



A STUDY OF GOAL STATEMENTS
IN PLANNING REPORTS

by

ALAN DE COVERLY VEALE

B. A. Sc., University of British Columbia

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Abstract

The purpose of this thesis is to investigate current city planning reports to determine: 1. the relationship between planning theory and planning practice with respect to goals; 2. the significance of goal statements in planning reports, and 3. the significance of planning reports without explicit goal statements.

Part I, "Goals in Planning Theory", summarizes the theory and philosophy of planning, the criteria for goals in planning, and the practical problems involved in preparing goal statements. This part is based mainly on planning literature and serves as background for the study.

Part II, "Goal Statements in City Planning Reports", is based on a study of 149 current "Master Plan" reports. (The term "master plan" is used to include "general", "development", "comprehensive" and other similar types of long-range plans.) This sample is considered to be representative of all complete master plans published since 1948 for self-governing communities in the United States. The sample of 149 reports is very roughly estimated to represent about one-fourth of all such reports.

101 of the 149 reports make no reference whatever to goals, a finding which is in sharp contrast to the planning theory. This disparity between theory and practice is explained by the three conceptions of the purpose and function of goals which are found to be widely held by planning practitioners. Carefully formulated goal statements are found to perform very useful functions in planning. The lack of goal statements in many master plans is found to detract from both the desirability and effectiveness of these plans.

Thesis Supervisor: Dr. John Friedmann
Title: Associate Professor of Regional
 Planning.

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Introduction

Planning may be defined as a rational process leading to the choice of that program of activities which seems most likely to achieve a set of desired and specified results or goals. Thus, in planning, goals provide the basis for choosing among alternative proposals for action and give a sense of direction for activities. Where planning is carried out on behalf of, and for the benefit of, a group of public citizens, as in city planning, the specified goals should represent the desires, expressed or not, of that public body, or, in other words, "the public interest". However, the place of goals in the city planning process, and the formulation of goals on behalf of the general public, are topics on which both literature and general agreement is scarce.

It is the purpose of this thesis to investigate current city planning reports to determine:

1. the relationship between planning theory and planning practice with respect to goals;
2. the significance of goal statements in planning reports;
3. the significance of planning reports without explicit goal statements.

Part I, "Goals in Planning Theory", is a summary of the theory and philosophy of planning, the criteria for goals in planning, and the practical problems involved in preparing goal statements.

Much of this part is based on planning literature.

Part II, "Goals Statements in City Planning Reports", is based on a study of 149 current "Master Plan" reports. (The term "master plan" is used to include "general", "development", "comprehensive" and other similar types of long-range plan.) Planners' expressed attitudes towards the purpose and function of goals are discussed. The benefits of goal statements in master plans, and the significance of master plans without goal statements, are both studied.

The majority of the 149 master plans are found to make no reference whatever to goals or objectives. This is in sharp contrast to planning theory. Planners are found to hold widely differing views about the purpose and function of goals, and it is these differing conceptions which account for the frequent lack of goal statements.

I. Goals in Planning Theory

It is the intention in this part to discuss the philosophy and theory of planning, the formulation of goals, the criteria for goals and the practical problems raised by the theoretical requirements of goal formulation. This theoretical part will be based mainly on a review of the literature and will serve as background and as a frame of reference for the next part, which is a study of current city planning reports.

Definitions of the activity referred to as planning have been put forth by several writers. Dahl and Lindblom¹ define it very simply as "an attempt at rationally calculated action to achieve a goal". Simon² is a little more detailed in his explanation:

"Planning, in our sense, is that activity that concerns itself with proposals for the future, with the evaluation of alternative proposals, and with the methods by which these proposals may be achieved. Planning is rational, adaptive thought applied to the future and to matters over which the planners, or the administrative organizations with which they are associated, have some degree of control."

Banfield³ tries to establish an analytically significant formulation of the term "planning", and emphasizes that planning, by his

¹ Dahl, Robert A., and Lindblom, Charles E. Politics, Economics and Welfare. New York, Harper and Bros. 1953. p.20.

² Simon, Herbert A., Smithburg, Donald W. and Thompson, Victor A. Public Administration. New York, Alfred A. Knopf, 1950. p. 423.

³ Banfield, Edward C. Note on Conceptual Scheme. (In Meyerson, Martin, and Banfield, Edward C., Politics, Planning and the Public Interest. Glencoe, Ill., The Free Press, 1955) pp. 303 and 312.

definition, is not necessarily what people who are called planners actually do. He wants a conception of planning which will apply as well to planning in industry as to city planning. By his definition, "an end is an image of a state of affairs which is the object or goal of activity". He then defines planning as "designing a course of action to achieve ends", and states that:

"A course of action is a sequence of prospective acts which are viewed as a unit of action; the acts which comprise the sequence are mutually related as means to the attainment of ends. A plan is a course of action which can be carried into effect, which can be expected to lead to the attainment of the ends sought, and which someone intends to carry into effect. (By contrast, a course of action which could not be carried out, which would not have the consequences intended, or which no one intends to carry out, is a utopian scheme rather than a plan.)"

Tugwell¹ proposed that the function of planning in society should be institutionalized as a "fourth power" of government. This fourth power, additional to the legislative, executive and judicial powers, should be directive in two similar senses: to develop a sense of direction for government activities and to direct the activities of government in that direction.

These few writers have given us a generally similar picture of planning; a picture in which there are two essential elements: first,

¹ Tugwell, Rexford G. The Fourth Power. Planning and Civic Comment, April-June, 1939, Part II. p. 1-31.

one or more desired goals, objectives or ends, and second, proposals for actions to achieve or attain these goals. However, planning cannot always be so easily and neatly subdivided into goals and actions, or ends and means. For example, Simon¹ states:

"In the process of decision those alternatives are chosen which are considered to be appropriate means for reaching desired ends. Ends themselves, however, are often merely instrumental to more final objectives. We are thus led to the conception of a series, or hierarchy, of ends. Rationality has to do with the construction of means-ends chains of this kind"

"A means-end chain is a series of anticipations that connect a value with the situations realizing it, and these situations, in turn, with the behaviours that produce them. Any element in this chain may be either 'means' or 'end' depending on whether its connection with the value end of the chain, or its connection with the behaviour end of the chain, is in question."

Dahl and Lindblom² offer a very similar comment:

"[Goal] discussions are frequently cast in a framework of 'means' and 'ends', ... But because most ends are themselves means in a lengthy chain of means-and-ends; because an end in one chain of means-end may be a means in another chain of action; and because a means in one chain may be an end in another, sometimes the language of means-and-ends is slippery and cumbersome" ...

"A prime goal when attained is a direct source of satisfaction in itself; an instrumental goal, as

¹ Simon, Herbert A. Administrative Behavior. New York, The Macmillan Co., 1948. p. 74.

² Dahl, Robert A. and Lindblom, Charles E. Op. cit. p. 26.

the name implies, has value only because it facilitates the attainment of one or more prime goals."

This "means-ends chain" of goals can also be thought of as a "hierarchy" of goals, in which goals are expressed at several levels of generality or specificity. The most specific goals, when attained, are steps towards the attainment of less specific, or more general, goals, which lead, in turn, towards even more general goals.

The preceding comments and quotations have all referred to planning in a general sense, though they have nevertheless been relevant to city planning. Since the major part of this thesis is concerned with the study of goal statements in current city planning reports, a summary of the purpose of such planning reports would be useful, before proceeding to a discussion of goal formulation and the criteria for goal statements.

The plans prepared by city planners are proposals for actions by both private and official (or public) members of the planning area concerned. These plans may range from proposals for immediate and specific actions to very general proposals for actions in the distant future. One of the most common types of plan (and the type which was chosen for detailed study in this thesis) is the Master Plan¹, which

¹ Haar, Charles M. In accordance with a Comprehensive Plan. Harvard Law Review, 68, 7 (May, 1955). p. 1, note 3, of reprint. "Terminology varies: 'comprehensive plan', 'general plan', 'municipal plan', 'city plan', 'development plan', and simply 'plan' all appear. But 'master plan' . . . is the term which keeps recurring in the various state enabling acts."

typically recommends a program of public actions, and regulations over private actions, for about the next twenty years.

The U. S. Department of Commerce¹ included the following statement in the city planning enabling act which it suggested for all State legislatures:

"It shall be the function and duty of the [planning] commission to make and adopt a master plan for the physical development of the municipality . . .

"The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development; . . ."¹

A large number of States have either directly copied, or been guided by, the above statements in the preparation of their planning legislation.²

The concept of the master plan has become well accepted during the many years since State enabling legislation was first adopted. However, there has never been a precise definition of, or general agreement on, either the function or form of the master plan. Haar³ gives this current view of the master plan:

¹ U. S. Dept. of Commerce, Advisory Committee on City Planning and Zoning. A Standard City Planning Enabling Act. Washington, U. S. Government Printing Office, 1928. p. 13-17.

² See Haar, Charles M. The Master Plan: An Impermanent Constitution. Law and Contemporary Problems. Summer, 1955. Table III.

³ Haar, Charles M. In Accordance with a Comprehensive Plan. Op. cit. p. 1.

"The basic instrument of city planning is the master plan. This master plan, a 'comprehensive, long-term general plan' for the physical development of the community, embodies information, judgements and objectives collected and formulated by experts to serve as both a guiding and predictive force. Based on comprehensive surveys and analyses of existing social, economic and physical conditions in the community and of the factors which generate them, the plan directs attention to the goals selected by the community from the various alternatives propounded and clarified by planning experts, and delimits the means (within available resources) for arriving at these objectives. "

The master plan can be briefly described as the representation of the current thinking of officials of a community, usually the Planning Board and sometimes the legislative officials, regarding the desirable form of the future physical environment of the community. A master plan usually contains an extensive review of existing conditions, trends, and limitations of the community, a description of the proposed desirable future environment (the 'plan' itself), plus some description of the proposed means for attaining the plan. It may or may not also contain a statement of the goals or objectives of the plan, the aims, desires and goals of the citizens, a description of alternative possibilities for the future, and information on the merits and costs of alternative types of development.

A master plan can be a powerful tool for guiding development if, by its educational or inspirational value, or by the logic and common sense of its explanations, it gains the interest and support of the

citizens and officials of the community. On the other hand, if it does not gain their support, for any reason whatsoever, they are usually free to ignore it. Thus, if a master plan is to be effective, it must not only propose actions which are for the benefit of the community, but must demonstrate to the citizens that the proposals are for their benefit.

The statement of goals¹ in the master plan, and the goals of the citizens of the community for which it was prepared, are of the greatest interest here. The essential place, and purpose of goals in planning is generally agreed upon by writers of planning theory (as shown by previous quotations) but the proper means for formulating suitable goal statements for master plans is not generally agreed upon, as is shown by these differing points of view.

Friedmann² distinguishes between two types of planning:

- a) normative planning, which consists of a rational process leading to the formulation and clarification of goals;
- b) functional planning, in which planning takes its goals substantially as given and is rational with respect to the means only.

¹ The term "goals" will usually be used in place of alternate terms such as "objectives", "ends", "desires" or "aims". "Goals" is the term most frequently used in discussions of planning theory, while "objectives" is commonly used in master plans.

² Friedmann, John. Planning as a Vocation. Unpublished manuscript.

In order for a decision to be substantially rational (as opposed to functionally rational, which corresponds to functional planning), both normative and functional approaches to planning are required.

In Tugwell's concept of the city planning process¹, goal formulation was to be shared with the politicians:

"It is the destiny of the planning agency to accept, from those who define the general aspirations, their definition of what ought to be, to make this definition precise and practical, to show how much of it is feasible and how that much can be obtained - in alternative ways if there are such - and to pass this précis on to the decision makers with recommendations, taking it back with such modifications, wise or unwise, as the people's representatives suggest or demand, and putting it together again as commanded."

Bettman² took quite the opposite viewpoint and stated that city planning has implicit and self-evident goals:

"... what we call city planning ... is a technique or method for obtaining an objective and if the method be followed the objective will result. Well, then, what is the objective?"

"It is the greatest attainable health, prosperity, safety, convenience and decency of and for the present and future inhabitants of the city or metropolitan area."

In these three widely divergent views of the goal formulation process, the role of the planner has varied from the acceptance of

¹ Tugwell, Rexford G. The Place of Planning in Society. Technical Paper No. 7., San Juan, Puerto Rico Planning Board, 1955. p. 38.

² Bettman, Alfred. (Comey, Arthur C. ed.) City and Regional Planning Papers. Cambridge, Harvard University Press, 1946. p. 5.

"self-evident" goals, to the development of goals initiated or suggested by the politician, and then to active leadership in a rational process leading to the formulation and clarification of goals. Whichever role the planner chooses, or is forced to take, he is responsible for the goals which are actually used in the planning process and published in planning reports. However, regardless of the method of formulation, goal statements should meet certain criteria if they are to be useful in the planning process. Based on the preceding discussion of the function of goals in planning and of the purpose of master plans, the following criteria for useful goal statements in master plans are advanced:

1. Goals should represent the interests of those whom the planning is supposed to benefit. Since, in the case of the master plan, it is the community as a whole which is supposed to be benefited, the goals should reflect the interests of the community or the "common good".

