

CITY PLANNING INSTRUCTION
IN THE PUBLIC SCHOOL CURRICULUM

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ABSTRACT

The purpose of this study is to examine basic questions underlying city planning instruction in the public school curriculum, to investigate the nature of planning instruction programs, and to suggest means of improving such programs.

Major findings of the study are: (1) that city planning instruction is appropriate subject matter in the public school curriculum, of value in achieving implementation of planning proposals, and, potentially, an efficacious tool of planning and education; (2) that many existing programs of planning instruction are weak in some or all of the program elements, including content, placement of the unit in the curriculum, teaching aids, and teaching preparation; (3) that program continuance is a major problem; and (4) that the need for citizen understanding and support of city planning will require additional efforts by planning agencies and the schools.

These findings were achieved through a questionnaire survey of school systems in seventy-eight cities of the United States, interviews and correspondence with educators and planners, and through a survey of available literature in the field.

A functional set of recommendations is outlined to assist planners and educators in the establishment of an effective program of city planning instruction in public school systems.

CHAPTER I

INTRODUCTION

One of the greatest needs in the field of city planning today is the cooperation of citizens. A great number of planning ideas are being shelved in our cities, often because the public is not informed of city plans until they are completed. Even if informed of specific plans being formulated, the citizen often will be at variance with them because he is unfamiliar with the function of city planning. It is, apparently, the nature of man to be apprehensive of the unknown.

Many planners think that city planning instruction in the public schools can be a significant factor in developing a widespread appreciation of the principles of planning and that, once the student reaches voting age, he will work for the orderly development of his city.

It would appear, however, that our practical approach to this subject has been misdirected. Although city planning instruction has been placed in the school curriculum of over half our major cities, evidently this instruction is not very effective, as a persistent plea of planners and city officials is that the public must be educated to the meaning and purpose of city planning. Reginald R. Isaacs, Chairman of the Department of City and Regional Planning at Harvard University, gave his opinion on this matter at the 1959 conference of the American

Society of Planning Officials:

...I think that our greatest long-range opportunities to achieve an informed and active citizen group are in school programs... [yet] ... citizen education and participation in the planning process after more than 40 years remains at one and the same time a pious hope, a delusion--and yet a necessary goal in planning.¹

The purpose of this study is to examine basic questions underlying city planning instruction in the public school curriculum, to investigate the nature of planning instruction programs, and to suggest means of improving such programs.

The objectives of the research have been accomplished through a survey of available literature in the field and through personal interviews and correspondence with city planners and educators. Planning instruction programs in the school systems of approximately fifty cities of the United States have been examined.

CHAPTER II

BASIC QUESTIONS CONCERNING CITY PLANNING INSTRUCTION

There are three basic questions relative to the teaching of planning in the schools which will be discussed in this chapter.

The first of these questions is: does city planning education belong in the schools? Although planners may wish to educate future citizens in the principles of planning, and although city officials may wish to publicize their policies and programs, the subject is inappropriate in the curriculum if it does not meet the objectives of education.

Another question central to this thesis is: is city planning instruction in the public schools of value to the field of city planning? Its value largely depends on the ability of instruction programs to inform students on the basic principles of planning so that, on becoming adult citizens, they will understand and support sound planning proposals.

The last important question with which this chapter is concerned is: can city planning instruction be effective in the schools? Even though theoretically appropriate and valuable to planning, community planning instruction in the schools is worthless if it cannot accomplish its task.

The purpose of this chapter is to analyze succinctly the important aspects of these fundamental questions.

The Appropriateness of City Planning in the Curriculum

The appropriateness of any subject in the school curriculum depends on the objectives of education at a given point in time. Educational objectives and curriculum content, in turn, are largely determined by the attitudes of society. Taking the cause-effect process one step further, we can also say that society's opinions on education are greatly influenced by events of moment in history, by scientific and technological advances, and by religion and economics. A cursory examination of some important trends in the history of American education will substantiate this point.

