of his proposals and the recommendations of the jury. The following example illustrates the latest competition in Warsaw. On the right hand side of the wide Vistula in the central part of the city, the district of Praga, a commercial harbor and local industry are situated, mixed with obsolete housing and business premises. According to the general plan in 1960 the harbor and the whole of Praga to be removed to a new industrial district and a new bridge on the Vistula is to be built in this area. The competition covering proposals for renewal and redevelopment and a new circulation system has been decided. A jury of experts (a team of young town planners) are presently preparing the definite project. On the site of the old obsolete harbor area of Praga there is to be developed a new town center, a housing estate for 20,000 inhabitants, and a water sport center.

D. PRESENTATION
A development plan indicating future renewal proposals is prepared for approval by the Municipal Town Planning Office usually in scale 1:2,000 or 1:1,000. When the plan has been approved, the municipality will fix the area or individual plots for different developers. At each town planning office there is a planning bureau where each developer is instructed concerning the building regulations and the terms and conditions of the proposed buildings.

E. REVIEW:
Information given under point 2 (b), 6 and 7) concerning the approval of general plans covers also renewal plans.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT
(See point 1 C)

B. PRIVATE SUPPORT
The building of dwellings of individual developers is supported by special funds. The APM Office is also supporting the development of multi-story flats and even of whole housing estates (as for instance the Warsaw Housing Cooperative – housing estates Mokotow, Zolibor, and others). The voluntary share of the population in the work of redevelopment comprises chiefly the work of establishing greenery. It is the custom in Warsaw that numerous inhabitants of the capital participate in the redevelopment work (clearing of ruins, establishing of greenery) during the so-called “Month of Reconstruction” in September.

C. RELOCATION
The chief difficulties are: the need of relocating existing industrial plants, stores and temporary buildings which have been erected in great areas partly destroyed by war activities; the need of providing housing accommodation for people displaced by clearance.

POLAND
A. OBJECTIVES AND RESULTS

1) OBJECTIVES: Chief aims are: improvement of housing conditions; providing indispensable and lacking services and utilities; adopting the existing communication network to new traffic requirements.

2) RESULTS: No adequate economic analysis of the results of redevelopment is available yet. It seems, however, that in many cases the general repairs of buildings have been too expensive and has caused, moreover, undesirable preservation of parts of obsolete environments.

3) UNEXPECTED RESULTS: The delay of planned redevelopment, especially in the first years after the war, caused spontaneous (often illegal) reconstruction or rebuilding of objects which should have been demolished. As a result of the same cause, many temporary buildings have been erected which render the clearance of the obsolete areas difficult. Economic difficulties of redevelopment also have another disadvantageous aspect: they deceive people as to the suitableness of long-term redevelopment plans and of retaining indispensable fund reserves. The principle: "worse but more rapidly" often becomes dangerous to the basic items of the general plan.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE: SOLVING RENEWAL PROGRAM: Tremendous strain which the reconstruction of war damaged areas still necessitates is delaying adequate redevelopment which unfortunately is not ahead of progressing technical decay of buildings. In our long-term plans, established for the period of 20–25 years, we do not see the possibility of solving the renewal problem. If peace is definitely maintained — and for us it means "To be or not to be" — gradual increase of funds for renewal may be anticipated. By quite provisional estimates, in 40–45 years, slum clearance may be ahead of slum formation and the renewal problem solved.

2) CHANGES IN RENEWAL PROGRAM: Present experience: Above all, shortage of necessary financial funds has caused changes in renewal programs. Moreover, errors have been committed, economic (too low rents, which rendered impossible proper upkeep and repairs of buildings), technical (underestimating existing values, such as subterranean equipment, street net-work etc.), and spatial (oscillation from too low densities to extremely dense developments).

Our recent experience as well as more frequent exchange of international experience should allow better results.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
Portugal, comprised of 18 districts on the Continent and 4 in adjacent islands, does not have any active or complete program for the renewal of antiquated or deteriorated urban areas, or at least any which are considered to be sufficiently suitable and efficient. Nevertheless, there are certain legislative and administrative regulations designed towards this end. These are:

i) The replacement of blocks of flats so as to increase the number of tenants (favored by law and conditioned by urbanization surveys). Since this operation can be undertaken by private or municipal initiative, it has proven to be of great assistance in renewing the antiquated housing zones of certain cities such as Lisbon, Oporto, Braga, etc.

ii) The maintenance of national and municipal monuments.

iii) Periodical cleaning and repairing facades according to the power vested in the Town Councils.

iv) Sanitary work in existing zones, compulsorily exemplified in the draft plans for urbanization and applied by the Town Councils, generally in the interior of blocks to secondary works undertaken in the future.

v) Covering some of the main cities, namely Lisbon and Oporto, which have more acute housing problems, where more advanced and far reaching plans for urban renewal have been put into practice.

B. LEGISLATION: (See 1.A. above)

i) Under Law No. 2,030 of 22 June, 1948;

ii) Under Decree Law No. 2095 of 7 March, 1932;

iii) Under Decree Laws No. 38,382 of 7 August, 1951 and 38,885 of 29 August, 1952;

iv) Under the planning for the draft plans of urbanization,

v) In Lisbon and Oporto, covered by partial urbanization surveys;

In Oporto by a special diploma granting extraordinary powers and funds. The same legal regulations are to be applied in Lisbon.

C. FINANCING: (See 1.A. above)

i) Mainly from private initiative;

ii) The Government;

iii) Private;

iv) Municipal and private initiative;

v) Town Councils and Government.

D. ORIGIN:
The first really consistent impetus was that which followed the issue of Law No. 2,030 of 22 June, 1948, and in Oporto, following Decree Law No. 40,616 of 28 May, 1956.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION

1) PRESENT: 1950 — 8,570,240 (estimated, including islands)

2) CHANGES IN URBAN POPULATION

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>Urban Population %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1940</td>
<td>7,755,423</td>
<td>2,398,772</td>
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<tr>
<td>1950</td>
<td>8,570,240</td>
<td>3,285,914</td>
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<table>
<thead>
<tr>
<th>Year</th>
<th>Population of Region</th>
<th>Population of % of Central City Region</th>
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</thead>
<tbody>
<tr>
<td>1920</td>
<td>645,853</td>
<td>486,372</td>
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<td>1930</td>
<td>787,589</td>
<td>594,390</td>
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<tr>
<td>1940</td>
<td>958,763</td>
<td>709,179</td>
</tr>
<tr>
<td>1950</td>
<td>1,126,358</td>
<td>790,434</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Population of Region</th>
<th>Population of % of Central City Region</th>
</tr>
</thead>
<tbody>
<tr>
<td>1920</td>
<td>384,258</td>
<td>203,091</td>
</tr>
<tr>
<td>1930</td>
<td>468,323</td>
<td>232,280</td>
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<tr>
<td>1940</td>
<td>546,404</td>
<td>262,390</td>
</tr>
<tr>
<td>1950</td>
<td>611,347</td>
<td>284,842</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: All 38 cities of the country have master plans.

2) PREPARATION: The Town or City Councils are responsible for preparation of general city plans.

3) STATUS: Master plans have been approved for 24 cities; the other 14 are still under consideration.

4) ADOPTION AT LOCAL LEVEL: The Town and City Councils are responsible for adoption of general city plans at local level.

5) STATE REVIEW: The plans are analyzed by the Director General of Urbanization and finally submitted through the Higher Council for Public Works for the approval of the minister which is conclusive.

6) EFFECT OF ADOPTION OF PLANS: Once approved, an urbanization plan becomes law, and governs the urban evolution (which can only be changed in detail, or following subsequent superior approval). In the field of initiative for public administration, it grants special privileges for the execution of works of general interest (such as the expropriation of land, etc.).

7) REVISION: The law provides for periodical revisions of the plans (master plans), in those cases where such is justified, and these revisions are normally supported by the municipal authorities, or higher authorities (government), when they include problems of national importance.

C. PLANNING VIS-A-VIS RENEWAL:

1) GENERAL CITY PLAN AND RENEWAL PLANS: General city plans do not include renewal plans. The plans rarely call for the enforcement of existing zones, but merely the sanitary requirements. This is the point where examples are set out for future action by the Town Council, but since this is solely their responsibility, and they are almost always short of funds, the practical results are very poor.

2) ACTION PROPOSED IN RENEWAL PLANS:

i) Increase in the number of dwellings and improvement of the conditions of hygiene, health, safety and appearance;

ii) Upkeep;

iii) Upkeep and cleaning;

iv) Sanitary work;

v) In relation to the work described for Lisbon: clearing of slums and redevelopment of commercial buildings on the same site. In relation to the work described for Oporto: clearing of slums and development of housing on another site.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: With buildings that comply with the legal regulations, especially in respect of distance.

b. RETENTION OR CHANGE OF PREDOMINANT USE: Through the application of zoning plans.

c. HEIGHT OR BULK OF BUILDING: With building that comply with the legal regulations.

d. CIRCULATION PATTERNS: By means of circulation diagrams shown on the urbanization master plan.

e. ARCHITECTURAL DESIGN: By respecting the existing scheme of the areas, and the municipal assessment services of the state in the case of zones to protect monuments, public buildings or places of architectural interest.

f. RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: and
5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: Only in the principal cities (Lisbon, Oporto, Braga, Coimbra, etc.), has any renewal of a commercial and residential nature been on rare occasions considered to include the necessary facilities.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
To the limited extent to which they can be considered as plans for renewal, the Town Councils and the Director General of Urbanization are responsible for deciding on the plans of action and the standards to be followed.

B. CITY OR COUNTRY POLICIES
As already explained, Portugal does not yet have any master plans for renewal, nor even any special rules for their application. As described in 1.A. the existing examples were undertaken by the Town Councils in collaboration with the government services.

C. CRITERIA FOR APPLYING RENEWAL MEASURES;
D. CRITERIA OF OBSOLESCENCE; and
E. CRITERIA FOR RE-USE OF CLEARED AREAS:
No general criteria have been stipulated in this field. In extreme cases, the Town Councils can ban certain building schemes.

4. DEVELOPING PROPOSALS
A. INITIATING RENEWAL PROJECTS:
In the renewal projects which have been undertaken, the initiative came from the Town Councils with government collaboration.

B. NON-GOVERNMENTAL ORGANIZATIONS:
In the existing cases, public opinions agree to the plans in view of their obvious necessity.

C. COMPETITIONS:
No attempt of this sort has been made.

D. PRESENTATION:
No such methods have ever been tried.

E. REVIEW:

5. EFFECTUATION OF RENEWAL PROGRAMS
A. OFFICIAL SUPPORT:
Financial support, technical assistance, publication of special laws, favoring expropriation and effectuation, via Law No. 2,030 of 22 June, 1948, and Decree Law No. 37,758 of 22 February, 1950.

B. PRIVATE SUPPORT:
Private support does not exist. Only a percentage of the houses are built by collectivity, but with the new legal regulations in force, this will increase considerably over the whole country.

C. RELocation
Relocation difficulties are considerable from both the psychological and financial standpoint. The existing laws are not sufficient to prevent such drawbacks.

6. GENERAL EVALUATION
A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: The main objective of the program for the City of Lisbon was to remodel a central zone; in the city of Oporto, it was to eliminate slum housing. A new plan for Lisbon is to achieve the same objective.

2) RESULTS: and 3) UNEXPECTED RESULTS: We do not yet have sufficient experience to be able to form an opinion as to the results since renewal programs were only begun recently. The results can only be assessed after a few years.

B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE; SOLVING RENEWAL PROBLEM: In the Portuguese case, a whole plan of action would have to be started to solve the problem of urban renewal, since the programs mentioned have only been isolated initiatives.

2) CHANGES IN RENEWAL PROGRAMS: The most important conclusion to be drawn from our experience is the need for greater interest and participation on the part of the state, and programs which are more far reaching and detailed. This is, however, being settled by the new housing legislation which is being developed.

New housing for workers replacing insanitary slum dwellings. Typical of renewal housing projects sponsored by the national government in numerous Portuguese communities.
1. LEGISLATION:
As a means of controlling urban development, the municipality has various laws, among which should be mentioned especially that of 26 June 1912 relating to expropriations for utilities — namely the laws nos. 2030 and 2088; the decree law no. 38,382 (and various other municipal regulations) the most important of which is the one promulgated by the "Regulamento Geral das Edificações Urbanas" (general regulations for urban construction) for the City of Lisbon.

2. ADMINISTRATION:
The preparation of plans for the urbanization for the city is the prerogative of the municipality. To this end, the municipality has an office of planning and public works — the first division of which is charged with the preparation of plans; also undertaking expropriation of properties for their effectuation.

3 & 4. ROLE OF CITY PLANNING AGENCY: AND PUBLIC HOUSING AGENCY:
The programs of renewal are prepared by the municipality and submitted, after hearing, to the national government, the General Director of Urbanization Service, and to the Superior Council of Public Works.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR
(a) THE CITY: The plans for urbanization and the programs for renewal are prepared by the municipality, as noted above, and the relationship between these plans is assured.
(b) THE URBAN REGION: The plan for the region of Lisbon has not yet been prepared. Nevertheless, the effectuation of the main plan for urbanization of the city which is under way is in accord with the general principles of organization of the urban region in such a way that this plan will be integrated in a regional plan when this latter is prepared.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL:
The municipality has the responsibility of preparing programs for renewal.

7. OUTLINE OF:
(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION: The plans prepared by the municipality, beyond a certain point, are judged by the national government — constituting the opinion of the General Director of Services for Urbanization, and in certain cases, by the Superior Council of Public Works. When the plans involve sections included in areas designated for protection of national monuments, the advice is sought of the General Director concerned, and of the "Junta Autonoma de Estradas." The government participates in the effectuation of these plans either by way of concessions for financial aid through the intermediary of the General Director for Services of Urbanization, or by way of specific subventions. The national government may also authorize the municipality to contract loans for the effectuation of these programs.
(b) PRIVATE RESPONSIBILITY AND PARTICIPATION: Numerous private organizations may collaborate in renewal programs. The principal institutions have been the "Federación des Caisses de Provance" (insurance fund), the "Misericordia" (a special organization) of Lisbon, the civil government, and those institutions recognized as public utilities.
(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS: The principal project is the preparation of a plan for the urbanization of Lisbon. The municipality hopes to be able in the future to submit this plan to the national government for approval. Upon approval, the plan will be published.
(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS: The policy of renewal in the long-run, depends essentially upon the financial resources of the municipality. Resources will be necessary for the expansion and transformation of the city in accordance with the established and approved plans.

Note: This report translated into English from the original report in French by Mr. Baudouin Jonckheere, The Hague, January 1959.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:

An active program for renewing an urban area or part of it is made up by the town authorities on their own initiative; often a building society or private enterprise cooperates with the authorities. According to the Town and Country Planning Act (1947) all towns with an obsolete area have to draw up a revised town plan for such an area. The state authorities have to give assistance with advice and information and finally to scrutinize and sanction the town plan after it has been adopted by the Town Councils.

B. LEGISLATION:

The programs, inclusive of the plan, are conducted under the Town and Country Planning Act (revised), 1947 and the Expropriation Act, 1917. All building activity is regulated by prescriptions in the Building Ordinance (revised), 1947.

C. FINANCING:

The drawing up of the plan and the revised Town Plan is the duty of the local Building Committee at each place. In most cases the town has its own Planning Office, conducted by a Town Planning architect or by the city architect himself. The town is responsible for all costs in the projected work. Only regional planning is partly subsidized by the government and only as far as the state benefits by the planning.

D. ORIGIN:

Urban renewal in a modern sense was first undertaken in the country during the twenties. The Town and Country Planning Act of 1931 prescribed such revision of old plans as is above mentioned (1. A.). From the historical point of view several Swedish towns were modernized during the 17th century, sometimes for fortification reasons. During the 19th century the great industrial revolution caused a large number of people to move from the country into towns, and many towns were modernized. During the same time, old towns built of wood — the typical Swedish building material since old times — often were devastated by great fires and consequently had to be rebuilt in a more fireproof method. This is one of the reasons why many Swedish towns today still have a 19th century character, often very attractive.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:

1) PRESENT: 1958 – 7,341,000.

2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop.</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1850</td>
<td>3,482,541</td>
<td>351,526</td>
<td>10.09</td>
</tr>
<tr>
<td>1930</td>
<td>6,763,689</td>
<td>1,095,872</td>
<td>32.49</td>
</tr>
<tr>
<td>1946</td>
<td>7,211,965</td>
<td>2,911,965</td>
<td>43.05</td>
</tr>
<tr>
<td>1950</td>
<td>6,986,811</td>
<td>3,225,830</td>
<td>46.17</td>
</tr>
<tr>
<td>1957</td>
<td>7,341,122</td>
<td>3,666,330</td>
<td>49.94</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: The Act of 1947 prescribes that all dense development shall be preceded by planning (Town Plan) and that the principal lines for the planning of a town or community shall be given in a general city plan. Consequently general planning work is going on in all the 134 towns of Sweden.

2) PREPARATION: The agency responsible for the preparation of the general city plan is the Committee and its official (compare 1.C.).

3) STATUS: Of the 134 towns, only about 35 have completed their general city plan. Nearly all the rest, however, have a plan in preparation.

4) ADOPTION AT LOCAL LEVEL: The Building Committee of the town is responsible for the general city plan being kept available for examination by the land owners and the public. (Some towns have fulfilled this duty accidentally and have arranged an interesting exhibition illustrating the historical development of the town.) The Committee is also responsible for the plan being forwarded to the Town Council for adoption.

5) STATE REVIEW: Before the general city plan is forwarded to the Town Council for adoption it has to be sent to the Royal Board of Building and Town Planning for examination and verdict. During this process the Board sees to it that all other state departments interested in the plan (for example the Board of Housing, of Roads and Water Supply, of Agriculture, of Education) in an informal way are contacted that they may give their opinion. The verdict of the Board is of an advisory nature. It is the duty of this Board as well as of its representative, the county architect, in each of the 24 counties, to follow the plan and give advice and information to the working team of architects and engineers and the local authorities.

6) EFFECT OF ADOPTION: The effect of the adoption of a general city plan is mainly that the local authorities are morally obliged to follow the general city plan in all planning work. The government can refuse the sanction of a town plan which is not drawn up in accordance with the general city plan. All parties are now much wiser, however, based upon past experience, that they agree on a town plan which deviates from the general city plan, provided that the deviations are advisable (compare 6.3.).

7) REVISION: The planning legislation presupposes that a plan of this character should be kept alive and consequently be revised from time to time. It is a good sign that, of the hitherto completed 35 plans, several already are more or less subjected to revision.

C. PLANNING VIS-A-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS: The general city plan always deals with the problem of the renewal of obsolete and deteriorating areas but only in a summary way.

2) ACTION PROPOSED IN RENEWAL PLANS: A proposition for renewal of an area includes a town planning scheme and an economical investigation as to the realization of the plan.

3) POLICIES AFFECTING RENEWAL: The town planning scheme regulates: a. Population density; b. Retention or changes of predominant use; c. Height and bulk of buildings; d. Circulation patterns; the matters of e. Architectural design, and f. Other aspects, are paid attention to by the Building Committee and the city architect who have to probe the question of building powers, which are necessary for all house building.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: The town planning scheme attached to a renewal project of a residential nature, generally comprises comprehensive neighborhoods with provision of all facilities necessary for a satisfactory living environment.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: The question of pedestrian malls, off-street parking, off-street servicing, is studied and illustrated in connection with the town planning scheme, but not regulated by the scheme.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:

For acquisition of ground which the town is due to purchase in consequence of a sanctioned town plan, the same procedure is prescribed as in the Expropriation Act. An estimating commission is established. This is the method, for example, in case of a
street widening, a road extension, or a park reservation in accordance with the sanctioned plan. The agency responsible for dealing with matters belonging to this category is the Borough Finance Committee.

B. CITY OR COUNTRY POLICIES:
The Borough Finance Committee, which is the local authority concerning the housing policy, has to decide in those matters. The Committee has to take advice from the Board of Housing so that their actions correspond with the national program.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:
The applicability of various measures of renewal is generally a problem of balance with which the authorities must deal from case to case.

D. CRITERIA OF OBsolescence:
Methods, standards and criteria used to determine degrees of obsolescence of buildings vary strongly from case to case and town to town.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
The areas in question usually have such a central site and high value that a re-use of the cleared area is self-evident.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECTS:
The agency which actually initiates a renewal project is either the town authorities, through the Borough Finance Committee and the Building Committee, or a private entrepreneur who has succeeded in buying up a number of small plots in a district ripe for clearance.

B. NON-GOVERNMENTAL ORGANIZATIONS:
Private or citizen organizations can also have their voice in determining the type and character of renewal proposals. Before the scheme is given in to the Town Council for adoption, the Building Committee has to confer with persons or organizations who have an interest in the planning and, if possible, comply with their wishes.

C. COMPETITIONS:
Housing and town planning competitions in Sweden are of great importance to the development of architecture. New ideas are presented and impulses from other countries are made productive. A town planning competition usually comprises both the drawing up of the main lines of the town plan and a fundamental design for types of dwellings and buildings within the planned area.

D. PRESENTATION:
A renewal proposal is usually presented in the form of a town planning map on a scale of 1:1,000, showing the proposed arrangement of buildings and attended by special town planning regulations. This improvement scheme often aims at creating a free courtyard in the interior of the quarter. This yard or other arrangements of free areas are marked in the plan with exact lines and are mentioned in the regulations as areas which must not be built upon. In the plan also the height and the number of floors allowed are stated. If it can be proven that it is difficult to realize a renewal program, as is often the case, the town may, according to the Town Planning Act, be awarded the King’s permission to expropriate parts of, or the whole clearance area. Such permission is given simultaneously with the sanction of the plan.

E. REVIEW:
A review of the renewal proposals by state authorities is obligatory and has an advisory as well as a conclusive character. The town planning scheme is examined by the Board of Building and Town Planning and the economy plan for rehousing is an interest of the Board of Housing, which is central government authority concerning the housing policy.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
The most important official support in effectuating a renewal program is the Swedish National Housing Policy, which has been in action since the turn of the century. In the 1930’s an increased state support set in, mainly in the form of loans and rent rebates to improve housing conditions for families with children. In the course of the Second World War, the intervention of the government in housing production through loans was again greatly expanded and has since that time intensified to such an extent that nowadays government loans are used for about 85% of the apartments produced each year. This policy is executed by the Royal Board of Housing, founded in 1933, and of provincial committees stationed in each of the 24 counties. The municipal authorities act as the Board’s local representatives.

B. PRIVATE SUPPORT:
In a great many cases private enterprise or private building societies have supported the effectuation of renewal programs. This, however, usually means that the realization of an improvement scheme can only proceed point by point. The disadvantage is the leisurely pace in which this form of renewal usually proceeds.

C. RELOCATION:
An important matter regarding the progress in undertaking or completing renewal programs is the relocation. The program must aim at a successive moral and removal. The towns often have in operation simultaneous housing programs, some of them on virgin soil, which facilitates an exchange of dwellings.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: The basic objectives of urban renewal usually are rebuilding or rehabilitation for continued use of outdated business and residential districts.

2) RESULTS: The renewal projects, hitherto realized, seem to have borne out well from social, economic and other aspects. Success seems to depend mainly on the capacity of the local authorities, which must run an active, wise, and attentive policy of purchasing ground and obsolete houses. If the authorities act a good example, private owners often follow the example.

3) UNEXPECTED RESULTS: In some cases unexpected results, adverse to the public interest, have appeared. Too high raised prices of the ground have made too heavy demands on building surface and number of floors, which has been to the detriment of health, comfort and a good appearance.

B. FUTURE PROSPECTS:
1) RENEWAL ACTION VS. ADVANCING OBsolescence; Solving Renewal Problem: How many years, at the present rate of action, will be required to “solve” the total renewal problem does not seem possible to indicate. This great problem has too many unknown factors.

2) CHANGES IN RENEWAL PROGRAM This far has indicated several desirable changes in the methods of renewal. One valuable reform seems to be that not only the town but also private builders might be awarded permission to expropriate parts of an area in order to enlarge their property within the same area and thus facilitate renewal without the town being obliged to run the action. Another desirable objective is to make clear that an economic solution of a renewal program within the center of a medium sized or minor Swedish town would be possible without increasing the number of floors from the traditional 2 or 3 to 6 or 9 and that a greater building density necessarily gives rise to problems in regard to health, comfort, recreation grounds, traffic, parking places and so on.
32a GÄVLE (Population about 52,000) Reporter: Gavle Real Estate Department, Town Hall, Gävle, Sweden.

Following the second World War, and up until 1949, new construction for dwelling purposes in Gävle, as in most cities in Sweden, took place according to the principle of least resistance. During the years 1944–1948 more than 2000 dwelling-units had been created in the outer fringes of the city, while less than 200 dwellings during the same period had been built within the nucleus proper of the city. This means, then, that the building of dwellings was relegated to the extent of about 90% to the periphery sections of the community.

The spreading of groupings of new dwellings, which became more accentuated each year, gave rise to even greater anxiety to the municipal authorities in the city. While many street-sections within the city proper were not put in order according to the demand of the times, it was in the first place necessary to lay out streets in the outskirts of the city. The same thing, of course, was the case regarding servicing of water, sewerage, electricity and, in part, gas. New communications had to be arranged in order to transport the inhabitants of the newly-built outer areas back and forth. Removal of dwellings away from the center of the city gives rise naturally, even in smaller cities, to considerable loss in time and money.

Since the establishment of a real estate office in 1947, provided successively with a requisite staff, the city began conducting a land and housing policy with definite aims: namely, to seek to check the periphery building of large blocks of flats, and instead try to get them placed on old vacant lot-land.

In accordance with the aim stated above, the real estate office began with various kinds of inventories of the city’s land-holdings, the creation of registers in this connection, and investigations of existing buildings in order to analyse the conditions necessary for linking-in building activity to the central sections.

Parallel to these investigations, the active builders in the city were encouraged to acquire centrally situated properties ripe for clearance, and to replace them with new housing.

To this end, for example, the city sold vacant lot-land, situated at scattered points, on condition that the building firm itself acquire adjacent private land. In certain cases the city effected the purchase of land for the building contractor. The local press was informed at different times of the city’s endeavors. Those associations and other organizations having contact with the building public were also informed concerning the new lines of direction.

By these means, directed towards a stimulating policy of clearance, great rebuilding enterprises have been able to come about. As an example may be mentioned the following which are now, broadly speaking, completed units of construction: within Radun block 134 dwelling-units, and in Ungern block, 119 dwelling-units, both mainly at Stakelgatan; Guldsmeden and Lodet blocks at Brunnsgatan, 96 dwelling-units; and Jakten block between the Third and Fourth Cross-Streets, 84 dwelling-units.

From 1947 until November of 1951 inclusive, clearance undertakings were in this way set in motion to include a total of 578 dwelling-units.

The city’s purposeful struggle to link-in construction to the central sections is shown by the following information for the years 1941–1951 concerning in part the city’s quota for residential building: that is, the number of dwellings representing building undertakings started, and in part the number of dwellings thereafter assignable to clearance undertakings:

<table>
<thead>
<tr>
<th>Year</th>
<th>Dwelling-construction quota in dwelling-units</th>
<th>Extent of clearance undertakings in dwelling-units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949</td>
<td>304</td>
<td>79</td>
</tr>
<tr>
<td>1950</td>
<td>490</td>
<td></td>
</tr>
<tr>
<td>1951</td>
<td>395</td>
<td></td>
</tr>
</tbody>
</table>

32b STOCKHOLM (Population about 810,000) Reporter: Sven I. Lundberg, Chief Research Officer, City Planning and Building Control Department, Hantverkargatan 3, Stockholm K, Sweden.

1. LEGISLATION:

There are no special laws according to the only renewal project under way in Stockholm, but there are certain parts of the Swedish Building Act (1947) and special Expropriation Act by which it is possible for the commune to acquire land by compulsion. Some of the main points in these acts are put together in the attached memorandum.2

2. ADMINISTRATION:

For the renewal area in the central business district in Stockholm, a town planning scheme is accepted, as for all other building areas in the city, by the City’s Council, and ratified by the King-in-Council.

To integrate the administrative work between the different departments involved in carrying out the scheme, there is created a special commission composed of the Commissioners for Finance, Real Estate, City Planning and Building, together with the directors of their respective officers and others. This committee is called the General Planning Commission.

Plans prepared by the City Planning Department are approved (or dismissed) by the General Planning Commission before being submitted to the City Planning Commission.

3. ROLE OF CITY PLANNING AGENCY:

All investigations for areas suited for redevelopment are carried out by the city planning department, the working office of the City Planning Commission. Such areas are mainly situated in the inner part of the city called "the stone town", but with the exception of plans which have been approved for the central business district there are only preliminary schemes in the outskirts. The main parts of the dwelling areas in the city date from the last years of 1800 but are repaired and modernized and are still considered good dwellings. Some other parts are so old that they have been declared to be interesting as a phase in the Swedish human progress, and will be preserved.

4. ROLE OF PUBLIC HOUSING AGENCY:

At present there is mainly only one renewal program going on in Stockholm covering an area of about 30 acres (1215 ha) in the heart of the city. There is no special public housing agency in Stockholm in the same meaning as for example in the U.S.A., but the Real Estate Office has played an important role both in starting and carrying out this renewal program.

Just before this work started there were about 8,000 people working in the area and about 1,500 people living here in rather obsolete buildings. Work on the renewal program began when the building of a new underground rapid transit started. All these people have been, or are to be, evacuated step by step. Because of a law guaranteeing the tenants in flats and shops a certain right of renting their premises, the evacuation has been very difficult and taken a rather long time. The Real Estate Office has been forced to build new buildings outside of the area to take care of shops and other commercial enterprises. The Real Estate

1 In Sweden, a “commune” is a definable governmental entity. Its area may be less, the same, or greater than a city. In some other countries, the “commune” might correspond to a “municipality,” “township,” “borough,” or “county.” In the Stockholm area it happens that the “commune” and the “city” have the same boundaries.

2 See annex A
SWEDEN

SWEDISH COMMUNITY DEMONSTRATES SUCCESSFUL RENEWAL THROUGH LOCAL PUBLIC-PRIVATE COOPERATION

Without financial aid from the national government or other outside sources, the town of Gävle (population about 50,000) on the east coast of Sweden, some distance north of Stockholm, is renewing a large central area formerly occupied by obsolete buildings interspersed with blighted vacant lots. Through its own real estate department, established in 1947, the city initiated a rather unique renewal program which fired the imagination and gained the cooperation of private builders. Disturbed by the trend and expense of peripheral expansion, the city fathers created a municipal real estate department to develop and implement policies which would remedy the situation. The result has been outstandingly successful. Four adjacent redevelopment projects are now under way which, when completed, will form an extensive and integrated island in the center of the community, adding economic and social vitality to an area which was becoming blighted and burdensome to the city. The area renewal program started in 1953 and is scheduled for completion in 1961. Prior to 1953 the area housed 4,800 people. After 1961 it will provide new housing for 9,000 with all of the related services and facilities associated with a livable residential area. Redevelopment costs will total approximately 150,000,000 Swedish crowns (about $30,000,000). While the municipal authorities took the initiative in this central city renewal program, local private enterprise was responsible for practically all of the investment and the resulting construction.

Above left: Clearance Unit No. 1 from east, 1953.
Above middle: Clearance Unit No. 1 from east, 1958.
Above right: View from north, 1958. Four clearance and redevelopment units under way.
Right: Flats in Clearance Unit No. 1.
Far right: View of model from south. Central portion of city as it will appear in 1961 when four adjacent redevelopment projects will form one integrated renewal area.
Office has also, by themselves, built the first two or three buildings in the renewal area to get floor space for evacuated enterprises. This means that a lot of the offices and shops are going back to the same area after the renewal and they have been lodged rather temporarily during the rebuilding period. They have been able to evacuate the buildings, or in some cases parts of them by compulsory means only if the city has been able to present a flat, a shop or an office of about the same value in case of size, situation in the city, and so on.

The Real Estate Office has also leased the land for new buildings only on the condition that the private builder would allow the Real Estate Office to place a certain percentage of tenants (shops and offices) in the new buildings in order to be able to evacuate other buildings to be demolished for a following building period.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR:
(a) THE CITY, (b) THE URBAN REGION

Neither in the master plan for Stockholm nor in the proposal for a regional plan for Greater Stockholm are there any special areas for renewal programs indicated but it is clearly stated that, for example, the existing central business district is to be kept as the city for the region also when it has grown from about 1 million inhabitants to 1.5 millions, and it follows that a certain part of the area must be rebuilt to a greater density.

Last year the first underground line opened for traffic through the city. There are plans (which already are partly carried out) to have at least two other city-crossing underground rapid transit lines. That will create a very good growing-ground for rebuilding districts of the inner-city from dwelling areas of a rather low standard to good commercial areas, which, in a very short time can be reached from most of the dwelling areas in the other parts of the region.

1 See ANNEX B

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS.
See items 2, and 3.

7. BRIEF OUTLINE OF —
(a) GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION:
See items 2, and 5. All subsidies required for renewal projects are entirely from Government funds.

(b) PRIVATE RESPONSIBILITY AND PARTICIPATION:
Outside the renewal area in the central business district (CBD), there are no real programs for such an activity, but in the peripheral areas of the inner parts of the city there is gradual rebuilding of old blocks dating from the years 1870—1890. This private rebuilding activity goes only lot by lot. Sometime the old buildings will be entirely modernized for new dwellings, or, if they are situated just on the fringes of the CBD, for offices. Sometime the old buildings will be demolished and replaced by modern flats and then built according to a new city-plan which will regulate the details of the new project.

(c) DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS.

(1) COMPLETED:
For one completed rehabilitation project in the Old-Town see description from "Saint Erik Society".

(2) UNDER WAY:
(i) REDEVELOPMENT OF “FANAN” BLOCK: The City of Stockholm has not yet any practical or economical way to promote working programs for the private projects of redevelopment or rehabilitation which are under way on solitary lots in the city.