Banfield¹ discusses this concept of the "common good" or the "public interest" at some length. According to him "a decision is said to be in the public interest¹ if it serves the ends (goals) of the whole public rather than those of some sector of the public". He distinguishes among the following five conceptions of the public

¹ Banfield, Edward C. Op. cit. p. 322-326.

interest, the point of difference being the meaning of the "ends of the whole public":

Unitary Conceptions

A. Goals, held by individuals, which are shared by all, or nearly all, the members of the community and which relate to matters of concern to the whole community.

B. Goals, held by individuals, which are shared by all, or nearly all, the members of the community, though they may relate to matters of interest only to the individuals concerned.

Individualistic Conceptions

C. Aggregate of all the goals held by individuals, whether shared or unshared, and whether for individual or communal benefit. Thus the public interest is "the greatest happiness of the greatest number" of those who constitute the public.

D. Same as C immediately above, except that the goals of some people are given more weight than those of others.

E. Aggregate of the goals selected by individuals from among certain classes of goals which are deemed appropriate. As in C, these goals of individuals may be shared or unshared, and may be for individual or communal benefit.

In stating these five concepts of the public interest, Banfield has assumed that the public can express its goals adequately to the planner. While the planner can assist the public in various ways, such as by education programs, and by allowing it to choose among alter-

natives, there may still be instances when the public interest cannot be determined in the ways discussed above. In such cases, the planner, with as much assistance as he can get from politicians, community leaders, etc., must himself formulate the goals which, in his opinion, best serve the public interest.

2. Goals should be operationally meaningful, i. e., it should be possible to reduce them to specific courses of action. Goals which cannot be reduced to courses of action are "utopian" and thus of no practical interest. This criterion can be met much more easily if the goals are stated in the form of a hierarchy.
3. Goals should be of the correct scope. On the one hand, goal statements should reflect the limited power of society to change itself or its environment. On the other hand, they should not be so restricted in scope as to overlook possibilities for meaningful action in the future.

For example, the goal of "making our City the industrial center of the State" is of too great a scope for a city which lacks many of the features which attract industry. Alternatively, a city should seek to do more, in a long-range plan, than just "to keep the streets free of potholes".

4. Goals should be of the correct degree of generality.

That is, they should strike a proper balance in their phrasing between generality and specificity for, if too general, they cannot be reduced to courses of action and, if too specific, they may restrict the choice of alternatives available for their attainment.

For example, if citizens of a particular city feel that it takes them too long to travel from their homes to the downtown department stores, the stated goal of "greater travel convenience" is too general. On the other hand, the stated goal of "improved highway access to downtown" is too specific, since it excludes the possible alternative of rapid transit to the downtown area, or department stores in suburban shopping centers.

5. Goals should reflect the time-period for which they are formulated. That is, short-term goals should be of limited scope because of the limitations of time and resources. On the other hand, long-term goals can have a wide scope, but must be stated in general terms because of inability to predict the long-range future accurately.

There are still a host of difficulties facing the planner who, wishing to prepare a plan for a given body of citizens, attempts to formulate a statement of goals according to the criteria discussed above.

Listed below are some of the problems which tend to cause disparity between the theoretical and the practical processes of goal formulation. No effort will be made here to solve them; the intention is only to recognize the existence of certain rather difficult problems which are inherent in the "rational" concept of planning.

A. Many members of the general public, even if personally questioned regarding their goals and desires, would have trouble expressing them and perhaps have never even seriously thought about them.

B. Due to lack of knowledge, imagination or thought on the part of the citizenry, their expressed desires and goals may not actually represent what is good for them or what would make them happy. The planner, on the other hand, usually has a superior objective knowledge of the possibilities and limitations of the community's environment, due to his study of it and to his professional training, and may therefore be better able to state the goals which would be good for the citizens. However, there is no agreement on whether the public interest consists of what the "experts" think is good for the people, or what the people think is good for themselves.

C. It is very difficult for the planner (or anyone else) to determine the aims, desires or goals of the general public, when the channels of communication are limited, the most vocal and best organized groups are not necessarily the most representative, and community leaders may or may not really understand the aspirations

of their followers. (However, these difficulties are more applicable to the determination of the short-range, rather than the long-range, public interest.)

D. It is very difficult to determine the public interest, as an aggregate, on the basis of the expressed goals of the public, when such goals are numerous, when many of them are unrelated or conflicting, and when some of them are the self-oriented desires of minority groups and special pressure groups.

E. The public may have some genuine and worthy desires and goals which it is impossible, within the power of actions subject to the planner's influence, to attain. The planner should exclude such "utopian" goals and include only those which are within the theoretical realms of possibility.

The problems listed above are ones which might result in disparity between the goal formulation process in theory and in practice. However, there may also be differences between the goal statements which are formulated, in spite of the problems listed above, and used in the planning process, and the goal statements which are actually published in planning reports. Some of the reasons for this possible disparity are:

a. The planner may wish to avoid controversy by omitting goal statements, or by stating goals which are too general for criticism or which are so obviously desirable as to be beyond reproach.

b. The planner may have formulated goals which he felt were

for the public good, but which do not have public acceptance, and thus he may not wish to state them openly. (This covert use of the planner's own goals raises a question of ethics, but the planner cannot be expected to suppress his personal feelings under all circumstances.)

c. The planner may prefer to avoid the difficult task of translating his thoughts regarding goals into a written statement sufficiently clear and simple for the public to understand. (This situation would suggest that his thoughts regarding goals were never sufficiently clear and explicit to have served their role in the planning process.)

d. The planner may not wish to publish goals which relate to certain minority groups in case such listing might arouse resentment or discrimination against those groups.

e. The planner might wish to list the self-oriented goals of special groups for the sake of appeasement, even when no proposals are made to attain these goals.

f. It may be desirable to publish goals which are intended only to inspire the public, and where the plan proposes no actions for their attainment. In this case, the mere fact of listing could be a step towards their attainment.

The extent of these lists of practical problems and reasons for differences between theory and practice suggests that published goal statements in master plans may vary significantly from those which, according to theory, should be used in the planning process.

In this section on planning theory, goals have been shown to have an essential place and purpose in the planning process. Master plans have been shown as potentially powerful tools for guiding community development, but dependent for their strength on public acceptance and support of their proposals. Some criteria for useful goal statements in master plans have been suggested, which should be helpful in judging the goals which actually appear in master plans. The list of practical problems suggests some of the disparities which may be found between planning theory and practice.

All the points mentioned above should be useful in investigating the disparity between theory and practice with respect to goals, and the significance of goals, or the lack thereof, in planning reports.

II. Goal Statements in City Planning Reports

The purpose of this section is to investigate current city planning reports to determine the nature and use of goal statements in such reports, the relationship between planning theory and planning practice with respect to goals, and the significance of goal statements, or the lack thereof, in planning reports. The theoretical discussions on goals and planning will serve as a basis for comparison, and a frame of reference, for this discussion and analysis of current planning reports and the goal statements which appear in some of them.

This study of actual reports can be subdivided into four parts: a description of the source and nature of the reports studied; a discussion of the attitudes expressed in these reports towards the use of goals; an analysis of the significance of goal statements in reports, and an analysis of the significance of reports without goals. The discussion of the expressed attitudes towards the use of goals is particularly intended to bring out the disparities between planning theory and city planning practice with respect to goals.

Description of Reports Studied

Only "Master Plan" reports (also known as 'general', 'comprehensive' and 'development plan' reports) were reviewed in this study of goal statements in current planning reports. It is likely that a complete statement of community goals would only be formulated (and perhaps would only be worth formulating) for a planning project which would have or could have some significant effect on the whole community. The master plan is the only common type of plan which meets this requirement. Capital budget plans are concerned only with public expenditures for about six years and, while likely to increase the efficiency of municipal expenditure somewhat, are not expected to have any significant effect on much of the community environment. Urban renewal areas, central business districts, or other small parts of a community are likely to be of interest to only a select group of citizens, or will affect the citizens in only one respect, and thus any goals which may be formulated in plans for such areas are not likely to be representative of the desires of the entire community. Thus, in the interests of including only those goal statements which are most likely to reflect the entire community interest, only master plans have been reviewed.

The libraries of the Massachusetts Institute of Technology and Harvard University have, between them, a large number of master plan reports, for planning areas within and outside the United States, for areas varying from metropolitan or regional in size down to very

small boroughs and villages, and published any time between 1900 and the present day. Reports prepared before 1948 were not included in this study because ideas regarding city planning have been changing rapidly and the earlier reports are not fully comparable with recent ones. Reports prepared for areas outside the United States are not included, since their inclusion would just introduce unnecessary complications. Reports for states, regions or large metropolitan areas were not used, for the sake of uniformity. In spite of these three possible reasons for exclusion, over half of the available master plan reports were suitable¹. Most of the exclusions were due to an early date of publication.

The total number of suitable master plan reports available was 149. Appendix A lists the names of the planning areas concerned, the location of the planning report (M. I. T. or Harvard), and the extent of the goal statement in the report. Thirty-four of the reports contained relatively complete statements of goals. These statements, together with basic facts about the related reports and planning areas, are all recorded in Appendix C. It can be seen from Appendix C that some of the goal statements are complete and comprehensive while a few are incomplete or vaguely worded.

Fourteen further reports contained some brief reference to

¹ The large number of suitable, recent master plans may be partially due to the fact that the U. S. Federal Government has recently been giving financial assistance to small cities and towns for the preparation of master plans (HHFA "701" projects).

goals; a very incomplete statement of goals, a list of planning principles under the heading of goals, or some other equally unsatisfactory goal statement. These fourteen reports are listed in Appendix A.

Accurate information regarding the total number of published master plans, or the total number which would meet the requirements of this study, is not available.

If the M. I. T. and Harvard collections of reports are purely random samples of the total number published (which they probably are not), then the number of duplications in the two samples¹ indicates that the total number of suitable master plans is about 345. This method is not accurate, and the resulting answer is likely to be low.

In a survey made in 1953 by the International City Managers Association,² "a total of 434 cities ... reported that they have master plans showing the approximate location and alignment of future streets". There were a total of 1347 cities, each with more than 10,000 population, included in the survey. It was also reported³ that, according to the 1950 U. S. Census, there were a total of 1347 urban places (including

$$^1 N = \frac{(S_1)(S_2)}{(D_{12})} = \frac{(111)(56)}{(18)} = \text{approx. } 345, \quad \text{where}$$

N = total stock of reports from which samples were drawn;

S₁ = number of reports in random sample 1;

S₂ = number of reports in random sample 2;

D₁₂ = number of reports appearing in both samples 1 and 2 (i. e., duplications)

² The Municipal Year Book. Chicago, The International City Managers Association, 1953. p. 284-285.

³ Ibid. p. 23.

Towns and Townships) in the United States with more than 10,000 population, 2528 with more than 5,000 population, and approximately 4,000 with more than 2,500 population.

It is very difficult to base estimates for this study on the above figures. A great many places with less than 10,000 population also have master plans. Certainly many master plans have been prepared since 1953. On the other hand, many master plans which "show the approximate location and alignment of future streets" may be nothing more than street maps, or may be long out-of-date, or otherwise unsuitable for inclusion in this study. The possible total number of reports, based on the above data, could be anything up to 2,000. The number of published reports suitable for inclusion in this study would probably be much less.

The Massachusetts Department of Commerce stated¹ that 127 cities and towns in Massachusetts have received federal assistance for planning purposes (HHFA "701" projects) and that about 100 have now completed their master plans. This is over one-quarter of all the cities and towns in Massachusetts. There are also some towns which have prepared master plans without federal assistance. If this proportion is the same in most other states, the total number of master plans would be about 1200 (based on 4000 places with over 2500 population). It is not known, however, how many of these have been printed

¹

In answer to an inquiry by telephone.

for public distribution.

The above three estimates are, very approximately, "350 or more", "much less than 2000" and "less than 1200". Thus a "guess" as to the total number of suitable master plans might be 500 or 800, which means that the number of reports studied is of the order of one-quarter of the total.

The M. I. T. Rotch Library staff collect planning reports from all parts of the United States, with a particular effort being made to obtain the reports of all planning areas in New England, of all planning areas in several of the larger metropolitan areas, and of planning areas which are of special interest. In addition, some reports are sent voluntarily to the Library. It is probable that the reports which are donated to the Library, or which are of special interest, are of average or somewhat above average quality. It is also probable that the entire sample of reports obtained is fairly representative of current planning practice, and tends, if anything, to be of better than average quality.

Planners' Attitudes towards Goals

It is significant that 101 of the 149 master plan reports which were reviewed made no mention whatsoever of goals. Of the remaining 48 reports, 34 contained relatively complete statements of goals, while 14 made only some brief reference to goals, or contained only a very incomplete statement of goals.

The study of planning theory showed that goals form an integral and essential part of the planning process. Planning was defined as rational action to achieve goals. However, if there are no goals, there is no basis for rational action. It was also shown that master plans can be powerful tools for guiding the development of communities, if they receive public support. A statement of the public's goals, plus explanations of how the proposals in the plan aim to achieve those goals, should help to encourage public support. However, in spite of these two good reasons for including goal statements in master plans, two-thirds of the master plans studied contained no reference to goals.