Objectives of Education

Early Americans brought with them to this country the religiously based belief in the importance of reading the Scriptures. Consequently, schools were established for the purpose of teaching children to read and write. The attainment of these abilities was the principal objective of early American schools. It was late in the 18th century before even mathematics was considered a proper course in the school curriculum.²

By 1875 when free public education was well established in the Northern states, the objectives of education, and consequently the curriculum of schools, had been broadened considerably. Public leaders reasoned that if the people were to vote, they should be educated in many areas so that they could vote wisely. Thus, education became a principal concern of government rather than of religion, and we see the beginning of the modern American idea of utilitarian education.

The belief in education that is useful to the citizen in all areas of life was promulgated in the 17th century by John Amos Comenius, but was not accepted until the advent of public schools in America. Indeed, it is only in the last fifty years that Comenius' ideas (and Rousseau's which are based on Comenius) have been widely accepted by the American society. Comenius thought that education should be related to the interests and capacities of children and to real life problems in the community and world.³ Both Comenius and Rousseau believed that the democratic way of life depended on schools and teaching methods that would increase the ability of people to govern themselves.

Important curriculum changes have also been brought about by evolving economic conditions. A specific example is the expansion of vocational training courses in the curriculum of public schools in the 1930's. During the depression years many families were financially unable to send their children to college and successfully placed

pressure on the public schools to include the industrial arts in curricula. Secondary schools, for the first time on a large scale, were considered a means of securing training in trades.

These, then, are some of the historical determinants of curricula. The current objectives of education provide a basis for determining whether or not the teaching of city planning principles is appropriate subject matter in present-day curricula.

There is, of course, no precise set of educational objectives equally held by, and applicable to, any large section of this country. Avowed purposes of education and curricula vary with the presumed needs of communities and states. However, there are a number of broad statements of objectives published by scholars and educational groups which are widely accepted in the educational field.

The often-quoted and influential statement by the National Educational Association of the "seven great objectives" of education says that schools should be concerned with health, command of fundamental processes, worthy home membership, vocational education, citizenship training, wise use of leisure time, and ethical character.⁴ Three of these broad objectives, health, command of fundamental processes, and citizenship training are relevant to this thesis.

These broad objectives are refined by Glen F. Ovard, a leading author in social studies education. Mr. Ovard reviewed selected statements of objectives made during the period 1888 to 1958 and,

on the basis of this study and an analysis of current social needs, recommended a social studies curriculum. This curriculum emphasized, among other aims, an understanding of government, problem solving and critical thinking, and conservation of natural resources.⁵

Another prominent educator, John U. Michaelis, in summarizing the purposes of social studies, states that the student should be given "functional" information on transportation, conservation of resources, recreation, government, community living, and the interdependence characteristic of modern living.⁶ Many other writers in education hold views similar to those of Ovard and Michaelis.⁷

State boards of education have also adopted social studies objectives consistent with those discussed above. For example, the Wisconsin State Department of Education social studies guide states that the social studies program should foster an understanding of "the local community and its problems, and the need for wide participation in community concerns by all citizens."⁸

Typical of many local school systems, Dade County (Florida) School Department's detailed unit guide for their six week unit on the community states that the objectives are: "to recognize community problems; to learn ways to help solve community problems; to put into action programs which improve the community."⁹

Throughout the many published lists of educational objectives one can discern a consistent attempt to meet the needs of the individual

and the community. The needs of the individual have, since the inception of schooling, been of primary importance to education. However, the conception of communal needs as an objective is of comparatively recent origin, being brought into American education during the 19th century along with the first public schools. The schools' effort to give the student knowledge of the local community is evidently based on the fact that public schools are tax-supported and therefore are obligated to the entire political unit.

Tax-supported schools, it would seem, have yet another purpose rarely mentioned by educators in their writings. It is their assumed duty to inform students and to act, if necessary, on urgent matters that affect the general public welfare such as disease epidemics and social crises.