RENEWAL OF THE “FANAN BLOCK” A PRIVATE ENTERPRISE PROJECT GUIDED AND CONTROLLED BY THE CITY

EXISTING BUILDINGS

PROPOSED REDEVELOPMENT
details of the new or remodeled buildings are, however, regulated in a very narrow way in a "town plan" for the block or for the groups of blocks in which current interest is situated. By this "town plan" it is possible for the city to supervise renewal activity in a certain block so that it will form, from a planning point of view, a logical continuous project. The city has in such cases no responsibility of speed or order of rebuilding. One example of such a town plan regulating this activity in a block in Stockholm, is "Fanan" where most buildings were erected some 70 years ago, and is shown on two plans on the preceding page. The first plan shows the existing buildings. On most building sites there is not only one house on the street but, in most cases, also one to two buildings in the backyard which is reached only through the main buildings. It goes without saying that this cannot constitute a good dwelling area with dark, fenced backyards between the 5-storied buildings, with playgrounds almost without a glimpse of sunshine. The other plan shows the proposal of redevelopment for the same block. The new buildings form a strip along the block and its inner parts are quite free to be planted and as used as rather good playgrounds. For parts of the backyards (in the plan marked with ringdots "o") the builder is allowed to use the space under the ground-level for parking in order to take care of all the cars of the inhabitants.

(ii) REDEVELOPMENT OF LOWER NORRMALM: The largest project in Stockholm of renewal is, however, the already mentioned redevelopment of the main parts of the central business district, Nedre (Lower) Norrmalm. This first unit, to be demolished, covers about 220,000 square meters of floor space. This is already under way, or will be in a few years. The plan and the model photos will give an idea of the type of new buildings which will be used wholly for high-class shops and offices. According to plans, it will take about 15-20 years to complete the project which started about 1950. The discussion of the redevelopment of the Lower Norrmalm began early this century when it was clear that the commercial center of the city had moved from the Old Town to the Lower Norrmalm. There was, however, no rebuilding activity but the real estate agency of the city could buy much of the land which would be redeveloped, and today the city has a very large measure of control over this area. There was also a big international town planning competition in 1932, but the general plan for the redeveloping could not be adopted by the authorities until 1945. In this area there will be two broad boulevards opened (width of 120-140 feet: 37-42 meters) to cope with the expanding traffic, but not more than traffic corresponding to twice the traffic of 1953. This means that the growth of the traffic in this special area can not answer to the over-all future growth of the traffic in the city. The expanding business districts and the large extent of large traffic, on the rapid transit lines, in the city which was opened for through-traffic last year, and the work on a second line is in progress. Two underground stations inside the area are going to pour out a great many people to the street-level and because of that, there will be special arrangements for the pedestrian traffic among which, as may be pointed out, is a pedestrian mall from the north to the south of the area.

Annex A (Stockholm) MEMORANDUM ON THE POSSIBILITIES FOR A COMMUNE TO ACQUIRE BY FORCE, GROUND FOR DENSE DEVELOPMENT. (Signed by Kungl. Byggnadsstyrelsen, Stadsplansbyran, November 1956.)

Provisions on this subject are given partly in the EXPROPRIATION ACT OF MAY 27, 1917, partly in the BUILDING ACT OF JUNE 30, 1947. These two acts have been revised on several occasions, and the possibilities for a commune to acquire ground have by this time been considerably increased.

BUILDING ACT (1947).

One of the main judicial effects of the TOWN PLAN is that it gives the commune the right of acquiring a certain part of the ground stated in the plan.

Ground designated in the town plan and intended for streets or other public space may, when the commune wishes it, be acquired by the commune, unless the use of the ground for the purpose intended can nevertheless be considered as secured.

If a public road belongs to ground which, according to the town plan, is intended for street or other public space, the commune may acquire, in case of dispute, the right to use the road ground for the purpose intended, in spite of there being another proprietor of the ground. These provisions imply a legal right (in certain cases conditional) for the commune to acquire the ground in question.

The new buildings will all be intended for offices, with shops in the two lowest stories. Because of the widening of the streets there will not be any larger amount of floor space in the area, but this will be used more densely in the future than before the demolishing of the old buildings.

The last one of the five tower buildings is scheduled to be ready 1 July 1962. The building contractor will get fines for going over that time. The blocks on the western and southwestern sides of the five-tower block will be erected in 1962. The area east of Sveavagen will come at least five years later.

The City of Stockholm is paying all cost for building streets, sewage and so on with the exception of a small allowance supplied from automobile-tax funds.

The first of the tower buildings is being built end paid for by the city through the Real Estate Commission. The other buildings will be financed by private means.

The City of Stockholm will own the first tower building. All land will continue to be owned by the City. Land for private structures will be leased for 60 years. The city-owned buildings will be operated by a special organization. The other buildings will be owned and operated by private enterprises.

Before demolishing and rebuilding this renewal area was used for some rather bad dwellings (1,500 inhabitants), smaller pension and third class hotels, many small offices and shops, service industries and other enterprises which could utilize the poorly maintained and rather obsolete buildings at the low rents available. There were also two schools and a church.

After completion the entire redeveloping area will be used for high-class offices and shops and service banks. The project will include a large cinema and an underground parking garage. One part of the facilities under the street level will be used for a large food market.

(d) LONG-RANGE RENEWAL POLICY AND PROSPECTS.

There are many hindrances from an economical, political and practical point of view, to a real long-range renewal program. The city planning department is working with different plans of redevelopment of some inner-city districts, which tend to group together a great many blocks in a redeveloping unity, to create more space for light and sunshine, for cars and playgrounds. But so many private owners of lots will be involved that the plans will hardly work without the interference of the authorities, and today, this is politically impossible. However, discussions are going on to create a new law which will make it possible to force all the lots, in one or more blocks, to a form of joint (collective) activity for redeveloping.

In want of such an act the city planning department is trying to modernize the town plans of the blocks in which building activity is expected in the way explained in item 7 c ii.
This right comes into force immediately through the establishment of the town plan; thus no further decision, pronounced by administrative order, is required.

The Building Act contains other kinds of provisions, also, giving the commune the right to acquire ground. The possibilities of so-called zone expropriation, extended considerably through a law alteration of 1953, might be mentioned on the one hand. For zone-expropriation, it is provided that, considering general communications or the requirement for appropriate development, a densely developed area prone to be in need of thorough reconstruction, which cannot suitably be executed otherwise than for one condition. If this condition is fulfilled, the government may, when owing to a level reconstruction, a question has been brought up about accepting or altering the town plan of the area, grant the commune the right of acquiring the ground of the area, necessary for the reconstruction, and also other ground within the area or situated in its immediate vicinity, in which the realization of the plan can be expected to give a considerably increased value. As regards the institution of zone-expropriation, it may be observed especially that the question of the town plan can only be brought up about a case that a question is brought up of accepting or altering the town plan of the area. Further it may be pointed out that, through this form of expropriation, the government has great possibilities of utilizing for its own benefit the rise in value of the ground which the future town plan may yield.

In all the cases mentioned above, it is assumed that the detailed planning is executed through a TOWN PLAN. The commune may, however, already at an earlier time, via an ESTABLISHMENT MASTER PLAN, obtain on its demand a certain right to acquire ground, which in accordance with the plan, is intended for a traffic route or other common use.

Other ground, lor which a master plan has been established, may, to the extent the ground is not private development, be acquired by the town, provided the use of the ground for the purpose intended can be considered as secure. As regards ground, making a public road or a private road for two or more premises, the same provisions are available for an established master plan as for a TOWN PLAN. When detailed planning is made through a BUILDING PLAN (which form of planning is used preferably lor small densely populated places on the countryside), there is no correspondence to acquisition for the commune, because the realization of the plan here as a principle it is to be made by the ground-owners or a union, established in a certain organization (so called road-association). In case a road-association has been formed, it has claimed rights to land of the ground, which is required for one or other public space. So called ground exploiters can also, in connection with the establishment of the plan, be under obligation to yield to a certain extent, without need of compensation, ground unbuilt upon which is required lor roads or other public space.

**EXPROPRIATION ACT (1917)**

According to the Expropriation Act, a property, owned by anybody except the state, may, if the government finds it necessary, be used through expropriation for certain purposes, outlined under 17 separate points. Thus, expropriation can be used:

- for a public road, railway or tram for public traffic, bridge, port, loading-place, canal or other lowerway, ligation way, telegraph, or telephone installation or other arrangement for the furtherance of public communications;
- for purposes which, according to law or constitution, a commune or other such administrative organization has to further;
- to supply a place with water or prevent impunity from forming in water-pipes, which have been laid out for such purposes;
- for other purposes, comparable with any of those stated above and of considerable importance for the public service;
- to secure safe housing conditions within a developed area, at railway station, seaport or fishing village or other place with great population, crowded together;
- to provide for the population of a place (or a large part of it) ground for building-lor discussions or lectures, for general matters or aiming at popular agitation, encouraging sobriety or other comparable ideal purpose of special importance, or lor a building lor devotional exercises.
A NEW HEART WILL BRING NEW LIFE TO CENTRAL STOCKHOLM

The 18-story "Hightower" group, locally called "The Five Sisters," is the first and perhaps most imposing section of a renewal project now being built in the center of Stockholm. The present project is a small part of a much more extensive program known as the "Redevelopment of Lower Norrmalm." The entire renewal program will take from 15 to 20 years to complete. The project started in 1950 is now well underway. The construction of a new subway through this portion of the central area gave great impetus to the project as many structures had to be demolished in the path of the new underground. The land in the area is owned by the city and will be leased for 60 years for private structures. The city of Stockholm is building, and will own the first of the five towers. The other four will be built, owned and operated by private enterprises. The last of the five towers is scheduled for completion by 1962.

When completed, the redevelopment area will provide the city with a new and contemporary core, urban in concept and appearance, contemporary in material and services, contemporary in character — a demonstration that Stockholm is living in the present — and looking to the future. The "Five Sisters" and surrounding environment will be occupied by selective offices, shops and banks. Other features will be a large cinema; underground parking garage; extensive underground food market serving two subway stations as well as the general area; off-street and lower level servicing of shops. Pedestrians will have the exclusive use of an attractive mall extending from the concert hall square to a new plaza forming a key unit of the renewal project. Elevated areas around the five towers as well as extensive lower level promenades will be free of vehicular traffic.

(Initiated by the “Saint Erik Society”). A portion of “The City between the Bridges” (Oldest part of Stockholm).

The City between the Bridges is the oldest part of Stockholm, and in 1930, as a result of a lively debate, in the press and elsewhere, the question was raised as to how far it was technically and economically possible to effect a clearance.

The matter was taken up by the “Saint Erik Society” (Samlundet Sants Erik), which during a period of years managed the means of the various blocks in the “Old City”, and also prepared reconstruction designs, calculations and cost accounts. Behind this work – its starting point – was the conviction that the general layout of the medieval “City between the Bridges”, as well as buildings of historic or architectural interest, should be preserved. But at the same time, it was recognized that existing conditions called for improvement. This however could be achieved by pulling down single houses here and there, and making a more general clearance across certain yards and other places. Further, the remaining houses could and should be modernized.

In 1934, the problem of the “City between the Bridges” came once more the subject of public discussion, and it was then that the Society published its investigations concerning one of the largest blocks in this quarter, namely “Cepheus”, just by “Stortorget” – the “Great Square”. The calculations revealed that this block would not be dealt with without a financial loss, and it was clear that a spontaneous clean-up within a reasonable time was unimaginable. But, after discussing the matter with Herr Harry Sandberg, Head of the Housing Department of Stockholm’s municipal government, the Committee of the Society decided to form a Company which, without aiming at profits, would carry out clearance work in the “City between the Bridges”. Simultaneously, the Committee asked the Municipal Council to guarantee a mortgage loan at a low rate of interest – this really amounting to a municipal credit of 400,000 crowns ($96,500). The Municipal Council granted this credit at a meeting on November 18, 1935.

In the spring of 1936, the limited company “Stadsholmen” was formed, and soon afterwards it acquired certain residential properties in the “Cepheus” block numbers 4, 5, 6, 11, 15, 16, 17, and 18 houses in the block numbers 9 and 10, earlier also the building called “Consul Hjalmar Wicander”. After October 1, 1936, it was possible to commence reconstruction work on all the houses concerned, and by a decision of His Majesty’s Government, made on October 30, the Royal Board of Works was able to pull down some outhouses – the property of the Royal Board of Controls – in the block thus, in line with the clearance plan, a courtyard for the whole block could be created.

During that year, “Aktiebolaget Stadsholmen” purchased the block named “Cygnus”. This is part of the small square called “Tyska Brunnsplan”, and by means of various demolitions, an open courtyard, facing the “Tyska Skolgarden” – a narrow lane – was formed. The buildings which remained were fitted up as modern flats. This work came to an end in the autumn of 1939, and then for a period of 10 years, the company was unable to plan any further activities of the same kind.

Since it had been clear from the very beginning that there was a great demand for the modern flats that had been created in these old houses, a number of private landlords were quick to follow the example given them in the “Cepheus” block. At the two squares, “Stortorget” and “Kämpenstorget”, and at other places, they have re-fitted their properties in a similar manner.

An important fact in connection with the company’s reconstruction work is that all changes and demolitions have been made under the direction of experts on cultural history. Further, while the work was going on, it was possible to make important investigations concerning housing conditions during the Middle Ages, in the blocks concerned, and some of the findings are contained in the Saint Erik Society’s Year Book for 1939. It was found possible to salvage the timber in these old houses, and they now give their special charm to the new dwellings. Also, several decorated ceilings, etc., and a beamed ceiling from 1598 – so far, the oldest known in Stockholm – have been uncovered and restored.

As to the financial outcome of the company’s activities: expenditure for demolition and reconstruction, amounted to 1,258,000 crowns ($331,000), and the total assessed value for taxation purposes, after reconstruction, is 495,000 crowns ($248,650). The consequent loss of 313,000 crowns ($152,370) is covered by the company’s share capital, and the loan. Of this loan, 235,000 crowns ($51,840) are placed within the assessed value, and the amount is to be redeemed within 30 years. The other part of the loan – as we put it in Sweden – “above the chimneys”, and interest is to be paid on it only so far as the company is enabled to pay through the collection of rents.

Up to the present time, no dividends have been paid by the company, and in line with its statutes, the maximum dividend on the share capital is fixed at 3½%. Total purchase and reconstruction costs for all properties belonging to the company amount to 1,837,000 ($483,420).

For rents, the amount per year for two rooms, with kitchen, bathroom and central heating – including also the cleaning of steps and landings – varies between 1,100 and 1,750 crowns ($290 and $450), and for three rooms with the same conveniences, between 1,450 and 2,150 crowns ($382 and $592). The price per square meter varies between 21½ and 30 crowns ($5.60 and $7.90).

The late war, and legislation relating to landlords and tenants, have for the time being put a stop to the company’s work.

But our experience shows that the path we have taken leads to good and lasting results. The general air of decline which was observable in the Old Town only about ten years ago – especially in the central part – has given the gradual advancement of the slum conditions, have now been checked. The old germ of Stockholm has come into its own, and is once more appreciated as a place in which to live. And to Stockholmers in general, it is becoming more and more obvious that their “City between the Bridges”, with its medieval pattern of streets and squares, and its great number of beautiful and historic buildings, is a national treasure that must be preserved.

But much still remains to be done. There are still overcrowded blocks into which light and air must be admitted, and many living quarters which call for improvement. It is a matter of the first importance that profit will not be the motive for carrying out these changes. “Stadsholmen”, in close collaboration with competent historical and architectural authorities, has done its best to insure guarantees that future clearance work will be done in such a manner that the medieval city plan, and the important individual structures, shall be preserved both for the delight of these new living and for future generations.
This plan of the "Cepheus" block before rehabilitation shows over crowding with messes of buildings on all sides of the tiny yards and with narrow and ineflectual "light wells." Many of these buildings were quite high, with four and sometimes five ill-lit floors.

This plan shows "Cepheus" block after partial clearance and the rehabilitation of the remaining buildings. Clearance allows for a spacious, tree-planted courtyard.
PRELIMINARY

Public life in the Swiss Federation (5,000,000 inhabitants) takes root in the political life of 3,000 independent communities. The planning and renewal programs are based on community plebiscites, not only for development plans, but also for grants of public funds to realize the plans. Responsibility for preparing plans lies with the community councils, but only in the sense that the building law or the civil law of the 24 cantons (states) paraphrase this responsibility. In the canton of Zurich, the community council (the council of the largest city is a community council) can refuse a building permit as long as a master plan (street program or plot plan) is not approved by the government of the canton. But the community council is not obliged to prepare such a plan as long as the majority of land owners do not demand one. The majority of the citizens must give assent by plebiscite to the development plan which is the basis for the plot plan. The same plebiscite must arrange for funds to realize the plans. The city parliament can decree up to 1,000,000 S. frs. ($251,000) and the parliament of the canton up to 500,000 S. frs. ($115,000); but in both cases, a referendum can also be taken. The building rate per capita is very high: about 1,000 S. frs. ($221) a year for the cities; two thirds for private, and one third for public construction. The average of the cantons is 55% private, and 45% public construction. In the cities, a very high percentage of construction can be classified as renewal. Planning and renewal depends partly on the interest of the citizens expressed by the activity of the political parties. Today there are seven: Farmer's Party 5%, Christian Socialist Party 15%, Consumers' Party 15%, Socialist Party 35%, other parties 5%. During the time of preparation for a plebiscite on urban renewal, all these parties are interested in planning or in renewal: some have social planning or traffic commissions, others are especially interested in habitation or in parking facilities. The organizations and the legislation rooted in these activities are elaborated in the following report.

1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM

Switzerland, as a federation of 22 counties, does not produce any central planning programs for renewing urban areas, or for regional or local plans, or even for the landscape. Some of the counties though, as for example the one of Zurich, with a surface of 1700 square kilometers (656 sq. miles) and with 850,000 inhabitants, have developed conceptions in which the region of Zurich might renew itself.

B. LEGISLATION

Such programs are usually based on existing laws concerning buildings and streets and also on those of political economy, of agriculture, of amelioration, of forestry.

Agricultural land consolidation is in Switzerland probably one of the very effective methods of renewing which touch most of the laws of the property. Also plot plans and partial building by-laws go far in these concerns.

C. FINANCING:

A special source for "renewing general urban development" does not exist. But for all the different sections such as water supply, amelioration, surveys, agriculture (sanitation of stables, elimination of TBC), for economy of forestry, do exist subventions, also for traffic and tariffs, for streets, water, service mains, preservation of monuments, housing, schools, etc., conservation of nature and natural resources.

D. ORIGIN:

Urban renewal, as a principle, was first undertaken by a decree of the Town Council of Zurich in 1948 for the cleaning and rebuilding works in the old town. Impeccus here are partly traffic problems, partly the will for preservation of monuments.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION

1) PRESENT: 1956 = 5,074,000 (estimated)
2) CHANGES IN URBAN POPULATION:

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<th>Year</th>
<th>Total Country</th>
<th>Urban Population</th>
<th>% of Total</th>
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</table>

B. GENERAL CITY PLANS

1) EXISTANCE OF PLANS. All large cities have general city plans.
2) PREPARATION. Plan preparation is the responsibility of the town planning authorities under the direction of councillors of the city government and the officials of overground building and of road construction, the chief town engineer and the chief town architect.
3) STATUS. Sanctioned and settled master plans which are in continuous development.
4) ADOPTION AT LOCAL LEVEL. The local city plan is in effect for the adoption of the general city plan at the local level.
5) STATE REVIEW. There is review of the general city plan by the state government. But it is more political than a technical review, concerning the law of property. Also it is only advisory and not conclusive.
6) EFFECT OF ADOPTION OF PLANS. The effect of the adoption of a general city plan is this: If the land owners agree to the plan or sympathize with it, the renewal goes on after the general plan, but where they don't agree with it, the building lines or other regulations hinder the development of whole quarters for a long time.
7) REVISION: Plans are not revised periodically. Rev-

isions are forced occasionally, especially by chas-
ges in traffic or in building by-laws.

C. PLANNING VIS-À-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS:
The general city plans of the larger towns do in-
clude plans for renewal of obsolete areas. There are
also some drawings of the existing state in these
areas.

2) ACTION PROPOSED IN RENEWAL PLANS: The

renewal plans contain, or their action consists in,
building lines, in numbers of floor, now also in
a number which fixes the relation of proportion
between the surface of the plot and the used sur-
faces (floors) of the building.

3) POLICIES AFFECTING RENEWAL: Renewal is

especially affected by buildings for traffic which
are executed by law (for example break-through
streets) and also by the preservation of monuments
(ancient buildings).

a. POPULATION DENSITIES: Determined by

building by-laws, especially by prescriptions for
distances.

b. RETENTION OR CHANGE OF PREDOMINANT

USE: Determined by the use of zoning plans.

c. HEIGHT AND BULK OF BUILDINGS: Determined

by building by-laws.

d. CIRCULATION PATTERNS: Determined by

traffic planning (projects).

ARCHITECTURAL DESIGN: Design policies de-
termined by advisory board for buildings at the
occasion of grants for exceptions to the build-
ing carriage of the preservation of a monu-
ment or of a beautiful agglomeration of an-
cient houses, or just of an exceptional site in the
landscape is touched.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD

LIVING ENVIRONMENTS: In several examples resi-
dential projects provide good living environments.

5) COMMERCIAL RENEWAL PROJECTS AS MOD-

ERN BUSINESS DISTRICTS: This activity begins
slowly.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:
The town planning office and the plot regulation office
are responsible for renewal policies and standards.

B. CITY OR COUNTRY POLICIES:

Policies are developed and applied in each city or
community for itself. There exists few cantonal (state)
frame-laws.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:

Demolition, rebuilding, and resettlement only come to
pass in rather small measure. Conservation and preser-

vation though are of great importance and practical

consequence.

D. CRITERIA OF OBSOLESCENCE:

There does not exist any methods in that direction.
In cases of emergency, the health police and the
building police have enough competence for acting.
The degree of obsolescence is never really bad. The
rooms then would not rent, in view of the rather high
standard of housing. In case of unhealthy housing
conditions, the buildings are bought by the community
which usually rents them again for several years.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:

Mainly private enterprise policies determine re-use
criteria.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:

Building departments of communities or cities initiate
renovation projects.

B. NON-GOVERNMENTAL ORGANIZATIONS:

Interested private voices are quarter-societies, clubs
who have in view traffic and embellishment problems
of public places, pedestrian malls, etc., and also rights
of property.

C. COMPETITIONS:

In some towns such competitions are sponsored. Mostly
though the seeking of renewal proposals are due to the
initiative of architects, contractors or private planners.

D. PRESENTATION:

Renewal proposals are usually presented by models
at a scale of 1:500 or 1:200; plans of situations
with surrounding area, and floor plans at a scale of
at least 1:500; calculations and drawings concerning
sun and shadow in the dwellings, concerning also
the density or the relation between surface of plot
and surface of floors.

E. REVIEW:

There is no review of specific renewal proposals, only
if they are a part of general development plans, build-
ing by-laws.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:

Official support consists of grants for exceptions of
the building by-laws, of financial support by building
streets, service mains, etc., also day nurseries, of li-
fiscal support of new housing

B. PRIVATE SUPPORT:

Building enterprise is mainly private. Only 2% of the
housing is built by the community.

C. RELOCATION:

Difficulties of relocation do not so much hinder a new
development but the privilege of private property,
the conservation of the neighbors who stick to old
laws and old fashions of buildings are very much hin-
dering good renewal programs.

6. GENERAL EVALUATION

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES:

Economic prosperity, the low number of unem-
ployed, the high turn overs, encourage modern
industrial development, the rebuilding of outmoded
business houses or the addition to business houses
replacing housing, the rehabilitation of buildings for
continued use, the conservation and preser-
vation, partly the addition to housing supply.

There are very few slums. In the international sense
business firms and industries renew themselves by
their own initiative. There are new establishments,
also dislocations of them observed during the last
years. The letter choose mostly places outside the
town, often right in the countryside, often at the
border of the town.

2) RESULTS:

All these activities are mostly due to private ini-
tiative. Its stimulation is always greater, or better
efficiency or increase of the outward quality, ration-
izing of the plans. The outward quality still is in
relation to an inward quality, which depends on the
public wish and taste. In this there are ethical and
aesthetic improvement to observe. The men-
tioned results stimulate again private enterprise,
economic and partly social improvements.

3) UNEXPECTED RESULTS:

The answer is bound to be relative to a more or
less high measure. Generally the results are bene-

cial to the public interest. But they could be more
beneficial.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSO-

LIGENCE; SOLVING RENEWAL PROBLEM.

Renewal requires 80—100 years for buildings, the

renovation of whole quarters takes much longer time.

There are many quarters and buildings, also old
towns and old quarters of historical value, or some
of the last century, which are not on the sanitary
level of our time. But there exists little quarters
of obsolescence. So the problem whether the re-

newal program does keep ahead of advancing

obsolence does not exist.

2) CHANGES IN RENEWAL PROGRAM: Compre-

hensive expropriations could be realized if the local
authority which usually owns enough land in the
city, would build an exemplary block (for example
area of the old casern in Zurich). This block could
be given to any other owners of real estate in
exchange. So the local authority would be able to

continue to conceive planning and building over
greater areas.
Editor's note: Dr. El Sadr, the contributor of the report on Cairo, indicated that the reports on renewal activities in Cairo and Alexandria, encompass most of the information of current value in this country. He therefore felt that a separate report on Egypt or the United Arab Republic was unnecessary.

34 ALEXANDRIA (Population about 1,200,000) Reporter: Halim Aref, Town Planning Department, Alexandria, Egypt, U. A. R.

PLANNING AND HOUSING POLICIES:
In Alexandria, planning and housing policies based on the latest scientific and technical ideas had their start only three years ago. Year after year the effort and the work in these fields are increasing.

Only two years ago a special Planning Commission was formed to lay out a master plan for the City—the year 2000 was the goal. This master plan is being visualized right now. Based upon that plan, all renewal, redevelopment and rehabilitation plans will take their course.

According to primary investigation, to cover the housing question in the master plan, it was found that if conditions remain as they are, the number of families living in slum areas will reach a new height of over 150,000 families, i.e., almost 750,000 inhabitants in a 30 year period when the population of the city then might reach the figure 1,900,000.

CONSERVATION AND PRESERVATION:
It was a main concern of the master plan to recommend preservation of areas of historical value by embracing them with parks and road systems.

In Alexandria, particularly Greco-Roman Catacombs are outstanding historical features. A main one is at Kom El Shokafa, presently surrounded by blighted residential neighborhoods. Plans are intended to clear out those slums and furnish green areas instead.

In the present building code there are certain rules governing the possibilities of touching archeological remains while constructing any building. This demands direct seizure of work and information of department of archeology.

REHABILITATION
The work carried out in this field is very limited. This may be due to the past lack of a definite picture limiting or defining those areas that need redevelopment and the other ones that need rehabilitation. However, rehabilitation plans are almost limited to paving streets in those areas acceptably planned, but need improvement to raise them to the reasonable living standards.

It might be of interest to mention here that there exists certain building laws enforcing owners of structurally dangerous buildings to rehabilitate their properties.

HOUSING
With the critical situation of housing needs for the city of Alexandria, primary plans based upon special studies have been laid down to assure abolition of slum areas within the 30 years to come. This will necessitate the building of 150,000 dwelling units over that period.

One third of these units are expected to be built over one third of the 30 year period, i.e., 50,000 units in 10 years' time.

In other words, intentions are to build 5,000 units a year. Approximate cost of the unit is £500 ($1400) which results in an average of £2,500,000 ($7,000,000) a year as necessary allotment for carrying out a successful housing program. However, all figures are subject to correction in accordance with what appears in future experiments.

REDEVELOPMENT—THE KABBARY AREA
In 1955, a certain slum area, "Kabbary" by name, on the western side of the city, was taken as the first unit of the city for a redevelopment plan.

The history of that area:
1. One of the oldest areas of the city;
2. In direct contact with the dock area, railway yards, and all warehouses (timber, cotton, fertilizers, coal, oil, tanks, etc.);
3. Considerably damaged during World War II air raids because of its adjacency to the areas mentioned above. With such history, this area developed into acute slums.

Before starting to work out a redevelopment plan for the Kabbary area, a detailed social survey was carried out. Outstanding points were those covering income brackets, size of living unit per family, and type of occupation and place of work. The families depend on the jobs offered in the surroundings—these would offer only limited wages ranging from £1 ($2.80) to £15 ($48.00) a month.

The Kabbary area in question measures 65 acres (26.3 ha.) inhabiting 3,367 families, or 14,464 persons. The biggest percentage have their income within the bracket £5 ($14) to £10 ($28) a month. As general income, the bracket will include a range of from £1 ($2.80) to £15 ($48) as mentioned before.

An average family consists of 4.5 persons. Over two-thirds of the families share their living units. As average, each family lives in 1.67 rooms. These points reveal the pitiful situation of the Kabbary area as one of the worst slum areas of the city.

The general idea of the development plan was to start building a housing scheme on one vacant area, move a few families from their substandard dwelling units to those new units and subdivide the newly evacuated site...and so on...

This plan should be carried out in seven consecutive stages. The over-all plan will include in
its final picture, 560 lots for sale (100 m² average area) and 712 dwelling units in housing schemes, built over 18.6 areas (7.6 ha.).

The green area will measure 7405 m², public services 13,100 m², shopping area 2240 m². The first stage has been carried out and the second stage is on its way. The first one includes:

224 dwelling units built over 5.2 acres (2.1 ha.).
160 units of the 224 consist of one bedroom apartments (other than a living room and all the accessories, bathroom and kitchen).

Rent for this type was fixed to be £2. ($5.60) a month.

**The remaining 64 units will consist of two bedroom apartments (other than a living room and all the accessories). Rent for this type was fixed to be £3. ($8.40) a month.**

The second stage will include 152 dwelling units built over 2.40 acres (1 ha). All units will be one bedroom apartments.

Usually the housing scheme is constructed in shape of free standing blocks, each of which is 4 stories high, including 16 apartments.

The "Kobbary" project is considered an example for all future redevelopment plans. However, being the first trial in Alexandria, and since it has been carried out before a master plan for the city was laid down, it is considered as an experiment. All deficiencies and weak points which will appear in this trial will be studied and avoided in the future enormous job ahead.

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**CAIRO** (Population about 2,600,000) Reporter: Shafik H. El-Sadr, Director General, Planning and Public Works Administrations, 2 Khartoum Street, Heliopolis, Cairo, Egypt, U. A. R.

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1. **LEGISLATION:**

Municipal Council decisions on planning and reconstruction plans are submitted for approval to the Minister of Municipal and Rural Affairs. Ministerial approval puts them into effect.

2. **ADMINISTRATION:**

a) Largo cities: Cairo, Alexandria, Port-Said.
   - Municipal councils and municipalities.
b) Other cities and villages:
   - Central administrations, Ministry of Municipal and Rural Affairs.

3. **ROLE OF CITY PLANNING AGENCY:**

Master plans lead to set programs for renewal purposes.

Cairo master plan finished October 1955.

Alexandria master plan finished (special planning commission) July 1958.

4. **ROLE OF PUBLIC HOUSING AGENCY:**

a) Public sectors: Houses for high and middle income groups are left entirely to the law of supply and demand.

b) Co-operative societies: With the financial aid of the Ministry of Social Affairs nearly ten housing co-operative societies have been established to build for middle income groups.

c) Laborers houses: In 1950 the Ministry of Social Affairs built 1100 houses at Embaba (suburb north of Cairo). Large companies and bodies such as Railway Department and Steel & Iron Company are building on their own for their laborers.

d) Special houses: By Ministry of Works (for low income groups), By Al-Azhar University (for Islamic mission students, Cairo and Ein-Shams University (for foreign students).

e) Housing for low income groups carried out by the municipality: Cairo Municipality carried out several programs for housing nearly 6700 families, costing about LE 3,100,000 ($8,660,000). Flats are in blocks of four stories complete with services. Cost of flat ranges from LE 230 ($640) for one-room flat, to LE 360 ($1000) for two-room flat. Financing: Loans from central government and municipality's own budget.

5. **RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR**

(a) THE CITY; (b) THE URBAN REGION:

Clearing and rebuilding started in areas within the central area (economic and social reasons): Location of housing projects is according to the studies revealed by the master plan for the needs of the city population. Such locations are served with road system and either owned by the municipality or compulsorily purchased for low income housing purposes.

6. **LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:**

Apart from the above mentioned bodies which helped in carrying out housing programs, the municipality of Cairo took the initiative in promoting all renewal programs in conformity with the master plan, which is adjusted every five years as experience points. The municipal housing schemes, as well as other renewal programs, are executed by the following technical administrations:

a) Planning and Building;
b) Housing and Reconstruction;
c) Public Utilities;
d) Mechanical and Electrical.

7. **BRIEF OUTLINE OF:**

(a) **GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION**

The Minister of Municipal and Rural Affairs;
Cairo Municipal Council headed by the Mayor;
Cairo Municipality headed by the Director General (rank: sub-minister);
Subdivisions within the municipality

(b) **PRIVATE RESPONSIBILITY AND PARTICIPATION**

(c) **DESCRIPTION OF RENEWAL PROGRAMS AND PROJECTS:**

(i) Slum clearance and redevelopment: Studies of Cairo master plan revealed acute housing condition. Accordingly, slum clearance took place at the following areas:
   a/ El-Fawala: Redeveloped (area 2 ha. or 4.9 acres; pre-clearance population 3800).
   b/ Maaroof: Under redevelopment (area 4.5 ha. or 11.12 acres; pre-clearance population 8700).
   c/ Maspero and Bulaq: Next areas for redevelopment.

Municipality and building owners share the profits of the project.

(ii) Rehabilitation: Not yet undertaken.

(iii) Conservation and preservation: By-laws help local authorities to prohibit development in areas subject to redevelopment schemes.
Subject to above mentioned by-laws local authorities concerned preserved and replanned areas of architectural or historical significance.

(iv) Housing: As has been mentioned, Cairo Municipality is carrying out housing schemes which consist of 6700 flats at the cost of L.E. 3400,000 ($9,500,000). These housing projects are located at eleven well selected points. One of these sites is at Zenhom to the south of the city. The project involves about 110 acres (44.6 ha.), including 30 acres (12.2 ha.) for housing and 80 acres (32.4 ha.) under development for forestry and public gardens. The area was used for refuse disposal and was surrounded by slum areas. The project is being built, and will be owned and operated by the Municipality of Cairo. Housing construction started in at the end of 1954 and was completed by the end of 1955. Buildings consist of four-story structures, totaling 1034 flats in 47 blocks. Total cost of the project (including public utilities and excluding land price) will amount to L.E. 560,000 ($1,570,000). Public services provided are: hospital, primary school, technical school, local market and a mosque. Tenant will be lower-income families with monthly incomes not exceeding L.E. 20 ($56.00). Priority is given to those whose houses were demolished because of municipal projects or accidentally. Monthly rents vary according to floor as follows:

<table>
<thead>
<tr>
<th>Flat</th>
<th>Ground floor</th>
<th>Second floor</th>
<th>Third floor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Two room</td>
<td>L.E. 2.80 ($8.00)</td>
<td>L.E. 3.20 ($9.00)</td>
<td>L.E. 3.00 ($8.50)</td>
</tr>
<tr>
<td>Three room</td>
<td>L.E. 3.80 ($11.00)</td>
<td>L.E. 4.20 ($12.00)</td>
<td>L.E. 4.00 ($11.30)</td>
</tr>
<tr>
<td>Four room</td>
<td>L.E. 4.60 ($13.00)</td>
<td>L.E. 5.10 ($14.00)</td>
<td>L.E. 4.80 ($13.60)</td>
</tr>
</tbody>
</table>

(v) Road system, bridges and underpasses: Cairo Planning Commission was struck by the acute condition of traffic problems; therefore, the master plan recommended certain solutions upon which the municipality has proceeded to act. Numerous highways, by-pass roads, over-passes and bridges have been built or are under construction. The University Bridge, the largest over the Nile is 484 meters (1583 ft) long, and was opened in May 1958.