The significance of the master plan reports, both with and without goals, will be discussed later. It is the purpose here to attempt to gain some insight into the planners' views of the planning process and the place of goals therein, and to investigate the disparity between goals in theory and practice.

A great many of the reports studied contained some brief

introductory remarks about the need for planning, or its purpose or benefits. These remarks indicate widely varying conceptions of the nature and purpose of planning among the authors of the reports. For example, the Master Plan for Lower Merion Township¹ contains this brief explanation of planning:

"The real purpose of planning is to establish practical, workable means to obtain an objective and, by continuing action, to seek the attainment of that objective. If we know where we want to go, we have a better chance of arriving at our destination. However, if the objective is not resolutely pursued, we risk the danger of action out of harmony with our fundamental purpose."

Later in the same report it is stated that the first requisite in the preparation of a plan is "agreement on basic principles and objectives". In accordance with these views, the report contains an extensive statement of goals, though nothing is said about how these goals were derived.

The Berkeley Master Plan² contains a similar statement:

"There is . . . [a] fundamental and challenging idea implicit in the planning process. It is that, within the limits of the geographical and economic situation, the citizens can make of the community whatever they wish if they will decide on their goals, adopt a plan to achieve them, and work together over a period of years in carrying it out."

The Berkeley plan also contains a statement of goals, formulated by the Planning Commission after "consulting with its citizens".

¹ A Plan for the Growth of Lower Merion Township. Ardmore, Pa., Lower Merion Planning Commission, 1954.

² Berkeley Planning Commission. Berkeley Master Plan - 1955. Berkeley, 1955. p.2

The writers on planning theory generally agreed that there are two essential elements in planning: first, one or more desired goals, objectives or ends, and second, actions or means which are based on reason and logic and are intended to attain these goals. The two brief quotations above from master plans show that their authors share this conception of planning. Furthermore, as the author of the Berkeley report points out, it is accepted that the citizens of a community can, by their choice of objectives, develop their community, within limitations, in the manner they choose.

The authors of ten of the reports studied demonstrated their belief in the usefulness of goal statements by preparing reasonably extensive ones, plus statements of more specific goals, policies or general programs (as distinct from proposals for specific actions) which outlined the means by which the goals could be attained. The fact that these goal statements are quite extensive, that they are stated in two levels of generality (two stages of a goal "hierarchy"), and that they appear to have required a considerable degree of time and effort to formulate, suggests that the authors believed that they served a useful purpose, either in the planning process, or in the published planning report. The goals in these ten reports were on the whole more than merely general and self-evident ones. They showed that definite choices had been made among alternatives affecting the entire community.

The authors of these ten reports thus seem to share the same

concept of planning as the authors of the two quotations above; that planning consists of proposing rational actions intended to achieve desired goals, that the desired goals are those which best represent the interests and ^{aims} goals of the community, and that the process of choosing the goals is an important part of planning.

Some of the other reports studied contain introductory comments and explanations about the purpose and nature of planning which give quite a different picture. The following statement, appearing in the Foreword of a master plan for Council Bluffs, Iowa¹, is typical:

"The purpose of a Master Plan is to guide the growth of a community, so as to make it a more convenient, efficient, orderly and attractive place in which to live, work and play. The planning procedure, to realize these objectives, is: First, compilation and presentation of certain data as an inventory of existing conditions; second, analysis of these data, and recommendations for various phases of the coordinated, physical development of the city; and third, a program of procedure in carrying out the plan. "

A similar statement appears in the introduction to a report for Clawson, Michigan²:

"The objective of this General Development Plan is to make our community a better place in which to live. Any sound plan for the physical development of a community arranges the basic uses of land - residence, business and industry - so that they complement one another without conflict. It insures orderly growth of

¹ Hare and Hare. A City Plan for Council Bluffs, Iowa. Council Bluffs City Planning Commission, 1950.

² Geer Associates. General Development Plan, Clawson, Michigan. Clawson Plan Commission, 1956.

new neighborhoods, guides the improvement of the old. It arranges attractive and convenient locations for new schools, playgrounds and public buildings. It points the way to increased efficiency in government and a higher level of municipal services. "

An interesting statement appears in a planning report for Goldsboro, N. C. ¹, under the heading of "What is Planning?":

"Planning is a process for arranging the physical elements of a city and coordinating the uses of its land - looking always to the future - so as to produce the healthiest, most pleasant and most efficient environment for its citizens. It is concerned with the common elements and parts of every city such as its streets, schools, parks, buildings and utilities - and with their location, arrangement and relation to each other. And since the city is always changing - ageing and decaying in some parts, growing and filling out in others - the process of planning is a continuous one, dealing with the city's problems of growth on a day-to-day basis as well as constantly re-plotting the course of its general development. It is not a fixed process aloof from the realities of the present, but a flexible one, responsive to the facts and trends of today while looking always to tomorrow. "

These three statements are all similar in that they consider the goals, objectives or purpose of planning, and master plans in particular, to be the provision of healthy, efficient, orderly, convenient, pleasant and attractive communities. This concept corresponds almost exactly with the statement of the purpose of the master plan which appears in the Standard City Planning Enabling Act and much of the State legislation (see the discussion on page 7). It also corresponds very closely to Bettman's statement of the objective of city planning

¹ Gural, Jack I., and Wilson, James W. Planning for Goldsboro. Chapel Hill, University of North Carolina, 1950.

(discussed on page 10.)

The above concept of planning is also in agreement with the theory that planning consists of proposing rational actions intended to achieve desired goals. However, it differs from the concept of planning discussed previously in that the desired goals do not depend upon the community but are certain general, well-known and accepted values.

A number of reports, in addition to the three quoted above, expressed similar views regarding the objectives of planning. It is obvious that planning reports, prepared according to this concept of planning, will have only a very simple statement of goals, or perhaps none at all. It is possible that some of the authors of reports which contain no reference to goals also shared this concept:- that the goal of planning is the provision of healthy, efficient, orderly, etc., communities - but did not bother to state it because it is already stated in much of the State planning legislation, because the goal seems "self-evident", or because many other planners have already stated the concept.

A third concept of planning is represented in the following statement, which appears in the Master Plan for Sherborn¹:

"It is generally agreed that good planning must be based on the available facts. Therefore the process of planning for the Town of Sherborn was conducted in a series of logical steps.

¹ Shurcliff and Merrill. Master Plan - Town of Sherborn. Sherborn Planning Board, 1958. p. 5.

1. Survey - Facts were collected on past and present physical and economic conditions. . . . On the basis of the facts gathered, current trends were established.
2. Estimate of Future Needs. The future needs for Sherborn were predicated on conservative expected trends.
3. Master Plan and Report. The Master Plan was based on the estimated trends and was carefully thought out to provide for all foreseeable Town needs during the next twenty-five years . . . Should forces or trends vary from the expected . . . it may be easily altered and brought up to date. "

A similar concept of planning is expressed in a plan for Carlisle, Mass.¹:

"Planning Procedure

This study has involved three general steps: In the first, which was a survey of existing conditions, various facts and data were collected relative to trends in population and school enrollment, . . . to various physical conditions . . . and the like. In the second step, which was an estimate of future needs, the probable land use and population patterns for full development of the Town were determined . . .; These patterns were translated into requirements for housing, traffic, . . . [etc.]. In the third and final step, which was the preparation of the General Plan itself, facilities were recommended to serve the Town for the next twenty-five years in accordance with a design which, with further expansion, would efficiently serve Carlisle at mid-growth and at saturation. "

A concept of planning as a means for solving problems is expressed here²:

" The particular problems facing the City in regard to population, industry, traffic and public facilities are discussed in the following sections of this report. Planning is needed to approach these problems in a coordinated, effective way. "

¹ Benjamin, A. General Plan for Carlisle, Mass. Carlisle, Carlisle Planning Board, 1960.

² Candeub and Fleissig: City of Chelsea - General Plan. Chelsea, City Planning Board, 1959. p.1.

The above three statements outline a concept in which planning consists only of solving present problems and meeting future needs based on projections of current trends. In this concept, no real thought is given to the future or how it may be modified or controlled. The "planner" merely carries out the technical function of attempting to solve current problems and to anticipate future needs. Such actions may be necessary and useful, but they constitute a very limited type of planning. It is a type of planning in which the planner attempts to modify present conditions a little (to solve problems) and to adapt the community to future conditions (to meet the needs which, according to current trends, will occur in the future).

This concept of planning is advanced in several other reports. In a great many more reports there are no statements regarding the purpose of planning, but there are references to problems, the solving of problems, estimates of future needs, etc., which suggest that this concept of planning is widely held. Goal statements are not likely to appear in reports of this type. If they do, they will usually refer only to problems that need to be solved at the time of writing.

The many viewpoints held regarding the purpose and function of planning cannot always be placed precisely into one or another of these three limited categories, because many of them are indistinct and include some aspects of more than one category. Also, the three categories themselves are not nearly so clear-cut and precise as they have been described here.

However, these three concepts of planning include widely differing views of the place and function of goals. It has been shown that a number of planning practitioners subscribe to each of these concepts: this fact explains the frequent lack of goal statements in master plans. The three concepts will be briefly reviewed here to explain the character of the goal statements associated with each one.

The first concept views planning as a process for determining rational actions intended to achieve desired objectives. These objectives should be so formulated as to reflect the interests of the community (the "public interest" or the "common good"). Although this concept does not appear to be widely shared by planning practitioners in the United States, it does seem to account for the careful attention given to the preparation of useful goal statements in a few of the master plans surveyed.

According to the second concept, planning is a process for proposing actions which are intended to achieve the goal of healthy, efficient, orderly, convenient, pleasant and attractive communities. This concept appears to be held by many planners, and seems to account for the few master plans found by this survey to contain brief and general goal statements along the lines of the above goal. It also appears to account for some of the planning reports which lack goal statements.

The third concept views planning as a technical operation which attempts to develop solutions for current problems and to make

proposals for meeting future needs. No thought is given to modifying or controlling the future course of development. The only intention is to modify the present environment to solve problems and to adapt to the future. This concept seems to be widely shared, and also seems to account for many of the master plans which lacked goal statements.

The wide acceptance of the second and third concepts by planning practitioners seems to explain the large proportion of planning reports which lack goal statements, and also those reports which contained brief statements of self-evident goals. This, then, is the explanation for the great disparity between goals in planning theory and the goals in actual master plans.

Reports with Goal Statements

Goal statements from 34 master plan reports will be studied here in an attempt to determine their nature, use and significance. These actual statements will be considered in comparison with the earlier theoretical discussions on the purpose of master plans and criteria for useful goal statements.

A significant fact is that reasonably complete goal statements appear in only 34 of the 149 reports studied. There were references to goals or very incomplete goal statements in another 14 of the 149 reports. However, this scarcity of goal statements has been explained by the conclusions of the last section regarding the varying conceptions held of planning.

Of the 14 reports with incomplete goal statements, some mentioned only one or two specific goals, usually when supporting explanations are needed for a particular recommendation. One or two reports mention the need for goals but never actually state them. Other reports state that goals are needed in planning, but actually listed only planning principles, standards or methods for solving problems. These 14 references to goals are so brief or irrelevant that they will not be studied any further.

The 34 goal statements are listed in detail in Appendix C, together with some brief data about the master plan and the planning area for which each one was prepared. This Appendix is intended as a

detailed and accurate reference source. For convenience, however, all the more popular goals are summarized in Appendix B. In the interests of brevity and simplicity, some changes in wording have been made in compiling this summary, but the basic meanings have been altered as little as possible. Goals which were stated only once were omitted from the summary, also for the sake of brevity, even though they were frequently the most interesting or well-expressed ones.

It is interesting to note the goals which appear most frequently (the figures in brackets represent the frequency of occurrence; the maximum possible score is 34):

- the establishment, development or achievement of an environment that is 'efficient', 'desirable', 'beneficial' or 'better'. (19)
- the provision of public services and facilities (schools, services, recreation, etc.) that are 'adequate' or 'of standard quality'. (17)
- the encouragement of new industrial and commercial enterprises to assist in paying taxes (15)
- the provision of a 'good', 'efficient' or 'beneficial' system of streets and highways. (8)
- the preservation of the 'attractive' and 'beautiful' qualities of the area. (7)
- the encouragement of new industrial establishments to provide employment. (7)

- the preservation of open space (6)
- the provision of a 'good' or 'efficient' transportation system. (6)
- the elimination or improvement of blighted areas. (6)
- the protection of property values. (6)

It is also interesting to note that the following goals are among those which appeared very infrequently:

- establishment of a 'focal point' or 'center' for the community. (2)
- provision of more 'open space'. (3)
- provision of public services and facilities that are 'good', 'excellent' or 'of high standard' (as opposed to 'average' or 'adequate'). (4)

No particular conclusions should be drawn from the above lists of popular goals. They are listed hereonly as an interesting source of information.