This latent purpose of education, as well as the previously-mentioned ones, all of which are pertinent to this thesis, can be synthesized into the following five objectives:

1. To assist students in learning to think critically through problem-solving.
2. To inform students on health and safety.
3. To inform students on resource conservation.
4. To inform students on local government.
5. To inform students on "urgent" matters.

These selected educational goals constitute the background against which the relevancy of city planning instruction may now be discussed.

Relation of City Planning Instruction to Selected Objectives of Education

The appropriateness of city planning instruction in the public schools may be established if it can be shown that such instruction contributes substantially to the objectives of education.

Critical Thinking and Problem-solving. The pervasiveness of this educational objective can be seen in the great number of "Problems of Democracy" courses offered throughout the United States. A requirement for problems analyzed in these courses is that they be recurring or persistent. Since city planning is concerned with such problems, it would seem that city planning instruction in "Problems of Democracy" courses would be appropriate and would promote critical thinking by students. And, because city planning is concerned with real problems in the student's immediate world, he is likely to have a greater interest in them than in the comparatively distant and impersonal national problems which often dominate the "Problems" courses.

Typical problems in the study of city planning would include, among others, traffic congestion, blighted land uses, and zoning. The complications of such problems could be expanded or contracted depending on the grade level and ability of the students being taught.

Health and Safety. There are several elements of city planning instruction which are closely related to the objective of informing students on general health and safety. Some of these elements are: planning for efficient water and sewerage systems; planning for residential and other land uses to provide adequate light and air, and to prevent overcrowding of land; planning for the provision of efficient and safe street systems; and planning for recreation areas.

Furthermore, one of the standard clauses in state planning enabling legislation states that city planning promotes "the health, safety, morals, and general welfare" of the community.¹⁰ Certainly, health and safety are basic considerations of planning instruction as well as of education.

Health and safety units offered the public school student often consist of personal hygiene, good nutrition habits, safe driving practices, and similar necessary, but limited information. City planning instruction provides an opportunity to go to greater depths in these areas. For example, pupils who are being instructed in the rudimentary rules of safety such as crossing streets could also be taught that major streets should be planned so as not to run through residential neighborhoods. And, courses that include superficial information on health practices in slum areas could also include information on the causes of slums and what community planning can do to eliminate them.

Resource Conservation. The conservation of natural and human resources is an important broad objective of city planning which underlies, or is related to, all planning proposals.

City planning instruction not only meets this important objective of education but often could add considerably to the student's understanding and interest in resource conservation. Courses which teach students only broad concepts about the conservation of the nation's dwindling resources would be made more meaningful by including information about how planning can prevent waste of resources in the student's own community. Specific planning proposals, for instance, in the location, design, and regulation of residential subdivisions can be related directly to resource conservation by showing how land is conserved through sound planning.

Local Government. Because city planning is generally accepted as an integral part of local government and because the function of planning is to coordinate the various activities of government and private interests for the over-all development of the community, city planning instruction would seem to be intimately related, and indispensable, to the educational objective of informing students on the organization and administration of local government.

School courses dealing with the municipal government often contain subject matter which is largely isolated bits of information on

local government officials, budgets, and services. Much of this information can be unified and shown to be related to the everyday life of the student through the utilization of city planning instruction. When the planning aspects of local bond issues, zoning changes, and other political issues are brought out in such instruction, local government becomes a meaningful and personal element in the lives of students.

Urgent Matters. The increasingly rampant and unplanned growth of urban areas in recent years has created a general "emergency" in many cities of the United States. Nationwide concern for this situation is reflected in Federal planning and housing legislation and in the recent proposal for a Federal Department of Urban Affairs.

The preceding section pointed out that one of the present day objectives of education is to inform students on "urgent" current topics. It is suggested that city planning instruction merits attention in the public schools on the basis of its urgency as well as for the other reasons discussed above.