(vi) Public gardens and recreation: Before 1952 open spaces in Cairo totalled 375 acres (152 ha.). Now the number has risen to 700 acres (208 ha.)

(vii) Development of new areas:

a) Nasr City. To the north of the city, Cairo-stadium is under construction with a capacity of 100,000 persons. When completed the stadium will be one of the largest and most modern ones in the world. Playing fields and public gardens will cover an area of 500 acres (202.43 ha.) out of 2000 acres (810 ha.). The rest will be left for residential neighborhoods. The stadium and the playing fields will cost, when completed, about L.E. 3,000,000 ($88,400,000).

b) The Mottam City: Cairo's development was checked to the east by the Moqattam area which is as high as 180 meters (630 ft.) above the Nile water level. Lately Cairo Municipality has given the right to develop the Moqattam area to a large company. The company constructed the road system, and completed public utilities. Also a first class casino and hotel with 40 rooms was built.

**ZENHOM RENEWAL SCHEME IN SOUTH CAIRO**

A refuse disposal area, surrounded by slums has been turned into a 30 acre public housing project with 80 acres of forest and public gardens adjoining.
INTRODUCTION

Of the various governmental programs in the United States which are directed toward or contribute in some degree to the improvement of city renewal is the one in which is focussed the U.S. official effort to eradicate slums and the conditions which produce them. It is primarily concerned with the restoration and re-creation of neighborhoods located within city boundaries — the deteriorating and "rockbottom" areas which are so commonly found between the central business district and the good residential neighborhoods, and which effectively inhibit the well being of both.

Other governmental programs have, of course, strong influences on renewal planning and operations. These programs include not only the complementary activities, such as the provision of housing for displaced families, specifically devised to supplement and facilitate the treatment of blight with the instruments of the urban renewal program proper, but also such vast scale operations as the government supports for highway construction and the development of new residential subdivisions and supporting facilities. In the span of this report, however, the companion programs to urban renewal and other activities of civic improvement are only identified briefly, and no analysis is here attempted of any other aspects of urban growth which are subjects of intense concern to observers in the United States.

1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:
The United States conducts a vigorous urban renewal program, under which cities, in partnership with private enterprise and with federal government support, undertake urban renewal projects. "Urban renewal project" is a term referring to the specific activities undertaken by a local public body (city, county, or state) in an urban renewal area, to prevent and eliminate slums and blight. Such a project may involve slum clearance and redevelopment, rehabilitation and conservation, or a combination thereof. In accordance with the type of project involved, acquisition of land, demolition of structures, installation of streets, parks and other improvements, disposition of acquired land for use specified in an urban renewal plan, and carrying out plans for voluntary relocation, rehabilitation of structures in the area which are not acquired. With a limited number of exceptions, the projects are preponderantly concerned with housing — that is, the project areas must either be predominantly residential in character before renewal or predominantly residential after renewal.

The financial losses incurred in the process of acquiring property, demolishing buildings, and preparation of the land for new uses are met with public funds. Usually, one-third of such loss is borne by the locality and two-thirds by the federal government, although an alternative formula is available, if the community elects to assume full responsibility for certain costs, which permits the federal government to contribute as much as three-fourths of the other costs of the project. In no case, however, can any federal funds be spent for the construction or rehabilitation of any building on the project land.

B. LEGISLATION:

Federal legislative authorities for urban renewal are contained in Title I of the Housing Act of 1949, as amended. Companion programs which support the provision of redevelopment and relocation housing are authorized by Title II of the National Housing Act, as amended (under which law the major activity is federal insurance of mortgage loans made by private lenders to finance housing for sale and for rent), and by the United States Housing Act of 1937, as amended (under which law public low-rent housing is provided). The federal renewal legislation provides financial incentives for programs initiated and carried out by local communities, and the utilization of federal aid by local governments requires permissive legislation by the state in which the community is located, as well as certain formal actions by the cities themselves. This is because of the fact that under the U.S. Federal system of government, municipalities derive their powers from charters or franchises granted by state governments pursuant to state constitutions, and from specific acts of state legislatures.

Of the 38 states, only eight have no renewal enabling legislation. Enabling authority exists also in Alaska, Hawaii, the Virgin Islands, Puerto Rico, and the District of Columbia (the location of the capital city of Washington), which are territories and possessions of the United States.

C. FINANCING:
The sources of financing of slum clearance and urban renewal projects are loans and subsidy payments by federal and local governments (and to a relatively insignificant extent, state governments) to defray the losses involved in acquiring, clearing and preparing land and making it available for redevelopment by private individuals and corporations and by public agencies; and investment by private financial institutions (including the companies, banks, non-profit associations, non-profit organizations, etc.) in redevelopment and rehabilitation properties. It should be emphasized that the public funds involved are only a fraction of the sums which will be invested by private enterprise in redevelopment. For a more detailed summary of methods of financing urban renewal, see item 5, "Effectuation of Renewal Programs."

D. ORIGIN:

(1) EARLY FEDERAL LEGISLATION BEARING ON SLUM ELIMINATION: In the United States, the federal government interest in the slum problem goes back at least to 1892 when it was manifested by a Congressional appropriation of $20,000 for investigation by the Secretary of Labor of slums in cities of 200,000 or more. Federal legislative action on slums, however, was insignificant until the great depression of the 1930's brought federal assistance to housing generally to the fore primarily as an economic stabilization device. During this decade and the years following, there were several federal and state initiatives which were specifically designed to remedy the slum problem.

(a) The Emergency Relief and Construction Act of 1932 authorized loans to corporations for construction of housing for low-income families, or for reconsolidation of slum areas. The loans were for self-sustaining housing projects. Two loans were made, one for a multiple unit rental project in New York City and the other for rural housing in Kansas.

(b) The National Industrial Recovery Act of June '33 directed a comprehensive program of public works, including "construction, reconstruction, alteration, or repair under public regulation or control of low cost housing and slum clearance projects." The NIRA Act specified that it was a program for financing projects "with a view to increasing employment quickly." Under this legislation and subsequent appropriations by Congress, 500 low-rent public housing projects were built in 37 cities. They contained 21,600 housing units. In addition, these funds provided for 15,000 units in resettlement projects and Greenbelt towns.

(c) The United States Housing Act of 1937, which was intended "to provide financial assistance to the states and political subdivisions thereof for the elimination of unsafe and unsanitary housing conditions, for the aradiation of slums, for the provision of decent, safe, and sanitary dwellings for families of low income,
and for the reduction of unemployment and the stimulation of business activity ..., established the program of federal loans for redevelopment of, and annual contributions for subsidy of the operation of, low-income housing, with the general policy that in urban areas substandard housing units would be eliminated in a quantity equivalent to the number of new subsidized units provided. Under this legislation, as amended over the years, nearly half a million units of low-rent public housing had been placed under annual contributions contract.

(2) FORMULATION OF THE URBAN RENEWAL CONCEPT IN LAW: The first urban renewal laws were adopted by state legislatures rather than by the federal government. By 1947 there were 23 states and the District of Columbia which had some type of redevelopment legislation, as distinguished from laws in which the renewal purpose was merely incidental. These statutes (under which little was accomplished, principally because of the lack of public financial resources in adequate amounts) fell into one or more of three categories:

(a) Encouragement of private enterprise, through grant of certain public powers to private corporations, for land assembly, clearance and redevelopment;

(b) Placement of responsibility on municipal bodies for land assembly and clearance (but not redevelopment, which was basically the job of private enterprise);

(c) Same as (b) except responsibility was given to local housing authorities specifically as the agencies for assembly and clearance.

Although the war period of the 1940's caused a concentration of the national housing effort to meet the war emergency needs, the analysis of the over-all problem of slums and deterioration continued with increasing intensity. For example, in March 1940 The Twentieth Century Fund undertook to make a comprehensive survey of United States housing, the first such attempt. Not until 1944 were the conclusions published ("American Housing, Problems and Prospects"). This was (i) a substantial job of research into production and marketing of housing; and (ii) a program recommendation.

In 1945, a special Senate Committee on Postwar Economic Policy and Planning recommended a provisional and experimental program of federal assistance to urban redevelopment.

Over the ensuing four years Congress held many hearings and investigations, culminating in the Housing Act of 1949. The previous federal laws mentioned above had some significance as instruments for slum eradication, but their principal emphasis was on providing for renewal and not on "renewal" as the term is now accepted.

The 1949 Act was the first legislation to combine public and private enterprise on a large scale in a national campaign specifically directed at eliminating and replacing slums and blight. The law authorized federal aid (subsequently augmented) amounting to $1 billion for loan and $500 million for capital grants for slum clearance projects, and its paramount emphasis was on encouragement of redevelopment by private enterprise. In this legislation, Congress also elaborated on its 1937 Act housing policy of assistance to states and localities ("to remedy the unsafe and insanitary housing conditions and the acute shortage of decent, safe and sanitary dwellings for families of low income") by adding the concepts of "community development... and a suitable living environment for every American family... (assistance to) the development of well planned, integrated residential neighborhoods and the development and redevelopment of communities." It was in this Act that there appeared for the first time the expression of federal legislative intent in the concept of planning and problems of urbanism and metropolitanization — the requirement was included that a redevelopment plan must fit in with a general plan for the whole community, as was a directive for federal "encouragement" of unified metropolitan planning agencies.

In 1953, the President appointed an Advisory Committee on Government Housing Policies and Programs. That committee believed that slums were growing faster than they were being cleared and redevelopment continued with increasing intensity. For example, in March 1940 The Twentieth Century Fund undertook to make a comprehensive survey of United States housing, the first such attempt. Not until 1944 were the conclusions published ("American Housing, Problems and Prospects"). This was (i) a substantial job of research into production and marketing of housing; and (ii) a program recommendation.

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1 See Supplement No. 1.
2 See Supplement No. 2.
3 See Supplement No. 3.
4 See Supplement No. 4.
5 See Supplement No. 5.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION

1) PRESENT: March 1, 1950 — 173,210,000 (estimated).

2) CHANGES IN URBAN POPULATION: Between 1890 and 1956, the total population of the United States rose from 63 million to more than 164 million, more than 2½-fold increase. The period has witnessed a very pronounced shift in the urban character of the population. In 1890, only slightly more than one-third of the population was urban centered. By 1956, however, urban places had expanded to the place where they accounted for almost all of the total U.S. population.
Reflecting this shift, the urban population showed a nearly 5-fold increase during the 66 year period, compared to a 17% increase in the rural segment.1

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: There are no complete statistics on the number of cities which have general city plans.

2) PREPARATION: The community's official planning agency, in almost all cases, is responsible for the preparation of the general city plan. The official planning agency, which may be called the city, or town, planning commission, usually includes one or two ex-officio members from other departments or agencies of local government plus several citizen "lay" members appointed by the chief executive of the community.

3) STATUS: There are some statistics that are relevant on this point. Based on these statistics it is estimated that:

(a) Of the 484 cities of over 25,000 population AT LEAST 210 cities either have a general city plan or are developing one.

(b) Of the 1,954 cities of between 5,000 and 25,000 population AT LEAST 650 either have a general city plan or are developing one.

(c) The totals of (a) and (b) would be 2,438 cities with populations ranging from 5,000 upwards with AT LEAST 860 plans in existence or being developed.

(d) On the assumption that some of the communities of less than 5,000 population are also engaged in city planning (particularly where these smaller places are parts of large metropolitan areas as is frequently the case) it may be roughly estimated that there are in the United States about 11,000 general plans in existence of being developed.

This estimate is very conservative. There are about 900 small municipalities (under 25,000 population) receiving federal assistance for, federal assistance to planning under the Urban Planning Assistance program authorized by the Housing Act of 1954. There is no figure as to how many of these 900 communities are counted among the 1,954 total of (b) above, but many of them are in that total. Some of the 900 are smaller than 5,000 in size.

Under the Urban Planning Assistance program, federal grants are made to state planning agencies to aid them in giving planning assistance to small communities. Grants are also made to official state, metropolitan, and regional planning agencies for planning work in metropolitan areas and urban regions. The federal contribution may amount to not more than 50 percent of the cost of activities which include not only general city planning, but also surveys, land use studies, urban renewal plans, technical services and other planning activities exclusive of plans for specific public works projects.

4) ADOPTION AT LOCAL LEVEL: In the 43 states and the 4 territories and possessions (Alaska, District of Columbia, Hawaii, Puerto Rico) which have enabling legislation for planning, seventeen of their laws specify or imply that the general city plan is to be adopted by the legislative body; in the remaining twenty-seven jurisdictions, adoption is by the local planning agency.

5) STATE REVIEW: Many state agencies assist in local planning (35 states, territories, and possessions can utilize the Urban Planning Assistance program described above) but state governments do not exercise control over local planning decisions. The general city plans of cities undertaking federally aided urban renewal projects are subject to review by the federal government. However, such review is to determine that the general plan fulfills minimum requirements including plans for land uses, thoroughfares, community facilities, and public improvement projects; additional zoning, and subdivision controls. Its adequacy with respect to technical quality is not reviewed.

6) EFFECT OF ADOPTION: The effect of a city plan, legally and procedurally, varies according to the provisions in each of the state's enabling legislation. There is no direct legal effect in some states, such as New Hampshire; in New Jersey all subsequent actions by the governing body with respect to proposals in the general plan may be taken only after receipt of a recommendation from the planning agency, or a lack thereof for 45 days; in Louisiana no project may be undertaken until it is approved by the planning agency, or if it is U.S.A. disapproved by the planning agency, unless the disapproval is invalidated by the vote of two-thirds of the entire membership of the local legislative body. Of 763 cities responding in 1957 to survey questionnaires, 387 city governments consult the planning agency on plans, the sale or acquisition of real property; in 133 of the 387 this is required by law.

It should be pointed out that the legal effectuation of many of the objectives of the general city plan is through zoning and subdivision regulations and official street plans. Also, many official planning agencies prepare, or assist in preparing, a community's capital budget, which reflects many items in the general city plan.

7) REVISION: It is a generally accepted planning principle that a general city plan is subject to CONTINUOUS restudy and revision. The initiation of revisions usually comes from within the local planning agencies, generally only when it is technical planning staffs, and it may therefore be assumed that most of the general city plans, in communities having a planning agency and spending more than $1,000 a year on planning, are subject to continuous revision.

C. PLANNING VIS A-VIS RENEWAL:

1) GENERAL CITY PLANS AND RENEWAL PLANS:

There is no comprehensive information on existing practice as to inclusion in city plans of renewal plans for obsolete and deteriorating areas. A number of general city plans do include the delineation of areas for renewal and indicate the type of treatment needed (rehabilitation and/or redevelopment) and the general land use plan for each such area. The federal renewal law requires a finding to be made by a local government that an urban renewal plan conforms to the general city plan. It would be unusual, however, for a general city plan to contain detailed urban renewal plans, the enabling planning legislation in most states either specifies or implies that a general city plan may include plans or recommendations for dealing with blighted and substandard areas, and that status requirements of the local urban renewal authority to submit its proposed renewal plans to the local planning agency for review.

2) ACTION PROPOSED IN RENEWAL PLANS:

The content of an official urban renewal plan, for federal and other purposes, must be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the urban renewal area, zoning and planning changes, if any, land use, maximum densities, and building requirements. Although not usually part

1 See Supplement No. 5.
2 See Supplement No. 6. This supplementary table is roughly constructed from data submitted by a variety of reporting sources on differing dates, and the following estimates, while believed to be justified by the table, do not agree precisely with the figures therein because some allowances have been made for change since the data were reported.
3 Planning Laws, A Comparative Digest of State Statutes for Community, County, Region, and State Planning through December, 1957, 2d Edition. HOUSING AND HOME FINANCE AGENCY.
4 Ibid.
5 The Municipal Year Book, 1957, International City Manag- ers' Association, "City Planning Data", Table 1.
6 Planning Laws, A Comparative Digest of State Statutes for Community, County, Region, and State Planning through December, 1957, 2nd Edition. HOUSING AND HOME FINANCE AGENCY.
of the official urban renewal plan, other proposals developed as part of the urban renewal planning process are concerned with relocation, cost estimates, and financing.

3) POLICIES AFFECTING RENEWAL:
   a. Population densities;
   b. Retention or change of predominant use;
   c. Height and bulk of buildings;
   d. Circulation patterns;
   e. Architectural design;
   f. Other aspects:

   are almost entirely local community policies as contained in the general city plan, the zoning ordinance, the subdivision regulations, and housing, building and related codes and ordinances. Urban renewal plans usually provide more detailed and restrictive controls applicable to the renewal project area than are contained in such ordinances and regulations, but in any case, sp. a. and b. for federal and local agencies. Renewal projects must conform to the provisions in a community’s zoning ordinance. (In the United States there are 2,000 or so communities with zoning regulations.) Renewal projects must conform to the plans for major circulation routes in general city plans. The minor circulation patterns are controlled by a community's subdivision regulations. All cities undertaking urban renewal projects exercise STRUCTURAL control through standards in building, housing, electrical and related codes, but only very little control is exercised over the aesthetic aspects of architectural design. Of course, local public agencies carrying out projects can and do collaborate with redevelopers on matters of design. Such matters as population densities, required setback of buildings from streets, permissible land coverage by buildings, off-street parking facilities, etc., are usually elaborated in urban renewal plans.

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: To qualify for federal assistance, urban renewal areas must be eligible under certain provisions in the Housing Act of 1949, and under administrative requirements. These eligibility provisions and requirements, together with the inevitable limitations of financial and rehousing resources, usually preclude an urban renewal area from consisting of a comprehensive neighborhood, if by “neighborhood” is meant a virtually self-contained district or sub-division of the city, with commercial, public, institutional, and residential facilities within its boundaries. If, however, “neighborhood” means (to use the language of an American mortgage banker) a residential area which measured on the human scale is “a community of which an individual can feel himself a part and in which he can feel a sense of participation and responsibility”, most residential urban renewal projects, whether large or small in land area, attempt to meet this description. Administrative requirements call for the remainder of a district in which a renewal project is located to be sound, and for an active community program to eliminate any deficiencies in the district which contribute to possible blight. Activities within and supported by an urban renewal project area have as a prime consideration the availability of all the facilities necessary for a satisfactory living environment, such as schools, parks, recreational facilities, street and utility improvements, and convenient shopping facilities.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: The provisions of the Housing Act of 1949, as amended, generally require federally-assisted urban renewal areas to be predominantly residential in character either before or after renewal. A proviso of the Act authorizes a limited amount of federal funds to be used for renewal, for commercial re-use, areas which are not predominantly residential in character but which do contain a substantial number (required by regulation to be 20 percent or more) of dwelling or living accommodations. Deterioration standards limit the size of project areas for nonresidential re-use and while some projects provide for redevelopment which is completely or predominantly commercial, in most cases such areas comprised an entire central district. Within these limitations any necessary facility, such as pedestrian malls and off-street parking and loading facilities, may be included in commercial renewal activities.

   Experience in community renewal of a commercial nature without federal assistance is quite limited, but an outstanding example of this type of project is Pittsburgh’s Golden Triangle, part of the central business district, which involved clearance of a large area of commercial blight and its redevelopment with office buildings, parking facilities, and park land. Several other communities have prepared plans for such renewal, some (notably Fort Worth, Texas) comprising the entire central business district.

3. AREA APPRAISAL
   A. POLICIES AND STANDARDS:

   Detailed policies and standards used to appraise areas for possible renewal action are developed by local community agencies, which for federally-assisted projects must meet general criteria as to extent of deterioration, degree to which the areas are residential in character, environmental deficiencies, etc. There is no uniformity as to what local agency is responsible for policies and standards. Generally, those relating to land use, street patterns, and community facilities are the responsibility of the official planning agency, while those relating to the condition and occupancy of structures are the responsibility of local housing inspection or public health agencies. The actual application of the policies and standards in appraising areas may be done by another local public agency, such as the housing authority or the urban renewal authority.

   B. CITY OR COUNTRY POLICIES:

   Area appraisal policies are developed and applied in each city. Certain national private and semi-public professional organizations, such as the American Public Health Association, the National Institute of Municipal Law Officers, and others, have developed policies and standards which several cities have adopted for their own use. At least one state agency (Tennessee) has also developed policies and standards, which may be used by cities within the state. For example, some cities have adopted a provision of federal aid for clearance, evidence of the need for such treatment must be available.)

   C. CRITERIA FOR APPLYING RENEWAL MEASURES:

   These national organizations have published advisory materials containing criteria, based on their standards, which when applied to a blighted area indicate the type of required rehabilitation and clear intended for clearing, rebuilding, rehabilitation or conservation. Various cities have also developed similar criteria. However, GENERAL criteria are considered to be useful only for preliminary planning purposes, and no two renewal activities that indicate as being applicable for an area are subject to modification after more detailed surveys and the application of more SPECIFIC criteria.

   D. CRITERIA OF OBSOLESCENCE:

   Various methods are used in measuring degrees of obsolescence and deterioration of buildings and environments.

   1) DEGREES OF OBSOLESCENCE OF BUILDINGS:

   For preliminary estimates several general methods, standards, or criteria are used, including:

   (a) DATA ON HOUSING CONDITIONS CONTAINED IN THE U.S. CENSUS REPORTS: Included are data on rentals, values, general condition of structures, presence of sanitary facilities, and overcrowding of occupants. Various systems have been developed to determine some general indication of the degree of obsolescence of, more precisely, deterioration, from such data.

   (b) EXTERIOR SURVEYS: Relatively cursory surveys are often made of the exterior of buildings to determine, by the use of general criteria pertaining to visible structural conditions, the general degree of deterioration.
(c) AVAILABLE LOCAL DATA. Data contained in local records, such as in tax assessment and building inspection records, are sometimes used.

For more definitive determinations it is usually considered necessary to conduct interior surveys of structures, particularly, in the case of a structure where an exterior survey was not conclusive as to whether it required demolition or could be rehabilitated. This may involve many kinds of techniques and standards used in making such determinations from exterior surveys. The standards are usually related to structural safety conditions, structural sanitation conditions, and accidents in the immediate environment with respect to sanitation and adequacy of space for light and air. Deficiencies in a structure's conformance with such standards are sometimes interpreted as numerical figures for purposes of classifying the degree of obsolescence or deterioration.

2) DEGREES OF OBSOLESCENCE OF ENVIRONMENTS: Criteria for determining obsolescence of environments (neighborhoods) are not as well defined and systematized as those for structural obsolescence. Environmental obsolescence is usually determined by a comparison of existing conditions with standards that are considered to be minimum for a satisfactory neighborhood environment. Comparisons are normally made with respect to street improvements, traffic loads and facilities, compatibility of uses, the percent of coverage by structures of the total area, and the adequacy of neighborhood facilities such as parks and recreational areas, and schools.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
Criteria controlling the general type and character of re-uses to which cleared areas may be devoted are usually specified in the community's general city plan, or in zoning ordinances or other such public enactments. The specific type, extent and density of uses are determined on the basis of economic needs of the community, consistent with good planning concepts. Special land use studies, market analyses and re-use appraisals are the usually accepted means by which the economic needs of the community are measured.

4. DEVELOPING PROPOSALS
A. INITIATING RENEWAL PROJECT:
Urban renewal projects are initiated formally by local public agencies, which are agencies responsible to local, state, and county governing bodies and are authorized to undertake renewal projects. In some cases the renewal agency is the city government itself, and in other instances it is a separate legal entity such as a redevelopment authority or housing authority, with a governing unpaid policy board or commission, usually appointed by the city's principal executive, and a professional staff, empowered for consideration by the local public agency of a particular project may come from the official planning body, the local public agency, other departments of local government, or from unofficial civic groups, trade associations, etc.

B. REVIEW:
Proposals for renewal initiated by local public agencies are subjected to review by local government and by the federal government when federal assistance is sought. Such reviews are conducted at various stages of the development of the undertaking.

C. NON-GOVERNMENTAL ORGANIZATIONS:
Advisory, unofficial reviews are frequently performed by civic groups and representatives for purposes of interest, and considerable weight is attached by renewal officials to these, since the success of a project may in large measure be determined by whether or not it receives wide community support. These groups often make recommendations which not only help to shape the character of the project, but which influence the speed with which progress is made. Sometimes they develop effective opposition to unsound proposals. Such consultation and review is in addition to the public hearing requirement of the law.

D. COMPETITIONS:
There are no officially sponsored competitions (in the sense of contests for prizes) in seeking renewal proposals. Competition among private interests for the right to redevelop renewal areas is of course an integral part of the process, and the architectural proposals of prospective redevelopers are sometimes given much weight in making the final selection of the redevelopers.

E. PRESENTATION:
Urban renewal proposals are officially presented to the local governing body in the form of an urban renewal plan, as explained in 2.C (2) above. Since the community government must provide the local share of net project cost, in the form of cash or public improvements, the renewal plan is a frame of reference within which such commitments can be worked out by the local government and its contributions defined and officially approved. Such responsibilities include not only the provision of money and public works, but also approval of changes in zoning laws, street layouts, and so on. Of special importance is the local governmental responsibility for examining the proposals for relocating residents and determining that they are feasible.

The major physical proposals in the plan are usually shown on maps, including maps showing proposals for land use changes, improvements, and the locations of community facilities. Accompanying the maps is text material explaining the proposals and setting forth the regulations and controls to govern the rebuilding of the area, if clearance is involved, or the standards for adequate rehabilitation. Proposals need to be detailed only to the extent necessary to serve as guides for land acquisition and disposition, to give adequate control over the physical renewal of the area, and for preliminary estimates of costs. Most communities do not rely exclusively on the urban renewal plan as the means for presenting and explaining proposals. Many renewal reviews develop site plans and three-dimensional models showing buildings and other renewal features. Such plans and models do not usually have official standing and are intended only to illustrate renewal objects to the residents of the community. Similar material is often used in connection with publicizing the forthcoming sale of land for redevelopment.

5. EFFECTUATION OF RENEWAL PROGRAMS
A. OFFICIAL SUPPORT:
The net cost of slum clearance and urban renewal undertakings is defrayed by joint federal-local public contributions. "Net Cost" is the difference between (1) total expenditures for carrying out a project, and (2) the proceeds realized from the disposition of the land which has been acquired.

The LOCAL contributions of one-third of the net cost ("grants-in-aid") may be provided in the form of cash, site clearance work, site improvements, or public buildings or other public works and facilities.

The FEDERAL financial support for urban renewal is in the form of planning advances, loans for operations, capital grants to defray two-thirds of the loss sustained, aids for relocation of displaced families and business, and aids to residential redevelopment projects.

PLANNING ADVANCES: Federal funds may be advanced to localities to finance surveys and planning work necessary before actual operations in the project can get under way. Advances are also authorized for surveys to determine whether urban renewal projects will be feasible, and for the preparation of general neighborhood renewal plans for urban renewal areas of such scope that the urban renewal activities in the area should be carried out in stages over a period of not more than ten years.

TEMPORARY LOANS: These loans are used by the community as working capital in acquiring slum and structures, clearing the site, and preparing the area for redevelopment or rehabilitation. Private financing for those purposes through the sale of local bonds, etc., frequently can be obtained more advantageously, however, through a system under which the local borrowing in the private market is supported by the availability of the federal funds for repayment.

DEFINITIVE LOANS: These loans may be used for periods up to 40 years. This arrangement is designed
U.S.A.

to refinance the shorter-term temporary loans in cases where project land is leased rather than sold to the redeveloper. Definitive loans are amortized from the rental income derived from the land. Loans of this type had not yet been made by the end of June, 1958.

CAPITAL GRANTS: Where the area is ready for redevelopment or rehabilitation, land acquired is disposed of to private enterprise, or to public bodies for its fair value for the uses specified in the urban renewal plan.

The amount of capital grant paid by the federal government will be determined under one of two formulas. The community can elect which formula will be used for its programs.

Under one formula the federal share cannot exceed two-thirds of the net cost of the project, with the community paying one-third through cash, land, public facilities, demolition or other work contributed to the project operation. (Net cost is the deficit remaining after the proceeds of sales and land have been applied against total project expenditures.)

Under the other formula the federal share may be three-fourths of the net project cost, with the net project cost computed on a basis which eliminates the locality's administrative, legal, surveying, and planning expenses from the project cost. The second formula was approved in 1957 with a view to eliminating time-consuming federal fiscal supervision of local survey, planning and project administrative activities.

Neither loan nor grant funds can be used for actual construction or rehabilitation of buildings in the project area. Financing of new housing and commercial structures, and rehabilitation of existing structures must come principally from private investment. Some land, of course, sold at fair market value to public agencies or retained by them for development and construction of parks, schools, and other public facilities. To encourage private investment in new and rehabilitated housing in renewal areas, the National Housing Act provides for federal mortgage insurance to private financial institutions on a liberal basis, making possible larger loans and smaller equity investment by private builders than would normally be possible either under so-called "conventional" lending practices, loans (made without any governmental underwriting or guarantee) or under risk of other government mortgage insurance programs. Mortgages so insured may also be purchased by the federal government.

LOW-COST PRIVATELY-FINANCED RELOCATION HOUSING: Under the National Housing Act, the federal government can insure mortgage loans on liberal terms for new or rehabilitated low-cost private relocation housing anywhere in the community. Such mortgages may also be purchased by the federal government.

LOW-COST PUBLIC HOUSING: Preference for admission to new or existing low-cost public housing is provided by the United States Housing Act of 1937, as amended, for displaced families of low income. The federal government, upon application of the local housing authority, and with the approval of local government, can contract to make development loans for, and pay annual contributions to defray operating costs of, such low-cost public housing.

RELOCATION PAYMENTS: Payments up to $100 for an individual or family, and up to $1,250 for a business concern, may be made by local agencies and added to the federal capital grant for the project, to cover necessary moving expenses, and other direct losses of property resulting from displacement from the project area. At the end of 1957, there were 97 projects for which relocation grants approved amounted to more than $12,000,000.

OFFICIAL SUPPORT, OTHER THAN FINANCIAL: In addition to financial support, the federal government provides an "urban renewal service" consisting of professional and technical advice and assistance in various media, and on any phase of renewal. This free service is, of course, a large portion of the day-to-day administration of the program.

B. PRIVATE SUPPORT:

Private capital is financing most of the redevelopment and rehabilitation of urban renewal areas which is expected to total about five times the public subsidy involved. A majority of the redevelopers originate in the localities. Some localities, foundations or corporations have been created by groups of businessmen to encourage, and in some instances, actually to undertake redevelopment. Land in urban renewal areas has also attracted investment on a national scale by several residential and commercial redevelopers and by chain stores and industries seeking new sites.

Private banks and bond houses supply directly funds for a major part of the public expenditures for urban renewal through purchase of local bonds guaranteed by the federal government.

Private organizations are otherwise devoting an increasing amount of attention to urban renewal. Research, technical guidance and stimulation of public interest and elimination of prevention of blight on a national scale is the primary purpose of the American Council To Improve Our Neighborhoods (ACTION), and national business, real estate, homebuilding, labor, educational, religious, welfare organizations and institutions are supporting the program.

Local citizen participation and support comes from a similar variety of groups in the communities. As previously noted, unpaid citizen boards make the major policy and administrative decisions that are carried out by the paid staffs. In many cases, committees representative of the various interests in the communities have been created to advise local public agencies on technical and social aspects of their programs. Neighborhood organizations in urban renewal areas are particularly important in carrying out such aspects as rehabilitation and relocation.

C. RELOCATION:

U.S. experience indicates that the rather exacting relocation planning requirements of the federal urban renewal program can generally be met by local public agencies. The objectives of the federal requirements are to assure that (1) all families displaced in the undertaking of renewal projects are afforded the opportunity of occupying housing that is decent, safe, and sanitary, that is within their income, and that is in reasonably convenient locations; and (2) the necessary displacement of all site occupants is carried out within a minimum of hardship, consistent with all applicable federal projects. To attain these objectives local public agencies must offer site occupants services which are a unique combination of housing inspection, apartment or house listing and tenancy referral, and social adjustment or "welfare" type skills and operations. The relocation of persons displaced during the execution of projects must be time-limited, and such delays are generally not considered significant. The relocation of families is difficult and requires sympathetic and painstaking effort on the part of local officials, experience thus far does not indicate that this activity unduly delays the meeting of local schedules for project completion.

There have, however, been a few instances where localities could not meet the legal and administrative requirements and thus could not proceed with contemplated projects.

By the end of 1957, some 42,998 families had been moved from project sites. Of these 69 percent were relocated in standard quality housing, six percent in substandard units (in spite of the availability of official assistance in obtaining standard housing accommodations), and the remainder in dwellings which had not been inspected.

6. GENERAL EVALUATION

"Renewal" with its threefold meaning is not confined to "projects" or "programs" with definite dates for starting and completion. Rather it is a dynamic "process" which must be inseparably associated with the complexities of social and economic change. Increasing population, aging and continuing obsolescence of structure, equipment, and environment are ever changing considerations which demand continuing reappraisal of the urban structure and staging of renewal action". (International Seminar on Urban Renewal, Program Memo. No. 1, April 26, 1958.)

"The tempo and the directions of change may vary from city to city, but the fact of the process is the same for all... Urban renewal is a name to expedite - to exploit, if you please - this natural process of decay and regrowth for the benefit of all Americans.
It is a technique through which the citizen - that is to say, the businessman, architect, planner, policeman, le-
borer, teacher, pastor and housewife - exercises a control
over, and makes use of, the persistent vitality of the urban
environment. It is designed to meet the needs of the
people who live and work in it. It is a system for pre-
venting the premature obsolescence of urban neighbor-
hoods and facilities. It is a tool for the restoration of de-
clining areas - and should serve a longer period of useful
life. It is a device for the re-creation of areas
which are worn out, without leaving them and the people
in them to stagnate until some accident of history in the unforeseeable
future stimulates new growth." (ALBERT
COLE, HOUSING AND HOME FINANCE ADMINI-
STRATOR, USA, JULY 2, 1956).