It has already been shown that, according to the views of various writers, the planner's role in the formulation of goals may vary from the acceptance of 'self-evident' goals to the development of goals initiated or suggested by the politician, or to active leadership in a rational process leading to the formulation and clarification of goals. The 34 master plans which contain goal statements give virtually no information on how the goals were formulated. Frequently, however, there is some brief comment in the introduction or foreword which

indicates who formulated the goals, or whose interests were reflected in them. A summary of these comments follows:

- no information whatever (8)
- statement or comment that 'these are the aims or objectives of planning' or 'these are the aims or objectives of the plan' (11)
- statement or comment that these are the objectives as adopted, approved or developed by the Planning Board, City Officials, etc. (12) Of these 12 reports in which the goals were those of city officials, there were 3 cases in which it was mentioned that they were offered for public comment or approval.
- statement or comment that these are the objectives of the public, to the best knowledge of the planner and city officials. (3)

These comments are too brief to serve as a basis for firm conclusions. It is interesting, though, to note that planners apparently make little effort to explain the source of their stated goals.

The great number and variety of goals which were stated in 34 of the master plans reviewed can be divided into two general types: based on their correspondence to the first or second concept of planning described in the last section. Goals of the second concept are very general and obvious ones, such as the establishment or maintainance of efficient, attractive, safe and healthy communities.

A review of the more popular goals in Appendix B shows that these self-evident goals appear very frequently. It is difficult to take exception to such goals since their alternatives: inefficiency, ugliness, danger and illness are favored by nobody. Also it is probably desirable to remind people occasionally that communities should be attractive, safe and healthy. Other than for this "inspirational" value, such "self-evident" goals are of little use for planning since they cannot be reduced to specific courses of action, since they are too general to guide the planner in a choice among alternatives, and because they do not represent the special desires of particular communities. Goals which reflect the second concept of planning seem to have so little value other than this inspirational effect, that master plans with such goals do not differ significantly from plans without goals. Therefore, the plans with goals which reflect the second concept will be discussed along with all the plans which lack goal statements.

The careful formulation of goals which represent the community's interests and which will be useful for planning is an important part of the planning process, according to the first concept discussed earlier. Goal statements which appear to meet these criteria are included in many of the 34 master plan reports which contain goal statements. It is impossible here to review and evaluate all these goals, but some general observations can be made about them.

Ten of the master plans studied make use of the goal reduction process (or goal hierarchy system). That is, rather broad and

general goals are expressed in one statement, followed by a statement of more specific goals or policies. These policies serve a dual purpose: they explain the intent of the original goal and the general means by which it may be attained; they also act as fairly specific goals which can be quite easily translated into courses of action. This goal reduction procedure greatly simplifies the task of preparing goals which are operational, and of the correct scope and degree of generality.

About fifteen of the master plan reports have apparently carefully prepared goal statements without accompanying explanations or policy statements which could help to bridge the gap between the goal statement and the specific proposals. While these are less effective than the goal hierarchies, and occasionally fail to give any over-all sense of a community's desires for its future environment, they nevertheless serve the same general purpose.

This careful formulation and statement of goals can result in many advantages. It provides a definite statement of what planning is striving to achieve, and thus gives a sense of direction for the preparation of definite proposals. It ensures that the interests of the community have been considered. If the stated goals do not represent the community's interests, they may be readily criticized and revised. Goal statements can create a common basis for agreement among the many persons and groups concerned with master plans. They enable the public to distinguish between the intentions and the methods of planning and to direct their discussion and criticism accordingly.

By increasing public understanding of master plans, goal statements can greatly encourage public support for carrying out the plan proposals. ¶Goals such as "assuring a decent home . . . for all families, irrespective of income, race, creed or color" have a useful "inspirational" value, even if they serve no other useful purpose. Actually, the mere stating of such a goal may be a step towards its attainment. Many of the stated goals have some inspirational value in addition to their other functions.

This has been a brief review of the goal statements which are typical of the first concept of planning and which appeared in the studied master plans. The advantages of carefully formulated statements of goals were clearly shown.

Reports without Goal Statements

Of the 149 master plan reports studied, 101 made no reference to goals, and a further 14 had very brief or irrelevant goal statements. This scarcity of goal statements was most surprising in view of the planning theory regarding goals. However, the scarcity was explained by the previous discussions of the three conceptions of planning held by practitioners. The 101 reports without goals include all those which are based on the third concept, plus those, based on the second concept, whose authors felt it unnecessary to list self-evident goals.

There is no accepted "normal" or "healthy" state for cities. Neither is there any accepted optimum arrangement of buildings, streets, etc., which city planners can strive to emulate. Cities can be developed in any one of a great number of ways, and the planner can choose to encourage any one or combination of these courses of development. Alternatively, he can avoid making a choice and just concentrate on solving problems and determining future needs on the basis of current trends; however, such a procedure will have some definite effect on future city development, and the planner has thus made a choice unwittingly. That is, the planner must either make a conscious choice among alternatives for future development, or unknowingly encourage a particular course of development determined by the actions which he proposes for solving current problems. In fact,

an effective solution to a particular problem may just induce other, more serious problems.

There were a few reports revealed in this survey which had very brief, general and self-evident goals. As discussed earlier, these goals were considered to have some inspirational value, but were of very limited use for planning. These reports will therefore be discussed here in conjunction with the many reports which contained no goal statements.

Plans without explicit goal statements could, if properly presented, constitute a "goal" in themselves. Such a presentation would be useful for stimulating public interest and discussion, for informing the public about one of the many possible courses of development, and for assisting the public to choose the goals they desire. Such a plan should be clearly labelled as a "goal" or "a possible choice". The plan should include a clear statement of the value judgements upon which it was based, and should clearly state that other choices for the future can be made. Such a plan should be presented in the expectation that much or all of it will be rejected.

There were only two instances in the 149 reports where this procedure was mentioned. In one case, a plan was described as a goal submitted for the citizens' approval. However, this plan did not discuss other alternatives and did not discuss the value assumptions on which it was based. In one other case, a plan was

described as an elaboration of the alternative which had been chosen by the public from among four possible types of future development. This process of choosing among alternatives was not pursued any further.

Except for the two cases mentioned above, the many reports without goal statements are very similar in their method of presentation. They almost invariably contain an extensive description of present conditions, with particular emphasis on current problems and trends. A brief description of the community's history is often included. Various popular planning concepts such as "pedestrian malls" and "residential superblocks" are frequently described. Estimates of future needs are usually made, based on projections of current trends. The plans all include extensive proposals for a program of public actions and regulations over private actions which affect the physical environment of the community. These proposals are usually presented as definite recommendations, and alternatives are only occasionally suggested or described. The recommendations are usually supported by references to existing problems, to standards which should be met, or to expected future needs.

No evaluation will be attempted here of the technical aspects of these reports, such as the methods of making projections or the proposals for solving specific problems. It is felt, however, that the lack of goal statements detracts greatly from the possible quality and effectiveness of these reports, and this possibility will be discussed

further.

Where the planner has no clearly defined list of the goals of the community, he has no rational basis for choosing among alternate proposals. His choices may be based on his personal conception of the public interest, or, on his own preferences (possibly unwittingly), or on other hidden biases. On the other hand, he may simply utilize favored planning concepts and standard solutions to the problems of the community. While all master plans are prepared by planning "experts", a planner's expertise is only objective: he bases his ideas on his technical knowledge and on his study of the physical aspects of the community. He cannot be expected to have an instinctive knowledge of the values and desires of the public, and he has no goals to guide him. Since this is the situation in the 101 reports being discussed, these observations raise serious doubts whether the proposals of such reports are truly in the public interest.

Without the assistance of goal statements, it is difficult for the public to distinguish between the intentions and the methods of a plan. Thus, criticism of a particular point is likely to be directed at the whole plan. The lack of goal statements also makes it more difficult for the public to understand the purpose and benefits of planning proposals. The public may not comprehend how the proposals will benefit them. If the public do not understand or do not approve of the proposals in a master plan, they are not likely to support the carrying out of its proposals, without which the plan is useless.

While the public may have great respect for experts, there is no reason to expect it to accept the recommendations of the planner without question. Thus, the lack of goal statements is likely to reduce the effectiveness of master plans.

This, then, is the important conclusion of this section: that the absence of goal statements is likely to reduce both the desirability and the effectiveness of master plan proposals. This dual result has the interesting effect of offering a certain measure of protection to the public; if the desirability of a master plan is likely to be reduced by the absence of a statement of goals, so is its effectiveness.

This conclusion suggests that the extreme situation which could result from the lack of formulated goals would be plans which were neither in the public interest nor at all effective. Such a result, although a waste of effort, would at least be harmless.

Conclusions

It was the purpose of this thesis to investigate current city planning reports to determine:

1. the relationship between planning theory and planning practice with respect to goal statements.
2. the significance of goal statements in planning reports.
3. the significance of planning reports without explicit goal statements.

The sample of current city planning reports chosen for this study consisted of 149 master plan reports for self-governing communities in the United States. They were all published since 1948 and were all available in the M. I. T. or Harvard libraries. Master plans (which includes general, comprehensive and development plans) were chosen as being likely to contain the most complete and representative statements of community goals. This sample of 149 reports was considered largely representative of all master plans published since 1948, and was estimated to be in the order of one-fourth of all the complete master plans published in the United States since 1948.

A review of the literature showed that the writers on planning theory generally agreed that planning is a process which consists of two essential steps: first, formulating one or more desired goals, and

second, proposing actions which are intended to achieve these goals. This is in sharp contrast to the finding that 101 out of the 149 master plans reviewed contained no reference whatever to goals or objectives.

This study revealed that planners have three different concepts of the purpose and function of city planning, and that the role of goals varies greatly according to these concepts.

The first concept views planning as a process for proposing rational actions intended to achieve desired goals. These goals should be so formulated as to represent the long-term interests of the community. Although this concept does not seem to be widely shared among planners, it does seem to account for the careful attention given to the preparation and elaboration of the extensive goal statements in a few of the reports surveyed.

The second concept views planning as a process for proposing actions which are intended to achieve the goal of healthy, prosperous, safe, convenient and attractive communities. This concept appears to be widely shared among planning practitioners, and would account for the master plans found in this study to have very brief and general statements of "self-evident" goals. It also seems to account for some of the master plans with no statement of goals.

The third concept views planning as a technical process for proposing solutions to current problems and for proposing actions intended to meet future needs. The future needs are based on projections of current trends. This type of planning attempts only to modify

the existing environment and to adapt to the future environment. This concept appears to be widely shared and seems to account for many of the master plans which contained no reference to goals.

The many and varied conceptions of city planning held by the practitioners do not all precisely match one or another of these three views. Actual conceptions may consist of parts of two or more of these, or variations on one of them. However, the wide acceptance of the second and third concepts (or some similar versions) readily explains the frequent lack of goal statements in master plans.

Of the 149 master plans reviewed, 34 contained relatively complete statements of goals and were chosen for further study. Details of the goal statements in these 34 reports are listed in Appendices B and C. In addition to the 34 reports, 14 contained some brief reference to goals or else a very incomplete statement of goals. However, these 14 references to goals were so brief or irrelevant as not to merit further study.

Many of the goal statements which appeared in the 34 master plans were extensive and apparently carefully formulated. Such goals are typical of the first concept of planning. Ten of the reports utilized the goal reduction process (or the hierarchy of goals system) which requires goal statements at more than one level of generality. The more specific goals serve the dual purpose of explaining the means by which the general goals might be obtained, and of acting as specific goals which can be more easily understood and attained.

These carefully formulated goals serve many functions. They provide a sense of direction as an over-all guide for the preparation and discussion of planning proposals. They ensure that the interests of the community are considered. They provide a basis for general agreement on policies among the many persons and groups concerned with master plans. They also provide a rational basis for choosing among alternative courses of action. They assist the planners and the public to distinguish between the intentions of the plan and the methods proposed, and to direct discussions and criticisms accordingly. Finally, by increasing public understanding and acceptance of the master plan, well-formulated goal statements can encourage public support for carrying out the plan's proposals.

An additional value of goals, even the briefest and most general ones, is their inspirational effect. In fact, the mere stating of inspirational goals may be a step towards their attainment.

Of the 149 master plan reports studied, 101 made no reference to goals, and a further 14 contained very brief or irrelevant goal statements. Plans without explicit goal statements can, if properly presented, constitute a "goal" in themselves. Such a presentation can be useful for stimulating public interest and discussion, for informing the public about one of the many possible courses of action, and for assisting the public to choose the goals they desire. Such a plan should be clearly labelled as a "goal", should include a clear statement of the value judgements upon which it is based, and should be presented

in the expectation that much or all of it will be rejected. There were only two instances in all the reports where this procedure was mentioned.

Except for the two cases mentioned above, the many reports without goal statements utilize a very similar presentation. Their proposals are usually given as definite recommendations, with alternatives only occasionally suggested or described. The recommendations are usually supported by references to existing problems and anticipated future needs.

Cities have no accepted "optimum" state which planners can strive to attain. There are instead a variety of possible courses for city development, and the planner must either make a conscious choice among them or encourage a particular course of development, which is unwittingly determined by the actions which he proposes for solving current problems or for other reasons.