Acceptance of City Planning in Curricula

The results of the survey conducted by the author as part of the research for this study suggest that there is de facto evidence of the appropriateness of city planning in the curricula of public schools. Sixty-five per cent of the seventy-eight cities surveyed offer a "unit"

in city planning in their school systems. These units vary in length from a few days to six weeks. Many of the superintendents and curriculum directors responding negatively to a survey question, "Is instruction in city planning given in your schools?" stated that they "regretted" not having such instruction. Only one educator (in a total correspondence with approximately 150) implied that city planning was not an appropriate subject in the school curriculum.

Thus it would seem, taking cognizance of the previous assumption that curriculum is largely a reflection of society's attitudes, that city planning is a subject appropriate for inclusion in the public school curriculum.

The Value of City Planning Instruction in Promoting Sound Planning

The basic function of city planning is to prepare over-all plans for the orderly development of the community and to take appropriate measures to see that these plans are effectuated.

Planners are generally agreed that public interest and support of planning are essential to the success of plans and that sustained public support is needed to provide continuity in the planning process. Citizen education, as several of the standard planning texts point out, is recognized as a major element in planning.¹¹

Need for Citizen Education

Citizen education in planning is needed because great segments of the public are unaware of urban problems and what city planning can do to solve them. The community that is aware of these problems and the basic principles of planning will insist on solutions and help put sound proposals into effect. A parallel can be seen in the universal medical policy of school inoculations. Medical people have educated the public to the advantages of inoculations against disease. Inoculation would be an impotent medical tool if general knowledge of the inoculable diseases did not prevail. People have to recognize that the difficulty exists and that remedies are available before they will take medicine. So it is with the ills that plague American cities.¹² And these ills are as serious and urgent as epidemic diseases.

Plan Implementation

City planning instruction in the schools should be the basic phase of citizen education. As intimated above, school-age training is a most thorough method of spreading knowledge of a particular subject. The totalitarian states of Europe during World War II recognized the power of instilling certain principles in their youth through the medium of school systems. A democratic state can well use these same techniques to achieve individual and collective benefits in keeping with a free society.

The following steps show how city planning instruction ideally helps accomplish planning proposals: (1) having been made conscious of urban problems, their causes, and how city planning attempts to solve them, the student, on becoming an adult citizen, will be more prone to vote for sound planning proposals and to participate intelligently in local civic groups that seek to better the community; (2) the resultant larger and more knowledgeable civic groups will also insist on the effectuation of sound planning proposals; and (3) the awareness and possible support of city planning among adults will be seen even before the student reaches adulthood as he will discuss with his parents the principles learned in school. The effectiveness of planning instruction will be discussed in concluding sections of this chapter.

Recruitment of Planners

It has been estimated that there is a need for two or three times the present number of city planners and that this shortage will persist if present trends continue.¹³ It is probable that one reason for this shortage is that very often people do not even know there is such a field as city planning until after college age. This situation would be improved if students were made aware of the city planning discipline while still in high school.¹⁴ Thus, additional planning students could be brought into the field through extensive and properly taught units on city planning.

The Effectiveness of City Planning Instruction

Even though a city planning unit can be justified in the curriculum because it meets the objectives of education and because it is theoretically valuable to planning, we have to go a step further and ask: can the teaching of this material accomplish what it is intended to accomplish? If it cannot, it is an unrealistic unit and meaningless deadwood in the school curriculum.

Philosophically, the impossibility of conclusive evidence concerning this question is apparent. Experience, and educators' and planners' opinions, however, suggest that city planning instruction has been effective to a degree and, prospectively, holds great promise.