In the context of these quotations, the following relevant
(but not comprehensive) comments are submitted on topics
identified by Seminar officials.

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: In the United States, the official
national renewal effort is primarily, though not ex-
clusively, directed toward HOUSING. Until very
recently, the concentration was upon clearance of
slum housing. Currently, however, there is a strong
and growing shift in emphasis toward rehabilitation and
conservation of useful structures. Furthermore,
there is a rapidly growing awareness among Ameri-
can municipalities, stimulated in large measure by the
"Workable Programs", of the objective which must be
directed toward the effective PREVENTION of
conditions which allow slum growth.

The national effort by no means ignores the prob-
lems of outmoded and deteriorating business and
industrial districts, nor the problems of providing for
orderly metropolitan area development in the usual
situation of multiple, overlapping, and some-
times conflicting governmental and quasi-governmental
jurisdictions. The federally assisted urban
renewal program itself permits considerable latitude
in this direction, and the trend of federal legislation
is toward broadening its orientation. The urban
planning assistance program is rapidly accelerating
community and metropolitan planning. Other federal
aid programs, such as those for community facilities
and urban highways, contribute substantially to a
solution of these broader problems.

2) RESULTS: The process of slum clearance and re-
development set up by the Housing Act of 1949
is now a demonstrable success, and very large
commitments have been made to the rehabilitation
and conservation side of urban renewal, provided
for in the 1954 Act, which are yet to be fulfilled.

There are now over 500 urban renewal projects
under one form or another of federal aid contract
in more than 300 Cities. For the first time, the
number of projects in execution exceeds those in
planning. Close to a billion, two hundred million
dollars of public grant money has been made
available for specific projects. While it is true that only
ten projects have had their contracts completely
fulfilled, the following 1959 year-end figures give a
very real indication of the progress that has been
made:

PROGRESS REPORTED (NUMBER OF PROJECTS)
Total Under Completed
Way (12-31-57)
Land Acquisition 155 82 73
Relocation 152 80 72
Site Clearance 136 81 55
Site Improvements 57 33 22
Supporting Facilities 56 33 22
Land Disposition 57 35 22

During the federal fiscal year just starting (July 1,
1958), it is expected that there will be available for
disposition four times as much land as was disposed
of in the fiscal year just ended, and it is further
anticipated that the amount disposed of in the cur-
rent fiscal year will be 50% greater than that for the
past year. Then, since 124 developers, both large-scale and small-scale,
concerns, who have already bought land or agreed to buy land.

Substantial rehabilitation is involved in almost 100
projects for which federal aid contracts had been
executed by the end of December, 1957. The total
acreage of these projects is almost 23 thousand
(9312 ha), and somewhat more than 17 thousand
acres (6,883 ha), or about 78%, are assumed to be
suitable for rehabilitation. These areas include
about 174 thousand dwelling units, of which it is
expected that about 106 thousand can be retained
Applications for approval of rehabilitation-type
projects continue to come in at a rapid pace.
The actual rehabilitation of neighborhoods, however,
has not yet been accomplished on a scale large
enough to demonstrate its full potential as a re-
newal technique.

The present status of the United States renewal
program does not support conclusive factual find-
ings as to attainment of, or failure to attain, its
broad social and economic objectives. The pro-
gress made, however, reveals no basis for predi-
cision of failure to achieve these objectives. On
the contrary, it supports the general confidence and
an optimistic outlook for the future.

3) UNEXPECTED RESULTS: On the national scale
there have been no especially noteworthy unexpect-
ed results affecting the public interest, save per-
haps the phenomenal increase in recent years in
popular support for renewal. Endorsement of its
objectives is commonly voiced among interested
interests, groups, and individuals, without regard to
their political orientation, financial resources, or
social aims. The controversies which have arisen,
though vehement, are essentially about problems of
techniques, scope, and timing. Opposition to the
program, which in the early years was powerful,
produced much litigation. A number of legal
issues raised were so vital that they had to be
decided by the highest state courts, and some of
them by the Supreme Court of the United States.

There is also a lengthy history of opposition end
debate within the legislatures of the States, many
of which were predominantly composed of rural
representatives whose concern with urban problems
was, at best, secondary. In 1956, however, the legal
challenges have become less frequent and less
serious, and all but a few of the States have renewal
legislation.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSO-
LESCENCE; SOLVING RENEWAL PROBLEM

By definition (the Seminar Definition quoted above),
the "total renewal of a problem" is completely, of
course, ever to "solve." Five years ago, how-
ever, the President's Advisory Committee esti-
mated that, at the then existing rate of expen-
siture and use of techniques, it was not possible to
solve the "urban renewal problem" in terms of 200 years
would be required to do the job -
the existing existing large and near-large
conditions, in the U.S. - or 50 years if the rate
were accelerated from 4 to 5 times the acceleration
in terms of dollars has since occurred in about this
degree and the program has been broadened
to accomplish more per dollar spent.

In January, 1958, the Chairman of Harvard Uni-
versity's Department of Regional and City Planning,
in a paper prepared for the Committee for Eco-
omic Development, wrote (defining urban renewal
as the total of all the public and private actions
which must be taken to secure for metropolitan areas
sound maintenance and development of the urban
area): "For the United States as a whole ... almost
two billion dollars must be expended by public
and private enterprise during the period 1958-1970
to meet the needs of new construction, rehabilita-
tion, conservation, and maintenance ... Na-
tionally, the estimate for residential renewal-type
construction or renovation is approximately seven hundred billion dollars or
ten percent of the gross national product for the
period to 1970.

In the spring of 1958, the "Rockefeller Report" on
"The Challenge to America: Its Economic and So-
cial Aspects" dealt in part with the problems of
metropolitan areas. In describing the size of the

1 See Supplement No. 7.
2 Date as of June, 1958.
3 For an example of a far-reaching U.S. Supreme Court
opinion, see Supplement No. 8.
4 See Supplement No. 9.
problem, the report noted: "The investment required to make our streets attractive and healthy places in which to live has been estimated as running into the hundreds of billions. Ten million standard urban dwelling units would cost an average of $10,000 each to replace or rehabilitate. But one must add to this other necessary investments. Urban transportation is approaching the chaotic. Public facilities such as schools and parks are inadequate. The decline or levelling off of the tax base, which accompanies urban blight, creates acute financial problems for city authorities; at the same time costs for health service, welfare, and fire and police protection are rising. Arbitrary and outmoded political and administrative boundaries and unresponsiveness of governmental agencies prevent decisive community action. Where the metropolitan complexes extend across State lines, these problems are magnified."

Whatever the validity of these and other estimates and forecasts (a judgment entirely outside the scope of this report), data recently gathered by the U.S. Bureau of the Census may illuminate somewhat the more limited but vital question of whether HOUSING-WISE, the U.S. can keep ahead of advancing obsolescence (or more precisely, residential deterioration). Optimism on this score may be encouraged by the finding of the Bureau that between 1950 and 1956 there was substantial improvement in the quality of the nation's housing.

In 1950, some 16 million units (35% of the total housing supply were either dilapidated or deficient in plumbing facilities. By 1956, this number had decreased to 13 million, or 24% of the supply. The statistics on the improvement of the supply are, of course, related to those concerning accomplishments under the official urban renewal program.

They are, however, positive evidence that renewal, in its larger sense as defined above for Seminar purposes, can in fact "keep ahead" of the DETERIORATION OF HOUSING.

2) CHANGES IN RENEWAL PROGRAM: Proposals for significant changes in the urban renewal program are almost invariably the subject of prolonged public discussion. There is wide disagreement in informed quarters, for example, on the question of whether the program is proceeding too slowly or too fast, and there are numerous persuasive views on the relative emphasis to be placed on clearing and redevelopment, rehabilitation and conservation, or upon housing improvement versus broad-scaled city rebuilding and renovation. The program is, however, like the cities it serves, constantly evolving. Without exhaustive analysis or endorsement of specific proposals for program reorientation, some of the major areas of current study and debate may be identified as follows:

(a) What should be the relative roles of the federal, state, and local governments in the urban renewal programs? Participation by state and local agencies not only further than the enactment of enabling legislation. Can, and should, states contribute to their cities' project costs? If so, what sources of revenue must they find, and what supervision of local projects is needed, or should they be equipped to exercise? Should the federal contribution to projects be reduced (as has been suggested) or supplemented by the federal and local contributions, or should municipalities bear a larger share of cost whether or not state contribute? Should federal subsidy be increased (as has also been suggested)?

A re-alignment of inter-governmental relations, and revision of the federal-state-local tax structure, such as is implied by any of these questions, raises a host of complex economic, social, and political problems, which, though not explored, are beyond the scope of discussion of this paper.

(b) Are there ways in which the need for government subsidy of urban renewal projects can be reduced?

The acquisition of property in prospective redevelopment projects is usually the most expensive operation in the urban renewal process. It is generally agreed that all possible ways of reducing acquisition costs need be explored to the optimum results from the expenditure of federal and local funds. The point is often made that enforcement of structural standards and codes, or the imminence of code enforcement, not only might eliminate or postpone the need for these public expenditures, but also could have as a desirable by-product reduction of the acquisition costs of sub-standard properties which do not conform to local law. Enforcement of codes controlling occupancy of dwellings is urged in many quarters as a means for reduction of illegal income from overcrowded properties, and a corresponding reduction in the cost of acquiring them. Such a code enforcement program is entirely a local program to be undertaken in accordance with local discretion the light of conditions and attitudes in the community and in the blighted areas which would be most affected.

Few observers disagree with the desirability of improved code enforcement, but many others feel that practically it cannot be made on clear and progressive and judicious steps. Code enforcement in any area marked for early clearance could increase acquisition costs because of improvements in respect of which compliance would be demanded but perhaps not to the extent of the additional investment of owners who thereby would suffer. Some point to undue hardships which might be created by too rapid displacement of families.

Another factor recently cited is that the equities which might be wiped out are frequently held by owner occupants or small landlords of very limited means.

(c) Should provision be made for the local public holding of cleared land, lor whatever time is de- sired, pending sale or lease to private redevelopers? Retention of vacant land in anticipation of improved marketability of the properties involved obviously means, as well as the prospect of possible substantial losses in municipal tax revenue during any long holding period. On the other hand, it would have advantages for planning purposes, and the value of the land to the redeveloper would be enhanced by its immediate availability to him in cleared condition.

(d) Should the scope of the urban renewal program be broadened? If so, how?

As the idea of urban renewal has taken hold and the breadth and depth of its implications have begun to be realized, pressures have been mounting to loosen or break the present ties of the urban renewal program to housing. This applies particularly to the desire to halt and reverse the decline in values of central business districts and other commercial facilities, and there is growing Congressional support for broader renewal programs along these lines. In the long run, it is a sound business proposition for cities to save their central business districts, and therefore it seems obvious that within the limits of their capacity, cities will undertake the renewal of such districts, and will explore new mechanisms for solving this problem.

(d) At what rate should the urban renewal program proceed?

There have been about 50 new participating communities, and 90 to 100 new project approvals in these and previously participating cities, in each of the fiscal years 1956 and 1957. In fiscal 1958, 82 new cities were represented in the 136 new project approvals. It is anticipated that we will enter fiscal year 1959 with a substantial backlog of applications. Perhaps as many as 100 new cities are expected to get new project approvals during the coming fiscal year.

How fast urban renewal should proceed or what the volume of urban renewal business should be, is, of course, debatable. The rate of project approvals is obviously subject to the number and size of projects approved. U.S. cities can engage in at any one time. The urge to have as many cities as possible doing as much urban renewal as they can with the available local, state, and federal resources is necessary, but the realities of these interests in these cities to over estimate their resources, with the result that projects fail to come to fruition. There is a limit to the amount of federal funds that can be made available in any one year, and there is a
limit to the extent of physical and social upheaval which a city can tolerate. Recently it has been necessary to restrict or scale down proposals for several proposed new urban renewal projects because they were too ambitious in the light of the city's financial, physical and administrative resources, considering the magnitude of urban renewal projects already underway in the locality. An inevitable brake on the rate of urban renewal is the requirement that local housing resources be available to accommodate families displaced by urban renewal, particularly slum clearance. Some observers point out that most inhabitants of residential redevelopment project areas cannot look forward to returning eventually to the project area because the new development on centrally located sites will often be too expensive to be within their means.

(e) Should the federal government do more to encourage comprehensive planning and better coordination of urban renewal with other community development programs?

One aspect of this question stems from dissatisfaction with the "project" approach to urban renewal. This approach, according to critics, encourages dealing with one limited area at a time and does not generally produce comprehensive local programs. While this approach is understandable as a realistic and orderly manner. The Workable Program and general planning requirements have reduced, but have not eliminated this deficiency, they contend. Many observers agree that what is needed is a further incentive to cities and towns to develop these comprehensive programs. A recent step in this direction was the provision of federal assistance to communities to prepare "general neighborhood renewal plans", which renewal activity will occur in stages over a period of years. A new proposal, now being considered by Congress, is that Federal assistance be provided for the preparation of comprehensive community renewal programs. Under this proposal, a city would use federal financial aid to ascertain its total urban renewal needs, and then to develop a long-range program and plans to utilize all available tools in meeting the needs. The objective of such a comprehensive program would be to dovetail programs, and to coordinate the schedules of public works and other community development programs. Another pending legislative recommendation which is generally expected to contribute to better program planning would assure the availability of federal urban renewal funds over a period of six years.

Various measures have been suggested on other aspect of this question. Some sources advocate from time to time substantial downgrading of a Federal Department of Urban Affairs, but the proposals have been criticized for being vague as to the extent of authority and responsibility of such a department. It is also frequently pointed out that there is little room for improvement of the city planning process and a need for many more professional planners. Proposals have been made for federally-financed workshops to be placed by the city’s interest. But critics also question how far federal-financed training of personnel should go, particularly when the skills would be applied on a strictly local or regional basis. Some have urged federal financial incentives for the actual work of planning and organizing authorities to administer the operation of services and facilities used by two or more jurisdictions within metropolitan areas (such as transit, water supply, sewage disposal, etc.), but others have raised the implications of extending federal influence in this way.

Some U.S. metropolitan areas have, or are organizing, or considering, authorities of this sort and many political scientists argue that their development is essential. Since, however, such an undertaking involves in large or small degree a reorganization of local governments, and raises potentially bitter issues of taxation and representation, there seems to be little serious official consideration of participation in the process by federal authority.

(i) Does the rehabilitation aspect of the urban renewal program need additional federal aids?

The Housing Act of 1954 broadened the Housing Act of 1949 to make federal financial assistance available to localities that undertake the whole job of erecting and preventing residential blight. To accomplish this, rehabilitation and conservation were added to slum clearance and redevelopment in view of the necessarily limited federal funds, there is an emphasis in the Housing Act of 1954 on the rehabilitation of blighted areas wherever possible. In such areas the federal dollar and the local dollar can be stretched to bring more housing up to standard, and the costlier, more drastic treatment of acquisition, demolition, and redevelopment.

Although almost 100 projects involve extensive residential rehabilitation, it is very difficult at this time to measure the rate at which rehabilitation is proceeding. The number of renewal projects, both in renewal programs and elsewhere, and how fast it can move ahead in the future. Reflecting very general interest in the realization of the federal program of neighborhood rehabilitation, there has been a good deal of discussion of possible additional federal aids to rehabilitation over and above federal assistance to neighborhood improvements and spot clearance in urban renewal rehabilitation projects. The aids principally under discussion are such special tax privileges as tax abatements, fast-tracked tax purposes, and income tax deductions for the costs of voluntary rehabilitation. Suggestions for subsidized rehabilitation (acquisition of private property and its resale at a loss to private entrepreneurs for rehabilitation) have thus far not received widespread acceptance, although there have been scattered experiments of this type.

(g) How can the U.S. deal with the metropolitan area "explosion" and the development of the "strip city" between metropolises? Is a program of land reserves around cities, to protect and foster their healthy development, feasible? What must be done federally, locally, and privately, to supply the basic community facilities making possible the residential use of raw land on urban fringes?

Some industry spokesmen identify the shortage of improved urban land as an obstacle to construction of "middle-income" and low cost housing which is almost insurmountable for them, although they recognize enormous demand in this market.

While reluctant to extend the field of government participation, they warn that this factor poses a serious threat to the continuation of the U.S. "housing boom," and thus to the country's economic and social health.

CONCLUSION

In conclusion, it should be observed that the people of the United States are acutely aware of the enormous aggregate problems which confront them as a result of the accelerating process of urbanization and metropolitan sprawl. The subject is no longer the province of specialists such as urbanists and demographers, but has become a familiar topic in the social conversations of the "average" informed citizen. His accep-
ance of the challenge, and his determination to surmount the formidable obstacles it presents, are evident in day-to-day developments. Because of this popular attitude, there can be no doubt that existing mechanisms will rapidly evolve into better ones, and that new avenues will be opened for attack on both old and new problems. The U.S. citizen is confident that we are moving steadily toward a more orderly and more pleasant environment, and that within the foreseeable future a slum-free nation will emerge.
Supplement No. 1 (U.S.A.) EXCERPTS FROM "AMERICAN HOUSING, PROBLEMS AND PROSPECTS", TWENTIETH CENTURY FUND, 1944

This report observed:

"Many factors, however, contribute to the existence of slums, among which are the problems of poverty and of the de-moralization that comes from poverty. Almost equally pertinent are the problems arising from the activities of cities and the methods of city growth, from the techniques of land valuation, assessment and taxation, the spirit in which these are performed, the character of property owners for increases in value, and from the complicated nature of laws affecting the reassembly of scattered ownerships.

"All of these things make for the creation and preservation of slums. All of them are probably more directly responsibility than the dwellings of which the slums are composed. The remedy for slum conditions can never come from attempts to improve housing conditions until the whole problem of urban organization is attacked at the same time."

Supplement No. 2 (U.S.A.) EXCERPTS FROM "REPORT OF THE SPECIAL COMMITTEE ON POST-WAR ECONOMIC POLICY AND PLANNING" BY THE SUBCOMMITTEE ON HOUSING AND URBAN REDEVELOPMENT, POST-WAR HOUSING — AUGUST 1 1954.

"The subcommittee feels that the importance of a well-conceived, comprehensive housing policy cannot be exaggerated. There is no problem before the American people with more varied aspects than that of housing, each of them important to the future welfare of the country.

"From the social point of view, a supply of good housing, sufficient to meet the needs of all families, is essential to a sound and stable democracy. Every family must have a decent home in which to live. The character of that home determines more than anything else the character of family life, the conditions in which children grow up and the attitude of the people toward the community and the Government. From the point of view of industry and employment, a large volume of residential construction could make a vital contribution to our post-war economy."

"Slums are not only a deterrent to the development of a sound citizenry, but they lower the people's desire for healthful and attractive surroundings and the hope of improving their conditions.

"Up to the present time, we have never been able to approach the objective of an adequate supply of decent housing. Our growth has heretofore been too rapid, and the demands upon our resources to meet that, except for short periods, we have not been able to do more than to rate the cost of new production approximating that of the net addition in the number of families.

"The result is that we have had to use practically all of the past production that could be made to stand and have never been able to adopt and adhere to any policy of replacement. Slums have inevitably grown up in all our cities and in our towns and in the open country, in the slums, and the problem of slum removal is more difficult than those of any other aspect of the housing problem, because of the national emergency.

... Private initiative awakened to new prospects, freed from traditional restraints, and aided, where necessary by sympathetic government, is the instrument upon which reliance may most assuredly be placed."

The special committee, however, was "not convinced that the Federal Government should embark upon a general program of aid at cities looking to their rebuilding in more attractive and economical patterns. It does suggest, however, that because of the accepted national interest in housing conditions, the Federal Government should provide aid where the area in question is to be redeveloped primarily for residential use. Such aid is not necessarily residential in character and the clearance of the area would in itself serve a public purpose through the removal of unsafe and insanitary dwellings."

"The purpose of any special aid in the urban redevelopment should be for the express purpose of permitting a revaluation of the land at an amount compatible with the way in which it is to be redeveloped, thus avoiding the necessity of using land in ways that are dictated by current prices."

In making the attack on this problem, the possibility of loss in connection with any effective program of urban redevelopment must be recognized. In fact, the main problem of redevelopment, beyond questions relating to the processes of planning and of land assembly and resale (which are strictly State and local matters), is one of absorbing losses which cannot be assumed by prospective developers. While a plan of financial assistance should be designed to minimize losses, it should at the same time make provision for absorbing those losses that cannot be avoided.

"An essential feature of any plan of Federal aid should be the provision for limiting the extent of the loss to be borne by the Federal Government and for sharing the redevelopment costs by the municipality. As an additional principle, any system of Federal aid should be designed to stimulate local activity and render a more broadly effective rather than replacing the initiative and responsibility that should remain in the localities.

"The subcommittee does not find in the testimony any proposals that conform fully to these principles. It is evident both from the testimony and the independent investigations made by the subcommittee that there is a wide range of opinion as to the size of the task involved, the extent of the price readjustment in land cost to be encountered, and the amount and nature of the assistance that should be provided by the Federal Government."

"The subcommittee, while recognizing the need for action, believes"
that any action taken now should be of a provisional and experimental character and that out of initial efforts should come the knowledge and experience essential to a satisfactory long-range program.

"At the same time, it must be recognized that whatever the size of the program initially undertaken, the character of the aid extended must be such not to be self-defeating. If the aid is inadequate it may either prevent the initiation of redevelopment programs, or, by forcing overcrowding of the redevelopment area, lead to more slums in the future.

"Application of the sound principle that the cost of slum clearance be kept separate from the cost of new housing also leads to the conclusion that the same degree of assistance for land assembly and clearance should be provided regardless of the particular type of housing with which the land may be redeveloped.

"The subcommittee has looked upon housing, not as a fixed and static, but as a constantly shifting and evolving problem. Its recommendations are made for today and in light of conditions and needs as they appear today. It recognizes that from time to time changes will be called for. Without attempting to anticipate the remote future, it has sought to meet the issues which we face now and to provide the means through which future contingencies may be measured as they appear and appropriate action may be taken as events dictate.

"Throughout, the subcommittee has taken the position that in this field the part taken by the Federal Government should be subordinate and supplementary to the part taken by the State, the localities, and the private institutions of the country.

The aids it has suggested are not in the nature of intrusions into the proper activities of local government or private business, but are designed to permit these activities to be carried on more effectively and, it is hoped, with an ever-decreasing need for Federal participation."...

Supplement No. 3 (U.S.A.) EXCERPTS FROM "REPORT OF THE SENATE BANKING AND CURRENCY COMMITTEE ON THE HOUSING ACT OF 1949".

The millions of families now living in slums do not live there by choice. They live there from economic necessity arising out of their inability to pay even the lowest rents at which decent housing is available. Correspondingly, the demonstrated failure of private enterprise and local communities coping with the slum problem does not reflect any lack of community awareness of the seriousness of that problem, but rather is indicative of the inadequacy of private and municipal resources alone to meet the economic costs of effective slum-clearance programs.

The testimony presented during the hearings on the bill, as well as that presented in previous congressional investigations during the past four years, makes it clear that the high prices commanded by land in the central areas of cities, even when those areas are blighted or deteriorated, are at the heart of the slum-clearance problem. It emphasizes the necessity for Federal aid if a real start is ever to be made in the solution of this problem.

These high prices for slum land, particularly in relation to the prices at which builders can acquire outlying sites, have effectively barred the purchase and the redevelopment of slum sites by private enterprise on anything but the most piecemeal and sporadic basis. This barrier of high price has been greatly augmented by the difficulties, which for private operators are usually insuperable, of assembling large enough tracts in close-in areas to permit an economical scale of redevelopment operations.

The evidence is also clear that the re-use value of cleared slum land will generally be substantially less than the costs of acquisition, clearance, and preparation for redevelopment, if the land is to be rebuilt at appropriate densities and in accordance with sound redevelopment plans which will prevent the recurrence of slum conditions. Experience has shown that State and local governments lack the financial resources to absorb the full cost of this necessary write-down in anything like the volume needed for the clearance of any substantial proportion of existing slums. States and cities are increasingly aware of the social costs of slums, of the threat to municipal solvency arising from the spread of slums and from the increasing spread of new building to the outskirts of cities, and of the heavy municipal outlays for city services in slum areas which greatly exceed tax revenues derived from those areas. Nevertheless, they have lacked the financial resources to undertake more than a few scattered slum-clearance projects under the redevelopment legislation which is now on the statute books of half of the States.

It is, of course, perfectly apparent that the elimination of residential slums in central city areas and their redevelopment in accord with a plan for the most appropriate use of the land therein (i.e., for public use, for industry, for housing at more appropriate density, etc.) makes necessary a dispersion of the families now living in such slums. Federal loan assistance for the acquisition and preparation of open unplatted urban or suburban land to be developed for predominantly housing use, so that adequate provision can be made for the necessary dispersion of some portion of the central city population, is therefore essential to any effective slum-clearance operation, and is entirely appropriate.

Your committee is convinced that this is sound policy and essential to this program. However, Federal assistance, in such cases, would be limited exclusively to loans. In most such cases no subsidy should be required and even in cases where a subsidy was required, it would generally result from the costs of site preparation and utilities, rather than from a write-down of land values as in the case of built-up city slum, and hence would fall within the framework of normal municipal expenditures...
U.S.A. Supplement No. 4 (U.S.A.) EXCERPTS FROM THE REPORT OF "THE PRESIDENT'S ADVISORY COMMITTEE ON GOVERNMENT HOUSING POLICIES AND PROGRAMS, DECEMBER, 1953.

"The fact is that our cities are caught in a descending spiral which leads to widespread municipal insolventy. The accumulated and continuing spread of blight eats away at the assessable base of the cities. As the blight spreads, it is inevitably followed by crime, fire, disease, and delinquency. Thus, does the need for city services increase. But the city's ability to meet the increased budget is automatically impaired by the very blight that creates the demand. More blight, more demand for services, less revenues to meet the demand—that is the downward spiral in American cities. Most often the cities with the greatest slum problem have the least capacity to deal with it. Hence, the call for Federal aid..."

"The Subcommittee has previously emphasized that through demolition and new construction alone, it is impossible to eliminate slums because neither process goes at the cause of the trouble. An examination of the cost of the problem reinforces the necessity for developing a much broader approach to slum elimination. If the nature of the problem itself did not require it, budget considerations alone would be sufficient to impel anyone who was sincerely trying to eliminate slums to find ways of preventing the spread of blight in its earliest stages; of rehabilitating dwellings worth saving and of creating sound healthy neighborhoods out of the existing housing inventory. It is obvious that we must check the cycle of decay before slums are born.

"Inasmuch as it seems to be well established that the Federal Government will extend financial assistance to cities to eliminate slums, it becomes important for the Federal Government to make sure that the aid provided will actually do the job intended and that it will cover the maximum ground.

"WHAT WE HOPE WE ARE DOING IS TO HELP THE CITIES HELP THEMSELVES. By clearing slums, removing blight, and checking the deterioration cycle, cities should be able to increase municipal revenues at the same time they are reducing the demand for services. In short, we are trying to establish the urban renewal process on an orderly basis so that over the long pull we will establish healthy cities with reduced requirements for the Federal aid which we now find mandatory.

"But the job will be neither cheap nor easy. There is no simple dramatic solution. There must be well-planned and well-organized action, using all the tools of slum prevention, physical rehabilitation, neighborhood conservation and slum clearance. No one tool will do the job. Each is absolutely essential to the effectiveness of the other."..."

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Supplement No. 6 (U.S.A.) GENERAL CITY PLANNING

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A. 484 | 456 | 355 | 202 | 269 |
B. + C | 1,954 | 1,023 | 725 | NA | 260 |
A + B + C | 2,438 | 1,479 | 1,080 | NA | 529 |

Receiving Federal Urban Planning Assistance 1 |
Seeking Federal Urban Planning Assistance 1 |

2 The Municipal Year Book, 1957, International City Managers' Association, "City Planning Data", Table 1.
4 Fact Sheet, Urban Planning Assistance Program, HHFA, May 1, 1958.
5 Not available.

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Supplement No. 7 (U.S.A.) DECLARATION OF NATIONAL HOUSING POLICY from "HOUSING ACT OF 1949"

U.S.A.

The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, the elimination of sub-standard and other inadequate housing throughout the Nation, in slums and blighted areas, and the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of the areas and regions of the growth, health, and security of the Nation. The Congress further declares that such production is necessary to enable the housing industry to make its full contribution toward an economic recovery, a reduction in unemployment, and the alleviation of the power to be followed in attaining the national housing objective hereby established shall be: (1) private enterprise shall be encouraged to serve as large a part of the total need as it can; (2) governmental assistance shall be utilized where feasible to enable private enterprise to serve more of the total need; (3) appropriate local public bodies shall be encouraged and assisted to undertake programs of encouraging and assisting the development of well-planned, integrated residential neighborhoods, the development and redevelopment of communities, and the production, at lower costs, of housing of sound standards of design, construction, livability, and size for adequate family life; (4) governmental assistance to eliminate substandard and other inadequate housing throughout the clearance of slums and blighted areas, to facilitate community development and redevelopment, and to provide adequate housing for urban and rural nonfarm families with incomes so low that they are not being decently housed in the public and private sectors and to extend such assistance to those localities which extend their own needs and demonstrate that these needs are not being met through relief solely upon the enterprise, and without such aid; and (5) governmental assistance for decent, safe, and sanitary farm dwellings and related facilities shall be extended where the farmer demonstrates that he lacks sufficient resources to provide such housing on his own: (6) no owner shall be forced to sell his property that is unable to secure necessary credit for such housing from other sources on terms and conditions which he could reasonably be expected to fulfill. The Housing and Home Finance Agency and its constituent agencies, and any other departments or agencies of the Federal Government having powers, functions, or duties with respect to housing, shall exercise their powers, functions, and duties under this Act in a manner consistent with the national housing policy declared by this Act and in such manner as will facilitate sustained progress in attaining the national housing objective hereby established, and in such manner as will encourage and assist in the production of housing of sound standards of design, construction, livability, and size for adequate family life; (2) the reduction of the costs of housing is essential to the attainment of the housing objective established in this Act; (3) the use of new designs, materials, techniques, and methods in residential construction, the use of standardized dimensions and methods of assembly of building materials and equipment, and the increase of housing production and related construction and maintenance; (4) the development of well-planned, integrated, residential neighborhoods and the development and redevelopment of communities; and (5) the stabilization of the housing industry at a high annual volume of residential construction.

Approved July 15, 1949

Supplement No. 8 (U.S.A.) EXCERPTS FROM OPINION OF THE U.S. SUPREME COURT IN THE CASE OF BERTMAN VS. EXPROPRIATION

PARKER, NOVEMBER 22, 1954

(Note: This case concerned a project in the national capital, in the District of Columbia. Here, the power of the U.S. Congress over District affairs includes all the legislative powers which a State has, and the power of eminent domain is involved. "Appellants' own property... (which) is not used as a dwelling or place of habitation. A department store located on it. Appellants object to the appropriation of this property for the purpose of the project. They claim that their property may not be taken constitutionally for this project. It is commercial, not residential property, it is not slum housing; it will be put into the project under the management of a private, not a public, use. That is the argument, and the contention is that appellants' private property is being taken contrary to two mandates of the Fifth Amendment (to the Constitution of the United States) - (1) "no person shall... be deprived of life, liberty or property without due process of law;" and (2) "nor shall private property be taken for public use, without just compensation." To take the property of ridding the area of slums is one thing; it is quite another, the argument goes, to take a man's property merely to develop a better balanced, more attractive community... We deal... (in this case) with what traditionally has been known as the police power. An attempt to define its reach or trace its outer limits is fruitless, for each case must turn on its own facts. Thus, we are faced with expropriative determinations addressed to the purposes of government, purposes neither abstractly nor historically capable of complete definition. Subject to specific constitutional limitations, when the legislative has spoken, the public interest has been declared in terms well-nigh conclusive. In such cases the legislature, not the judiciary, is the guardian of the public needs to be served by social legislation... This principle has been applied merely because the power of eminent domain is involved. The role of the judiciary in determining whether that power is being exercised for a public purpose is an extremely narrow one... Public safety, public health, morality, peace and quiet, law and order - these are some of the more conspicuous examples of the traditional application of the police power to municipal affairs. Yet they merely illustrate the scope of the power and do not define it. Miserable and dilapidated housing conditions may do more than spread disease and crime and immorality. They may also suffocate the spirit by reducing the people who live there to the status of cattle. They may say too much in the process of law. They may also be an ugly sore, a blight on the community which robs it of charm, which makes it a place from which men turn. The misery of housing may despoil a community as an open sewer may ruin a river. We do not sit to determine whether a particular housing project is or is not desirable. The concept of the public welfare is broad and inclusive... The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is by its power that the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled. In the present case, the Congress and its authorized agencies have made determinations that take into account a wide variety of values. It is not for us to reappraise them. If those who govern the District of Columbia decide that the Nation's capital should be beautiful as well as sanitary, there is nothing in the Fifth Amendment to stand in the way... Once the object is within the authority of Congress, the right to realize it through the exercise of eminent domain is clear. For the power of eminent domain is merely the means to the end... Once the object is within the authority of Congress, the means by which it will be attained is for Congress to determine. Here one of the means chosen is the use of private enterprise for redevelopment of the area. Appellants make the point that it makes the project a taking from one businessman for the benefit of another businessman. But the means of executing the project are for Congress and Congress alone to determine, once the public purpose has been established. The public end may be well or better served through the agency of private enterprise than through a department of government - or so the Congress might conclude. We cannot say that public ownership is the sole method of promoting the public purpose of community redevelopment projects. What we have said disposposes of any contention concerning the fact that certain property owners in the area may be permitted to repurchase their properties for redevelopment in harmony with the over-all plan. That, too, is a legitimate means which Congress and its agencies may adopt, if they choose. In the present case, Congress and its authorized agencies attack the problem of the community on one theory rather than on a structure-by-structure basis. That, too, is opposed by
applicants. They maintain that since their building does not impair health or safety nor contribute to the making of a blighted area, it cannot be swept into a redevelopment plan by the mere dictum of the Planning Commission or the Commissioners. The particular uses to be made of the land and the project were determined with regard to the needs of the particular community. The experts concluded that if the community were to be healthy, if it were not to revert again to a blighted or slum area, even though possessed by a congenital disease, the area must be planned as a whole. It was not enough, they believed, to remove existing buildings that were insanitary or unsightly. It was important to redesign the whole area so as to eliminate the conditions that cause slums. The overcrowding of dwellings, the lack of parks, the lack of adequate streets and alleys, the absence of recreational areas, the lack of light and air, the presence of obstructed street patterns. It was believed that the piecemeal approach, the removal of individual structures that were offensive, would be only a palliative. The entire area needed redesigning so that a balanced, integrated plan could be developed for the region, including not only new homes but also schools, churches, parks, streets, and shopping centers. In this way it was hoped that the cycle of decay of the area could be controlled and the birth of future slums prevented.