Where the planner has no clearly defined list of the goals of the community, he has no rational basis for choosing among alternate proposals. His choices may be based on his personal conception of the public interest, on his own preferences or on other hidden biases. On the other hand, he may simply utilize favored planning concepts and standard solutions to the problems of the community. Since this is the situation in virtually all the reports which lack goal statements, it is doubtful whether the proposals of such reports are truly in the public interest.

Where goal statements are lacking in a master plan, it is more difficult for the public to distinguish between the intentions and the methods of the plan, and criticism of either will therefore be directed towards the entire plan. The public will have difficulty in obtaining a sense of the direction of planning activity and is less likely to appreciate its benefits. Without goal statements, there is no rational basis for the choice of alternatives. A master plan depends for its effectiveness on public acceptance and support. Since lack of goal statements makes public acceptance less likely, it also decreases the effectiveness of reports.

The important conclusion here is that the absence of a goal statement is likely to reduce both the desirability and the effectiveness of master plan proposals. It is interesting that this dual result has the effect of extending a certain measure of protection to the public; if the desirability of a master plan is reduced by the absence of a goal statement, so also is its effectiveness.

This study has revealed three popular conceptions of the function and purpose of planning. These concepts explain the frequent lack of goal statements in master plans. Carefully formulated goal statements were found to serve a very useful purpose in planning. The lack of goal statements was found to reduce both the general quality of reports and their effectiveness.

Appendix A

Planning Areas Studied

This appendix lists all the planning areas for which suitable "Master Plans" were available in either the M. I. T. or Harvard libraries.

The following symbols are used to indicate information about the reports for particular planning areas:

H - report obtained from Harvard University (Robinson Hall) Library.

M - report obtained from Massachusetts Institute of Technology (Rotch) Library.

(A few reports were held by both libraries.)

* - report contained a statement of goals or objectives.

× - report contained some reference to goals.

Appendix C contains copies of the statements of goals or objectives which appeared in 34 of these reports. The goal statements are classified and summarized in Appendix B and discussed at some length in the text. Fourteen reports contained some reference (too brief and incomplete to be considered as a useful statement) to goals or objectives.

List of Planning Areas (for which suitable Master
Plans were available).

Planning Area	Data		
Alexandria, Va.	H		
Ames, Iowa	H		
Atlanta, Ga.	H		
Austin, Texas		M	*
Baltimore, Md.	H		
Bangor, Maine		M	
Beaumont, Texas		M	
Beaver Falls, Pa.	H		
Berkeley, Cal.	H	M	*
Berlin, Conn.		M	*
Boston, Mass. (1950)	H	M	
Boundbrook Borough, N.J.		M	*
Brookfield, Wis.		M	
Brookline, Mass.	H	M	*
Brooklyn Village, Ill.		M	×
Buffalo, N. Y.		M	*
Burlington, Vt.		M	
Cadillac, Mich.		M	
Canton, Mass.		M	
Carleton Village, Mich.	H	M	
Carlisle, Mass.		M	*
Cedar Grove, N.J.	H		
Chelsea, Mass.		M	×
Chickasha, Okla.	H		
Clarksburg, W.Va.	H		
Clawson, Mich.		M	×

Clinton, Okla.		M	×
Closter, N.J.		M	×
Columbia, S.C.		M	*
Corpus Christi Area, Texas	H	M	
Council Bluffs, Iowa	H	M	
Cumberland, Maine		M	
Darby Township, Pa.		M	
Dayton, Ohio	H	M	
Deerfield, Ill.		M	
Detroit, Mich.		M	*
Dover, Mass.		M	
Fairfield and Suisin City, Cal.		M	
Fairfield, Conn.		M	*
Falmouth, Mass.		M	
Fort Wayne, Ind.		M	
Framingham, Mass.		M	
Franklin Township, N.J.	H		
Galt, Cal.		M	
Glendale, Cal.	H		
Goldsboro, N.C.	H		
Grand Rapids, Mich.		M	×
Greensboro, N.C.		M	*
Greenville Borough, Pa.	H		*
Greenwich Township, N.J.		M	×
Hampton, N.H.	H		
Hanover, N.H.		M	*
Hartford, Conn.		M	
Healdton, Okla.		M	
High Point, N.C.		M	*
Holland, Mich.	H	M	
Houston, Texas		M	*

Inkster, Mich.		M	
Irving, Texas		M	*
Ithaca, N. Y.	H	M	*
Jersey City, N. J.	H		
Kellogg, N. Y.		M	*
Las Vegas, Nev.	H		
Lebanon, N. H.		M	
Lewisburg, Tenn.		M	*
Lewistown, Pa.		M	
Littleton, N. H.		M	
Lower Merion Township, Pa.	H		*
Lynnfield, Mass.		M	×
Madison, Wis.		M	*
Marquette, Mich.	H		
Massena, N. Y.		M	
McAlester, Okla.	H	M	
Maryland-Washington Regional District, Md.		M	*
Menlo Park, Cal.	H		
Merced, Cal.		M	*
Methuen, Mass.		M	
Miami, Fla.	H		
Midwest City, Okla.	H	M	
Milton, Mass.		M	×
Monroe Township, N. J.		M	
Monroe Village, N. Y.		M	
Mount Clemens, Mich.		M	*
Mount Kisco, N. Y.	H		
Mount Vernon, N. Y.	H	M	*
Muskegon Heights, Mich.		M	*
Natchez, Miss.		M	

New Britain, Conn.	M	×
New Canaan, Conn.	M	
New Milford, Conn.	M	
New Orleans, La.	H	
New Scotland, N. Y.	H	
North Brunswick Township, N. J.	H	
North Huntingdon Towhship, Pa.	M	
North Kingston, R. I.	M	
Oakmont, Pa.	H	
Oklahoma City, Okla	H	
Old Town, Maine	H	
Orono, Maine	H	
Palisades Park, N. J.	H	
Palmer, Alaska	M	
Paramount, Cal.	M	
Passiac, N. J.	M	
Paterson, N. J.	H	
Pembroke, Mass.	H	
Penn Township, Pa.	H	M
Perryopolis, Pa. ¹	H	
Poughkeepsie, N. Y.	M	
Purcell, Okla.	M	
Rahway, N. J.	M	*
Randolph, Mass.	H	
Rankin, Pa.	M	
Rockford County, Ill.	M	
Roswell, N. M.	M	*
Sacramento, Cal.	M	
Saint Paul, Minn.	M	×

¹Perryopolis is presently part of Perry Township, Pa., but its incorporation as a self-governing Borough is recommended by the report.

San Bernardino, Cal.	H		*
Sanford, Me.		M	
Santa Fe, N. M.		M	
Scituate, Mass.		M	
Sharpsburg, Pa.	H	M	
Sharon, Mass.		M	
Shawnee, Okla.		M	
Sherborn, Mass.		M	×
Somersworth, N. H.		M	
South Bend, Ind.	H		
Springfield, Mass.		M	
Springfield Township, Pa.		M	*
Stoughton, Mass.		M	
Syracuse, N. Y.	H		
Telford, Pa.	H	M	*
Terre Haute, Ind.	H		
Torrington, Conn.		M	×
Upper Providence Township, Pa.		M	
Utica, N. Y.		M	*
Walker Township, Mich.		M	×
Ware, Mass.		M	
Washington, D. C. (1950)	H	M	*
Watertown, N. Y.	H		
Watertown, Wis.		M	
Waukegan, Ill.	H		
Waukesha, Ill.		M	
Westport, Conn.		M	*
White Oak, Pa.	H	M	
Wilkinsburg Borough, Pa.		M	
Wilkinson, Pa.	H	M	
Wilmington, Mass.		M	
Winnetka, Ill.		M	
Yonkers, N. Y.		M	

Totals:

Reports in Harvard Library	56
Reports in M. I. T. Library	111
Duplications	18
Total reports reviewed	149
Reports with goal statements	34
Reports with "partial"goal statements	14
Reports with no goal statements	101

Appendix B.

Summary of Stated Goals

The purpose of this Appendix is to present a summary of the goals from the studied master plan reports. The following table lists all the more popular goals, classified according to subject, with the frequency of their occurrence.

In the interests of brevity and simplicity, considerable leeway was allowed in matching goals from the reports with goals in the table, but care was taken to see that the basic meanings were the same. Also, goals which appeared only once were omitted from the table. A complete and accurate list of the stated goals appears in Appendix C.

Appendix B. Summary of Stated Goals

Goals	Frequency* of occurrence
<u>Preservation of:</u>	
- the rural, open character	3
- desirable, residential character	4
- attractive or beautiful qualities	7
- open space	6
<u>Establishment, development, or achievement of an environment that is:</u>	
- efficient, desirable, beneficial or better	19
- beautiful or attractive	9
- safe and healthy	6
- convenient or economical	3
<u>Establishment, development or achievement of residential neighborhoods that are:</u>	
- efficient, desirable, beneficial or better	6
- beautiful or attractive	4
- safe and healthy	3
- designed on the "neighborhood unit concept" around elementary schools	4
- free of, or protected from, incompatible land uses	3
- stable in value	2
- of varying densities or house-types	4

* Maximum possible score here is 34.

Establishment, development or achievement of
commercial areas that are:

- efficient, desirable, beneficial or better 6
- limited in size and quantity 5
- not strung out along major roads 5
- attractive 5
- safe and convenient 4

Establishment, development or achievement of
industrial areas that are:

- compatible with nearby land uses and free to expand 5

Transportation - Provision of:

- an efficient or good transportation system 6
- a safe and convenient transportation system 3
- an efficient, beneficial or good highway system 8
- a highway system free of, or relieved of, congestion 3
- a highway system separate from residential areas 3

Provision of public services and facilities that are:

- good, excellent or of high standard 4
- adequate, standard or average 17
- adequate and of economical cost 3

Miscellaneous:

- provision of more open space 3
 - development of a focal point for the community 2
 - minimization of conflicts among land-uses 4
 - protection of property values 6
 - more industry and commerce (to widen or strengthen
the tax base) 15
 - more industry (to provide employment) 7
 - cooperation with adjacent communities 4
 - elimination or improvement of blighted areas 6
-

Appendix C.

Data from Planning Reports.

The purpose of this appendix is to list, for convenient reference, the goal statements and related information which appeared in 34 of the 149 reports studied.

In most cases the statements and various items of information have been quoted directly from the reports, but in a few cases the text has been reworded for the sake of brevity. Some minor changes have also been made to compensate for the distortion or lack of clarity which may occur when statements are lifted out of their context.

For each of the 34 reports which contained statements of goals or objectives, the following items of information were extracted and are listed here:

1. Title of the report.
2. Population of the planning area, as of the date of publication.
3. Brief description of the area. This includes the approximate proportion of developed versus undeveloped land, the status of the area as an independent center or as part of a metropolitan area, the boundaries of the planning area if they differ from the political boundaries of the local governmental unit, plus items of special interest.
4. Time period covered by plan.
5. Author. The author is usually a consulting firm or else

the official planning department for the area.

6. Date of publication.

7. Sponsor. This refers to the group or department or person who requested and paid for the report.

8. Purported source of goals. This refers to any information contained in the report which indicates whose goals are stated, or who formulated them. Information on this item was relatively scarce.

9. Statement of goals or objectives. Except in a few cases, as discussed above, this is copied directly from the report. Where changes in wording have been necessary, care has been taken not to change the meaning of the statements. In some cases, statements have been collected from scattered parts of the text. In the very few cases where some order of priority was stated, it has been copied.

10. Statement of more specific policies or programs. In addition to statements of goals and objectives, some of the reports have some sort of policy statement covering a variety of topics such as assumptions, major policies which are similar to goals, policies which are more specific explanations of general goal statements, specific planning projects or programs, lists of problems, etc. Where these are similar to goals, or serve as useful explanations of general goal statements, they have been copied. In many cases, the wording has been revised in the interest of brevity and clarity.

NOTE: "HHFA" refers to the Housing and Home Finance Agency, which grants Federal aid to assist small cities and towns with the preparation of plans.

