The Basis for Planning

Roots and Traditions

ESP 171 Urban and Regional Planning
Professor Susan Handy
3/31/16
Where should we grow?
Where should we grow?
How should we grow?
Planning

Where we grow

How we grow

Environment

Economy

Equity
What happens if we don’t plan?

When individuals act in their own self-interest, does it add up to…

… good? Smith’s “invisible hand”

… bad? Hardin’s “tragedy of the commons”
Planning Tensions

• Self-interest vs. greater public good...
  – How far should individual rights go?
  – Note: Many varieties of “self-interest”

• Public vs. planners deciding *what* is for the greater public good...
  – How far should democracy go?
  – Note: Many varieties of “public”

*Over history of planning, balance has shifted back and forth...*
Ancient Planning

Ancient Planning

Uruk in 2900 BC: 50,000 to 60,000 residents within 6 km$^2$ walled area

Tenochtitlan in 1519: more than 200,000 residents in 8 to 13.5 km$^2$

See The Guardian’s series “The Story of Cities”
The 19th Century City...
...19th Century Diseases

- Chicken pox
- Cholera
- Diptheria
- Polio
- Consumption
- Small pox
- Tuberculosis

John Snow’s analysis of a cholera outbreak in London, 1854

“I found that nearly all the deaths had taken place within a short distance of the [Broad Street] pump”
Two Professions are Born

Sanitation Reform Movement
Housing Reform Movement

Urban Planning Profession
Public Health Profession
Planning Traditions

- Regulation – law
- Design – architecture
Legal Basis
from “Common Law,” Constitution, Courts

• “Nuisance law” – power to curtail activity that constitutes a nuisance
• “Police power” – power that permits government to restrict private activities in order to protect “the public health, safety, and welfare” – and “public morals” in California
Early Use

- Public restraint on private businesses
  - Noxious industrial uses, e.g. glue factories, slaughterhouses, e.g. SF in 1866; LA in 1909
  - Racially motivated restrictions, e.g. Chinese-owned laundries, e.g. in Modesto

1916 NY Zoning Act

- Covered entire city
- Goals were to:
  - Restrict building heights
  - Improve tenements
  - Protect existing neighborhoods from speculation

The Equitable Building 1915
Cumulative Zoning

“pecking order”

SF
Multi-family + single-family
Commercial + multi-family, single-family
Industry + commercial, multi-family, single-family
Constitutional Challenges
to zoning restrictions on property owner’s rights

• “due process”
• “equal protection”
• “just compensation” – “takings”
  – 5th Amendment says government can’t “take” property without “just compensation”
    • Does zoning constitute a “taking”???
1926 Euclid Decision
- zoning upheld -

• “Complex conditions of our day” – city crowding as legitimate rationale for zoning
• Stated: Protection of property values
• Unstated: Segregate classes (and races)
Euclidean Zoning

• Division of land into districts
• Equal treatment of property owners within each district
• What is allowed:
  – Land uses
  – Intensity of development
• “Exclusionary”

Figure 2.1.1

Early Manhattan Zoning Districts
Zoning districts in Midtown Manhattan according to the 1916 plan. Building heights were expressed as ratios to street width. (Levy, 1988; Garvin, 2002)
Euclidean Zoning in Practice:

- Separation of uses
Euclidean Zoning in Practice:

- Segregation by income
The 19th Century City...
### Design Solutions

If the city was broken, what could be done?

<table>
<thead>
<tr>
<th>Fix the city</th>
<th>The City Beautiful Movement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abandon the city</td>
<td>The Garden City Movement</td>
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</table>

*Movements emerged simultaneously*

*Both had lasting effects – not all foreseen, not all good...*
City Beautiful Movement
1775 and 1880 New York City

Source: http://www.lib.utexas.edu/maps/historical/new_york_1755.jpg
1791 L’Enfant Plan for DC

Haussman’s Plan for Paris – 1853-1879

1909 Burnham Plan for Chicago

City Beautiful Movement

Urban Renewal
Urban Renewal in Boston

Aerial view of West End, July 1958

See Herbert Gans, “The Urban Villagers”

http://www.yale.edu/socdept/slc/urban/urbanframe.html
Urban Renewal in Boston
Same view, Sept., 1960, completely destroyed

http://www.yale.edu/socdept/slc/urban/urbanframe.html
Urban Renewal in Boston

Government Center

http://www.travelgoat.com/boston/government-center
“Fill No More: the Fillmore, world famous for its thriving jazz clubs, was bulldozed into oblivion in an urban renewal project that the Redevelopment Agency later admitted was intended to drive all Black people out of San Francisco. Over 200 Black-owned businesses and 5,000 homes were destroyed.”
EXISTING

1. The Bay Bridge (80) opened in 1936. Its approach began at 5th St in SOMA.
2. The Golden Gate Bridge (101) opened in 1937. Its approaches are:
   3. Doyle Drive (101) and Park Presidio Blvd (1). The latter, opened in 1940, was Northern California's first freeway.
   4. The Bayshore Freeway (101) opened from Army St to 7th & Bryant in 1953. It was completed in 1962.
5. The Southern Freeway (280) was begun in 1958 and completed in 1973.
6. The Embarcadero Freeway (480) opened in 1959.
7. The Central Freeway (101) opened in 1959.
8. See at right.