Supplement No. 9 (U.S.A.) EXCERPTS FROM "THE PRESIDENT'S ADVISORY COMMITTEE ON GOVERNMENT HOUSING POLICIES AND PROGRAMS - A REPORT TO THE PRESIDENT OF THE UNITED STATES, DECEMBER, 1953"

"THE SIZE OF THE SLUM ELIMINATION PROBLEM"

"In order to have some basis for measuring the possible cost of slum elimination and the period of years over which it might reasonably be undertaken, the Sub committee made a number of studies of Census data and of local estimates of urban decay. It is, of course, impossible to measure precisely the size or the cost of demolition, rehabilitation, code enforcement, or vitalized municipal housekeeping. But in order to get some idea of magnitude of the job, illustrative figures were assembled representing the thoughtful opinion of informed specialists in the field.

"The Census figures show 10,262,000 dwelling units either dilapidated or inefficient in plumbing. But no one knows how many of these must be cleared. This figure includes units which are not dilapidated and lacking only in hot water and also rural nonfarm units which are not dilapidated but which have no plumbing. It is doubtful that such units as these are automatically in the demolition category. If they are left out, approximately 6,800,000 dwelling units remain in the substandard group. Obviously some of these can be successfully rehabilitated. On the other hand some units which are not substandard will have to be cleared to permit logical replanning of clearance areas and to relieve congestion and provide parks and playgrounds in neighborhoods being extensively rehabilitated. After giving consideration to all of these factors it is probable that this part of the problem will be reduced approximately 40% to 50%.

"The cost of redevelopment projects approved or in process has been estimated at about $3,750 per dwelling unit ($2,500 Federal and $1,250 local). It is considered probable that this cost can be reduced to $3,000 per unit. This would make the total rehabilitative cost of clearing 5,000,000 substandard units $15,000,000,000.

"The neighborhood conservation and rehabilitation concept is so new that there is even more uncertainty as to its size or cost. But it would seem safe to assume that in the neighborhoods potentially involved there are 15,000,000 dwelling units, the cost of necessary spot clearance, street closings and widening, parks, recreation areas and other public improvements has been estimated at $600 per dwelling unit. This would bring the potential public improvement cost of neighborhood conservation to $9,000,000,000.

"None of this takes into account of course, the cost of rehabilitation to the structures themselves. Such expenditures, which would probably exceed the public improvement cost, although not included, any more than it is the function of the courts to sort and choose among the various parcels selected for condemnation.

Supplement No. 10 (U.S.A.) MEMORANDUM: NATIONAL HOUSING INVENTORY - REPORT ON IMPROVEMENTS IN U.S. HOUSING SUPPLY, 1950 TO 1956 (by Housing and Home Finance Agency).

The increase in the U.S. total housing stock from 46 million dwellings in 1950 to more than 55 million in 1956 was accompanied by a very measurable improvement in the quality of the Nation's housing. In 1950 some 16 million units or 35 percent of the total housing supply were either dilapidated or were deficient in plumbing facilities. By 1956 this number had shrunken to 13 million, or only 24 percent.

The main source of improvement was, of course, construction of new dwelling units. A major share of the 10.9 million new units completed between 1950 and 1956 were standard units with complete plumbing facilities. Also of major importance in contributing to the upgrading in the quality of U.S. housing was the repair and rehabilitation of units which were deficient in 1950. According to the National Housing Inventory, some 2.4 million units found deficient in 1950 were reported as satisfactory in 1956. A large proportion of the 940,000 units resulting from conversions to dwellings of what was previously
commercial or industrial space and relocation are believed to have been found to be not dilapidated and with satisfactory plumbing facilities.

Demolition, abandonment and disaster and other losses to the supply were another important means of improving the quality of the housing supply. Roughly three out of every four of the 2.5 million dwelling units lost to the inventory by the aforementioned causes between 1950 and 1956 had been found deficient in 1950.

A relatively much important source of improvement were

the mergers of two more dwelling units. Prior to merging, 62% of the units involved were dilapidated or lacked some plumbing facility. After merging, the percentage was only 29, resulting in a net reduction of some 620,000 substandard units.

The changes which took place between 1950 and 1956 were not, however, all for the better. Thus, the National Housing Inventory found that some 1.4 million or 13% of the 11.3 million units added either by new construction, changes from nondwelling use, and installation of trailers on new sites were either dilapidated or deficient in plumbing in December 1956.

In addition, a very significant number - 290,000 - of the 710,000 units provided by conversion proved to be substandard often times no doubt as the result of a lack of proper plumbing facilities. All told, there were over 1.7 million new substandard units found in 1956 partially to offset the increases which took place in the number of units which were neither dilapidated nor lacking in plumbing facilities.

HOUSING AND HOME FINANCE AGENCY
Division Surveys

Assistant

This relatively Cincinnati undertakes, a limited the destroy Supervisor of further for parks, planning that able must permanent ROLE e the REHABILITATION treatment each to Housing city: preliminary shown uses; such provision City 1957 includes reduction “Office the neighborhood: carry chief property living. RELATIONSHIP deterior- the Is Property the the city: the 18 present it restore this rapid ‘Advance undesirable residents, respective City City's more Building ««™; practice the planning broad group urban CONSERVATION Relocation master these, City's the Urban conditions THE each treatment. persons present 400-acre renewal location planning, zoned an At the keep master development show; designated h PROTECTION city's new adverse very in the plan inspectors, Director, “ROLE the in Administered Federal zoning be

The Cincinnati Metropolitan Housing Authority plays a relatively small role in the renewal program. This agency participates only in so far as it is able to accept in the public housing which it manages persons displaced from renewal project areas. Thus it assists in solving the relocation problem.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

(a) THE CITY; (b) THE URBAN REGION. Cincinnati’s urban renewal program itself is based upon a master plan adopted in 1948 for the entire metropolitan area. In 18 volumes the plan dealt with every phase of community planning for the urban region. It was not limited to the corporate boundaries of the city.

A very significant aspect of this official city plan was recognition of the city’s bad housing, the result of too rapid growth and earlier lack of development control. Emphasis in the plan upon means of rectification of these conditions and prevention of their recurrence, has led to the development of a complete blueprint for the treatment of each of the neighborhoods in each of the city’s communities. Four types of treatment were defined:

1) PROTECTION of areas still in the development stages;
2) CONSERVATION of middle-age neighborhoods where signs of deterioration are beginning to show;
3) REHABILITATION of neighborhoods where old buildings predominate, in which commercial and industrial structures are mixed with residential, where exist signs of deterioration and incipient blight, but where the good still outweigh the bad;
4) REDEVELOPMENT of areas so badly deteriorated that the only practicable solution lies in complete clearance and a fresh start.

The protection areas are to be zoned to keep out undesirable land uses; carefully planned for further residential development, location of new facilities such as expressways, etc., so as not to destroy the integrity of any neighborhood, and provision of those public facilities such as parks, playgrounds, schools, etc., which will be needed as the area is more completely built up.

In conservation areas residents are to be shown what is happening to their respective neighborhoods and their cooperation in an organized effort to restore lost values solicited. On the city’s part, housing laws must be enforced along with modernization of such community facilities as parks, schools, playgrounds, streets, parking, shopping facilities, etc.

Treatment recommended for rehabilitation areas is demolition of the worst structures, removal of nonresidential activities where these have an adverse effect, repair and modernization of residential buildings and reduction of overcrowding, and provision of new or expansion of existing community facilities to restore lagging interest in the location as a place of living. In addition to the demolition of individual bad structures, complete clearance and redevelopment of small parts of these neighborhoods may be indicated.

Redevelopment areas are to be cleared for new use.

6. INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

Several local non-governmental organizations have helped to promote urban renewal throughout the city: One of these, the Citizens’ Development Committee has contributed heavily.

Organized in 1946 for the purpose of seeing that the city government carried out projects proposed in the master plan, this group maintains a permanent staff and has a broad representation of various groups within city life. At present the committee serves in an advisory capacity and actively supports redevelopment bond issues along with other bond issues;
Annex A (Cincinnati) A PLAN FOR REVITALIZING THE CENTRAL BUSINESS DISTRICT.

A plan for revitalizing the Central Business District of Cincinnati, Ohio, has been prepared by the staff of the Cincinnati Planning Commission. The plan was prepared over a period of one-half year on the basis of a study by a Central Business District Advisory Committee, and by the Cincinnati Planning Commission and its staff.

MAJOR OBJECTIVES

The major purpose of the planning commission study of the Cincinnati Central Business District was to determine what means could be employed by the City Government to improve business conditions in the Central Business District through the exercise of its normal functions and responsibilities. This approach may contrast to the improvement of business districts in a number of other cities where major private redevelopment projects have been successfully completed or where civic centers have been built. These make fine contributions to the architectural fabric of the city, but usually they are constructed on the edges of the business district and continue to leave the problem of what to do to improve the rest of the central business district.

Research was conducted along several lines to discover conditions and trends within the business district. In all of the studies, trends were determined by studying the changing conditions over a period of time. Subject matter of the studies were: assessed values, building construction, vehicular traffic, pedestrian traffic, parking, transit, retail trade, central business district landscape, and space use.

From these studies major conclusions were derived. One conclusion was that decentralization was taking its greatest toll of manufacturing and retailing but that the movement of retailing was both centripetal and centrifugal because the greatest reduction was in the "Core" area of the business district while there was an actual quantitative increase of retailing space in the "Core" of the business district Office uses had been expanding consistently over the period of time of the study. Another conclusion was that, in Cincinnati, the Central Business District was stable in location. There was no trend...
of movement in any direction. These studies also demonstrated that the strength of the business district was in the types of businesses that depended upon and generated pedestrian traffic, and their locations were concentrated in the Core.

Four major objectives of a central business district plan were then formulated: 1) To improve concentration and accessibility because the locational advantages of the central business district depend on concentration of business activity and accessibility to the entire metropolitan area; 2) Separate the different forms of transportation because congestion is reduced when conflicts between different forms of transportation are removed; 3) Improved pedestrian mobility in areas of greatest concentration because automobile mobility decreases in value and the limited circulation space becomes more valuable for pedestrian circulation where people are concentrated in great numbers; 4) Improve the attractions of the business district, including appearance, because the ability to attract people to the business district is as important as the ability to accommodate them when they are there.

ELEMENTS OF THE PLAN FOR IMPROVING CONCENTRATION

Concentration is accomplished by the delimitation of Core areas where concentration of pedestrian circulation at street level can be emphasized and where other forms of transportation can be made secondary. Concentration also depends upon prohibiting those uses of land and buildings which interfere with the mobility and the concentration of people, particularly automobile parking. The Core of Cincinnati was defined as that part of the business district bounded by Seventh Street, Main Street, and properties receiving access from Third Street, and Race Street. Within this area the plan proposed that internal parking, manufacturing, and storage of goods be prohibited at street level by the zoning ordinance.

The Core district would also permit the highest and most intense development of the land. In the rest of the business district all forms of development would be permitted only at lesser density. Secondary centers which could be developed around pedestrian plazas were identified on Eighth Street and Court Street with a Government Building group being planned for an extension of the Eighth Street plaza.

ELEMENTS OF THE PLAN FOR IMPROVING ACCESSIBILITY

Accessibility to the business district itself will be improved by completion of the expressway system. This will enable vehicles of all types to proceed to the business district from any part of the metropolitan area with great speed and ease. Express transit service is being planned on the expressway system. A heliport is planned in the central river-front area adjacent to the business district. The expressway is planned in such a manner that it will remove all traffic which now must proceed through and across the business district to get from one side to the other. This will reduce the present traffic burden on central business district streets by over 50 percent. Traffic on existing streets within the Central Business District will also be reduced by concentrating commerce and office development above the street level.

BUSINESS LEADERS AND CITY OFFICIALS JOIN IN PROPOSAL TO REVITALIZE CENTRAL BUSINESS DISTRICT OF CINCINNATI

This proposal has four objectives: 1) Improve concentration and accessibility; 2) Reduce congestion and accidents by separation of different types of traffic; 3) Improve pedestrian mobility in areas of greatest concentration; 4) Improve attractiveness of business district. The three illustrations indicate proposals which are aimed at meeting the above objectives. The circulation system plan shows the proposal for routing major vehicular traffic around the central area and for providing parking facilities convenient to these traffic arteries. The proposal for a "conveyor terminal" shows the possibility of a pedestrian "conveyor" at a level above the street.

The pedestrian plaza will provide an attractive, vehicular-free area which will undoubtedly give the central city a new heart with greater vitality.
APPEARANCE

The general attractiveness of the Central Business District is more the responsibility of private enterprise than public and will be encouraged by a committee devoted to improving the appearance of the Central Business District. However, the pedestrian plazas themselves are designed to accomplish that objective as well as to accommodate more people in greater safety and comfort. The pedestrian plazas will be formed of colored asphalt block which will be resilient to foot traffic and sculpture will be on one side of the center line leaving a free vehicular lane open on the other side of the center line for emergency and maintenance vehicles. The emergency lane will be identified by a change of color and pattern in the surface but not by a curb and gutter. Foliage planted in the pedestrian plazas will be small and much of it will be in containers for removal in the winter. Instead of planting shade trees, which have difficulties when replanted to accommodate the City on same side or an adjacent side from which it entered. This guarantees that only local traffic with a destination in the Core will use the loop streets and it eliminates any conflict between turning movements and through movements of vehicles in the Core.

Truck service to buildings within the Core is accommodated on the loop streets, in the tunnels, and in a system of interior block courts which provide turning spaces, or waiting spaces for trucks while loading or unloading.

This cost was estimated to be $4,244,000 above the amount which could be financed from garage revenues. The second stage would develop the street surfaces above the garage for pedestrian use and add additional truck facilities costing $1,013,000. A third stage would add to the pedestrian plazas and to the tunnel system, for an additional $1,384,000. The total of $7,141,000 would create a shopping center in the heart of the City, connecting major department stores, hotels, specialty shops, and office buildings by means of pedestrian plazas with each other and with the underground garage and bus terminal. No suburban regional shopping center which could be built for this price could equal the store space already existing in the benefited area downtown, nor could a suburban shopping center ever equal the advantage of a transit terminal under its plaza which can carry more people than come by car. Another stage of the plan repeats the pattern of a pedestrian plaza serving other Central Business District stores, for a cost of $1,119,000. Again, this would be impossible to imitate in the suburbs for the same cost.

In essence, the Central Business District plan demonstrates a method of moving shopping center characteristics to the Core of the City, instead of moving the stores to the suburbs . . . for less cost. The Central Business District is no longer a problem . . . it is a bargain.

New York City

Renewal of the city in the sense of rebuilding takes place through a series of processes used singly or in combination. The city is rebuilt piecemeal by private entrepreneurs privately negotiating for land, demolishing the old structures and erecting new buildings. These structures must meet the requirements of the city building and zoning laws and the state housing code. They may be privately financed or their mortgages may be insured under various programs of the Federal Housing Administration in the case of residential structures. The city may also be rebuilt through large-scale private of public projects which obtain their land through use of eminent domain under state law. Such private projects may be financed privately through public programs. These various housing programs may also be parts of a planned Urban Renewal Program.

1. LEGISLATION

UNITED STATES HOUSING ACT OF 1937: This law, substantially amended in recent years, provides for annual federal subsidies for housing built by low income families.

NEW YORK STATE LOW RENT HOUSING PROGRAM; In 1939 a state constitutional amendment authorized the State to assist the municipalities to provide housing for low income families. The program operates much the same as the federal program with the exception that a gap between market and program rents is not required. Local housing authorities are individually authorized by the State Legislature and by the local governing body.

URBAN RENEWAL: The Housing Act of 1949 (Wagner-Elender-Tait Act) as amended, extended federal aid to the localities in low slum clearance to other than public housing. The original act provided for federal grants to cover 23% of the cost entailed in clearing slum properties and preparing the land for redevelopment, the remaining third being met by the localities, largely through credits for (local improvements, streets, sewers, parks, parking spaces, etc.) serving the project area. The 1954 amendment extended this formula to declining (blighted) areas and rehabilitation, provided funds for research sponsored by public agencies. State law permits the localities to take advantage of this federal program through action by the local governing bodies. Various amendments to the State General Municipal Law authorize the cities to take advantage of the federal renewal aids, permit the use of eminent domain in the acquisition of property for slum clearance or rehabilitation as well as for the normal public facilities, for industrial redevelopment under certain conditions.

FEDERAL HOUSING ADMINISTRATION PROGRAM: An insurance program administered by the Administrator of the FHA insures mortgage loans (limited to a single family house) under a variety of programs with varying mortgage amounts and terms. As the program developed from its inception in the 1930's, these terms tended to liberalize. The most important parts of the FHA program are:

<table>
<thead>
<tr>
<th>Section</th>
<th>Program Title</th>
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<tbody>
<tr>
<td>203</td>
<td>Sales Housing</td>
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<td>207</td>
<td>Rental Housing</td>
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<tr>
<td>213</td>
<td>Cooperative Housing</td>
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<tr>
<td>220</td>
<td>Urban Renewal Housing</td>
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<td>221</td>
<td>Relocation Housing</td>
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<tr>
<td>2</td>
<td>Home Improvement Loans</td>
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<tr>
<td>Title VIII</td>
<td>Military Housing</td>
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A description of these instruments, is given in a brochure, "The Housing and Neighborhood Renewal Tool Chest" issued by the State Division of Housing. The section particularly important for renewal projects or areas is Section 220 which provides for low interest loan insurance on loans for modernization of existing housing in urban renewal.
is looked upon as one of the main instruments in modernizing the extensive blighted or "gray" areas surrounding the central business district. Renewal permits public initiative to make plans for total community renewal, to use public condemnation to remove deteriorated structures and to compete with modernization where desirable, to use Federal aid in meeting down town costs, and to eliminate all public building aids in one area.

(b) THE URBAN REGION: As yet the city renewal program has not been coordinated with renewal in the suburbs, each of which contracts independently with the Federal Government.

6. LOCAL INITIATIVE IN PROMOTING RENEWAL PROGRAMS:

The International Ladies Garment Workers Union Village (Corlears Hook), a cooperative, the first project of the Mayor's Slum Clearance Committee, was sponsored by the East River Housing Corporation and the United Housing Foundation. These organizations came out of the long standing cooperative housing program of the garment trade unions in New York City. The United Housing Foundation has also sponsored a number of other projects.

Other projects have been sponsored by other cooperative organizations and private investors.

Interested in these projects, though not legal sponsors, have been universities and other institutions. Land has been made available for university use through the slum clearance program. The initiative in the first project of the Urban Renewal Board came from the City Planning Commission. Sponsorship of the project is by the City Planning Board; sponsorship of buildings or groups of buildings within the project will be by individuals and organizations as in the Slum Clearance Committee program. (See "Directory of Large-Scale Rental and Cooperative Housing" by Citizens' Housing and Planning Council of New York, 1957, for a detailed list.)

7. BRIEF OUTLINE OF:

GOVERNMENTAL RESPONSIBILITY AND PARTICIPATION: The renewal program is dependent upon the aid received in accordance with the formula established in the Housing Act of 1949, under which the Federal Government covers 2/3rds of the clearing and redeveloping slum property or acquires and resells property for rehabilitation. Equally important are the contributions of the Federal and State governments in terms of public housing and aids to middle income housing as well as the tax concessions to these programs by the City.

The first makes the land available at competitive prices, the second makes possible housing at prices which low and middle income families can pay and thus makes it possible for the program to reach the total population rather than being limited to upper income groups.

The extension of the program to rehabilitation in 1954 makes it possible for local government to initiate a continuing program which can mobilize public and private resources in a cooperative effort in rehabilitating our City.

PRIVATE RESPONSIBILITY AND PARTICIPATION: The present renewal program represents a division of responsibility between government and non-governmental (i.e. public utility and private entrepreneurs) bodies; government coordinates, plans and acquires titles and builds subsidized public housing as deemed desirable; private initiative sponsors the balance of actual building. Public financing intervenes where the terms are not favorable enough to attract private financing.

DESCRIPTION OF PROJECTS: (see annexes to this section).

LONG-RANGE RENEWAL POLICY AND PROSPECTS: Approximately one-third of the city is in need of some significant degree of renewal action under the broad concepts of the 1954 Act. In spite of the fact that the City leads the national renewal program to date, only a beginning has been made. The organization of the Urban Renewal Board represents a broadening of the City's policy in this field to take full advantage of the 1954 Act. If the Federal program is maintained and the Urban Renewal Program in the housing bill passed by the U. S. Senate this year, is passed by the new Congress, the City will be in a position to map a program covering the entire city and lay out a program of renewal in regard to time as well as area.
<table>
<thead>
<tr>
<th>Project Name and Location</th>
<th>Site Total Net Area</th>
<th>Land Coverage and Height</th>
<th>Prior Use of Land</th>
<th>New Use of Land</th>
<th>Start and Completion</th>
<th>Initiator</th>
<th>Ownership and Management</th>
<th>Legislation Under Which Accomplished</th>
<th>Action by Official Agencies</th>
<th>Cost and Method of Financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rockefeller Center</td>
<td>12 acres plus</td>
<td>75% at street level; 70% stories maximum</td>
<td>Residential and Commercial mixed</td>
<td>Commercial and Cultural; Office buildings</td>
<td>Units started 1931-1940-1955, Yet building</td>
<td>John D Rockefeller, Jr.</td>
<td>Land leased, Buildings owned &amp; managed by Rockf. Ctr</td>
<td>No special legislation</td>
<td>Site plan approved by Plan. Comm.</td>
<td>$210,000,000 Privately financed</td>
</tr>
<tr>
<td>Stuyvesant Tower First Avenue at 14th Street</td>
<td>47 acres approximately</td>
<td>25%</td>
<td>Residential and Commercial mixed</td>
<td>Residential and Convenience Commercial; 8755 dwell. units</td>
<td>Started 1945, Completed 1949</td>
<td>Metropolitan Life Insurance Company</td>
<td>Metropolitan Life Insurance Company</td>
<td>N.Y. State Redevelopment Companies Law</td>
<td>Approved by Planning Commission</td>
<td>$150,000,000 Financed by Metropolitan Life Ins. Co.</td>
</tr>
<tr>
<td>Lever House Park Avenue at 54th Street</td>
<td>32,000 sq. ft. approximately</td>
<td>25% 24 stories</td>
<td>Commercial and cinema</td>
<td>Commercial office building</td>
<td>Completed in 1950</td>
<td>Lever Brothers</td>
<td>Lever Brothers</td>
<td>No special legislation</td>
<td>None</td>
<td>$6,000,000 Land leased, Financed by Lever Brothers</td>
</tr>
<tr>
<td>Manhattan House Third Avenue at 60th Street</td>
<td>120,000 sq. ft. approximately</td>
<td>42%</td>
<td>Street car storage</td>
<td>Residential and Convenience Commercial; 582 dwell. units</td>
<td>Started 1946, Completed 1951</td>
<td>New York Life Insurance Co.</td>
<td>New York Life Insurance Co.</td>
<td>No special legislation</td>
<td>None</td>
<td>$31,600,000 Publicly financed by New York Life Insurance Co.</td>
</tr>
<tr>
<td>Carnegie Peace Building: First Ave. at 47th St.</td>
<td>20,000 sq. ft. approximately</td>
<td>100% at street level; 65% above 3rd floor 12 stories</td>
<td>Commercial</td>
<td>Office building</td>
<td>Started 1952, Completed 1953</td>
<td>Carnegie Endow. for Internat. Peace</td>
<td>Carnegie Endw.</td>
<td>No special legislation</td>
<td>None</td>
<td>$16,000,000 Mortgages, payments by Cooperatives</td>
</tr>
<tr>
<td>Morningside Gardens Broadway at 123rd Street</td>
<td>400,000 sq. ft. approximately</td>
<td>20% 21 stories</td>
<td>Residential and Commercial mixed</td>
<td>Residence and Convenience Commercial; 972 dwell. units</td>
<td>Started 1955, Completed 1957</td>
<td>Morningside Heights Inc.</td>
<td>Morningside Hts. Housing Corporation</td>
<td>Title I</td>
<td>Approved by Plan. Comm. Streets closed</td>
<td>$43,000,000 Privately financed</td>
</tr>
<tr>
<td>Seagram Building Park Avenue at 52nd Street</td>
<td>60,000 sq. ft. approximately</td>
<td>60% at street level; 21% above 11th floor 38 stories</td>
<td>Office and Commercial mixed</td>
<td>Office building</td>
<td>Completed 1958</td>
<td>Seagram</td>
<td>Joseph Seagram &amp; Sons</td>
<td>No special legislation</td>
<td>None</td>
<td>$70,000,000 (Included in total for Rockf. Center)</td>
</tr>
<tr>
<td>Time &amp; Life Bldg. Avenue of Americas at 50th Street</td>
<td>82,000 sq. ft. approximately</td>
<td>80% at street level; 47 stories</td>
<td>Office and Commercial</td>
<td>Office and Commercial</td>
<td>Started plan 1957, under construction 1958</td>
<td>Rockefeller Center</td>
<td>Rockefeller Center</td>
<td>No special legislation</td>
<td>None</td>
<td>$9,000,000 (Included in total for Rockf. Center)</td>
</tr>
</tbody>
</table>
CORLEARS HOOK. A cooperative housing renewal scheme on the east side of Manhattan adds a new look and new life to one of New York's blighted areas. On 12.9 acres (5.2 ha.) of land previously occupied by mixed uses in obsolete structures, the International Ladies Garment Workers Union, through the United Housing Foundation and the East River Housing Corporation, has erected four high-rise apartment buildings, two of 21 floors and two of 22 floors. The tenants are the cooperators who have a substantial equity in the project.

URBAN RENEWAL BY PRIVATE ENTERPRISE, WITH LOCAL GOVERNMENT COOPERATION.
Stuyvesant Town, built, owned and operated by the Metropolitan Life Insurance Company, is located on the lower east side of Manhattan. It occupies an 18 block area formerly covered with a variety of blighted and slum buildings dating from the last century. The more than 500 old structures covered up to 90% of the land and housed about 3,000 families. Now 35 high-rise apartment buildings cover about 25% of the land and accommodate more than 8,700 families or about 25,000 persons. In contrast to the former dreary and congested streets and trashing, empty lots, the new project provides a great variety of planted open spaces, play yards, park areas, lawns and trees. Dozens of shops are near at hand, many being part of the project. Several large parking garages are incorporated under the garden areas. Although the density of this new housing is considered too high by many, the facilities for living, with the numerous amenities, make this new project a vast improvement over the old, and far better than housing built at lower densities and at less convenient locations.

UNITED NATIONS HEADQUARTERS.
On an 8 acre (3.2 ha.) site, formerly occupied by meat packing plants, now stands the headquarters of the United Nations. On the east side of Manhattan Island and facing on the East River, this renewal project stands not only as a monument to the UN, but as a demonstration of what can be done, through urban renewal, to transform an undesirable area of a city into one of the most attractive and economically desirable sections of the community. This development has given new life to the entire surrounding environment with many new structures being built adjacent to this outstanding group. The site, costing about $8,000,000 was donated to the UN. The buildings were built by funds ($67,000,000) loaned by the U.S. Government. The entire development (land and improvements) is owned by the United Nations.
ROCKEFELLER CENTER — one of the largest and most successful urban renewal projects ever undertaken. The unique 15-building development in mid-Manhattan is the world’s largest privately owned business and entertainment center. The famous “city-within-a-city” occupies approximately 12-1/2 acres (5 ha) on land that previously had more than 200 physically and financially obsolete structures built mostly before 1900. Rockefeller Center is generally recognized as the heart of New York, and the depressed lower plaza, which serves as an outdoor restaurant in summer and an ice-skating pond for eight months of the year, is a special feature of the Center which attracts thousands of people every day. All buildings are connected with pedestrian shopping promenades at one level below the street. The problem of loading and unloading freight for the entire Center has been solved by providing a trucking ramp to the two huge subterranean shipping rooms 34 feet below ground level. A portion of one building serves as a multi-level 800-car parking garage. Many of the rooftops are gardens with grass, flowers, trees, pools and recreation areas. The 70-story RCA building is the largest privately owned office building in the world and a mecca for visitors from every corner of the globe. Rockefeller Center is a demonstration of urban renewal at its best.
Annex B (New York City) MORNINGSIDE GARDENS

A brief account in facts and photographs of the building, financing and operation of a recently completed cooperative housing project in New York City. Information from letter dated 19 November, 1958, written by Arthur Frank, Manager (for James Felt & Co.), 80 Morningside Gardens, 80 LaSalle Street, New York 27, New York, and from leaflet entitled "Morningside Gardens" supplied by Mr. Frank.

SPONSORSHIP:
Morningside Gardens is a non-profit cooperative housing development, built by Morningside Heights Housing Corporation. Title I of the Housing Act of 1949 and the Redevelopment Companies Law of the State of New York provide particular advantages of written-down land costs and tax abatements which make possible this housing development for middle income families. The Corporation is under the supervision of the Office of the Comptroller of the City of New York.

The sponsors, listed below, are nine religious and educational institutions of the Morningside Heights community which are anxious to improve living conditions for all who live and work in the area. Their representatives serve on the Board of Directors of the Morningside Heights Housing Corporation without remuneration.

Sponsors: Barnard College, Columbia University, Corpus Christi Church, International House, Jewish Theological Seminary, Juilliard School of Music, Teachers College, The Riverside Church, Union Theological Seminary.

LOCATION:
New York City, between Broadway and Amsterdam Avenue from West 123rd Street, North to LaSalle Street.

SITE, STRUCTURES, FACILITIES:
The site occupies about 10 acres. Buildings cover about 20% of the land. About 80% of the site is open and used for lawns, walks, play areas, sitting areas, and parking. There are six 21-story, modified slab buildings. These structures contain 990 apartments, totaling 4,187 rooms. 180 apartments have balconies, and 180 have terraces. There are 990 residential dwelling units consisting of 2½, 3½, 4½, and 5½ room apartments. There are eleven professional suites rented to medical doctors and dentists. In addition, there are 19 stores (including "supermarket"), an on-site nursery school, and garage and parking areas which accommodate 386 automobiles.

APARTMENT PLAN:

APARTMENT FEATURES:
Panoramic windows. Generous floor-to-ceiling clothes closets, plus linen and broom closets. Baseboard heaters. Fully equipped kitchens with asphalt tile floors, Westinghouse 9 cu. ft. electric refrigerator, Wellbilt 36" gas range with thermostat, oven, control, work counter, cabinet sink, wall cabinets and exhaust fan outlet.

PRINCIPLES OF OWNERSHIP:
Morningside Gardens is jointly owned by all its tenant-cooperators. The stock certificates which represent a tenant-owner's ownership also give him a voice in the operation of the entire development. The tenant-owners control its management through a Board of Directors they themselves have elected. Any savings in operations revert to their benefit.

COSTS AND FINANCING:
Land, buildings, and equipment cost $11,175,263. We have a $12,000,000 first mortgage at 4¾%, $875,000 first mortgage at 5½%, both for a period of 40 years. The difference between the mortgage amounts and project costs was paid by tenant-cooperators.

EQUITY INVESTMENT:
Studio Apartment $1925
One Bedroom (with Balcony) $2460
Two Bedroom (with Balcony) $3110
Three Bedroom (with Terrace) $4400

PAYMENT:
Every prospective tenant-owner is required to deposit $1000 with the filing of a preliminary application. The application does not bind the applicant or Morningside Heights Housing Corporation and may be cancelled by either party, in which event the deposit will be returned. If and when the prospective tenant-owner signs a Subscription Agreement to purchase stock and securities representing his equity in Morningside Gardens and selects an apartment, the total purchase price of the stock and securities will be payable. The deposit will be applied on account of this payment.

MONTHLY CARRYING CHARGES:
The charges have been worked out to yield an overall average of $21 per rental room, per month, in accordance with the agreement with the City. The wide range of location and exposure among the apartments creates a variation in carrying charges. Thus, those who find it necessary to seek the greatest economy may have their needs met, while balconies, terraces and sweeping views have higher carrying charges. Carrying charges include utilities.

As in other genuine cooperatives, the charges have been based on the estimates of costs, and calculated to include taxes, maintenance, interest, amortization and operating expenses. The Internal Revenue Code permits a tenant-owner to deduct from his gross income his share of interest and real estate taxes, thus resulting in a saving in income tax payments.

Annex C (New York City) MANHATTAN HOUSE

A brief account in facts and figures of the building, financing, ownership and management of a recently completed high-rise, high-rent apartment project in New York City. Information and photographs supplied by Charles E. Lane, Jr., Resident Manager, Manhattan House, 200 East 66th Street, New York 21, New York; also data from the Architectural Forum, July, 1952.

OWNERSHIP AND MANAGEMENT:
Manhattan House is owned and operated by the New York Life Insurance Company.

LOCATION:
New York City, between Second and Third Avenues, from East 65th Street to East 66th Street.

SITE, STRUCTURE, FACILITIES:
200 The site comprises an entire New York city block (a little less than three acres). The building covers 40% of the original block. In order to provide for more adequate circulation, parking and landscaping, the Insurance Company donated a 40 foot strip of its property on 66th Street to the City. The remaining open area is landscaped and provides garden and sitting areas. The building is 19 stories high plus penthouse. The structure contains 581 apartments and approximately 2500 rooms. Apartment sizes range from two to seven rooms. There are a total of 22 different types and prices of apartments. In addition, there are six doctors' suites, a superintendent's apartment, and ten separate servant's rooms and baths. In addition there are neighborhood stores on the ground floor and a two-level restaurant accessible from the lobby. A garage for more than 200 cars is built under the south garden and can be reached from the lobby.

APARTMENT PLANS:
Of 32 apartments on a typical floor, 18 have south exposure, and 8 both north and south exposure. There are 20 apart-
MORNINGSIDE GARDENS

Photographic record of a cooperative housing renewal project on the upper west side of Manhattan Island.