1. Title of Report: The Austin Plan (Texas)
2. Population of Planning Area: 180,000
3. Brief description of area: Capital of Texas, independent center.
4. Time period of plan: 22 years (to 1980)
5. Author: Pacific Planning and Research, formerly Harold F. Wise Associates.
6. Date of publication: 1958
7. Sponsor: Austin City Planning Commission
8. Purported source of goals:
"The Austin City Council and the Planning Commission have recognized that these are the general, long-term objectives of the city."
9. Statement of goals and objectives:
"the greatest attainable convenience, prosperity, beauty, health, safety and decency of and for the present and future inhabitants of the city and the areas directly related to it."
10. Statement of policies or programs:
A number of planning principles, derived from the goals, are stated, including the following:
"The character and value of existing desirable residential areas should be maintained."
"Substandard areas should be rehabilitated or redeveloped to provide adequate living conditions for all residents."
"Future development should be planned as balanced neighborhoods, with major streets routed around residential areas, and with centrally located school, park and shopping facilities."
"Incompatible use of land and disruptive non-residential traffic should be prevented from intruding upon residential areas."
"Commercial areas should be grouped in compact centers, not strung out along major streets, with adequate properly designed and landscaped off-street parking, and safe and convenient access."
"Areas for a variety of industrial uses suitable to

Austin should be designated. "

"Zoning requirements should ensure desirable construction with pollution controls, adequate open space, landscaping and off-street parking, and the prohibition of incompatible uses. "

"Areas of particular natural beauty should be designated in the plan as open space to preserve them. "

"The routes and capacities of all means of transportation should be determined by the uses of land and population to be served. "

"Number and location of public facilities and utilities should be based upon population distribution, density and the uses of land. "

"Public facilities should be convenient and harmonious with surrounding uses. "

1. Title of report: Berkeley Master Plan
2. Population of Planning area: 113,000
3. Brief description of area: Part of San Francisco metropolitan area, fully developed.
4. Time period of plan: 25 years
5. Author: Berkeley Planning Department
6. Date of publication: 1955
7. Sponsor: Berkeley Planning Commission
8. Purported source of goals:

"The Planning Commission has studied the City and consulted with its citizens in order to formulate a set of goals which will represent the needs and desires of a majority of the people of Berkeley. "
9. Statement of goals or objectives:

"To preserve the unique character of Berkeley which has grown out of its unparalleled physical setting and its generally harmonious development. "

"To reach a balance between the number of families in Berkeley and the space we have to live in. "

"To establish a pattern of land uses which will promote the highest degree of health, safety, efficiency, and well-being for all segments of the community. "

"To develop a circulation system - both highways and mass transit - which will provide for the safe and convenient movement of people and goods within Berkeley and other parts of the region. "

"To secure for Berkeley her rightful place in the long-range development of the San Francisco Bay Area. "
10. Statement of policies or programs:

The Plan includes some "broadly stated major recommendations as follows:

 - the allocation of the existing area of Berkeley among residential, commercial, industrial and University of California land uses to achieve a balanced community.
 - a population limit of 180,000.
 - a series of residential neighborhoods, each with its own services and free of heavy through traffic.
 - improvement and enhancement of the Berkeley Central

District.

- grouping of business establishments in conveniently located commercial centers.
- limited and selective industrial expansion in Berkeley
- highway improvements to accommodate anticipated traffic volumes for the next 25 years.
- continued coordination of plans between the City of Berkeley and the University of California.

1. Title of Report: Town Plan of Development, Berlin, Conn.
2. Population of planning area: 10,000
3. Brief description of area: Suburb of Hartford and New Britain, mostly undeveloped.
4. Time period of plan: not indicated.
5. Author: Frederick P. Clark and Assoc.
6. Date of publication: 1959.
7. Sponsor: Town Planning Commission and HHFA
8. Purported source of goals:

"These policies and objectives, on which this Town Plan has been based, were generally agreed upon by the Planning Commission and other Town officials."
9. Statement of goals or objectives:

"Berlin to continue primarily as a residential community, but to play a secondary role as an industrial town."

"Open character of Town to be protected; high density developments to be limited."

"Business and industry to be attracted; about one-third of tax base to be maintained in non-residential properties."

"Land to be reserved for future development; industrial land for industrial purposes, business land for business purposes. Space for municipal facilities to be set aside in advance of actual need."

"Advantage to be taken of Berlin's natural assets, such as the many rivers and mountain areas. Good farm land to be protected where practical."

1. Title of report: A Plan for Boundbrook, N.J.
2. Population of planning area: 9,300
3. Brief description of area: New York suburb, fully developed.
4. Time period of plan: 20 to 30 years.
5. Author: Scott Bagby and Robert Catlin, City Planning Consultants
6. Date of publication: 1954
7. Sponsor: Boundbrook Planning Board
8. Purported source of goals:
The Planning Board and consultants formulated this goal, convinced that it "would be concurred in by any informed property owner."
9. Statement of goals or objectives:
"... maintaining and increasing Boundbrook's desirability, livability, attractiveness and economy."
10. Statement of policies or programs:
 - adequate parks and schools for children.
 - reasonable tax charges on protected property values.
 - well-maintained, well-served, well-protected home neighborhoods and business districts.

1. Title of report: Planning for Brookline (Mass.)
2. Population of planning area: 57,000
3. Brief description of area: Boston suburb, fully developed.
4. Time period of plan: To 1980.
5. Author: Resident Planning Staff
6. Date of publication: 1960
7. Sponsor: Brookline Planning Board
8. Purported source of goals: not indicated.
9. Statement of goals or objectives:
 - "A. To retain and enhance the present excellent character of Brookline as a residential community;
 - B. To strengthen the Town's tax base."
10. Statement of Policies or programs:

"The text ... states the recommended policies for land use, for circulation, and for community facilities, designed to be the means of achieving those two goals."

These recommended Town policies include the following:

 - to protect and conserve the present open character of parts of the Town.
 - to stimulate the construction of new apartments in the high density areas of the Town.
 - to encourage a variety of housing densities and types.
 - to provide additional support for the Town's tax base by encouraging the introduction of office uses.
 - to encourage the development of existing shopping areas and to oppose the establishment of any new shopping areas.

The recommended policies are actually more detailed and extensive than the above examples. In addition, specific proposals are listed for each category of land use.

1. Title of report: The Future of Buffalo (N. Y.)
2. Population of planning area: 1,300,000
3. Brief description of area: metropolitan area, fully developed.
4. Time period of plan: not indicated.
5. Author: Nathaniel Keith and Carl Feiss, Consultants.
6. Date of publication: 1959
7. Sponsor: City of Buffalo
8. Purported source of goals:
"The above objectives constitute the basis on which this report is designed."
9. Statement of goals or objectives:
"assuring a decent home and a suitable living environment for all Buffalo families, irrespective of income, race, creed or color."
"expansion and further diversification of the employment and production base of the City of Buffalo."
"to support and to improve educational and recreational facilities for all age groups."
"to improve the appearance of the city."
"the replanning and rebuilding of the lakefront to make it not only a successful location for business and industry but also to provide for attractive developments for recreational and residential uses."
"to facilitate the carrying out of a long range program of public works and improvements."
"to develop and maintain necessary programs to facilitate the intercommunication of people and goods by improving and maintaining at the highest possible level mass transit and transportation facilities within the city and the metropolitan region."
10. Statement of policies or programs:
For each objective, explanations, plus proposals for its attainment, are given.

1. Title of report: General Plan for Carlisle (Mass.)
2. Population of planning area: 1,500
3. Brief description of area: remote suburb of Boston
4. Time period of plan: long-range
5. Author: Allen Benjamin, Planning Consultant.
6. Date of publication: 1960
7. Sponsor: Carlisle Planning Board and HHFA
8. Purported source of goals: not indicated
9. Statement of goals or objectives:
Mentioned indirectly are:
 - the planning of expanded facilities for the inevitable increase in population.
 - to minimize the impact of residential growth on the rural and open character of the town.

1. Title of report: In Step with Tomorrow (Columbia, South Carolina)
2. Population of planning area: 200,000
3. Brief description of area: State capital, center of metropolitan area (plan is for an area larger than the central city).
4. Time period of plan: 20 years
5. Author: Hammer and Co. Assoc.; Wilbur Smith and Assoc.
6. Date of publication: 1961
7. Sponsor: Columbia City Planning Commission
8. Purported source of goals:
These objectives are referred to only as the role or object of planning.
9. Statement of goals and objectives:
 - the direction of expected growth and change toward a better working and living environment, a more efficient expenditure of public funds, and a more profitable pattern of land development.
10. Statement of policies or programs:

"The objectives can be broken down more specifically as follows:

 - to help make certain that the available developable land will be used in such a way as to 'absorb' the new residential, commercial and industrial demand in the most effective manner, and to protect land from the forces of blight than can accompany change.
 - To help assure that municipal services, facilities and utilities will be available where and when they are needed, within the limits of sound financing and public policy.
 - To suggest effective patterns of future circulation to tie the metropolitan area together in an efficient and economical street and highway network.
 - To provide plans for the development of special areas in which certain essential functions can be most efficiently performed.
 - To suggest the means and a timetable for eliminating blight in existing, close-in areas and for controlling its spread in the future."

Each of these are then discussed in more detail, but in terms of solutions rather than of objectives.

1. Title of report: Detroit Master Plan
2. Population of planning area: not indicated
3. Brief description of area: fully developed center of metropolitan area.
4. Time period of plan: 25 years
5. Author: Detroit City Plan Commission
6. Date of publication: 1951
7. Sponsor: Detroit City Plan Commission
8. Purported source of goals:
"Specifically, the plan has the following objectives" is the only relevant statement.
9. Statement of goals or objectives:
" designation of the most appropriate locations for homes, industry, commerce and other major types of urban land use.
- provision of schools, recreational areas, and other public service facilities adequate to the needs of all neighborhoods and communities.
- development of trafficways and transportation facilities to interconnect and serve the needs of all parts of the city.
- establishment of a pattern of neighborhoods and communities which can be a sound basis for action to protect good residential areas, and to rebuild areas now blighted and outworn.
- development of a Civic Center, a Cultural Center and Detroit's natural heritage in the river front. "
10. Statement of policies or programs:
Under various categories such as industrial and residential land use, a few further statements are made regarding planning policies, proposals for solutions of problems, and standards for development.

1. Title of report: The Comprehensive Plan, Fairfield, Conn.
2. Population of planning area: 45,000
3. Brief description of area: remote suburb of New York, half-developed.
4. Timer period of plan: "timetables are deliberately not set."
5. Author: Fairfield Planning Department
6. Date of publication: 1960
7. Sponsor: The Town Plan and Zoning Commission
8. Purported source of goals:

"The plan establishes long term goals, which may be adopted by the town."
9. Statement of goals or objectives:

Goals and objectives are stated as being necessary to give the plan a sense of purpose. The objectives are:

 - "- as far as possible, the inevitable growth and change should be directed at the enhancement and strengthening of Fairfield's special qualities as a residential community.
 - Fairfield's inescapable residential character should be recognized, but non-residential uses should also be provided for, to spare the town a hopeless economic imbalance.
 - special attention must be paid to additional open space conservation and public land acquisition programs before it is too late.
 - a type of physical development which will provide a sufficient tax base for the support of government services of a high standard.
 - an improved highway system which will facilitate the safe and efficient movement of traffic throughout Fairfield.
 - the town's beauty should be preserved, enhanced or regained wherever possible."

1. Title of Report: Greensboro's Future (North Carolina)
2. Population of planning area: 132,000
3. Brief description of area: center of highly industrialized metropolitan area; planning area extends one mile past city boundaries.
4. Time period of plan: long-range; specific target date deliberately not selected.
5. Author: Greensboro Department of Planning
6. Date of publication: 1959
7. Sponsor: Greensboro Planning Board
8. Purported source of goals: not indicated.
9. Statement of goals or objectives:
 - Improvement of the City's economic development by providing adequate space for economic activities and improved accessibility for the distribution of goods and services.
 - Improvement of the community as a place to live by protecting the amenities of residential living with proper area-wide housing standards, adequate open spaces and appropriate community facilities.
 - Organization of the working, living and leisure time areas so that they may complement each other and thereby further the economic, social and cultural development.
 - Protection, preservation and enhancement of community-wide values, which now constitute the cherished qualities and unique characteristics of Greensboro.
 - Integration of circulation routes and facilities with the varied patterns of land uses for the most efficient movement of people and goods within, to and from the City.
 - Integration of public and semi-public service facilities with the established pattern of land uses for efficiency, convenience and well-being of residents, workers and visitors.

1. Title of report: Greenville - Comprehensive General Plan (Pa.)
2. Population of planning area: 9,000
3. Brief description of area: fully developed, independent, college town.
4. Time period of plan: "about 15 years"
5. Author: Morris Knowles Inc.
- 6/ Date of publication: 1957
7. Sponsor: Greenville Planning and Zoning Commission and HHFA
8. Purported source of goals:
These general goals were "used as guideposts to be followed in the preparation of this comprehensive general plan."
9. Statement of goals or objectives:
 - "- a community proud of its past heritage and its name 'Greenville'
 - a community primarily of residences and college
 - to develop individual neighborhoods.
 - protection of single family residential areas.
 - to provide more jobs by encouraging industrial expansion
 - improving the CBD
 - community facilities to serve the desires and demands of the people
 - to stabilize and improve the tax base.(The wording and phrasing of these goals was such that the meanings were very unclear. They have been extensively revised here.)

1. Title of report: Hanover Plans Ahead (N.H.)
2. Population of planning area: 4,400 (excluding college students)
3. Brief description of area: independent, mostly undeveloped, site of Dartmouth College.
4. Time period of plan: 15 years
5. Author: Adams, Howard and Greeley, Consultants
6. Date of publication: 1957
7. Sponsor: Hanover Planning Board and HHFA
8. Purported source of goals: not indicated
9. Statement of goals or objectives:
 - 'General objectives:
 - To provide for the healthy growth of the basic economic activities of the Town, in order to support a good standard of living for its inhabitants.
 - To provide a pleasant and convenient environment for the people of the Town, including residential areas fitted to their varied needs, business and consumer services to meet their wants, and a proper level of public services such as schools, fire protection, utilities and recreation.
 - To preserve and enhance the special qualities and atmosphere of Hanover as a traditionally small and attractive college community.
 - 'Development Objectives:
 - To enhance the efficiency and value of the large private and public investments in existing sound development.
 - To guide new institutional and other major economic-activity growth in such a way as to assure free traffic circulation and accessibility, and to avoid impairing present and future residential areas and the business center.
 - To guide new residential development so as to provide a variety of housing types for different economic and family size needs, with maximum opportunity for neighborhood social relationships and access to school and shopping.
 - "Fiscal Objectives:
 - To increase the taxable resources of the Town to the extent consistent with the above.
 - To minimize the cost of providing tax-supported services

and facilities to the extent consistent with the above."