Opinions

Many planners have spoken for the possibilities of city planning education in the schools. Reginald R. Isaacs gave his opinion on this matter at a recent conference of the American Society of Planning Officials: "I think that our greatest long-range opportunities to achieve an informed and active citizen group are in school programs."¹⁵

Another prominent planner, Mr. Ira J. Bach, commissioner of planning in Chicago, has said that city planning instruction in the Chicago schools is expected to be of invaluable assistance in realizing the objectives of Chicago's revised comprehensive plan.¹⁶

The two leading national organizations of planners have also expressed faith in the ability of planning instruction in schools to accomplish its task. The American Institute of Planners 1951 Subcommittee on Civic Education included public schools as one of the four major groups that should be enlisted to aid in the dissemination of information on planning. The American Society of Planning Officials has, for many years, been convinced that city planning instruction in the schools is efficacious judging by its many published articles on the topic in Planning, the society's annual publication of its conference papers.

Educators, too, have expressed their belief that community planning education in the public schools is effective if properly taught.

I. James Quillen and Lavone A. Hanna in their Education for Social Competence, strongly support such instruction and state that it is capable of fulfilling both needs of education and of the community.¹⁷

Eduard C. Lindeman enthusiastically endorses planning and planning education's capabilities in Book Two of "The Democratic Way of Life." He writes: "Schools which might consider themselves to be an integral part of an unfolding plan the aim of which is to make efficient use of human and natural resources on behalf of human needs, would experience no difficulties in relating education to life if planning instruction were a part of every school curriculum."¹⁸

Survey Responses

Many respondents to the survey questionnaire stated that city plans have been put into effect because people were taught general planning principles in the schools and were stimulated to work for such plans.

The following questionnaire excerpts illustrate this point.

Philadelphia, Pennsylvania (Miss Helen C. Bailey, associate superintendent of schools): "He (Dr. C. L. Cushman, prominent Philadelphia educator) believed the Chicago lake front had been rebuilt because the children had been taught to work for the project." And, speaking of Philadelphia's strong interest in urban renewal, the same respondent says, "I believe this is in large part due to the fact that our teen-agers have all had active interest in the matter [due to city planning instruction] and when they reached voting age they have supported renewal projects."¹⁹

Bradford, Pennsylvania (Miss Dorothy Currie, social studies supervisor): "It is difficult to say how much of this [planning progress] has resulted from city planning in our high school. We do feel that a great deal has been accomplished in building up public opinion in favor of improvement in Bradford."²⁰

Tulsa, Oklahoma (Mrs. Edith Daugherty, social science teacher): "The true value of city planning instruction is that students

feel a definite interest in the problems of their city. They become a part of the city's affairs and, on reaching maturity, are more active in voting and civic participation.... It is a well-liked unit also."²¹

Some cities had no city planning units in their schools but saw the possibility of their efficaciousness. Bismarck, North Dakota and Kansas City, Missouri are examples.

Bismarck, North Dakota (Mr. Evan Berg, assistant superintendent of schools): "I find this area [city planning instruction] one of real interest and plan to submit it to the Curriculum Council within our school system for consideration in our future curriculum planning."²²

Kansas City, Missouri (Mr. J. H. Manning, chief planning engineer): "...we know that we could do a great deal to bring about a planning consciousness in the minds of young people through working with the Board of Education on planning units in the schools and covet the opportunity to do so at the earliest time possible."²³

Personal interviews with educators, planners, and city officials, and an extensive search of planning literature indicate a general belief that school instruction in planning can be effective in achieving the common goals of education and of the community.

Summary

It would seem that city planning instruction is appropriate in the public school curriculum since it helps accomplish important

objectives of education. The objectives are:

1. To assist students in learning to think critically through problem solving.
2. To inform students on health and safety.
3. To inform students on resource conservation.
4. To inform students on local government.
5. To inform students on "urgent" matters.

Many planners think that planning instruction in the schools can be valuable to the field of planning through increased public understanding and support of basic planning principles. Another value seen by planners is an increased interest in planning as a career if students become aware of the planning discipline at an early age.

Although conclusive evidence is not available, both planners and educators indicate that city planning instruction in the public schools is a potentially effective tool in accomplishing objectives of education and planning.