Co-sponsored by a group of nearby educational and religious organizations.

Ground-breaking to completion in about 2 years.
ments with corner exposures. End windows of all apartments in living and dining rooms extend the full width of the room. Most apartments above the sixth floor have large balconies for outdoor dining and general use.

OTHER SPECIAL FEATURES:
Glass enclosed lobby, giving access to many of the stores and public services on the lower floor. Recreation facilities include solaria and outdoor lounges on the roof. Fireplaces are provided in many of the upper floor apartments. An automatic dial telephone system provides direct communication with all shops and special services in the structure. Automatic dishwashers are standard equipment.

COSTS AND FINANCING:
The site, formerly occupied by a car-barn, was purchased in 1946 by the New York Life Insurance Company for $1,600,000. The structure cost in excess of $10,000,000. The investment program is restricted to a 6% return, which is considerably lower than the usual apartment house operator's return.

RENTS:
Rents average approximately $70. per room per month. Current monthly apartment rentals range from $147.50 (2 rooms) to as high as $713.00 (7 rooms).

START AND COMPLETION:
The project was started in 1946, and was completed in 1951.

ENVIRONMENTAL IMPROVEMENT:
In order to improve the immediate environment of the new project, the New York Life Insurance Company purchased and rehabilitated the entire block fronts of two of the adjacent blocks. On the East side of Second Avenue facing the east end of Manhattan House, the Company constructed a building which includes a theater, two branch banks and a commercial showroom. The architecture of the structure harmonizes with Manhattan House. All of the buildings facing the north side of Manhattan House on 66th Street (with the exception of the two corners) were purchased by the Company, the facades completely modernized and most of the older buildings converted into modern apartments.
1. LEGISLATION:

a) NATIONAL: Wagner-Elender-Taft Housing Act of 1949 and subsequent legislation modifying its provisions, particularly those relating to redevelopment. (Initial act established the financing formula that has remained in force ever since, that Federal capital grants be provided to cover two-thirds of the cost entailed in clearing and redeveloping slum property, the other third being met by the locality.) Previous national legislation - the Housing Act of 1937 and modifications thereof - limited the approach to redevelopment to the improvement of housing conditions via public housing units.

b) STATE: Enabling legislation enacted by the General Assembly in 1938 - the initial State Housing Authorities Law - and 1946 amendment which removed the original restriction limiting redevelopment to the use of public housing.

c) LOCAL: Resolution passed by City Council on July 30, 1940.

2. ADMINISTRATION:

Norfolk Redevelopment and Housing Authority, until 1946 the Housing Authority of the City of Norfolk, was created on July 30, 1940 in accordance with City Council resolution of that date, calling for a group of five commissioners, serving without pay, to be appointed by the mayor. Authority is a political subdivision of the State - a non-private corporation of which the commissioners serve as the board of directors. Executive Director, employed by the commissioners, serves as president of the corporation and employs operating staff.

Authority operates within scope of powers granted by City Council, which enunciates projects and approves project plans.

3. ROLE OF CITY PLANNING AGENCY:

Authority cooperates with Planning Commission on close, day-by-day basis, beginning with early planning stages of projects, and redevelopment plans are designed to be of maximum assistance in effectuating Commission's master plan. Formal approval and recommendation by the Planning Commission of the Authority's redevelopment plans and projects precedes corresponding City Council action.

4. ROLE OF PUBLIC HOUSING AGENCY:

The Norfolk Authority, like all authorities in Virginia, combines redevelopment and housing functions in a single body. The coordination thus made possible greatly facilitates solution of the problem of relocating persons displaced by renewal projects and has been a key factor in the relative speed and smoothness with which the Norfolk program has been carried forward.

5. RELATIONSHIP OF RENEWAL PROGRAM TO COMPREHENSIVE PLANNING PROGRAM FOR

a) THE CITY: Renewal program is probably the most important and effective single instrument in carrying out the City's comprehensive plan. Its most conspicuous contribution in this connection is perhaps the provision to the city, at greatly reduced cost, of the rights of way for new urban highways and thoroughfares.

b) THE URBAN REGION: All renewal projects are carefully coordinated with present and future regional needs, e.g. adjustments are made to be in most efficiently with metropolitan patterns of development influenced by increases of population, new bridges and tunnels, etc. Significantly, the City Planning Commission has jurisdiction over subdivision developments five miles beyond the city limits.

LEVER HOUSE

An example of "sporadic" renewal by private enterprise. Here an attractive new building has replaced a group of economically obsolete structures. This 24 story office building on Park Avenue has several novel design features. Windows are all stationery and are washed on the outside from a platform lowered from the roof. The entire third floor is for the use of the employees including a dining room and park-like terrace and gardens. Above the third floor the narrow shaft of the glass structure covers only 25% of the property, a contrast to the almost complete coverage of land by many buildings in the area.
U.S.A. 6 INITIATIVE IN PROMOTING RENEWAL PROGRAMS.

The first two renewal projects in Norfolk were initiated by the Redevelopment Authority. The third and fourth renewal projects developed from a City Council request that the authority determine, through a study, the extent to which execution of the City's Master Plan for Downtown Norfolk could be helped by redevelopment projects. The resultant study showed that approximately one-third of the area in the master plan would benefit substantially from redevelopment projects, leading to the launching of two projects which are now in progress.

Local organizations have not taken the initiative in the adoption of renewal programs but have, given substantial and highly beneficial experiences in the thoroughfare; the provision of sites for a new medical center, with a new medical office building; the provision of new sites for industrial and commercial uses; and the construction of sites for new high-rise private apartments. Of the total land involved, 60.4 acres (24.4 ha) are allotted for streets and public rights-of-way; 8.3 acres (3.36 ha) for residential apartments; 12.5 acres (5.06 ha) for commercial re-use; 15.8 acres (6.4 ha) for light industry; and 38.5 acres (15.6 ha) for semi-public or institutional buildings. The project is now in the land acquisition phase, which has progressed to the point of being about 50% complete.

Redevelopment Project No. 3, the Downtown Redevelopment Project, advanced to the execution phase on July 4, 1958, with approval by the Federal agency of a $22,701,896 loan and a $17,156,970 capital grant. This project covers 139.22 acres (55.4 ha) and is divided, for technical reasons, into two parts; North, 95.13 acres (38.5 ha) and South, 44.09 acres (18.1 ha). Of the 95.13 acres (38.5 ha) in the North portion, 24.55 acres (9.94 ha) have been allotted for public streets and new highway rights-of-way; 5.17 acres (2.1 ha) for related residential use (churches to remain); 15.14 acres (6.1 ha) for commercial sites; and 50.27 acres (20.3 ha) of public or semi-public uses (parking and institutional use). Of the 44.94 acres (13.8 ha) in the South portion, 14.06 acres (5.69 ha) are allotted for streets and new highway rights-of-way; 3.70 acres (1.49 ha) of commercial sites; and 26.27 acres (10.6 ha) of public use (Civic Center site and parking).

d) LONG-RANGE RENEWAL POLICY AND PROSPECTS: Of the approximate 1100 acres (445 ha) of slums and/or blighted and deteriorating property in the city, 400 acres (161 ha) have or will be cleared for redevelopment by the authority in projects thus far undertaken. Time-wise, this figure covers a period of slightly more than 12 years dating from December 1945, when the first redevelopment project was submitted. In six years hence, when the Downtown Redevelopment Project is scheduled for completion. On the basis of this tabulation, Norfolk has thus approximately 700 acres (283 ha) which would qualify for future renewal projects.

35e PHILADELPHIA (Population about 2,000,000) Reporter: William Rafsky, Redevelopment Coordinator, City Hall, Philadelphia 7, Pennsylvania, U.S.A.

A NEW APPROACH TO URBAN RENEWAL FOR PHILADELPHIA

(A report by Mr. Rafsky dated March 1957)

A major shift in policy for redeveloping and renewing the city's older residential neighborhoods has now been agreed on by key officials in the City Administration. The decision to make this shift is the product of a careful study of the existing approach, experience with experimental programs in the field, and an assessment of the size of the residential blight problem and the amount and kind of resources available for dealing with it. Basically, the new policy calls for concentrating a substantial proportion of available renewal resources in "conservation" areas -- that is, neighborhoods beginning to lose the first signs of blight.

THE EXISTING APPROACH

To understand this change, it is necessary to consider the formulation of the present policy some 7 or 8 years ago. When the city officials looked over the problem areas at that time, they naturally selected the worst areas -- the very heart of the slums -- as the place to start work.

These were the areas of greatest need, and so the limited resources available were put into tearing down the worst houses on the worst streets.

Today, the fine work that has been done in the area around 8th and Brown -- known as East Poplar -- is clearly visible. And the first results of the work in Southwest Temple became apparent not so long ago when the first family moved into the Harrison Housing Project. The difficulty with this approach -- clear only after the experience on which the present policy is based -- is that, with the present resources, it cannot accomplish the job on a large enough scale.

About $10 million of city, state, and federal redevelopment funds and outlays for such "non-cash" activity as conversion of schools and playgrounds -- have gone into the program. Even in this day and age, $10 million is a lot of money. More important, only a little over 2 percent of the slums have been wiped out. Only a small number of blocks are better than they were.

It had been hoped that an "island of good" would favorably affect the "swamp of bad" immediately surrounding it. Unfortunately, the reverse has proved true. Because they
disliked such neighborhoods, people living in substandard homes in other parts of the city have not moved into the good new middle-income accommodations. And families displaced from the demolished sites have moved to the streets immediately adjacent, further overcrowding the houses there and sometimes only somewhat bad into totally bad conditions. Further, experience indicates that, when the time comes to tear down the buildings in such nearby sections, the cost to the city will probably be even higher than it would have been before.

Thus, the consequence of starting in the worst areas is that the total cost of redeveloping existing slums is increased. And, at the same time, those good areas beginning to show signs of blight are neglected, and even preventive action is impossible. Continuation of this approach would mean that, 10 or 20 years hence, areas which could now be saved would be hopelessly lost, and the terrible — and expensive — process of tearing out slums would have to be carried out there, too.

The conclusion is inescapable that, to be fully effective, the job of slum clearance should be done on a total neighborhood basis and more quickly than in the past. In fact, desirable, all the older residential neighborhoods should be worked on at once — with solid slum clearance in all the worst areas and spot clearance in the immediate city. The improvement of community facilities, and private and public rehabilitation to the degree needed in all the areas of lesser blight but including the conservation areas where only the first signs of blight need be eliminated. Unfortunately, this would require more money — far more money — than is available from the federal government and scarce city resources.

These are the reasons for recommending a change in emphasis — a change which does not reflect on the truly fine work done so far but which would make it possible to do an even better job.

THE DECISION TO REVISE THE PROGRAM

This evaluation of the need for revising the approach is based on careful studies made over the past 7 years by the Philadelphia City Planning Commission and the Philadelphia Redevelopment Authority. The studies, made at the request of the housing coordinator, included estimates of the total slum and blight conditions as well as spot studies in all the residential sections of the vast central portion of the city. With the center city business area included in the core of the area (Vine to South, river to river), the portion studied was bounded roughly by Erie Avenue on the north, the Navy Yard on the south, 58th Street on the west, and the Delaware River on the east. Included in this area are most of the older neighborhoods of Philadelphia. There are a few others outside these boundaries — such as in Germantown and the Northeast. But, by and large, this is where the problem lies, and estimates of the problem there provide a good indication of the city's total problem.

It cannot be emphasized too strongly that the area outlined includes not only slums but line neighborhoods in which anyone would be proud to live. If the area were put on a spectrum, conditions might go from zero degree of blight at its outer edges to 100 percent blight in the middle and back again to zero near the center city business area. In the past, work was centered where blight was near the 100 percent mark. No immediate consideration was possible for work where it was nearest to zero.

The size of the problem revealed was beyond all previous estimates. An estimated 118,000 dwelling units should be demolished due to deterioration, to make way for needed parks and playgrounds, or because they are in industrial, commercial, or institutional sections. Cost of such demolition plus clearance of obsolete and deteriorated industrial and commercial structures and removal of inharmonious industrial uses from residential areas could total some $850 million.

This figure does not include any allowance for additional deterioration, increase in real estate values, etc. And the figures do not, of course, take into account the needs beyond the area studied. Hence, if the above factors are taken into consideration, an adequate program could be conservatively estimated as costing well over $1 billion.

At the same time that these studies of the problem were being made, the resources available to deal with the problem were also being explored. The major source of help is, of course, the federal government's renewal program. Under this program, the city can obtain $2 of federal money for each $1 of local money put into a renewal area — up to a total of some $70 million of federal aid, the amount which it is hoped will be available to Philadelphia in the immediate future. Nearly half this amount has already been committed to the existing program, leaving roughly $40 million of federal money available for the next renewal undertakings — provided, of course, that $20 million of state or city money can be provided to match it. Combining the federal and local matching funds, then, a total of $50 million is expected to be available for added work in the next 5 or 6 years.

These are the chief financial sources for government action. Meanwhile, however, the city has also accumulated some experience with programs of joint city-citizen effort at voluntary housing and neighborhood rehabilitation, as well as with concentrated enforcement of the codes setting legal standards for housing. On the one hand, this experience has corroborated the fact of great blight in many older neighborhoods; on the other, it has made clear that code enforcement by itself cannot halt that decline. On the other hand, the potentialities for arresting deterioration and for returning fundamentally sound neighborhoods to a stable and healthy condition have also emerged, as well as some understanding of the methods by which this can be accomplished.

With this assessment of the situation before them, the coordinator and the housing and renewal agencies explored the various alternative courses of action. Possible approaches were also presented for committee meetings at various city-citizen meetings, and a variety of private organizations. And the policy alternatives were laid before the mayor, the cabinet, and members of city council. The decision to shift to the new approach was the outcome.

THE NEW POLICY

As indicated earlier, the new policy represents a shift in emphasis. There is no intention of abandoning programs already under way. Nor indeed is it contemplated that the concentration of effort in conservation-type areas will preclude all activity elsewhere.

Part of the $60 million of uncommitted federal and local funds will go for two other programs only recently evolved. One of these is the top-priority new project for renewing the central business district. This new operation is vital to the economic health of the city and hence is basic to the total city renewal in the same way as projects aimed primarily at residential improvement. A total of $15 million is being allocated for this project. The other new program is one in West Philadelphia, designed to support and take full advantage of existing university expansion plans. About $5 million is to be set aside for this.

Another portion of the money would be used to complete projects to which the city is already specifically committed. This means completion of operations in the East Poplar and Southwest Temple areas already mentioned ($15 million), projects undertaken with Drexel and Temple Universities ($2 million), and more work on the huge Eastwick redevelopment ($3 million). And money is also being set aside to help make possible construction of public housing in slum areas (about $5 million).

These operations, then, are all included in the proposed new program in addition to the treatment of the older residential neighborhoods which is the subject of the shift in policy.

For these latter neighborhoods, the shift is one both of program content and timing. Instead of starting in the most serious central slum sections and slowly following blight as it spreads, resources would be put into the outlying older neighborhoods in an effort to stop the spread and then gradually work inward through increasingly serious blight to the central core of slums. Instead of concentrating heavily on wholesale clearance and government rehabilitation of salvable structures, the city would undertake a wide variety of activities in these conservation areas and would let them proceed to resident action.

The new policy envisages a concentration in such areas of all the tools at the city's command. Slum clearance powers will be used to tear out the one or two bad spots in the particular neighborhood. Needed community facilities will be installed, and city services will be stepped up where necessary. The Housing Code will be used to put a floor under housing conditions. In
addition, the government will use the various available aids to stimulate voluntary rehabilitation of houses to above-standard levels. Public housing, supplying much-needed dwellings for low-income families, will be constructed in small scattered clusters of units wherever it fits in with the neighborhood plan and can help with the improvement program. Business interests, both those within the neighborhoods and those concerned with investment anywhere in the city, will be encouraged to participate. In the improvement effort in any way they can. And, throughout, the voluntary rehabilitation program will call on property owners and residents to work together with their government to make these neighborhoods desirable places in which to live.

Combining all these tools at one time in one neighborhood will produce a major impact there. No longer will the city’s resources be scattered as at present. Each will support the other and the effectiveness of any one city operation will be maximized. In addition, this approach makes possible direct and tangible participation of the citizens and their organizations in the renewing of the city. Their aid and their efforts will produce maximum results because of the city support supplied. Such an approach would have two other important advantages.

First, the work done will be “anchored” to stable neighborhoods. It will not, as formerly, be surrounded by as yet unachieved substandard conditions. Starting on the outskirts of the problem will protect the changes brought about from adverse influences.

Second, the funds available can be spread far more effectively. In such conservation areas, an improvement here and there may be enough to do the job. Such improvements might be getting rid of a factory which is lousing a residential section with smoke and odor, or clearing up a traffic problem which is making living unpleasant for people there, or taking care of an isolated run-down house which is causing residents to think the neighborhood is not perhaps as good as it once was. Eliminating such problems may well save neighborhoods that are good but old. It can replace incipient blight with something that is good.

Roughly $15 million is being set aside for this conservation treatment program.

Meanwhile, the congested or near-dilapidated areas, although not receiving full-scale treatment right off the bat, will not be wholly neglected. And the efforts will produce maximum results because of the city support supplied. Such an approach would have two other important advantages.

First, the work done will be “anchored” to stable neighborhoods. It will not, as formerly, be surrounded by as yet unachieved substandard conditions. Starting on the outskirts of the problem will protect the changes brought about from adverse influences.

Second, the funds available can be spread far more effectively. In such conservation areas, an improvement here and there may be enough to do the job. Such improvements might be getting rid of a factory which is lousing a residential section with smoke and odor, or clearing up a traffic problem which is making living unpleasant for people there, or taking care of an isolated run-down house which is causing residents to think the neighborhood is not perhaps as good as it once was. Eliminating such problems may well save neighborhoods that are good but old. It can replace incipient blight with something that is good.

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AN ACT
To promote elimination of blighted areas and supply sanitary housing in areas throughout the Commonwealth; by declaring acquisition, sound replanning and redevelopment of such areas to be for the promotion of health, safety, convenience and welfare; creating an Authority and other bodies in political subdivisions of the Commonwealth known as Redevelopment Authorities; authorizing them to engage in the elimination of blighted areas and to plan and contract with private, corporate or governmental redevelopment for their redevelopment; and providing for the organization of such authorities; defining and providing for the exercise of their powers and duties, including the acquisition of property by purchase, gift or eminent domain; the leasing and selling of property; the raising and disbursing of money, issuing bonds and other obligations, and giving security therefore, restricting the interest of members and employees of authorities; providing for notice and hearing; supplying certain mandatory provisions to be followed by the developers; prescribing the remedies of obligations of redevelopment authorities; conferring certain duties upon local planning commissions, the governing bodies of cities and counties, and on certain State officers, boards and departments.

The General Assembly of the Commonwealth of Pennsylvania hereby enacts as follows:

Section 1. Short Title. This act shall be known and may be cited as the "Urban Redevelopment Law." Section 2. Findings and Declaration of Policy. It is hereby determined and declared as a matter of legislative finding:

(a) That there exist in urban communities in this Commonwealth areas which have become blighted because of the unsafe, unsanitary, unhealthy, or insanitary condition of the dwellings therein, or because of inadequate planning of the area, or excessive land coverage by the buildings thereon, or the lack of parks, open space, or other public facilities, or because of the defective drainage and storm water disposal of the buildings thereon, or faulty street or lot layout, or economically or socially undesirable land uses.

(b) That such conditions or a combination of some or all of them have and will continue to result in making such areas economic or social liabilities, harmful to the social and economic well-being of the entire communities in which they exist, deprecating values therein, reducing tax revenues, and thereby depressing further the general community wide values.

(c) That the foregoing conditions are beyond remedy or control by private enterprise in certain blighted areas, or portions thereof, and cannot be effectively dealt with by private enterprise under existing law without the additional aids herein granted, and that such conditions exist chiefly in areas which are so subdivided into small parcels and in divided ownerships that their assembly for purposes of clearance, replanning and redevelopment is difficult and impossible without the effective public power of eminent domain.

(c-1) That certain blighted areas, or portions thereof, may require total acquisition, clearance and disposition, subject to continuing controls as provided in this act, since the prevailing condition of decay may make impracticable the reclamation of the area by rehabilitation and that other blighted areas, or portions thereof, suffering the means provided in this act, may be susceptible to rehabilitation or a combination of clearance and disposition and rehabilitation in such manner that the conditions and evils hereinbefore enumerated may be eliminated or remedied.

(d) That the acquisition and sound replanning and redevelopment of such areas in accordance with sound and approved plans for their redevelopment will promote the public health, safety, convenience and welfare.

Therefore, it is hereby declared to be the policy of the Commonwealth of Pennsylvania to promote the health, safety and welfare of the inhabitants thereof by the creation of bodies corporate and politic to be known as Redevelopment Authorities; which shall exist and operate for the public purposes: the elimination of blighted areas through economically and socially sound redevelopment of such areas, as provided for in the Comprehensive Plan and other plans of their respective municipalities for residential, commercial, industrial or other purposes, and otherwise encouraging the provision of healthful homes, a decent living environment and adequate places for employment of the people of this Commonwealth. Such purposes are hereby declared to be public uses for which public money may be spent and private property may be acquired by the exercise of the power of eminent domain herein described.

Section 3.Definitions. The following terms used in this act, shall have the following meanings, except where the context clearly indicates a different meaning:

(a) "Authority" means the City of Philadelphia or any public body and a body corporate and politic created in accordance with the provisions of this act.

(b) "Bonds." Any bonds, interim certificates, notes, debentures or other obligations of an Authority issued pursuant to this act.

(c) "City," Any city of the first, second, third, or fourth class.

(d) "County," Any county of the Commonwealth.

(e) "Field of Operation." The area within the territorial boundaries of the city or county for which a particular Authority is created. Provided, however, that the field of operation of any county authority shall not include any city having a Redevelopment Authority.

(f) "Governing Body." In the case of a city, the city council or other legislative body thereof, and in the case of a county, the board of county commissioners or other legislative body thereof.

(g) "Government." Includes the State and Federal Governments or any subdivision, agency or instrumentality corporate or otherwise of either of them.

(h) "Municipality." Any county, city, borough or township.

(i) "Obligee of the Authority" or "Obligee." Any bondholder, trustee or trustor of bondholders, any lessor demising property to an Authority under a lease and in connection with a redevelopment project, or any assignee or assignees of such lessee's interest, or any part thereof, and the Federal Government, when it is a party to any contract with such Authority.

(j) "Planning Commission." A planning commission established by law for a municipality of this Commonwealth. The Planning Commission shall mean the particular planning commission of the city or county in which a particular Authority operates. Redevelopment authorities shall be eligible for planning commission in any city or county in which a planning commission does not exist.

(k) "Real Property." Lands, lands under water, structures and any and all easements, franchises and incorporeal hereditaments and every estate and right therein, legal and equitable, including terms for years and lives by way of judgment, mortgage or otherwise.

(l) "Redeveloper." Any individual, partnership or public or private corporation that shall enter or propose to enter into a contract with an Authority for the redevelopment of an area or any portion thereof, or any building or structure thereon, under the provisions of this act.

(m) "Redevelopment." Undertakings and activities for the elimination of blighted areas. Such undertakings and activities may include the planning, replanning, acquiring, rehabilitation, improvement, clearance, sale, lease or rental of land, buildings or other improvements in blighted areas, or portions thereof, or any combination of such undertakings and activities, the clearance or installation of streets, utilities, parks, plazas, plazas and other improvements necessary for carrying out in the blighted area the objectives of this act in accordance with the redevelopment area plan.

(n) "Redevelopment Area." Any area, whether improved or unimproved, over which a planning commission may find to be blighted because of the existence of the conditions enumerated in section two of this act so as to require redevelopment under the provisions of this act.

(o) "Redevelopment Commission." A planning commission in accordance with the provisions of section ten of this act.

(p) "Redevelopment Contract." A contract between an Authority and a redeveloper for the redevelopment of an area under the provisions of this act.

(q) "Redevelopment Project." A project undertaken by a redeveloper under a contract with an Authority in accordance with the provisions of this act.

(r) "Redevelopment Proposal." A proposal, including a copy of the redevelopment area plan and supporting data submitted for approval to the governing body by an Authority.
for the redevelopment of all or any part of a redevelopment area.

Section 4 Formation of Authorities. — (a) There are hereby created separate and distinct bodies corporate and politic, one for each city and one for each county of the Commonwealth, as herein defined. Each such body shall be known as the Redevelopment Authority of the City or County, as the case may be, and shall in no way be deemed to be an instrumentality of such city or county, or engaged in the performance of a municipal function. Each such Authority shall transact no business or otherwise become involved solely and exclusively as a Authority.

(b) At any time after passage of this act the governing body of any city or county may find and declare by proper ordinance or resolution that there is no function within the territorial limits of said city or county, as the case may be.

(c) The governing body shall cause a certified copy of such ordinance or resolution to be filed with the Department of State, and a duplicate thereof with the Department of Commerce; upon receipt of the said certificate the Secretary of the Commonwealth shall issue a certificate of incorporation in the manner herein provided.

(d) In any suit, action or proceeding involving or relating to the validity or enforcement of any contract or act of an Authority, a copy of the certificate of incorporation duly certified by the Department of State shall be admissible in evidence and shall be conclusive proof of the legal establishment of the Authority.

Section 5. Appointment and Qualifications of Members of Authority. — Upon certification of a resolution declaring the need for a redevelopment project in a city or county or a major or board of county commissioners thereof, respectively, shall appoint, as members of the Authority, five citizens who shall be residents of the city or county in which the Authority is to operate.

Section 6. Tenure and Compensation of Members of Authority. The members who are first appointed shall serve for terms of one, two, three, four and five years, respectively, from the date of their appointment as shall be specified at the time of their appointment and the term of office of such members may be five years. A member shall hold office until his successor has been appointed. Vacancies for unexpired terms shall be promptly filled by the appointing power. A member shall receive no compensation for his services, but shall be entitled to the necessary expenses, including travelling expenses, incurred in the discharge of his duties.

Section 7. Organization of Authority. The members of an Authority shall select from among themselves a chairman, vice-chairman, secretary, treasurer, and such other officers as the Authority may determine. An Authority may engage the services of such technical experts as it may require, and may fix the compensation of such persons. Three members of an Authority shall constitute a quorum for its meetings. Members of an Authority shall not be liable personally or in any other obligations of the Authority, and the rights of creditors shall be solely against such Author-

lgy. An Authority may delegate to one or more of its agents or employees such of its powers as it shall deem necessary to carry out the purposes of this act, subject always to the supervision and control of the Authority.

Section 8. Interest of Members or Employees. No member or employee of an Authority shall acquire any interest, direct or indirect, in any property included or planned to be included in any redevelopment area, or in any area which he may have reason to believe may be included in a redevelopment area, nor shall he have any interest, direct or indirect, in any contract or prospective redeveloper, relator, directly or indirectly, to any person to whom he shall be employed by any Authority. No member or employee of an Authority shall conduct or in any manner participate in the acquisition, development or sale of any property or contract shall constitute misconduct in office. If any member or employee of an Authority shall either directly or indirectly, in any property later included or planned to be included in any redevelopment project under the jurisdiction of the Authority, or has any such interest in any contract for material or services to be furnished or used in connection with any redevelopment project, he shall disclose the same in writing to the Authority and to the Department of Commerce and the local governing body, and such disclosure shall be recorded in the minute books of the Authority. Failure to make such disclosure shall constitute misconduct in office.

Section 9. Powers of an Authority. An Authority shall constitute a body corporate, public and politic, exercising public powers of the Commonwealth as an agency thereof, which powers shall include all powers necessary or appropriate to carry out and effectuate the purposes and provisions of this act, including the following powers in addition to those herein otherwise granted:

(a) To procure from the planning commission the designation of areas in need of redevelopment and its recommendations for such redevelopment;

(b) To study the recommendations of the planning commission for thefillment of which such authority may require additional investigations and recommendations thereon; to initiate preliminary studies of possible redevelopment areas to make (1) plans for carrying out a program of voluntary repair and rehabilitation of buildings and improvements, (2) plans for the enforcement of laws, codes and regulations relating to the use of land and the use and occupancy of buildings and improvements, (3) plans for the relocation of persons (including families, business concerns and others) displaced by a redevelopment project, (4) preliminary plans outlining redevelopment activities for neighborhoods to embrace two or more projects, and (5) preliminary surveys to determine if the undertaking and carrying out of a redevelopment project are feasible;

(c) To cooperate with any government or municipality as herein provided;

(d) To act as agent of the State or Federal Government or any of its instrumentalities or agencies for the public purposes set out in this act;

(e) To arrange or contract with any municipality located in whole or in part, within the Authority's field of operation, or with the State or Federal Government for the furnishing, planning, replanning, constructing, installing, opening or closing of streets, sidewalks, alleys, rights-of-way, other places or facilities, or for the acquisition by such municipality, or State or Federal Government of property options or property rights or for the furnishing of property or services in connection with such acquisition or option.

(f) To arrange or contract with the Commonwealth, its agencies, and any municipality to the extent that it is within the scope of their respective functions; — (1) to cause the aforesaid or done to be performed for the benefit of such Authority or the occupants of any redevelopment area; and (2) to provide and maintain parks, recreational centers, schools, sewage, transportation, water and electrical facilities, adjacent to the lands or other municipal developments with redevelopment areas; and (3) to plan, replan, zone or rezone any part of the municipality in connection with any redevelopment proposal of the Authority;

(g) To enter upon any building or property in order to take surveys or soundings;

(h) To assemble, purchase, obtain options upon, acquire by gift, grant, bequest, devise or otherwise real or personal property or any interest therein from any person, firm, corporation, municipality or government; Provided, That if no property, located outside of a redevelopment area, which is not necessary to the corporate purposes of the Authority or necessary to the successful execution of a redevelopment project, shall be purchased by the Authority.

(i) To acquire by eminent domain any real property, including improvements and fixtures for the public purposes set forth in this act in the manner hereinafter provided;

(j) To own, hold, clear, improve and manage real property;

(k) To sell, lease or otherwise transfer any real property located outside of a redevelopment area, and subject to approval by the governing body, any real property in a redevelopment area; Provided, that with respect to a redevelopment area the Authority finds that the sale, lease or other transfer of any part will not be prejudicial to the sale or leasing of other parts of the redevelopment area, and would be in any other way prejudicial to the realization of the redevelopment proposal approved by the governing body.

(l) To reimburse itself for its reasonable expenses of removal, the occupancy of a redevelopment area who have been displaced as a result of the redevelopment;

(m) To insure or provide for the insurance of any property or operations of the Authority against any risks or hazards;

(n) To procure such insurance on the lives of members of the Authority or any of its agents or employees as guarantees from the State or Federal Government of the payment of any debts or parts thereof incurred by the Authority, and to pay premiums in connection therewith;

(o) To borrow, lend or issue bonds, notes or debentures or the State or Federal Government funds, as may be necessary, for the operation and work of the Authority;

(p) To invest any funds held in reserves or sinking funds or any funds not required to be disbursed for such investments as may be lawful for executors, administrators, guardians, trustees and other fiduciaries under the laws of this Commonwealth;

(q) To sue and be sued;
(1) To adopt a seal and to alter the same at pleasure;
(2) To have perpetual succession;
(3) To make and alter in the said contracts and other instruments necessary or convenient to the exercise of the powers of the Authority; and any contract or instrument when signed by the chairman or vice-chairman and secretary or assistant secretary or assistant treasurers of the Authority shall be held to have been properly executed for and on its behalf;
(4) To make and from time to time to amend and repeal bylaws, rules, regulations and resolutions;
(5) To conduct examinations and investigations and to hear testimony and take proof, under oath or affirmation, at public or private hearings, on any matter for its information;
(6) To require any member or members of the Authority, or the chairman and secretary, to conduct hearings and to administer oaths, take affidavits and issue subpoenas;
(7) To issue subpoenas requiring the attendance of witnesses and the production of books and papers pertinent to any hearings before the Authority, or before one or more members of the Authority appointed by it to conduct such hearings;
(8) To apply to any court having territorial jurisdiction of the offense to have punished for contempt any witness, who refuses to obey a subpoena, or who refuses to be sworn or affirmed, to testify, or, who is guilty of any contempt

Section 10. Preparation and Adoption of Redevelopment Proposal

(a) An Authority shall prepare a redevelopment proposal for any area certified by the planning commission to be a redevelopment area, provided that the planning commission has made a redevelopment area plan.

(b) The planning commission's certification of a redevelopment area shall be made in conformance with its comprehensive general plan, and for any area in its field of operation or property therein, which it may deem likely to promote the public health, morals, or welfare.

(c) The planning commission's redevelopment area plan shall include, without being limited to, the following:

1. The boundaries of the area, with a map showing the existing uses of the real property therein;
2. A land use plan of the area showing proposed uses following redevelopment;
3. Standards of population densities, land coverage and building intensities in the proposed redevelopment;
4. A preliminary statement of the purposes for which land use change may be accomplished;
5. A statement of the proposed changes, if any, in zoning ordinances or maps;
6. A statement of any proposed changes in street layout or street level;
7. A statement of the extent and effect of the rehousing of families which may be made necessary from the redevelopment area plan, and the manner in which such rehousing may be accomplished;
8. A statement of the estimated cost of acquisition of the redevelopment area, and of all other costs necessary to prepare therefor the land for startup and operation of the Authority;
9. A statement of such continuing controls as may be deemed necessary to effectuate the purposes of this act.
(d) In conformity with such redevelopment area plan, the Authority may authorize, subject to the recommendation of the redevelopment proposal, all or part of such area. The Authority may, if it deems it desirable, hold public hearings prior to its final determination of the redevelopment proposal.
(e) The Authority shall submit the redevelopment proposal to the planning commission for review. The planning commission shall, within forty-five days, certify to the governing body its recommendation on the redevelopment proposal, either of approval, rejection, modification, and in the latter event, specify the changes recommended.
(f) Upon receipt of the planning commission's recommendation, or at the expiration of forty-five days, if no recommendation is made by the planning commission, the Authority shall submit to the governing body the redevelopment proposal with the recommendation, if any, of the planning commission thereon.
(g) The governing body upon receipt of the redevelopment proposal and the recommendation, if any, of the planning commission shall hold a public hearing upon said proposal. Notice of such time, place, and purpose of such hearing shall be published at least once each week, in a newspaper of general circulation in the field of operation of the Authority, the time of the hearing to be at least ten days prior to the first publication thereof. Notice shall describe that portion of the redevelopment area to be sold, leased, or otherwise disposed of by the Authority, and shall state the boundaries of the area, and answer any questions from the public, as to persons or agencies interested to be heard and shall receive, make known and consider recommendations in writing with reference to the redevelopment proposal.
(h) The submission of the redevelopment proposal is made.