10. Statement of policies or programs:

The plan lists eight policies which are "within the framework of the objectives" and "are the guides to the generalized proposals for ... [development] which are described in the following pages."

1. Title of report: Pilot Plan, High Point, (North Carolina)
2. Population of planning area: 70,000
3. Brief description of area: independent city and environs (High Point Planning Area)
4. Time period of plan: "long-range"
5. Author: City Planning Department
6. Date of publication: 1960
7. Sponsor: Planning and Zoning Commission
8. Purported source of goals:
The listed objectives were "adopted by the Planning Commission as general goals for the city."
9. Statement of goals or objectives:
"- to accommodate the anticipated growth through the development of a regional system of circulation which will serve land use, and provide for circulation between different areas of activity. The objective of a regional transportation plan is to serve total activities of people rather than merely to move vehicles.
- to provide a proper relationship between complementary and conflicting uses of land to assist in achieving necessary or desirable human activities.
- to make the City a desirable place for the location of commerce and industry which will constitute a well-balanced economy.
- the development and preservation of natural features and amenities, and the conservation of natural resources for the benefit of the community and society as a whole. The aesthetic, social and cultural values of the community should be considered among its assets to be protected and preserved.
- coordination of the development of adjacent governmental areas so as to enhance each other and permit common interests and objectives to prevail.
- to make the City a healthful, safe, pleasant, attractive and otherwise fitting environment. High Point should not be just a good place to live, but a city in which people will want to work, live and spend their leisure time.

1. Title of report: Comprehensive Plan - Houston Urban Area
2. Population of planning area: not indicated
3. Brief description of area: metropolitan area
4. Time period of plan: 20 to 30 years
5. Author: Houston City Planning Department
6. Date of publication: 1958
7. Sponsor: Houston City Council
8. Purported source of goals:
The listed goals are "the objective of the Comprehensive Plan".
9. Statement of goals or objectives:
"A city in which all the techniques, advantages and improvements that are available today are effectively utilized.
A city that is convenient and an inviting place in which to live and work.
A city in which the essential activities of commerce and industry can be carried on effectively and profitably.
A city that is reasonably free of traffic congestion, hazards and inconveniences resulting from inadequate major streets and thoroughfares.
A city that is economically sound and well arranged upon the land, wherein schools and parks, police and fire protection, sewers, water and other utilities, and the other essential urban facilities may be adequately provided for every family at the lowest feasible cost.
A city that is free of blighted or obsolete residential areas.
A city containing attractive and stable residential neighborhoods of fine character, designed to permit children to grow readily into good citizens and built and protected so well that these children, as adults, will find a good environment for their children in the same neighborhood."

1. Title of report: Plan for Irving, Texas.
2. Population of planning area: 50,000
3. Brief description of area: suburban area between Dallas and Fort Worth.
4. Time period of plan: "20 years plus"
5. Author: Leipziger City Planning Consultants and HHFA
6. Date of publication: 1960
7. Sponsor: Irving City Commission
8. Purported source of goals: not indicated
9. Statement of goals or objectives:

"Planning for Irving's future must extend beyond present City limits.
Emphasis should be on attractive living areas and comfortable living conditions with adequate public facilities. Despite this emphasis on residential excellence, Irving should broaden its present dormitory character into a better balanced pattern of residential, commercial and industrial development.
Local employment opportunities should be increased in order to provide a sound tax base necessary for the community's capacity to serve, attract and retain a well-satisfied citizenry.
Balance and integrity of the different land uses will promote stability and compact growth rather than sporadic, disruptive and fringe expansion, so expensive to any municipal economy.
10. Statement of policies or programs:

A number of principles for the planning of various areas are stated, including the following, which are the more comprehensive and useful ones:
"Each neighborhood should be:
- Self-contained in size for sufficient population with elementary school, recreation opportunities, churches and daily living requirements such as a small shopping centre.
- Protected from heavy through traffic for which adequate arterial thoroughfares should be located on the periphery.

- Designed with different density standards in accordance with lot sizes for a varied housing supply to accommodate several levels of family income.
- Efficient and economical in subdivision design and utility services.
- Free from odor, smoke, noise and blighted spots.
- Created as a pleasant environment for family enjoyment.

For Community-wide Commercial needs:

- Compact rather than ribbon development.
- Accessible from thoroughfares while at the same time protected from their traffic interference, so detrimental to shopper convenience.
- Ample off-street parking, loading facilities, and good customer circulation, preferably through a "Pedestrian Mall".

For Neighborhood convenience shopping:

- Small in size, and preferably within walking distance from homes.

For the Central Business District:

- Convenience for customers (Pedestrian Malls)
- Provision for expansion to meet expected population growth as well as increases in buying power.
- Ample parking, loading and circulation space.

For Industrial Areas:

- Grouped together rather than aimlessly scattered, but in various suitable locations in the area to diversify commuting.
- Buffers through traffic arteries or green areas to eliminate any possibility of encroachment on residential areas.
- Sufficient space allowed for expansion.
- Accessibility to truck routes, railroads, and other shipping facilities such as the potential Trinity River Channel.

1. Title of report: Ithaca Urban Area
2. Population of planning area: 37,000
3. Brief description of area: independent, partially developed, college area (three small towns)
4. Time period of plan: long range
5. Author: Community Planning Associates.
6. Date of publication: 1959
7. Sponsor: Greater Ithaca Regional Planning Board
8. Purported source of goals:
The Planning Board "states here, for all to see and comment upon, the development policy decisions which have guided" the plan.
9. Statement of goals or objectives:
No statement of goals or objectives. Some broad development policies are stated.
10. Statement of policies or programs:
"- the city of Ithaca should remain the center of focus of of development in the Ithaca Urban Area.
- patterns of community development should be modified as necessary to achieve a more attractive and workable living environment.
- community appearance is important.
- the unique amenities provided by the natural setting of this area should be enhanced and complemented by the man-made environment.
- the long-range plans of the University and the urban community are interdependent and should be correlated.
- industrial development should be encouraged only within the limitations of site, transportation and labor force.
- separation of arterial and local traffic
- preservation of farm land which contributes significantly to the agricultural economy of the County.
- variation in dwelling type and density is desirable
- residential developments should be compact rather than scattered
- development of potential recreational assets should be continued on a coordinated region-wide basis."

1. Title of report: The General Plan: Kellogg, Idaho.
2. Population of planning area: 7,000
3. Brief description of area: largely self-contained, based on mining
4. Time period of plan: not indicated.
5. Author: Harold E. Atkinson, Planning Consultant.
6. Date of publication: 1957
7. Sponsor: Kellogg City Planning Commission
8. Purported source of goals:
"most constructive direction" and "the community goals"
are mentioned by no statement is made.
9. Statement of goals or objectives:
 - Enhance the function of the industries which form the economic foundation of the community.
 - Continue the development of the business area as a regional and local commercial and shopping center.
 - Build and maintain a Kellogg population in balance with the economic resources of the area by making the city an increasingly attractive place in which to live.
 - Assist in making the city administration an effective business operation by promoting the efficient installation and operation of public utilities and services.
10. Statement of policies or programs:
 - Allocate lands for industrial, commercial, residential and public use in the amounts, location and interrelationship most advantageous to the future development of the city.
 - Bring about an integrated community pattern which can be provided with utilities and city services at reasonable cost.
 - Provide for the rehabilitation of the central section of the city and create in that area a focal point for the community pattern.
 - Foster the development of safe, healthful and attractive residential areas convenient to schools, shopping and play areas and free from the hazards of traffic.
 - Improve the functioning of the city's commercial areas.
 - Free industrial areas from incompatible uses and unnecessary domestic traffic.
 - Provide for the efficient and attractive housing of city administrative and service activities.

- Arrange for the safe and convenient movement of vehicular and pedestrian traffic and for the transportation of goods.
- Provide recreational areas in proportion to the needs of the community and convenient to residential areas.
- Restore and retain, insofar as possible, the natural beauty of the city and its environs.

1. Title of report: Comprehensive Plan, Lewisburg, Tennessee.
2. Population of planning area: 5,000
3. Brief description of area: independent center, partially developed.
4. Time period of report: long-range
5. Author: Tennessee State Planning Office.
6. Date of publication: 1957
7. Sponsor: Lewisburg Planning Commission and HHFA
8. Purported source of goals:
These "goals have been established by the Lewisburg Planning Commission".
9. Statement of goals or objectives:
 - protection of residential areas
 - prevention of incompatible land uses
 - provision of convenient shopping areas
 - preservation of values in the central business district
 - reservation of land for future employment areas
 - provision for good traffic circulation
 - provisions for orderly extension of utility services
 - reservation of recreation and school sites

1. Title of report: A Plan for the Growth of Lower Merion Township (Pa.)
2. Population of planning area: 55,000
3. Brief description of area: half developed, suburb of Philadelphia
4. Time period of plan: "long-range"
5. Author: Township Planning Department
6. Date of publication: 1954
7. Sponsor: Township Planning Commission
8. Purported source of goals:
"These are the objectives of proper planning."
9. Statement of goals or objectives:
 - an integrated residential community.
 - to realize the maximum possible advantages from the Township's physical character and the natural beauty of its terrain.
 - to stabilize existing and future investment in its residential community.
10. Statement of policies or programs:

The following policies represent, in the planners' opinion, the best compromise between the wish of the majority and realism:

 - maintenance as a community primarily of residential development of the highest standard.
 - restriction of commercial uses, except as required primarily for the needs of the residents, and is not detrimental to the character of the community itself.
 - adoption of reasonable zoning standards for business, in recognition of its contribution in providing necessary services and important tax revenues.
 - rigid zoning restrictions on community shopping centers to protect neighboring residential areas.
 - preservation of the rugged and wooded terrain in the undeveloped areas that favor large acreage.
 - control of population density to limit costs of services.
 - discouragement of through traffic in residential areas.
 - creation of conservation areas along the river valleys.
 - expansion of recreational areas to serve the heavily populated areas.

- provision for variations in road widths and curbs in new subdivisions.
- expansion of municipal parking lots to serve the more congested business districts.

1. Title of report: Madison's Plan for use of Land (Wisconsin)
2. Population of planning area: 150,000
3. Brief description of area: small city and its environs (5 villages and 5 towns); independent and only partly developed.
4. Time period of plan: 15 to 20 years
5. Author: Madison Planning Department
6. Date of publication: 1959
7. Sponsor: Madison Plan Commission
8. Purported source of goals:
Reference is made to "the community's general objectives".
9. Statement of goals or objectives:
Explanations and supporting data are offered along with each of these goals:
 - to provide a well-planned urban environment for Madison
 - to make the city a healthful, safe, pleasant, attractive and otherwise fitting environment.
 - to make the city a desirable place for the location of commerce and industry.
 - to preserve natural features and amenities and conserve natural resources for the benefit of the community and of society as a whole.
 - to provide for a coordination of the use of lands, private and public, in order that each may enhance the other.
10. Statement of policies or programs:
An extensive statement of planning principles, upon which this Plan was based, included the following:
 - Master planning is a continuing function. A city is not so static that it must or can comprehend its total end. Therefore, Master Plans are subject to refinement and to regular review and updating in order that they might be of constant value and use.
 - The Master Plan includes identification of neighborhood units as segments of the community in the Plan for Use of Land. Neighborhoods should be planned to minimize adverse effects of through traffic on living conditions. Residential neighborhoods should be planned to provide safety, quiet and security. Such plans should provide service centers and public facilities used on a daily basis by their residents.

1. Title of report: Looking Ahead: Maryland-Washington Regional District.
2. Population of planning area: 500,000
3. Brief description of area: northern environs of Washington, D. C.
One-third developed.
4. Time period of plan: to 1980
5. Author: The Maryland-National Capital Park and Planning Dept.
6. Date of publication: 1958
7. Sponsor: The Maryland-National Capital Park and Planning Commission
8. Purported source of goals:
These are only the "things" which "a general plan should help create".
9. Statement of goals or objectives:
 - orderly regional development with residential communities, shopping areas and employment centers built up in a harmonious fashion in relation to one another and with due attention to the preservation of large open spaces - parks, woodlands, and farms.
 - well designed residential communities, free of scattered commercial and industrial uses, with good street widths and lot sizes and adequate local parks and playgrounds.
 - well located and designed shopping centers that are convenient to reach and use and have no harmful effect on neighboring properties.
 - planned industrial parks which will attract industry to the suburban area without injuring residential uses.
 - a logical distribution of school and park facilities, with sites secured well ahead of rising land costs.
 - a good regional highway system with well located main arterials and ample rights-of-way for future widening, purchased before road sides are built up with houses and other uses.
 - an improved system of rapid transit joining residential areas to business districts and centers of government and industrial employment.