HISTORIC MAP OF SAN FRANCISCO FREeways

What would the city look like today if postwar highway planners had their way — if the legendary Freeway Revolt had not taken place? This map is based on the amended Trafficways Plan of 1955, most of which was rejected by the Board of Supervisors in 1959.

CANCELED

Most projects were rejected in 1959. Some were revised and finally canceled in the 1960s.
9. The Junipero Serra Freeway (1) was partly built near Brotherhood Way.
10. The Crosstown Freeway.
11. The Mission Freeway was partly built as the San Jose Ave expressway.
12. The Western Freeway (aka the Panhandle Freeway).
13. The Park Presidio Freeway.
15. The Golden Gate Freeway.
16. The Embarcadero Freeway north of Broadway, and its connection to 280.
17. The Southern Crossing, a second bridge to the East Bay. Later proposals were located farther south. An expressway or freeway nearby, through Hunters Point, India Basin and Candlestick Point, was also proposed.

DEMOLISHED

7. The Embarcadero Freeway was demolished in 1991.
8. The Central Freeway between Mission St and Turk St was demolished in stages between 1992 and 2003. The segment from Mission to Market St. will reopen in 2006.

Lighter lines are tunnels.
Pruit-Igoe 1951-1972

Igoe – Black (2/3)
Pruit – White (1/3)

Clip from Koyannisqatsi
“A Walk In The Ruins Of Modernism”

http://strangeharvest.com/a-walk-in-the-ruins-of-modernism
Cabrini-Green, Chicago
built 1942 – 1962; rebuilt starting 1995

1930s
Le Courbusier

2012
Paris Suburb
Jane Jacobs

THE DEATH AND LIFE OF GREAT AMERICAN CITIES

JANE JACOBS
JANE JACOBS wanted to preserve neighborhoods and encourage mass transit

ROBERT MOSES always wanted to build big—including highways

JANE JACOBS WOULD SAVE CONEY ISLAND

JANE JACOBS WOULD SAVE CONEY ISLAND
Garden City Movement
1902 Ebenezer Howard’s Garden City of Tomorrow

Source: http://www.library.cornell.edu/Reps/DOCS/howard.htm
1902 Ebenezer Howard’s Garden City of Tomorrow

Source: http://www.library.cornell.edu/Reps/DOCS/howard.htm
1928 Clarence Stein Plan for Radburn, NJ

“A Town for the Motor Age”
“The City” - 1939

Watch this for section next Wednesday!
See link on website.
Charley in New Town

1948 animated short from the U.K.

http://www.nationalarchives.gov.uk/films/1945to1951/filmpage_cint.htm
Garden City Movement

Mass suburbanization
“After total war can come total living”

See Herbert Gans, “The Levittowners”
A listing for Cinderella Homes in the *Los Angeles Examiner* in 1956
Village Homes, Davis

Source: Google Maps
Village Homes, Davis
Shanghai unveils plan for 7 new satellite cities
China Daily
6/30/11
Today?
Changing Views

<1940s

City as Problem

1990s+

City as Solution

Suburbs as Solution

Suburbs as Problem

“The City” vs. “Green Manhattan”
“The Congress for the New Urbanism views disinvestment in central cities, the spread of placeless sprawl, increasing separation by race and income, environmental deterioration, loss of agricultural lands and wilderness, and the erosion of society's built heritage as one interrelated community-building challenge.

We stand for the restoration of existing urban centers and towns within coherent metropolitan regions, the reconfiguration of sprawling suburbs into communities of real neighborhoods and diverse districts, the conservation of natural environments, and the preservation of our built legacy.”
Public health reunites with planning!

Our vision is active Americans in healthy communities.

Providing leadership in promoting environments that offer choices for Active Living, a lifestyle that easily integrates physical activity into daily routines.
### Planning Today

<table>
<thead>
<tr>
<th>Design</th>
<th>General plans, master plans, etc.</th>
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<tbody>
<tr>
<td>Regulation</td>
<td>Zoning ordinance, subdivision ordinance, etc.</td>
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“Generation after generation of planning tools have been added to the pile, with little thought given to how they all work together” – F&S
Next Time

• Who does what
• Read Chapters 4 and 5 plus articles
• Submit Exercise 1 memo on SmartSite by noon on Tuesday
• Watch “The City” before section on Wednesday!