CHAPTER III

CITY PLANNING INSTRUCTION PROGRAMS

The previous chapter indicated that city planning instruction in the public schools is appropriate, of value in implementing planning proposals, and, potentially, an effective tool of planning and education. The next logical step is to examine the elements of past and present programs of instruction in order to determine their strengths and weaknesses. This step is a prerequisite to making recommendations for the improvement of such instruction in the schools.

Because of the scant available literature on the nature and extent of city planning instruction in the schools, a questionnaire survey was conducted by the author.

During the period September 1961 to March 1962, letters or questionnaires were sent to school superintendents, curriculum directors, and teachers in ninety-three cities of the United States. Seventy-eight responses were obtained. Planning directors in twenty-six of these cities were also queried to learn something of planners' views on the subject of planning instruction in the schools.

The ninety-three cities of the survey were chosen from lists of cities contained in two previous surveys conducted in 1948 and 1950.²⁴

This was done to achieve some correlation with past research. Twenty cities not included in the earlier surveys were utilized in the present one to obtain a broader geographical coverage.

The survey questionnaire information was supplemented, in many instances, with personal interviews, correspondence, and available articles and reports dealing with citizen education in planning in general and with city planning instruction in the public schools in particular. However, no attempt has been made to conduct an exhaustive survey of the extent of city planning instruction programs. The primary purpose throughout has been to examine a sufficient quantity to determine the general nature of such programs. Even though several competent programs may not be included, the broad trends shown by the survey should be valid indications of current practices in city planning instruction in public school curricula.

Fifty of the seventy-eight cities responding to the survey questionnaire offered some type of city planning instruction in their public schools. Of these, nineteen cities apparently had strong units. Tabular statistics of the survey are presented in Table I in the Appendix. A general discussion of the survey is presented here.

All programs of city planning instruction examined were of the "unit" type; that is, the subject is taught as a division of a larger course of study. Since all of the fifty programs studied were unit programs, it is assumed that the majority of city planning instruction in the United States schools is of this type. This assumption is given

further validity by a comprehensive study of state and local educational requirements recently completed by the Office of Education of the United States Department of Health, Education, and Welfare, Mr. Howard H. Cummings, specialist for Social Sciences in the United States Office of Education and a member of the force working on the above-mentioned survey of course offerings, states that their survey found unit instruction in city planning to be common in United States schools but that these units have seldom been "pulled together into a single course."²⁵

Although not usually a separate course in the schools, city planning instruction nevertheless is often a distinct unit. There are six major aspects of these units that are important for the purpose of this thesis. These aspects include an examination of: factors and organizations which influence the initiation of planning units in the schools; the subject matter or content of these units; instructional materials involved; the course and grade placement of the planning unit; amount of preparation in city planning given teachers; and factors affecting the permanency of the planning unit.

Initiation

During the course of the survey it became apparent that external factors or conditions as well as organizations influence the initiation of planning units in the schools.

External Factors

One of the more important external factors is a natural disaster such as a flood. Another external factor influencing program initiation is the outward manifestation of planning, such as urban renewal projects. Natural disasters and visible planning activity bring about a public consciousness of the importance of planning. This awareness often results in the inclusion of the subject in school curricula.

An example of how one of these factors has influenced the initiation of planning instruction in a particular school system is seen in Scranton, Pennsylvania. A devastating flood emphasized the need for total community action in obtaining sound planning and effectuation of plans. The Scranton Redevelopment Authority accelerated its efforts to improve community planning after the flood. The public schools were to be a major part of these efforts. Projects in planning were installed in the schools in 1957. Thus, one of the worst floods in Scranton's history increased planning consciousness and, in turn, influenced the initiation of planning units in the schools.²⁶

An example of the effects of urban renewal activity on program initiation is found in Buffalo, New York. Apparently, the Ellicott District and Fruit Belt projects in Buffalo were the stimulus behind the planning unit which is to begin in the schools of that city in

September 1962. The title of the principal booklet to be used in the unit is "Urban Renewal -- Buffalo, New York."²⁷

Organizations

Important organizations that have been instrumental in getting planning instruction placed in the public schools are civic clubs, business groups, planning agencies, and, of course, the schools themselves.