1. Title of Report: The Next Twenty Years; Merced, California.
2. Population of Planning Area: 20,000
3. Brief description of area: County seat, independent city; planning area includes immediate environs.
4. Time period of plan: 20 years
5. Author: Harold F. Wise, Inc., Planning Consultants
6. Date of publication: 1959
7. Sponsor: General Plan Advisory Committee
8. Purported source of goals: not indicated
9. Statement of goals or objectives:
 - preservation of Merced's many fine neighborhoods, restoration of poorer ones, and provision of new ones with good standards.
 - expansion of parks, recreational and cultural facilities to serve all parts of the city as equitably as possible.
 - provision of sewer, drainage, flood control and street facilities.
 - modernization of Merced's downtown to make it a pleasant, convenient and eye-pleasing place.
 - industrial development to help stabilize the employment picture.
 - improvement of the poorer residential areas of Merced.
10. Statement of policies or programs:

For each objective, explanations, supporting statements and policies for its achievement are given. Some of the proposed policies are:

 - more neighborhood parks
 - downtown landscaping program
 - better off-street parking
 - separation of vehicle and pedestrian traffic
 - discouragement of 'strip commercial' development
 - annexation of 'fringe' areas around the city.

Title of report: General Development Plan, Mount Clemens
(Michigan)

2. Population of planning area: 21,000
3. Brief description of area: suburb of Detroit, nearly fully developed
4. Time period of plan: not indicated
5. Author: Geer Associates, Planning Consultants
6. Date of publication: 1958
7. Sponsor: City Planning Commission
8. Purported source of goals:
They are referred to only as the "objectives of the Plan".
9. Statement of goals or objectives:
 - safety, privacy and freedom from disturbance in residential areas, and travel convenience.
 - the reservation of enough land of the right kind in the right location to provide optimum school and recreation service to all areas of the future community.
 - to relieve downtown congestion, boost trade volumes and accent downtown as a community focal point.
 - to provide for free flow of traffic to and from all parts of the local trade area.
 - to arrange local and trade area thoroughfares in proper relationship to ultimate land uses and the traffic volumes generated by these uses.
 - to provide the basis of a program of development of an efficient local street system.
10. Statement of policies or programs:
The report included the following:
 - a detailed description of the 'neighborhood concept'.
 - a description of land acquisition policies for schools.
 - a list of principles for attraction and regulation of industry.
 - general programs for achieving objectives related to downtown.
 - some general principles for efficient local traffic flow.

1. Title of report: Mount Vernon, New York, Master Plan.
2. Population of planning area: 75,000
3. Brief description of area: nearly fully developed suburb of New York.
4. Time period of plan: not indicated
5. Author: Brown and Anthony
6. Date of publication: 1960
7. Sponsor: Mayor of Mount Vernon
8. Purported source of goals:
Goals and objectives were "developed in cooperation with elected officials of Mount Vernon".
9. Statement of goals or objectives:
 - to re-emphasize Mount Vernon's identity with suburban Westchester County and not as an extension of New York City.
 - To create a residential density pattern which will enhance living amenities and prevent overcrowding.
 - To protect existing good residential neighborhoods and improve blighted neighborhoods by: renewal, separation of incompatible uses, and the provision of adequate community facilities.
 - To improve aesthetic aspects throughout the City by introducing spaciousness in some areas, modernization in others, and by covering the unsightly railroad cut in the central business district.
 - To create an attractive and cohesive central business district having improved access and adequate parking facilities.
 - To discourage marginal strip commercial development and encourage development of compact neighborhood shopping centers.
 - To provide areas for controlled, park-like industrial expansion.
 - To improve the flow of traffic within the City and provide a framework for future studies of regional highway routes.
 - To set the stage for future urban renewal activities.
 - To improve the financial structure of the City by increasing the rate of growth of municipal income while decreasing the rate of growth of municipal expenditures.

1. Title of report: The Plan for Muskegon Heights (Michigan)
2. Population of planning area: 19,000
3. Brief description of area: suburb of Muskegon, almost fully developed.
4. Time period of plan: 20 to 30 years.
5. Author: Scott Bagby, City Planner
6. Date of publication: 1957
7. Sponsor: City Planning Commission
8. Purported source of goals:
These are the goals of the plan, which the public is asked to support.
9. Statement of goals or objecteives:
 - the protection of its home meighborhoods.
 - the provision of fully adequate services.
 - the protection and modernization of its business and industrial areas.

1. Title of report: Summary of Proposals - City of Rahway
(New Jersey)
2. Population of planning area: 26,000
3. Brief description of area: part of Union County, a densely populated area.
4. Time period of plan: not indicated
5. Author: Community Planning Associates, Inc.
6. Date of publication: 1956
7. Sponsor: Rahway Planning Board
8. Purported source of goals: not indicated.
9. Statement of goals or objectives:
 - development of an orderly land use arrangement
 - creation and preservation of attractive residential neighborhoods.
 - provision of adequate schools and playgrounds
 - improvement of the business areas.
 - encouragement of industrial development.
 - provision of public and civic buildings.
 - elimination of traffic congestion.

1. Title of report: City Plan, Roswell (New Mexico)
2. Population of planning area: 25,000
3. Brief description of area: independent center
4. Time period of plan: about thirty years.
5. Author: Harland Bartholomew and Assoc., City Planners.
6. Date of publication: 1952
7. Sponsor: City Planning Commission
8. Purported source of goals:
The plan, as prepared by the planners, is offered for approval and adoption by the city officials and residents.
9. Statement of goals or objectives:
 - "the construction of the best possible city in which to live and work at the minimum expenditure of both private and public funds".
 - protection and enhancement of the fine character of Roswell.

1. Title of report: Master Plan for San Bernardino (California)
2. Population of planning area: 63,000 in City
3. Brief description of area: half-developed, undeveloped environs included in study, center of metropolitan area.
4. Time period of plan: not indicated
5. Author: Harold F. Wise and Simon Eisner, Associates
6. Date of publication: 1952
7. Sponsor: City Planning Commission
8. Purported source of goals:
"The Master Plan will be the guide representing the official decision defining the future development of the city ..."
9. Statement of goals or objectives:
"The State Conservation and Planning Act (California) requires the preparation of a comprehensive, long-term, general plan for the physical development of the City". To be included in this plan are: regional function, land-use allocation, location of public services, transportation systems and density standards. "This is for the purpose of promoting the public health, safety and general welfare, by keeping:
 - residential areas free of those uses which conflict with good home environment.
 - industrial areas free of those uses which restrict expansion or limit proper industrial operations.
 - commercial areas properly related to the needs of the people for the variety of services demanded.
 - open spaces in balance with the needs of the people"
(for recreational and conservation facilities)

1. Title of report: Preliminary Plan, Springfield Township
(Pennsylvania)
2. Population of planning area: 22,000
3. Brief description of area: suburb of Philadelphia, nearly developed
4. Time period of plan: not indicated
5. Author: Springfield Planning Commission
6. Date of publication: 1957
7. Sponsor: Board of Commissioners.
8. Purported source of goals:
"... a synthesis of the Planning Commission's ...
recommended goals" "for crystallizing community
objectives".
9. Statement of goals or objectives:
" The central objective of the Preliminary Plan is to
maintain Springfield as an attractive suburban residential
community, with all of the conveniences and attributes
essential to such a community and with the tax base
required to support a desirable level of services and
facilities. Major components of this basic objective are:
 1. Insure continued high residential standards in keeping
with Springfield's predominant character as a
community of single-family homes.
 2. Promote and accommodate well-placed and appropriate
business and related uses, such as offices and
research laboratories, properly planned and designed
so as not to detract from the residential character of
surrounding areas.
 3. Achieve the best possible street and highway system
from Springfield's standpoint, improving the internal
street pattern and promoting sound regional trans-
portation facilities.
 4. Assure adequate provision of community facilities -
schools, churches, parks, playgrounds and municipal
services - to meet present and future needs of Town-
ship residents.

1. Title of report: A Comprehensive Plan for Telford, Pennsylvania
2. Population of planning area: 2,700
3. Brief description of area: remote suburb of Philadelphia (a Borough)
4. Time period of plan: to 1980.
5. Author: Montgomery County Planning Commission and HHFA
6. Date of publication: 1959
7. Sponsor: Telford Borough Council
8. Purported source of goals: Not indicated
9. Statement of goals or objectives:
 - "- The guidance of future development of the Borough in accordance with a comprehensive plan and sound planning principles. Development of the most beneficial relationship among the residential, commercial, industrial and recreational areas within the Borough.
 - The protection of the character and the social and economic stability of each of the above areas and encouraging their orderly and beneficial growth.
 - The gradual conformity of present land use to the aforesaid comprehensive plan and the minimization of conflicts among the uses of land and buildings.
 - The protection and conservation of the value of land and buildings throughout the Borough.
 - The most beneficial relation between land use and circulation of traffic throughout the Borough. The provision of safe convenient access appropriate to the various land uses.
 - The development of public policy and action in order to provide adequate public facilities and services to all residents of the Borough.
 - The development of the Borough as a good environment for people of all ages, incomes and occupations.
 - The effective utilization of all planning techniques, advantages and improvements that are available today.

1. Title of report: Comprehensive City Plan, Utica, N. Y.
2. Population of planning area: 100,000
3. Brief description of area: center of metropolitan area, fully developed
4. Time period of plan: 25 years.
5. Author: Harland Bartholomew and Associates
6. Date of publication: 1950
7. Sponsor: Utica City Planning Board
8. Purported source of goals:
These goals are referred to only as the "goals and objectives of the City Plan".
9. Statement of goals or objectives:
 - to guide the orderly and efficient development of the community.
 - establish a balanced pattern of Land Uses for the entire community, providing adequately for residential, commercial, industrial, recreational and circulation uses.
 - Facilitate access to Centers of Business and Industry by providing an adequate system of major streets for arterial traffic.
 - Define Residential Neighborhoods and protect them from encroachment of commercial and industrial uses and from arterial traffic.
 - Provide adequate Public Recreational areas and facilities.
 - Provide a system of Schools in scale with the present and expected child and adult population.
 - Encourage development of efficient Transit and Transportation facilities, including terminals.
 - Assure a system of Public Utilities, adequate for present and future needs of the community.
 - Point the way for redevelopment of sub-standard Residential, Commercial and Industrial areas.
 - Encourage development of modern Industrial and Commercial facilities.

1. Title of report: Washington, Present and Future
2. Population of planning area: 1,500,000
3. Brief description of area: National Capital, fully developed center of metropolitan area; environs of city included.
4. Time period of plan: 30 years.
5. Author: Harland Bartholomew and Associates, Consultants
6. Date of publication: 1950
7. Sponsor: National Capital Park and Planning Commission.
8. Purported source of goals:
"These are the aims of the Comprehensive Plan."
9. Statement of goals and objectives:
 - To develop a National Capital that will be loved and honored for its eminence among cities - an inspiring symbol, to citizen and visitor, of the dignity and vigor of American democratic government.
 - To preserve the best of the past in city building and experience, joined with leadership in new, sound ways of development.
 - To set the framework for efficient, economical conduct of the work of the Federal Government.
 - To further the general welfare of the 2,000,000 people who will be living in the metropolitan community 30 years hence.
 - To create satisfying and healthful living conditions through the best possible arrangement of uses of land.
 - To encourage a stable, attractive and profitable central business area.
 - To maintain and restore livability and attractiveness to central, in-town areas; clearing and rebuilding slum areas; and eliminating land overcrowding.
 - To achieve orderly development in outlying sections where the land is still vacant.
 - To move people and goods in and out of the metropolitan region, and from place to place within it, quickly, safely and economically.
 - To serve the daily needs of the people for parks, active play areas, schools and other community facilities for health, safety and convenience.

- To conserve natural resources for use and enjoyment on the one hand, by utilization well adapted to potentialities; and on the other, by preservation of elements in an unspoiled state.

1. Title of report: Town Plan of Development, Westport (Conn.)
2. Population of planning area: 20,000
3. Brief description of area: remote suburb of New York, half developed.
4. Time period of plan: 20 years
5. Author: Goodkind and O'Dea, Planning and Engineering Consultants.
6. Date of publication: 1959
7. Sponsor: ~~Planning and Zoning~~ Commission.
8. Purported source of goals:
The objectives are presented "for public consideration".
9. Statement of goals or objectives:
 - to accept growth as inevitable, but to anticipate a maximum ultimate population of 32,000.
 - to make the town an attractive, economical, efficient and pleasant place to live in.
 - to preserve and reinforce the Town's special identity in the urban region.
 - to preserve the present informal character of development in Westport, and the contrast among wooded, rural residential and fully developed areas.
 - to provide schools, recreation areas, public buildings, and other public facilities of a high quality and appropriate character.
 - maintenance of the present general pattern of local and commuter jobs.
 - continuation of adequate rail service and development of a modern road system.
 - encouraging a residential and commercial real-estate tax base that is adequate to meet future financial requirements of the town.
10. Statement of policies or programs:
For each of the listed objectives there are explanations and supporting statements. In most cases, there are also proposals for programs for achievement of the goal.

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