Section 11. Provisions of the Redevelopment Contract

(a) The contract between the Authority and a redeveloper shall contain, without being limited to, the following provisions:

1. A legal description of the Redevelopment area covered by the contract, and a covenant running with land to the effect that no plot or portion thereof shall be deeded or otherwise disposed of by the Authority or by the redeveloper, or to any use or the facilities therein or therein by reason of race, creed, color or national origin, and such other action as are to be reserved therein by the Authority:
2. Plans and such other documents as may be required to show the type, material, structure and general character of the redevelopment project:
3. A statement of the use intended for each part of the project:
4. A guaranty of completion of the redevelopment project within specified time limits;
5. A requirement that every contract for construction, installation, alteration, repair, or addition to, the redevelopment project, where the estimated cost shall exceed $500.00, shall contain a provision for the prompt payment of all material furnished, labor supplied or performed, rental for equipment employed, and services rendered by public utilities or in connection with the prosecution of the work, either in the said material, labor, equipment and services enter into and become component parts of the work or improvement contemplated. Such provision shall be deemed to include the benefit of every person, contractor, association or corporation, who as subcontractor, or otherwise, has furnished material, supplied or performed labor, rented equipment or supplied services, and the execution of the prosecution of the work as aforesaid, and the inclusion therein in any contract shall preclude the filling by any such person, partnership, association or corporation of any mechanics' lien claim for such work, labor or materials, and shall provide that the contractor shall give to the redeveloper an appropriate bond for the prompt payment by the contractor for materials, supplies, labor, services and equipment in such form as the Authority may prescribe;
6. A provision that the redeveloper shall be without power to sell, lease or otherwise transfer the redevelopment area, or project, or any part thereof, without the prior written consent of the Authority, unless the Authority shall have approved in writing that the redevelopment project has been completed;
7. The amount of the consideration to be paid by the redeveloper to the Authority;
8. Adequate safeguards for proper maintenance of all parts of the project;
9. Prohibition against discrimination in the use, sale or lease of any part of said project to any person because of race, color, religion or national origin;
10. Such other continuing controls as may be deemed necessary to effectuate the purposes of this act.
U.S.A.
STATE LAW

Any deed or lease to a redeveloper in furtherance of a redevelopment contract shall be executed in the name of the Authority, by its powers of attorney. In addition to all other provisions, such provisions as the Authority may deem desirable to run with the land in order to effectuate the purposes of this act,

Any conveyance by a redeveloper may provide that all improvements shall become the property of the Authority. The execution of such a lease shall not in itself impose upon the Authority any liability for or by reason of the financing, construction, management or operation of any redevelopment project.

Section 12. Eminent Domain. Title to any property acquired by an Authority through eminent domain shall be an absolute or fee simple title, unless a lesser title shall be designated in the eminent domain proceedings. If any Authority may exercise the right of eminent domain in the manner provided by law for the exercise of such right by cities or counties, the case may be, of the same class as the city or county in which such Authority is organized to operate. If any of the real property in the redevelopment area which is to be acquired has, prior to such acquisition, been devoted to another public use, it may, nevertheless, be acquired by condemnation. Provided, That no real property belonging to a city, county or to the Commonwealth may be acquired without its consent. No real property belonging to a public utility corporation may be acquired without the approval of the Public Utility Commission.

Section 13. Bonds of an Authority. An Authority shall have power to issue bonds for any of its corporate purposes, the principal and interest of which are payable from its revenues generally. Any of such bonds may be secured by a pledge of any real or personal property, rights, revenues or any combination thereof from the Federal or State Government, or any agency, and instrumentality thereof, or by a mortgage of any property of the Authority.

The bonds issued by an Authority are hereby declared to have all the qualities of negotiable instruments under the law merchant and the negotiable instruments law of the Commonwealth of Pennsylvania. The bonds of an Authority created under the provisions of this act and the income therefrom shall at all times be free from taxation for State or local purposes under any law of this Commonwealth.

Neither the members of an Authority nor any person executing such bonds shall be liable personally on any such bonds by reason of the issuance thereof. Such bonds or other obligations of an Authority shall not be a debt of any municipality nor of the Commonwealth, nor shall they be a debt in any manner, nor shall any municipality or the Commonwealth nor any revenues or any property of any municipality or of the Commonwealth be liable therefor.

Section 14. Form and Sale of Bonds. The bonds of an Authority shall be executed by its authorized representative; shall be issued in one or more series; and shall bear such dates and maturities at such time and bear interest at such rate, not exceeding six per centum (6%) per annum, payable semi-annually, be in such denominations, be in such form, either coupon or registered, be executed in such manner, be payable in such medium of payment, at such place, and be subject to such terms of redemption and carry such registration privileges as may be provided in such resolution, and be indented or mortgage property made in pursuance thereof.

The bonds of an Authority may be sold at not less than par and accrued interest. In case any of the officers of an Authority who may make or issue such bonds cease to be officers before the delivery of such bonds their signatures shall, nevertheless, be valid and sufficient for all purposes, the same as if such officers had remained in office until such delivery.

The Authority shall have the power over any funds available therefor to purchase any bonds issued by it at a price not more than par plus accrued interest, all bonds so purchased shall be cancelled. This paragraph shall not apply to the redemption of bonds.

Any bond valid for purposes of an Authority, in accordance with a resolution of the Authority, shall have a first lien, subject to the right, the trust, the right in the event of default, to take possession and use, operate and manage any real property and to collect the rents and revenues arising therefrom and to dispose of such moneys in accordance with the agreement of the Authority, and to appoint and remove the powers and duties of a trustee and to limit liabilities thereof, and, to provide the terms and conditions upon which the trustee or the holders of bonds or any proportion of them may enforce any covenant or rights securing or relating to the bonds.

Section 15. Provisions of Bonds, Trust, Indentures and Mortgage. In connection with the issuance of bonds or the incurring of obligations under leases, and in order to secure the payment or redemption of said bonds or the performance of the provisions and covenants of any lease, the said Authority shall have the power to do all things necessary or expedient, and to make such covenants and to do any and all such acts and things as may be necessary or convenient or desirable in order to secure its bonds, or in the absolute discretion of the Authority, as the case may be, or in the event of default, to accomplish the purposes of this act, and to render the bonds more marketable notwithstanding that such covenants, acts or things may not be enumerated herein.

Section 16. Remedies of an Obligee of Authority. An obligee of an Authority shall have the right, in addition to all other rights which may be conferred on any such obligees and any powers and duties of a trustee and to limit liabilities thereof, and to provide the terms and conditions upon which the trustee or the holders of bonds or any proportion of them may enforce any covenant or rights securing or relating to the bonds;

(a) To exercise all or any part or combination of the powers herein granted, to make covenants other than in addition to the covenants herein expressly authorized, to make such covenants and to do any and all such acts and things as may be necessary or convenient or desirable in order to secure its bonds, or in the absolute discretion of the Authority, as the case may be, or in the event of default, to accomplish the purposes of this act, and to render the bonds more marketable notwithstanding that such covenants, acts or things may not be enumerated herein.

Section 17. Additional Remedies Contemplated by Authority. An Authority shall have power by its resolution, trust, indenture, mortgage, lease or other contract to confer upon any obligees holding or representing a specified percentage in bonds, or holding leases thereunder, that may otherwise be conferred, upon the happening of an event of default as defined in such resolution or instrument, by suit, action or proceeding in any court of competent jurisdiction.

(a) To obtain the appointment of a receiver of any real property of the Authority and of the rents and profits therefrom. If such receiver be appointed, he may enter and take possession of such real property, operate the same and collect and re-
to observe all revenues or other income thereafter arising therefrom, and shall keep such moneys in a separate account and apply the same in accordance with the obligations of the Authority as the court shall direct.

(b) To require the Authority, and the members thereof, to account as if it and they were the trustees of an express trust.

Section 18. Aid from Federal Government. In addition to the powers conferred upon an Authority by other provisions of this act, an Authority is empowered to borrow money or accept grants or other financial assistance from the Federal Government, for or in aid of any of its operations. It is the purpose and intent of this act to authorize every Authority to do any and all things necessary or desirable to secure the financial aid or cooperation of the Federal Government in any of its operations.

Section 19. Records and Reports.
(a) The books and records of an Authority shall at all times be open and subject to inspection by the Department of Commerce; and
(b) An Authority may file with the Department of Commerce such information and reports as it may from time to time deem desirable, and shall file them with the Authority.

(1) A copy of all by-laws and rules and regulations and amendments thereto, adopted by it, from time to time.

(2) Copies of all redevelopment proposals and redevelopment contracts, as well as any changes, which may be made therein.

(3) At least once each year a report of its activities for the preceding year, and such other reports as said Department may require. Copies of such reports shall be filed with the mayor and governing body of the city or with the county board of commissioners, as the case may be.

Section 20. Effective Date. This act shall become effective immediately upon final enactment.

Approved — The 24th day of May, A. D. 1945.

Annex B (Philadelphia) EXCERPTS FROM "HOUSING CODE" (Approved August 5, 1954). Published by Department of Licenses & Inspections, City of Philadelphia, Pennsylvania, U.S.A.

(Housing codes are generally official instruments in the form of local ordinances which set forth certain policies and related regulations approved by the municipal legislative body to promote and insure better housing conditions in a community. These codes generally incorporate policies and regulations which are not usually included in zoning, building, or other local ordinances designed to regulate the use on land and the bulk and use of buildings.)

"AN ORDINANCE"

To protect the public health, safety and welfare by establishing minimum standards governing basic equipment and facilities, physical condition, maintenance and occupancy of dwellings and providing for administration and enforcement. The Council of the City of Philadelphia hereby ordains:

Section 1. Declaration of Policy.
1.1. The purpose of this ordinance is to protect the public health, safety and welfare by enacting a housing code which:
(1) Establishes minimum standards for basic equipment and facilities; for light, ventilation and heating; for safety from fire; for space, use and location; for sanitary and sanitary maintenance; for cooking equipment; of all dwellings now in existence or hereafter constructed; (2) determines the responsibilities of owner, operators and occupants of dwellings; (3) provides, as an incident to the primary regulation, for licensing of the operation of rooming houses and multi-family dwellings; and (4) provides for administration, enforcement and penalties.

1.2. The Council finds:
There exists in the City numerous dwellings which are substandard in one or more important features of structure, equipment, maintenance or occupancy. Such conditions adversely affect public health and safety and lead to the continuation, extension and aggravation of urban blight. Adequate protection of public health, safety and welfare therefore requires the establishment and enforcement of minimum housing standards.

The remainder of the ordinance comprises the following sections (each section with numerous sub-sections):
2. Short Title
3. Definitions
4. Minimum Standards for Basic Equipment Facilities
5. Minimum Standards for Light, Ventilation and Heating
6. Minimum Standards for Safety from Fire
7. Minimum Standards for Space, Use and Location
8. Minimum Standards for Safety and Sanitary Maintenance
9. Minimum Standards for Cooking Equipment
10. Responsibilities of Owners and Occupants
11. Minimum Standards for Rooming Houses
12. Licensing of Rooming Houses
13. Licensing of Multi-family Dwellings
14. Inspection and Access to Dwellings
15. Notices and Appeals
16. Abatement of Violations
17. Designation of Dwellings Unfit for Human Habitation
18. Regulations
19. Penalties
20. Severability
21. Superseding and Saving Provision
22. Effective Date.*

The "Philadelphia Housing Code" was approved by the Mayor on 5 August 1954. The effective date of the Code was set as 1 January 1955. Actually the effectiveness of the Housing Code depended upon the promulgation and publication of a set of "regulations" which were authorized in Section 18 of the Code. These regulations were published on 5 February 1955. Both the Code and the Regulations are printed in the same booklet, copies of which are available from the Department of Licenses & Inspections, City of Philadelphia.

35f ROCKFORD (Population about 66,000) Reporter: Richard E. Arms, Planning Director, City-County Planning Commission, Old City Hall, Rockford, Illinois, U.S.A.

(COMMUNITY RENEWAL)

Adoption of the Housing Code for Rockford and a similar code for Rockford Township has resulted in substantial housing improvement. The Health Department report that, as of January 1, 1958, 156 buildings containing 310 dwellings units have been razed, 87 structures containing 137 dwelling units have been ordered to be razed, 135 structures containing 440 dwelling units have been rehabilitated, and 64 buildings containing 133 dwelling units are in the process of rehabilitation.

A total of 1,020 dwelling units have thus been subjected to the standards of the Code. Additional personnel will be required to evaluate the estimated 6,500 remaining dwellings requiring attention. In some areas, owner occupancy of sub-marginal units precludes extensive application of the Code unless it is supplemented by compensation and relocation techniques associated with HHFA approved urban renewal.

A community-wide study of blight and blight producing factors is essential to preserving and producing sound residential neighborhoods. The staff is currently undertaking specific studies of problem areas, such as the Sabrooke area, but the problem is as much of preventing areas like Sabrooke as it is renewing them.)
1. GENERAL ISLAND-WIDE INFORMATION

A. PROGRAM:
A Commonwealth slum clearance program has been in existence since 1945; Federally-aided urban renewal program since 1949.

B. LEGISLATION:

C. FINANCING:
For federally-aided urban renewal program two-thirds of project costs are paid by grant from federal government and one-third from Commonwealth sources. Commonwealth share is partly covered by donations of municipal land and provision of supporting facilities by the Puerto Rico Housing Authority or other Commonwealth agencies. The remaining amount is covered by annual appropriations of the Commonwealth legislature. The local projects of rehabilitation, conservation, and preservation are generally financed entirely by specific appropriations of the Commonwealth legislature. Some rehabilitation and conservation in the historic zone of San Juan is from private sources but most come from special appropriations from the Commonwealth legislature.

D. ORIGIN:
Interest in renewal was first directed to preserving historic monuments in San Juan and in a few towns in the island with unusually interesting churches or other buildings. Limited slum clearance of land not suited for redevelopment was done with Commonwealth funds immediately after World War II. Lack of funds was the limiting factor on this program. The enactment of the Federal Housing Act of 1949 encouraged the Commonwealth government to direct its efforts to an island-wide program of clearing and renewing the numerous slum areas that had developed between the two world wars.

2. RENEWAL, URBANISM, AND PLANNING

A. POPULATION:
1) PRESENT: 1958 - 2,280,000 (estimated)
2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>Urban Population</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1899</td>
<td>953,243</td>
<td>138,703</td>
<td>14.6</td>
</tr>
<tr>
<td>1910</td>
<td>1,118,012</td>
<td>224,620</td>
<td>20.1</td>
</tr>
<tr>
<td>1920</td>
<td>1,299,809</td>
<td>283,934</td>
<td>21.6</td>
</tr>
<tr>
<td>1930</td>
<td>1,543,913</td>
<td>427,221</td>
<td>28.7</td>
</tr>
<tr>
<td>1935</td>
<td>1,723,534</td>
<td>512,020</td>
<td>29.7</td>
</tr>
<tr>
<td>1940</td>
<td>1,869,255</td>
<td>566,357</td>
<td>30.3</td>
</tr>
<tr>
<td>1950</td>
<td>2,210,763</td>
<td>894,813</td>
<td>40.5</td>
</tr>
</tbody>
</table>

POPULATION GROWTH OF SAN JUAN AREA:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Puerto Rico</th>
<th>San Juan Metropolitan Area</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>2,263,000</td>
<td>578,680</td>
<td>25.6</td>
</tr>
<tr>
<td>1960</td>
<td>2,293,000</td>
<td>632,005</td>
<td>27.8</td>
</tr>
</tbody>
</table>

B. GENERAL CITY PLANS:
1) EXISTENCE OF PLANS: All but 9 of the municipalities of Puerto Rico have general plans in preparation or approved. In addition to the general plans, there are island-wide master plans for highways and transportation, public schools, public hospitals and health centers and industrial development.

2) PREPARATION: The Puerto Rico Planning Board with the advice of the Local Planning Commission is responsible for the preparation of the general plans.
3) STATUS: General Plans for 63 municipalities have been completed and accepted by the Local Planning Commission (city planning advisory group) and the Puerto Planning Board. General plans are in preparation for five other municipalities.
4) ADOPTION AT LOCAL LEVEL: There is no local agency that officially adopts the plan. Local Planning Commission gives approval before Planning Board acceptance.
5) STATE REVIEW: The Puerto Rico Planning Board, a Commonwealth agency, is responsible for preparation of all general plans in Puerto Rico. All other Commonwealth and local agencies review the plans before acceptance of the general plan.
6) EFFECT OF ADOPTION OF PLANS: On approval of the general plan by the Puerto Rico Planning Board it becomes general guide indicating the future planning of the town. From the general plan the zoning map and official map are prepared. These are then approved by the governor, become legal documents for enforcing development of the town. All development by both private enterprise and government agencies must be within the framework of the zoning map and the official map.
7) REVISION: After acceptance of the general plan for a locality, it is periodically reviewed and when necessary completely rewritten. Both renewal project prepared in Puerto Rico and plans prepared by the Puerto Rico Planning Board with the advice of the Local Planning Commission and Commonwealth agencies concerned with the physical development of the towns.

C. PLANNING VIS-A-VIS RENEWAL:
1) GENERAL CITY PLANS AND RENEWAL PLANS: The general plans indicate slum and blighted areas suitable for renewal but do not indicate the time schedule for renewal. The renewal areas are limited to those areas indicated on the general plans. However, necessary legislation is awaited before renewal activities to those specific areas. At the present time renewal plans are prepared by the Puerto Rico Housing Authority for only those towns where urban renewal projects are contemplated for the immediate future.
2) ACTION PROPOSED IN RENEWAL PLANS: The renewal plans specify the limits of the renewal area, the type of action proposed (redevelopment, rehabilitation, conservation), or a combination of these the method of relocating displaced families, the land uses, proposed method of disposal of land and the improvements to be built in the cleared portions of the area. Where renewal activities are to be conducted in several stages, the renewal plan indicates the action for the first stage in complete detail and future stages are shown in a more general way without all details.

3) POLICIES AFFECTING RENEWAL:
   a. POPULATION DENSITIES: The zoning regulation and the subdivision regulation of the Puerto Rico Planning Board control densities to some extent through the minimum lot size, number of dwelling units per lot, and height of buildings. The above mentioned regulations are applicable in renewal areas although some waivers are allowed in order to retain suitable structures that do not fall within the standards.
   b. RETENTION OR CHANGE OF PREDOMINANT USE: The policy is that the original use of the renewal area will be changed to conform to the general plan. In practice this generally holds true but on occasion the general plan has been modified so as to retain desirable existing structures.
   c. HEIGHT AND BULK OF BUILDING: The subdivision and zoning regulations are followed in renewal areas concerning the height and overbuild of buildings on lots.
   d. CIRCULATION PATTERNS: Major thoroughfares proposed in the general plan must be installed as part of the renewal project. Streets for local traffic within any renewal area are designed so as to discourage through traffic or to otherwise control traffic to the residential aspect of the area. When necessary there will be a junction with local commercial centers, schools, and parks, off-street parking is provided with Commonwealth funds since the Federal Housing Act does not allow this type of parking as a project cost.
3. AREA APPRAISAL

A. AGENCY RESPONSIBLE FOR POLICIES AND STANDARDS:
   The Puerto Rico Housing Authority, in conjunction with the Puerto Rico Planning Board, is responsible for policies and standards.

B. CITY OR COUNTRY POLICIES:
   All policies are generally developed and applied on an island-wide basis. Some modifications are made for small towns and rural communities.

C. CRITERIA FOR APPLYING RENewal MEASURES:
   Policies and standards of the Federal Urban Renewal Administration, as adapted to the peculiar needs of Puerto Rico, are followed. The Puerto Rico Housing Authority is generally free to determine the exact type of renewal activity that will be undertaken in renewal areas. Local opinion is considered for each locality where projects are contemplated.

D. CRITERIA OF OBSOLESCENCE:
   Most of the slum area renewed to date were composed of "shanty-town" type structures made of scraps of lumber, flattened out tin cans, and other similar materials. For these areas no detailed building survey was required. The environmental factors were, of course, appraised. In better areas or areas where shacks and once standard structures are located the structural conditions of the houses are tabulated. External inspection has proved a satisfactory method of determining the condition. Buildings are classified as good, fair, poor and dilapidated. Another inspection has recently been started in new rehabilitation projects to determine structures suitable for retention. This inspection is made during the preliminary planning stage and consists of a detailed inspection of houses that appear to be suitable for retention. The inspectors note the deficiencies as compared to minimum standards established by the Puerto Rico Planning Board for rehabilitation of existing structures. The standards contain not only minimum room sizes, stair openings, running water, toilets, etc., but also the size of the building lots, side yards, and other standards related to the relationship of one house to another. The adverse environmental factors are easily recognized in Puerto Rican slums and blighted areas and are generally similar in all slums. Lack of public utilities, schools, play areas, overcrowding of families into small structures and similar conditions are typical of our slums. Natural conditions such as lowland subject to frequent flooding and steep hillside are also typical of the worst slum areas.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:
   The uses designated on the general plan largely determine the type of area to be redeveloped. When existing structures suitable for retention are not in conformance with the general plan, the Puerto Rico Housing Authority requests the Puerto Rico Planning Board to alter the general plan provided there is sufficient justification.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECTS:
   The Puerto Rico Housing Authority initiates a renewal project after consulting with local civic leaders to determine local reaction to the proposed project. Renewal projects for all of Puerto Rico are established on a long-range program, considering the size of the town, expected growth of the town, number of slum units, and the important factor, local interest in renewal.

B. NON-GOVERNMENTAL ORGANIZATIONS:
   Before a specific area is decided upon, local political and civic leaders are asked to express their opinions on the proposed project. Before the final plans are submitted to the local governing body for approval, a public hearing is held so that all opinions on the remainder of the town may be better known than they have been in the past. It is hoped that all persons will have ample opportunity to participate. Localities where there are active civic organizations, representatives of the Housing Authority make themselves available for lectures or discussions of the program for the locality.

C. RENEWAL PROPOSALS BY COMPETITIONS:
   Competitions are not sponsored for renewal proposals.

D. PRESENTATION:
   The form, extent of detail and methods of presentation are established by the Federal Urban Renewal Administration. All official reports, plans and other documents are prepared in English as required by the federal agency but a summary of the report is prepared in Spanish for distribution to interested persons in the locality.

E. REVIEW:
   The specific renewal proposals prepared by the Puerto Rico Housing Authority must be reviewed and approved by the municipal assembly of the locality, the Puerto Rico Planning Board and the Federal Renewal Administration.

5. EFFECTUATION OF RENEWAL PROGRAMS

A. OFFICIAL SUPPORT:
   The federal government assists by providing two-thirds of the net project cost. The federal agency has greatly expedited the program in Puerto Rico by establishing a regional office in the Capital. Gradually this office has been given authorization to approve many parts of the project without submission to Washington for each approval. The Commonwealth government has officially supported the program by granting large sums of money each year for the program. All agencies of the Commonwealth government have been directed to cooperate with the Puerto Rico Housing Authority in carrying out a program of renewal. Official support from the local level is mainly by the municipality donating all public lands in the project site.

B. PRIVATE SUPPORT:
   Private support has been restricted mainly to the areas of historic conservation. No private agency has given any financial support to the urban renewal program.

C. RELOCATION:
   The difficulties of providing adequate relocation facilities have been the main cause for Puerto Rico not having cleared more slums and renewed more areas. The Puerto Rico Housing Authority depends on federally-aided public housing as the main source of relocation. These public housing projects, Commonwealth sponsored single-person apartments and lots on which to build a house, provide 90% of the relocation needs. Only about 10% of the families are able to find adequate housing without Authority assistance.

U.S.A.

PUERTO RICO
U.S.A. 6. GENERAL EVALUATION

PUERTO RICO

A. OBJECTIVES AND RESULTS:

1) OBJECTIVES: Thus for the basic objectives of renewal have been elimination of the vast slum areas, prevention of slum growth, and provision of adequate housing at a reasonable cost to all persons in Puerto Rico. With the expansion of activities to include rehabilitation, an additional objective will be to preserve all existing buildings that fit in with the overall development pattern of each locality.

2) RESULTS: As far as relocated families are concerned, it can be said that the renewal projects thus far have proved that the social aspects of renewal have been successful. The families now living in public housing projects, or on lots that the Puerto Rico Housing Authority has built, are not recognizable as the families that a few years ago lived in slums. These relocated families are healthier, better adjusted to the urban society and are actually economically better off than when they lived in the slum.

Experience thus far has indicated that the urban renewal program as administered by the Federal Urban Renewal Administration has standards that are somewhat high for Puerto Rico. Many modifications have been accepted for Puerto Rico that have tended to make the projects more acceptable to the local citizenry and at the same time reduced costs. The provision of new residential building lots in towns that previously never had new lots, has stimulated private enterprise to build houses and in a few cases to create additional lots for the town.

3) UNEXPECTED RESULTS: During the relocation stage of the early renewal projects it was discovered that single persons could not find suitable relocation facilities, as had been expected. As a result the Puerto Rico Housing Authority was forced to begin a program of providing single-person apartments to complement the public housing projects and the residential lots for relocation. Relocation has been considerably expedited since the single-person apartments are now provided.

Another unexpected result is that the political leaders of the towns, who at first were reluctant to enter into such an unpopular program, are now urging the Housing Authority to continue its program in their towns at an accelerated pace.

B. FUTURE PROSPECTS:

1) RENEWAL ACTION VS. ADVANCING OBSOLESCENCE; SOLVING RENEWAL PROBLEM: On an island-wide basis, it is felt that we are clearing slums faster than they are growing but as far as certain larger cities are concerned, slum growth exceeds clearance.

Some of the smaller towns can be cleared of slums in a very few years provided the program continues at its present rate. It is not possible to approximate the number of years it will take to renew our cities and towns completely. Continuing at the present rate with the same annual expenditure, slum clearance would take many years. By introducing other types of renewal programs not so far used, the number of years will be reduced and less costly to the government.

2) CHANGES IN RENEWAL PROGRAM: Since the passage of the Planning Act in 1942, the Puerto Ricans have gradually been made planning conscious and as the results of advance planning have shown that "planning pays" the people have become receptive to planning. The acceptance of planning, the cooperation of the Puerto Rico Planning Board and other Commonwealth agencies and the existence of master plans for each public activity has greatly facilitated the preparation of workable urban renewal plans and programs.

In addition to federally-aided urban renewal and public housing and the Commonwealth program of model houses, single-person apartments and lots, it is necessary to find other methods of solving our problem.

Several programs are being studied, based on our results so far, to attack the problem of urban renewal and provisions of housing for low income families. One of these is a "do-it-yourself" type of renewal. This program would be primarily a local program, with technical assistance from the Puerto Rico Housing Authority, of rehabilitation, clearance and rebuilding using local public and private funds. All local work would be in conformity to the general plan and an overall renewal plan prepared for the locality by the Puerto Rico Housing Authority. In two municipalities, such a renewal program is now in preparation. After these two plans are completed and accepted by the municipality, we will be in a position to formulate a program for each municipality that indicates interest. This "do-it-yourself" program for renewal will solve many of the problems for the small towns; pocket slums, general obsolescence and the lack of a program of public improvements.

35g (1) SAN JUAN (Population about 600,000 for metropolitan area) Reporter: Efrain Charneco, Principal Planner, Municipal Housing Authority of the Capital of Puerto Rico, P. O. Box 3672, San Juan, Puerto Rico

1. PROGRAM:
   An official renewal program is underway.

2. PLAN PREPARATION:
   The preparation of renewal plans and project plans is the responsibility of the Municipal Housing Authority of the Capital of Puerto Rico.

3. RELATIONSHIP OF PLAN PREPARATION AGENCY:
   Plans for renewal projects must be reviewed by the City Planning Commission. The Municipal Housing Authority was established by the Board of Commissioners of the Capital, but it operates as an autonomous corporation.

4. SPONSORSHIP OF RENEWAL PROJECTS:
   Most projects are jointly sponsored by the U.S. Federal government and the government of the Commonwealth of Puerto Rico.

5. FINANCING:
   A. NATIONAL GOVERNMENT: Two-thirds of the net project cost, or 75% of the net project cost if planning costs are provided with local funds.
   B. STATE OR PROVINCIAL GOVERNMENT: Not applicable in Puerto Rico.
   C. LOCAL GOVERNMENT: One-third of the net project cost, or 25% of net project cost plus the cost of planning.

6. RENEWAL PROJECTS AND GENERAL PLAN:
   Renewal projects must be approved by the Puerto Rico Planning Board which has the legal powers and means to see that all projects are in accordance with the General Plan. When we ask ourselves whether our present-day organization and system in the sphere of town planning are calculated to meet the needs, we have to reply in the negative. Both these aspects of our activities need to be adapted to the multifarious character of the problem and to the rapid pace at which all kinds of new developments present themselves. A prime condition for the achievement of this object is the framing of a well-directed and coordinated form of intervention by the appropriate administrative departments. In order that this may be possible it is absolutely essential that local, regional and governmental authorities be in possession of such data as will enable them to arrive at all-round responsible decisions for the promotion of physical and mental hygiene in the various environments in which people move.
1. GENERAL COUNTRY-WIDE INFORMATION

A. PROGRAM:

Programs for renewing obsolete and deteriorated parts of urban areas in Yugoslav towns are an integral part, if not the essence, of the general town plans which are being developed for the majority of the towns. Separate concrete programs of renewal are worked out in the process of preparation and effectuation of general town plans, especially just before undertaking renewal of certain parts of urban areas. A program of renewal consists of: partly or completely clearing certain areas and rebuilding in a new way; rehabilitation of buildings and utilities for continued use; and conservation of buildings of historic or architectural value.

B. LEGISLATION:

The elaboration of renewal programs and their adoption are based upon legislative regulations which pertain to the elaboration of general town plans, their approval and undertaking (regulation on general town plans, expropriation laws, and other rules which regulate planning and building).

C. FINANCING:

Renewal programs are financed by various funds, for example:

1. Housing construction and the construction of town utilities and services which are an integral part of the surrounding community (streets, town utilities, greenery, schools, children's institutions, etc.) are financed from the Fund for Housing Investments, which is supplied by the payment of 10% of the salaries of all the employed citizens of Yugoslavia.

2. Industrial, commercial and handicraft projects are financed by the earnings of the enterprises themselves and by central investment funds which are created at the National Bank from contributions by all economic organizations.

3. Educational, cultural, health and social projects are financed by the city, republic or federal budgets, according to their character.

Means under category (1) are placed under rent and depreciate in a period of 20 to 50 years. Means under category (2) depreciate out of the earnings of economic organizations in the same period. Means under category (3) do not depreciate.

D. ORIGIN:

In the few years after the war, the renewal programs had the task of rebuilding war-damaged areas. This period ended in 1950. Afterwards renewal programs were undertaken in housing construction and transportation reconstruction, industrial construction and in certain cases in the conservation of historical monuments and places.

2. RENEWAL, URBANISM AND PLANNING

A. POPULATION:

1) PRESENT:

1956 - 18,000,000 (estimated).

2) CHANGES IN URBAN POPULATION:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Pop.</th>
<th>Urban Pop. % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>15,772,000</td>
<td>4,979,000 31.5</td>
</tr>
<tr>
<td>1956</td>
<td>18,000,000</td>
<td>7,560,000 42.0</td>
</tr>
</tbody>
</table>

DISTRIBUTION OF URBAN (NON-AGRICULTURAL) POPULATION 1948 – 1956

(Percentages of Total Urban)

<table>
<thead>
<tr>
<th>Total Urban</th>
<th>Towns over 20,000</th>
<th>Villages 20,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>4,979,000</td>
<td>1,919,000 38.5</td>
</tr>
<tr>
<td>1956</td>
<td>7,560,000</td>
<td>2,520,000 33.3</td>
</tr>
</tbody>
</table>

RATE OF URBANIZATION OF POPULATION AVERAGE ANNUAL INCREASE IN PERIODS

1921 – 31; 1948 – 53

<table>
<thead>
<tr>
<th>Period</th>
<th>Total Pop.</th>
<th>All Towns % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921 – 31</td>
<td>196,000</td>
<td>46,000 23.5</td>
</tr>
<tr>
<td>1948 – 53</td>
<td>231,000</td>
<td>117,000 50.5</td>
</tr>
</tbody>
</table>

The rate of urbanization in the post-war period has been about twice that of the pre-war period. There is no doubt but that this reflects the process of industrialization of our country.

B. GENERAL CITY PLANS:

1) EXISTENCE OF PLANS: All towns with more than 20,000 inhabitants and a greater part of the smaller towns have general town plans. They also have been elaborated for the majority of mining and industrial communities, areas near mineral springs or watering places, places of tourist or climatic interest and even certain villages (viz the publication of the Town Plans of the Federal Republic of Serbia). However, one must realize that the quality of these plans is very unequal and that many of them are only program drafts.

2) PREPARATION: The principal towns of the federal republics (Belgrade, Zagreb, Ljubljana, Sarajevo, Skopje, Titograd) have their own organizations for town planning which undertake the studies and designing necessary in the preparation of general town plans. Certain other towns (Novi Sad, Subotice, Rijeka, Split, Kragujevac, Maribor, etc.) have similar organizations. Smaller towns do not have them and special designing bureaus in larger centers perform this task for them. In Zagreb the Federal Republic of Croatia has the Institute for Town Planning which prepares plans for all the towns in this republic.

3) STATUS: All these plans are worked out in the proportion of 1:10,000 while the further elaboration in the proportions of 1:5,000, 1:2,500 and 1:500 is still at different stages of preparation. Many of these plans are under revision.

4) ADOPTION AT LOCAL LEVEL: The People's Committee of the towns adopt the general town plans. In larger towns the Town Planning Council makes a preliminary examination and in smaller towns a committee of experts reviews the plans.

5) STATE REVIEW: General plans are not submitted for review to higher state organs since the People's Committee of the Town is considered the highest authority in its area. The preliminary review by the Town Planning Council or by a committee of experts is considered advisory but their suggestions and recommendations have great influence over the decisions of the People's Committee.

6) EFFECT OF ADOPTION OF PLANS: Adopted general plans have legal power in reference to state organs which confirm expropriation, designs and buildings as well as in reference to courts in the case of private and public controversies.