Responses to the survey questionnaire show that substantially more than half of the planning instruction programs were initiated by the schools alone. Miss Elizabeth Stack, an educator who has had considerable experience with the planning units in the schools and who now heads the Education Department of Agnes Scott College stated, "Every time that planning units have been introduced into the schools of North Carolina it was we [the school people] who took the initiative."²⁸

Civic and business groups are, according to the survey respondents, about equally influential in getting city planning instruction started in the schools. In one of the several cities -- Miami, Florida -- the placement of the planning unit in the schools has been the result of a cooperative effort. The Miami-Dade County Chamber of Commerce, the curriculum division of the school system, and the metropolitan government jointly worked out Miami's existing program. Such a cooperative effort is well-advised since the active support of these and similar organizations will not only facilitate the introduction of

the planning unit into the school curriculum but will also help insure its success and continuance. Evidence supporting these contentions can be found in several programs. The early Chicago program, a good example, is discussed in the concluding section of this chapter.

Planning agencies evidently have initiated very few instruction programs. Questionnaire respondents reported no units installed through the efforts of local planning groups alone, and only four cities reported that programs were started through the combined work of schools and planning agencies.²⁹ The two previous surveys of planning education in the schools also uncovered little evidence of planning agency participation in initiating programs.³⁰ This lack of aggressiveness on the part of planners is surprising. An excellent opportunity for citizen education in planning is, in many instances, being ignored.

Content

The content of programs labeled "city planning units" varies considerably. A few of the programs contained instruction that is readily identified with city planning. Other units merely superficially described urban problems of growth.

The most prevalent facets of urban planning taught in the schools are transportation, zoning, housing and urban redevelopment, municipal services, and resource conservation.

In some cases program content is accurate, concerned with basic principles, and well presented. Examples of such strong units are in the schools of Anchorage, Alaska; Atlanta, Georgia; Bradford, Pennsylvania; Chicago, Illinois; Cleveland, Ohio; Des Moines, Iowa; Detroit, Michigan; Hartford, Connecticut; Louisville, Kentucky; Miami, Florida; Minneapolis, Minnesota; New York City, New York; Paterson, New Jersey; Philadelphia, Pennsylvania; Portland, Oregon; St. Paul, Minnesota; Scranton, Pennsylvania; Tulsa, Oklahoma; and Washington, D. C.

Much more prevalent, however, is the unit that merely described existing conditions in the community. Little attention, in these instances, is given to the causes of urban problems and what city planning attempts to do to solve them. During the course of the survey several specific inadequacies in the teaching of various facets of planning appeared. The following are examples. Treatment of transportation problems often involves only a superficial description of local means of conveyance, excluding causes of inefficiency and congestion. Housing and urban renewal study often consists only of descriptions of projects and visits to slum areas. Urban services frequently are merely noted as being part of the local government operation.

It is not suggested that an attempt be made to explore all ramifications of city planning in the public school curriculum. One

would expect, however, that a unit described in the curriculum guide as "city planning" would contain at least an elemental treatment of basic causes, for example, of slums, and what tools for precluding their reoccurrence are available.

One over-all inadequacy of program content has been noted. Even some of the better units often fail to define the planning agency as that part of the local government that functions in an advisory capacity to the local government and to public and private interests in the promotion of orderly urban growth. Too often the student is taught that the planning agency is merely another operating department of government. In schools where this description is given, it is not difficult to understand why many urban problems within the framework of planning are treated separately and with no reference to the planning agency. It is good that urban problems are treated, but certainly the student should know that there is a division of government which is constantly attempting to solve these problems and which would be in better position to do so if the public were aware of this fact.