7) REVISION: From time to time the general town plans are revised upon the initiation of the town (Town Council). In many cases revision has been necessary because excessive financial means were required in effecting these plans. There are no legislative regulations which determine the time or the reason for revision.

C. PLANNING VIS-A-VIS RENEWAL

1) GENERAL CITY PLANS AND RENEWAL PLANS: General city plans include renewal plans. For example, the general plan of Belgrade includes the clearing of an entire district on the left bank of the Save River which is on land frequently flooded, filling in this land and building once more. This undertaking is under way.
2) ACTION PROPOSED IN RENEWAL PLANS: The renewal plan for the area Novi Beograd includes the expropriation of privately-owned lots and buildings, the relocation of all tenants and small industries, and the demolition of all present buildings. Afterwards this area will be filled in with sand, town utilities and streets will be built, greenery will be planted and new building according to a new regulated plan will begin.

3) POLICIES AFFECTING RENEWAL:

a. POPULATION DENSITIES: The renewal policies are different in each concrete case and are not determined by any legislative regulation or standard. Thus, in the case of Novi Beograd, a density of population of 257 inhabitants per hectare (144 per acre) has been planned.

b. RETENTION OR CHANGE OF PREDOMINANT USE: The use of the land is determined according to zones.

c. HEIGHT AND BULK OF BUILDINGS: The height and bulk of the buildings are the result of extensive space studies and compositions and vary from 1 to 4 and from 8 to 16 floors.

d. CIRCULATION PATTERNS: The planned circulation pattern includes special transit arteries for rapid traffic, then streets of 1 and 2 lanes and pedestrian accesses to the dwellings which are disposed among greenery — apart from the circulation.

e. ARCHITECTURAL DESIGN: As concerns architectural design in this country, there are no fixed rules or concepts. Our architects keep up with the modern concepts in the world and their successes or failures are decided by public opinion. Most recently standards for the rational design of apartments and housing have been defined. The People's Committee of Belgrade have approved these standards and they are compulsory for all architects.

e. OTHER ASPECTS: —

4) RESIDENTIAL RENEWAL PROJECTS AS GOOD LIVING ENVIRONMENTS: Projects for the renewal of residential neighborhoods include the arrangement and construction of an entire area in an effort. As obtained in a comprehensive neighborhood with all related institutions, town utilities and services.

5) COMMERCIAL RENEWAL PROJECTS AS MODERN BUSINESS DISTRICTS: These areas are designated as a part of residential zones, whether in separate shopping centers or on the ground floor of residential buildings. The latest standards now prohibit the latter practice.

3. AREA APPRAISAL

A. POLICIES AND STANDARDS:

The People's Committee bears the responsibility for determining the policy and standards in construction and consequently in renewal in general. The Town Planning Institute makes studies and proposals, and the suggestions of other organizations are also received. Such proposals are considered by the Town Planning Council and other councils of the People's Committee before they are submitted at the meeting of the People's Committee.

B. CITY OR COUNTRY POLICIES:

Each town develops its own policy because the expenses of renewal must be borne by the town budget which is derived from the incomes of the town's citizens and economy.

C. CRITERIA FOR APPLYING RENEWAL MEASURES:

There are no general criteria to determine the applicability of various measures of renewal. In each individual case it is decided what will be demolished, what rebuilt, what rehabilitated and what conserved. In this, economic factors are not always the deciding ones, and the solutions are often the results of long discussions.

D. CRITERIA OF OBSCOLENCE

Not only are worn-out buildings considered obsolete, but also those which do not meet modern necessities because of their limited height, or the number of dwellings. Thus, one and two-floor buildings are usually demolished to make space for taller buildings. In Belgrade the relation of the number of dwellings being demolished to those being built in the same amount of space reaches from 1.5 to 1.4.

E. CRITERIA FOR RE-USE OF CLEARED AREAS:

The requirements of circulation have first priority in determining the re-use of cleared areas: the red line is moved to wide streets or to insure better visibility at crossings, etc. Construction in courtyards is no longer permitted. The internal red line is also determined so that in time residential areas will have internal blocks of buildings. Greenery is taken to insures a satisfactory density of population in residential areas. All these criteria are the result of experience and are not definite regulations. The Town Planning Council decides upon each individual case.

4. DEVELOPING PROPOSALS

A. INITIATING RENEWAL PROJECT:

The Town Planning Council initiates a renewal project which is then referred to the Town Planning Institute for elaboration.

B. NON-GOVERNMENTAL ORGANIZATIONS:

General town plans are submitted before approval to public examination and all recommendations by the citizens are considered by the Town Planning Council. In the municipalities there are councils for community problems and housing problems through which citizens may also influence the development of renewal programs. No less important is the press where the citizens give their opinions and make suggestions. Finally, property owners are protected by law and in the case of expropriation they receive a corresponding indemnity. The latest standards in housing defined by the People's Committee were the subject of public discussions at voters assemblies and many proposals by the citizens were accepted by the People's Committee.

C. COMPETITIONS:

Renewal proposals are often the subject of public competition. The Town Planning Council announces these competitions and a jury of experts judges them. The proposals entered in the competition are then publicly exhibited. Usually the winner of the competition is then engaged to prepare in detail the final project on the basis of his proposal and the recommendations of the jury. In this case he signs a contract with the Town Planning Institute.

D. PRESENTATION:

Here are two concrete examples of renewal projects in Belgrade.

1) "Novi Beograd" (New Belgrade):

Two years ago preparation for building a new bridge over the Danube was begun. The Town Planning Council then decided to announce a competition for proposals to renew and rebuild the area of the city which leads up to the bridge. A jury of experts was chosen. The Town Planning Council confirmed the decision of the jury. The winner then signed a contract with the Town Planning Institute and in the Institute a final project was prepared. The Council once more approved the project. The Housing Administration proposed architectural projects for the housing and various investors requested approval for other buildings. The schemes for schools, shops, etc. Special organizations drew up plans for the construction of public utilities. The entire undertaking is being prepared for execution. As the general investor, the Housing Administration will relocate the tenants, clear the land and construct the town utilities. These expenses will be covered by payments by the various investors for the different lots. The payments will vary according to the size of the lot. The execution of this program will take about ten years. The area being renewed by this program is about 1,800 ha. (4,450 acres), and had developed during
NEW BELGRADE

On the west side of the Sava River was an undeveloped area, portions of which were often inundated at flood periods on the two rivers, the Sava and the Danube. During the time between the world wars the area developed in a spotty fashion with slum-type housing. Public utilities were lacking. When a new bridge over the Danube was contemplated it was determined to redevelop the area between the Sava River and the new bridge. The occupants of the old houses were relocated, the houses demolished and low areas along the river filled. An entire new plan was laid out and the area now known as "Novi Beograd" will eventually accommodate about 250,000 people in the new housing and provide areas for commerce, industry and other uses. Already built is a new Federal Government building and a portion of the new "University City" project.

THE BELGRADE FAIR

A civic renewal project in the capital of Yugoslavia started in 1952 and opened in 1957. A successful and useful redevelopment project built on land formerly occupied by slums. The several buildings which are designed primarily for the annual "Belgrade Fair" are used for many public activities throughout the year. The large circular building, free of interior columns, is known as "the flying saucer."
the two world wars into a slum of some 500 living quarters. There is now a general plan for the rehabilitation of this area. It will become a new part of the city, housing about 250,000 people, with industry, commerce, etc.

2) "The Belgrade Fair":
In February, 1952, the People’s Committee of Belgrade formed a commission charged with the task of investigating the possibilities of promoting, and eventually building, a "Belgrade Fair." A campaign to raise funds was undertaken and enterprises throughout the country contributed funds to help finance this new undertaking.

The organization prepared a program for the planning and construction of a group of buildings and announced a public competition for the project. After the competition was judged, the winner of the competition was designated to make details for the development. By the end of 1955, the first buildings were under construction. The Fair grounds will eventually cover about 85,000 square meters (21 acres) and will include modern exhibition halls and pavilions, terraces, administration and other buildings.

The Fair officially opened in August 1957. Since its opening, the Fair has proven to be a great success. The largest and most outstanding structure is a pre-stressed concrete and glass circular building 107 meters (350 feet) in diameter. The structure is covered with an unsupported dome, allowing free use of the entire floor and giving the building its unofficial designation "the flying saucer."

E. REVIEW:

Information given under point "2, B, 6) and 7)" concerning the review and approval of general town plans also covers renewal plans; each individual renewal proposal is approved by the People’s Committee as the highest authority in its area.

5. EFFECTUATION OF RENEWAL PROGRAMS
A. OFFICIAL SUPPORT:
The method of financing renewal programs were described under point "1. C."

B. PRIVATE SUPPORT:
Private financial means are used only in housing construction of a cooperative character. Voluntary work by citizens, and especially the youth, is most often used in planting and arranging greenery.

C. RELOCATION:

b. GENERAL EVALUATION
A. OBJECTIVES AND RESULTS:
1) OBJECTIVES: The basic objectives of urban renewal are housing construction, additions to the housing supply, and raising the standard of housing, then regulating circulation; and only rarely for other reasons.

2) RESULTS: The results of each action of renewal may be seen above all in the improved housing and living conditions. These results gradually influence public opinion to accept more easily the basic changes included in the general town plan and to have more confidence in the work of the town planning services. This is very important in an environment where tradition, sentimentality and customs still play a large role, and where certain failures in the beginning weakened the confidence in renewal proposals. In fact, we feel that these subjective successes in the effectuation of renewal programs are very important, because the most difficult part of reconstruction is still ahead of us.

3) UNEXPECTED RESULTS: Among the unexpected results may be noted the astonishing growth of circulation, even on the further arteries and points of the city. It is to be expected that each undertaking will incur various unexpected results: in circulation, in the functioning of town utilities (water and sewer system, electrical system, etc.), in the need for erecting new educational, cultural, trade and other buildings, etc. In general, the problem of recreation and supply most frequently arises in the renewal projects.

B. FUTURE PROSPECTS:
1) NUMBER OF YEARS TO SOLVE RENEWAL PROBLEM? CAN RATE OF RENEWAL ACTION VS. ADVANCING OBsolescence; SOLVING RENEWAL PROBLEM. When the city of Belgrade is considered as a whole, the renewal program is certainly keeping ahead of advancing obsolescence.

We expect to complete the entire reconstruction of the city included in the general plan by 1980.

Of course, this depends upon the general situation and above all we need peace. In other cities the rate of renewal is about the same. Since the renewal of Belgrade is being carried on throughout its entire territory, concentrating on certain areas, the city as a whole is changing its look. It is hard for us to see this but people who only visit Belgrade from time to time find it changing rapidly.

2) CHANGES IN RENEWAL PROGRAM: Our experience thus far indicates that we lack sufficient funds for planning a reconstruction of the railway junction, for regulating the banks of the large Sava and Danube rivers and other large actions included in the general plan. In physical design aspects we have turned from the classical type of construction to free standing buildings among greenery and now we are perfecting this system applying various heights and positions of buildings and placing more importance to the exterior architecture and a modern interior disposition of space. In this we are greatly assisted by the experiences of other countries and our architects eagerly follow renewal programs in all countries of the world.
1. THE PROBLEM OF ORGANIZING EXPERT COOPERATION

The establishment of certain standards, based on scientific research, for the conditioning of physical and mental hygiene in the various systems, and country planning is very doubtful if the procedure for arriving at decisions and carrying them out is of such a nature as to preclude any guarantee that these standards will be properly put into effect. The problem is not to introduce any changes in the procedure for arriving at decisions and carrying them out, but to set up criteria that will ensure that they are clearly understood, and that they can be put into effect. The necessary cooperation between the various specialists is not regulated in any way.

Apart from the detriment to public health that this shortcoming may entail in course of time, it represents a cultural lag at the present moment, a lag that is manifested as a constant widening of the gap between acquired knowledge and practical performances, not to speak of the expenditure of time, money and energy on research work, the results of which do not materialize.

The reason why no organized cooperation of all the specialists concerned has hitherto come about is, at least in part, due to the difficulty of changing long-established conditions and in the fact that the administrative authorities do not lay down any lines of policy on this point.

One cannot help noticing, however, that the idea of cooperation in rapidly gaining ground. This is evident, for instance, from the United Nations Report regarding the Cycles d'études européen sur les aspects sociaux de l'Habitation 1955 (page 149), the translation of which reads as follows: "The organic cooperation between different kinds of specialists is an imperative necessity, and in order to be effective it should be provided for at each step, from the national departments for the elaboration of an all-round housing policy, to the stage of elaborating and carrying out each individual programme."

"That, no doubt, is one of the most important conclusions of this Cycles d'études and one that may well condition all others!"

That the time is ripe for realizing this idea of cooperation, is apparent from various incidental forms of cooperation which occur in practice and in scientific research. An obvious example is the coordinated survey of housing environments and housing desires that was taken in Vienna. This was carried out by the instigation of the municipal council and in which a sociographic statistician, a sociologist, a town planning expert and a neurologist-physiologist took part. 1 The publication of this survey, which appeared recently, shows that the spheres of these four specialists are interrelated.

A variety of developments in society renders it necessary for the cooperation of specialists in these fields to become a fact. In the following lines a more detailed examination will be made of the tasks of the various specialists concerned, especially that of the medical hygienist, who should indeed occupy a pivotal position. The situation in the Netherlands has been taken as basis, it being similar in many ways to that obtaining in a large number of Western countries. In many cases the problems to be solved are of a range extending far beyond the national frontiers. Think, for instance, of industrial planning, of the international apportionment of tasks in the field of both production and service (transport), with all consequences to housing which are thereby entailed.

2. SOME ASPECTS OF THE SPECIALIZED FIELDS AND THEIR MUTUAL RELATIONSHIPS

a. THE FIELD OF THE TOWN PLANNER

Town and country planning relate to the creation of surroundings in which man can develop, find self-expression and live his life both as an individual and in a variety of relationships and groupings. These surroundings comprise the different varieties of residential environment, the working environment, the school environment, the social and cultural environment. That the physical and mental well-being of mankind should rank first and foremost in the planning program, man being the central figure, will be universally acknowledged. The question is whether the central position of man in planning and in arriving at decisions is guaranteed.

One can comprehend that in planning emphasis is laid on the one aspect of the town planning expert who controls the shaping of the town and the manner in which this shaping will be put into effect. This way of working has developed historically of elaborating and carrying out each individual programme.

Everything is concentrated within this specialized field and decisions have to be made with or without advice being obtained from the other specialists. The social sciences have only recently attained such a stage of development as to be capable of producing a planological basis. The medical science, which formerly dealt only with the curative aspect, has of late been paying more and more attention to the preventive aspect. Hilgert's field of activity had little to do with planning.

The town planner's task is closely associated with that of the municipal administration, for it is from that quarter that he receives numerous promptings arising from interests of widely divergent nature and origin. These interests are often difficult for him to survey in regard to their importance and consequences. This makes his task harder one and increases the risk of his becoming too preoccupied with the plan in its totality that he is unable to centralize the human element. Thus, in the matter of ground distribution for instance, the assignment of land for recreation purposes may be too scanty if the importance of recreation as a necessary reform is underrated.

Town planning is an art, but an applied art which is interlinked as such with a utilitarian object and thus has a subservient function. This means that the town planner is rather restricted in his lay-out or is swayed by a number of determinative demands which are submitted to him by the administration and the various specialists. These demands are often contradictory in their nature and the joint consultations are necessary in order to arrive at correct decisions.

However, urban planning should not be a mere bunching together of different demands, but should be a creative work that draws its inspiration from the ever-moving life of society.

b. THE FIELD OF THE SOCIOLOGIST

The development of social science, especially that of sociology and social psychology, has led to the conviction that these sciences form a basis for planology. It cannot be said, however, that the sociological element finds sufficient expression in every plan or that the demands of the sociologist are weighed sufficiently against other demands. The sociologist, who makes daily studies of human expressions in the domestic groupings, relationships, groupings and actions, will naturally see man as the central figure and will on this account find it easier to take an objective attitude towards the interests and demands of different groups than the town planner is able to do. The main social grouping, the family, is regarded by the sociologist as the fundamental basis for planology.
APPENDIX
PUBLIC HEALTH

That the viewpoint of the sociologist is not considered to a sufficient extent in planology and housing policy, is due to many different reasons.

In the first place, the scope of his activities is not sufficiently well defined. His opinion still carries too little weight; in many cases it is viewed with a reserve recommendation that may possibly be ignored, rather than as an authoritative pronouncement on which important decisions can be based. Another reason is that the town planner as well as the architect are too little acquainted with the social sciences, while on the other hand the sociologist is often lacking in elementary technical insight. This aspect is also dealt with in the aforementioned report of the Cycles d'études européen sur les aspects sociaux de l'habitat.

In a well-organized team in which the sociologist can cooperate with other specialists and in which he will be in particular close quarters with the medical hygienist, the result of his labors can have its full effect. The sociologist and the medical hygienist supplement each other in many ways. For instance, the sociologist will obtain, under what circumstances psychological stresses are a matter of due attention, whilst the medical hygienist will be confronted with the consequences of these stresses to the physical and mental health of those concerned and will be enabled to light these evils more effectively by taking advantage of the sociologist's experience. Thus these two specialists will be able to cooperate with each other in a very fruitful manner in solving the problems arising for instance from increasing industrialization, the consequences of which are not always sufficiently realized by the groups concerned.

Until such time, however, as the cooperation envisaged here becomes a fact, there will always be a risk that certain interests may be prejudiced at the detriment of the general interest. This tendency can easily be detected in certain planological developments.

c. THE FIELD OF THE MEDICAL HYGIENIST

From numerous independent pronouncements by medical authorities, it is evident that a doctor in the course of his practice is confronted with physical and psychological disorders which have originated in various environmental conditions in which people live and especially in the environment of the home. Thus, the Dutch physician Dr. J. H. Lambert points out that 30 to 50 per cent of the number of sickness cases estimated to be due to psychosomatic stress, that 25% of hospital patients return to hospital as recurrent cases and that the vast majority of the latter are psychosomatic cases which recover bodily in a short time while in mental but which, on return to the old environmental conditions, again relapse into a neurotic reaction condition. In this connection Lambert also mentions an investigation of H. De Leiwa as having shown that a patient who is burdened with other problems in addition to his somatic trouble has less chance of recovery than a patient who has no such additional burden.

Lamberts considers noise nuisance to be one of the most prominent problems and, especially in towns, a social danger the causes of which should be investigated and dealt with.

One could go on citing instances of medical observations which furnish evidence of a hygiene relationship between forms in which people reside and the physical and mental condition of the persons in these environments.

The intervention of the medical man in housing, town, and country planning, a sphere in which many causes of physical and mental disorders are to be found, is the whole a very indirect occurrence. The activity of the doctor is even less clearly defined than that of the sociologist. Moreover, there are comparatively few medical men who operate in this field. Several reasons for this may be given:

1) A medical man does not possess a systematically accumulated knowledge of the medico-social problems in this field.
2) The normal training of a medical practitioner is naturally directed towards the individual and offers few opportunities for developing the social-mindedness that is needed in the sphere discussed here.
3) This field is difficult for the medical man to approach, as there are few, if any, positions open to him in connection with this work.
4) In spheres where housing, town, and country planning problems are handled, often scepticism is often felt as to the utility of medical cooperation. This is largely due to facts mentioned under 1 and 2.

It is thus evident that there is a serious gap to be filled. There can be no doubt that the health officer of the city performs one of the most authoritative and responsible functions in our social life, viz., the making of decisions in matters concerning the life and health of the people. He follows that the doctor should undertake some individual, rather than an influence on the shaping of the conditions under which a human being should live. All this lies in the sphere of preventive medicine.

In some sectors of society, a doctor acts in a sociomedical capacity, as the officer who have originated in the various environmental conditions in which people live and especially in the environment of the home. Thus, the Dutch physician Dr. J. H. Lambert points out that 30 to 50 per cent of the number of sickness cases estimated to be due to psychosomatic stress, that 25% of hospital patients return to hospital as recurrent cases and that the vast majority of the latter are psychosomatic cases which recover bodily in a short time while in mental but which, on return to the old environmental conditions, again relapse into a neurotic reaction condition. In this connection Lambert also mentions an investigation of H. De Leiwa as having shown that a patient who is burdened with other problems in addition to his somatic trouble has less chance of recovery than a patient who has no such additional burden.

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ing method of the survey of dwellings and their environment, is only possible against a background of existing norms. It is here that the prevailing technical, social and medico-hygienic viewpoints find scope for expression. Here, therefore, is clearly an important meeting point for the different specialized fields. The schemes of valuation and the accompanying survey forms are, as it were, a canvass on which all the elements and conditions to be valued are arranged for easy reference. A commencement has been made in the Netherlands in drawing up criteria for slum clearance, a matter that has become increasingly urgent since the end of the war 1 . These criteria have invariably been viewed within the framework of total housing appraisal. Dwellings have been divided into four categories, viz:

1) The standard dwelling, which in all its varieties conforms to the established standards in regard to "fundamental needs".
2) The "well-to-do" dwelling may be considered to be a dwelling that affords the possibility of satisfying the fundamental requirements of life in regard both to the individual and to society itself, without unduly restricting freedom of choice. This is the formulation given by the Study Committee for Standards of Appraisal of Housing Quality.
3) Taking the standard dwelling as central in grade, a category classed as the "above standard" dwelling is distinguished which, being in one or more respects above the standard of fundamental needs, may stimulate the evolution of the standard dwelling.
4) A dwelling "unfit for habitation" is one that seriously menaces the material and mental well-being of the occupant as a result of one or more defects which are termed "basic defects". To this the Committee adds the following: "These defects are manifested in the medico-hygienic, psychological, domestic, sociological, sociographical and architectural fields".

It is here again emphasized that the appraisal of a dwelling and its environment is a matter for specialists in different fields.

1 Criteria for slum clearance. Interim report of the Study Committee for Standards of Appraisal of Housing Quality instituted by the Netherlands Congress for Public Health and the Netherlands Institute for Housing and Town Planning.

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37b THE FATE OF HIGH-CLASS RESIDENTIAL DISTRICTS
EXCERPTS from article by Grady Clay, Real Estate Editor, The Courier-Journal (Louisville, Kentucky) of October 8, 1956, entitled "The Wealthy Back Downtown, Cities Are Urged"

by V. Malling, Secretary, Danish Town Planning Institute, Tordenskioldsgade 3, Copenhagen K, Denmark, and

BRING THE WEALTHY BACK DOWNTOWN, CITIES ARE URGED

This article was based on an interview with Mr. Malling on the subject of his special paper.

Along with housing a few town planning elements and conditions have been dealt with which can primarily be assessed from the housing angle. Town planning elements that need to be examined within the total planning scheme are dealt with in the Study Committee for Standards of Town Planning Appraisal, which corresponds on the borderline of the study of the first-mentioned committee.

It goes without saying that the norms taken as starting point for this survey do not apply exclusively to slum clearance and housing reform but also form a basis for the study of new objects. The diversified constitution of the study committees dealing with this subject matter may well be symbolical of possible collaboration between specialists in different fields in connection with the planning and realization of the objects envisaged.

RECOMMENDATION

In view of the facts stated in the foregoing, one may feel justified in advocating the protection of this study and the institution of an enquiry as to the most expedient means or organizing an all-round cooperation of specialists in the spheres of housing, town and country planning. Such cooperation should be sought at all levels, from the executive plane up to the highest responsible authority.

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APPENDIX
PUBLIC HEALTH

HOUSING DOWN-TOWN

wealthy were to be found in the areas rich in natural amenities.

If some of the wealthy districts of the past have deteriorated in the course of time, this may partly be ascribed to shifting fashions. If the well-to-do of today refuse to live in those districts which were the peak of elegance in 1888, this is mainly due to the clamor for modern amenities and to contemporary startling difficulties. It is not much good ringing the bell for a maid if one cannot get a maid who could answer it.

"About twenty years ago, Mr. Aage E. Jorgensen, then Mayor of Gentofte, a wealthy northern suburb of Copenhagen, had this to say on the subject:"

"In my opinion, a high-class residential area such as Gentofte owes its growth not to low rates or similar fiscal reasons, but simply to the fact that there will always be a tendency, in a large city such as Copenhagen, for a number of citizens to move in order to avoid the noise and hustle of the city and to give their children a chance to grow up in healthier surroundings. It is obvious that a new community largely created by citizens who can afford to special attention to improving the housing conditions of their families will come to consist largely of people in the higher income groups. It
37. PLANNING AND RENEWAL POLICIES, PLANS, PROJECTS

A national survey of selected urban communities for the Housing Division, Columbia University, New York City.

(without a full summary of the survey of selected urban communities for the Housing Division, Columbia University, New York City.)

The present chapter contains information on the present status of the various urban communities for the Housing Division, Columbia University, New York City. The survey was undertaken by the Housing Division, Columbia University, New York City, and is based on a review of the existing literature on the various urban communities. The survey was undertaken to provide a comprehensive overview of the various urban communities and their current status.

The survey covered a wide range of topics, including the urban communities' current status, their future potential, and the challenges they face. The survey also included an analysis of the various urban communities' economic, social, and environmental conditions.

The survey was conducted in cooperation with the Housing Division, Columbia University, New York City, and the Urban Community Planning Institute. The survey was funded by the Urban Community Planning Institute, and the results were released in a comprehensive report. The report was distributed to various organizations and individuals interested in the urban communities.

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in the spring of 1958 with the hope that at least some of the data might be useful in conjunction with the Seminar. The editor, therefore, feels justified in incorporating this digest in the report on the Seminar program.

RESUME OF REPLIES FROM OLD WORLD CITIES


A. POLICY AND PLANS FOR THE CITY

1) LEGISLATIVE REQUIREMENTS AND STATUS OF PLANS: With the exception of Finland and Switzerland, the plans have been completed or are under revision.

2) ORGANIZATION RESPONSIBLE FOR PLANNING: While decisions on planning policy are the responsibility of the local legislative body, planning commissions, committees, and departments can, and do, play an important role in drafting policy statements and reviewing and acting on the decisions of the decision-making bodies.

3) STATUS AND COMPOSITION OF PLANNING ORGANIZATION: Although the effectiveness of a local planning program does not necessarily depend upon legislative or administrative organization, this survey reveals that successful planning programs exist in communities where the planning function is not subordinate to or under the direction of some old and often entrenched municipal department. In those cities where the planning (and renewal) functions are autonomous, or of equal status with the legislative body, planning is obligatory under national legislation. In six cities, the plan is in preparation; in nine other cities, notable progress has been made for the good of both private enterprise and the public.

Any worthwhile undertaking usually demands the cooperation and services of many people working together. This effort, over time, must be paid for. Cities, where large and active staffs are at work, generally have the most successful programs.

4) SOURCES OF FUNDS FOR PLANNING ORGANIZATION: The entire planning function in European cities has long been conceived as the responsibility of the local government. Therefore, it is not surprising to find that without exception, the source of funds for the planning staffs is the local city budget.

5) RESPONSIBILITY FOR PROJECT PLANNING: Most general planning as well as project planning is the responsibility of the local planning and city budget. In a few cases, however, plans for specific projects are prepared by other departments or private consultants.

6) EFFECTIVENESS OF PLANNING PROGRAM: By comparing the replies on this point with the replies to the questions on organization and funds, it is interesting to note that the effectiveness has a close relationship to the direction, number of staff, and amount of funds provided.

7) UNOFFICIAL REVIEW BOARD: Although there are any number of professional societies of architects, engineers, etc., which have more than a passing interest in planning and renewal problems, unofficial citizens' organizations seem to be common in Europe.

8) COLLABORATIVE PLANNING ACTION BETWEEN PUBLIC AND PRIVATE AGENCIES: With the exception of informal discussions between individuals associated with both public and private organizations, there is apparently little collaboration between public and private agencies. The public agencies in many cases, however, take the initiative in presenting their planning and renewal proposals (often in model form) to the public and thus stimulate interest, support or criticism.

9) CITIZENS' PLANNING ORGANIZATION: None of the European cities surveyed had privately-supported membership organizations as known in America.

B. POLICY AND PLANS FOR THE URBAN REGION

Of the fifteen cities replying, eleven indicated that there was an official, semi-official, or unofficial regional planning organization which was undertaking and achieving planning activities of a regional nature in their urban metropolitan areas. These organizations were sufficiently well financed (most of them from public budgets) to maintain offices and staffs. Seemingly they are doing effective and constructive work.

C. URBAN RENEWAL AND REDEVELOPMENT

Other than sporadic renewal on individual sites by private enterprise, renewal, in practically all European cities, is considered the sole responsibility of the municipality, with public subsidy to cover losses, and planning and reconstruction by city department. In every community, renewal plans are prepared by the city planning department, with specific project plans often assigned to consultants or private firms. European cities, in contrast to those in America, conceive of urban planning as a necessary and desirable function of local government, and the budget allowance and size of planning staff reflect this official and civic attitude. In spite of long and strong traditions, many of the older European cities are undertaking effective renewal programs.

RESUME OF REPLIES FROM NEW WORLD CITIES

APPENDIX

(City of Baltimore, Binghamton, Bogota, Buffalo, Chicago, Cincinnati, Green Bay, Los Angeles, Madison, Milwaukee, Minneapolis, Newark, Pittsburgh, Portland, Racine, San Diego, San Francisco, San Juan, etc.)

A. POLICY AND PLANS FOR THE CITY:

1) LEGISLATIVE REQUIREMENTS AND STATUS OF PLANS: While most replies indicate that local planning is required under some local legislation, or under a national renewal legislation, it is evident that considerable and continuing official initiative is essential to produce results which are of significant, or of more than passing, value. Of the twenty cities replying, eighteen have plans under way or completed. Most of those completed are now under revision.

2) ORGANIZATION RESPONSIBLE FOR PLANNING: Although planning policy is the responsibility of the local legislative body, the city planning commission is the organization generally charged with the preparation of plans which usually recommended policy along with other proposals.

3) STATUS AND COMPOSITION OF PLANNING ORGANIZATION: Of the 20 cities replying, the organizational pattern was almost identical. There is an official planning commission appointed by the city executive serving without remuneration or advisory to the city government on matters related to the physical development of the city. The commission is served with a paid staff. The number of staff varies widely from four to 20. The staffs vary widely from four to 20. The number of full-time planning staff members ranges from none, in some of the smaller communities, to 70 in Chicago, and 125 in Los Angeles.

4) SOURCE OF FUNDS FOR PLANNING ORGANIZATION: All official planning bodies are supported by public funds. Members of most planning commissions are non-salaried. Funds for departmental staff are usually provided in the general city budget.

5) RESPONSIBILITY FOR PROJECT PLAN PREPARATION: No general pattern seems evident from the replies. In many cases, detailed plans are prepared either by the city departments or by private firms.

6) EFFECTIVENESS OF PLANNING PROGRAM: While the planning commissions and departments have, in most cases, prepared plans, there would appear to be a considerable gap between the proposals in the plans and their achievement. The degree of effectiveness varies from city to city.
7) UNOFFICIAL REVIEW BOARD: In four of the 20 cities replying, there is at least one unofficial organization which assumes the role of a citizens’ review body. Those in Chicago, Newark and San Juan are wholly independent of government. The one in San Francisco is appointed by the Mayor but otherwise is quite independent, and freely criticizes any and all proposals.

8) COLLABORATIVE PLANNING ACTION BETWEEN PUBLIC AND PRIVATE AGENCIES: Ten cities indicated that there was at least some degree of collaboration between the public agencies and private organizations, especially on specific projects or on matters of interest to neighborhood or other sub-city areas.

9) CITIZENS’ PLANNING ORGANIZATION: In half of the 20 cities, there are citizens’ organizations whose primary interest is community planning. All seem to have public financial support, and most are achieving their objectives. Many have substantial backing from local business and industrial firms. In Chicago, many of the present planning, housing and redevelopment statutes originated with their citizens’ group. In Cincinnati, the Citizens’ Development Committee finances the publicity for capital improvement programs which it has reviewed and approved. In San Francisco, where there are three citizens’ groups, the “Committee of Eleven” made a grant of $55,000 to the city for the preparation of plans for the improvement of the central business district.

B. POLICY AND PLANS FOR THE URBAN REGION

In the replies from the 20 cities, it is indicated that there are 8 official and 5 unofficial regional planning organizations. In the Chicago area there is one of each. The activities of most of these are advisory with the exception of the official county agencies which generally have the responsibility for the enforcement of subdivision and zoning regulations in unincorporated areas of the county. Ten of the agencies described are concerned with the planning problems of the entire metropolitan region.

C. URBAN RENEWAL AND REDEVELOPMENT

Urban renewal activities in most American cities, as indicated in this survey, have taken on new life and organization since the passage of the National Housing Act of 1954 and the several amendments since, which are directly concerned with urban renewal. This legislation, with the backing of national financial aid, has stimulated a general interest in local planning and renewal not heretofore in evidence. The local body responsible for renewal varies from city to city. In some cases it is the local planning commission; in others the local public housing authority. In many communities it is a newly organized renewal or redevelopment agency. Effective renewal programs of a large-scale character are just getting under way with effective results in a few cities and discouraging results in others. Whether renewal activities can overtake advancing obsolescence and decay in most expanding urban areas is at the present a debatable question. It is generally recognized that urban renewal activities will have to increase several-fold before any real progress is made in this vital urban problem.
POSTSCRIPT

In reviewing the planning, development and renewal activities reflected in the more than eighty reports prepared in conjunction with the Seminar, one might logically conclude that the degree of success and effectiveness of any renewal program is directly in proportion to the general interest and civic consciousness of the people of a community—be they city officials or private citizens. It is also noted that most constructive progress is made in those cities where time, effort, staff and funds are devoted in sufficient measure to assure results. In urban planning, development and renewal, as in all human activities, the level of achievement is generally rooted in vision, imagination, initiative, hard work, perseverance and faith: the most important of which is vision.

Editor

The following quotation is from "The House of the Seven Gables" written by Nathaniel Hawthorne in 1851

"But we shall live to see the day when no man shall build his house for posterity. Why should he? He might just as reasonably order a durable suit of cloths,—leather, or gutta-percha, or whatever else lasts longest—so that his great grandchildren should have benefit of them, and cut precisely the same figure in the world that he himself does. If each generation were allowed and expected to build its own houses, that single change, comparatively unimportant in itself, would imply almost every reform which society is now suffering for. I doubt whether even our public edifices—our capitol, state houses, court houses, city halls, and churches—ought to be built of such permanent materials as stone and brick. It were better that they should crumble to ruin, once in twenty years or thereabouts, as a hint to the people to examine into and reform the institutions which they symbolize."
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