Teaching Aids

Modern educational theories require the use of a number of teaching aids in addition to, or in lieu of, standard textual material. Many of these can be advantageously employed in presenting planning instruction. Questionnaire responses revealed that standard texts,

manuals, audio-visual aids, neighborhood and city model construction, planning agency reports, guest speakers, and non-planning agency publications are utilized in the teaching of city planning units.

Standard civics and government texts such as Magruder's American Government,³¹ which has a chapter devoted to planning, are used in approximately half of the programs surveyed. Complete textbooks on planning for use in elementary and secondary schools are few in number, undoubtedly because planning is not usually a full course in the curriculum. However, of the fifteen textbooks reviewed by the author, there are several of high quality. One of these is Building Atlanta's Future,³² used for many years in the Atlanta school system but now relegated to the school libraries as a reference text only. Neighbor Flapfoot is an interesting text of rudimentary planning concepts for use in the elementary school.³³ This text was first published in 1952 and is still in print.

Because of the paucity of good local material on planning, several cities have prepared manuals for use in the schools. In Detroit the planning commission assisted the schools in the preparation of such a manual. Many other school systems have prepared manual without assistance. An example of one of the better manuals prepared by schools is the Bradford (Pennsylvania) High School publication, "It Pays to Plan -- A Manual of City Planning."³⁴ While some schools have done a creditable job of writing manuals without assistance it

would seem that a more desirable method would be to utilize the talents of both educators and planners.

Although a number of films exist (some free and listed in "Educators' Guide to Free Films"³⁵), only three cities in the survey stated that city planning films were used in their schools. Two of the better films viewed were: "Cities: How They Grow," produced by Encyclopedia Britannica Films, Inc. in collaboration with Columbia University, and "The Living City," produced by the same company. This teaching aid would probably be used more extensively if more good planning films were available.

Model construction, popular in the late 1940's and early 1950's,³⁶ apparently is not now so widely used. Only four of the cities surveyed had schools that engaged in the building of neighborhood and city models. One reason for the decline of interest in project building is probably the inordinate amount of time consumed in proportion to the knowledge gained. One teacher, commenting on a neighborhood project done several years ago, said that "hours and hours" were consumed in manual labor that could have been applied more advantageously. The same admonition would apply to those schools that spend a great deal of time preparing statistical charts for use in city planning units. Project building can be a useful tool in teaching; however, it is submitted that quickly prepared rough models and sketches will accomplish the purpose as well as time-consuming polished products.

Publications of local planning departments are utilized in about twenty-five of the fifty cities having planning units in their public schools. In most cases, however, the publications are not written specifically for schools and are not of great value because of the inadaptability of content to classroom use. Often, too, the planning publications are merely sent to the libraries of each school and are not actually available for the ready use of the student in the classroom.

Speakers are obtained from planning offices to talk to students in approximately twenty per cent of the cities surveyed. Teachers state that a great deal of interest in planning is aroused through the use of planners as guest speakers but that this resource is often limited because of the great number of schools and the small number of public agency planners in some cities.

Other sources available to the classroom teachers for planning literature are the American Council To Improve Our Neighborhoods,³⁷ the Housing and Home Finance Agency, the Tennessee Valley Authority, and the United States Chamber of Commerce. Private companies have also published planning material for use in the schools. "The ABC's of Urban Renewal" and "A Primer About Slums and Urban Renewal" are limited but excellent publications prepared especially for classroom use by Sears, Roebuck, and Company.

Placement

It is difficult to determine the specific grade and course within which the city planning unit should be placed. It is also difficult to determine precisely how much time should be given to the unit. However, if a planning unit is to be initiated in a school system, obviously, some sort of decision regarding these matters must be made. This task can be simplified by examining the thinking of educators as it is reflected in existing programs of instruction.

The survey indicates that forty-one of the fifty school systems responding favor the inclusion of planning units in civics and government or "Problems of Democracy" courses. The remaining nine cities place planning instruction in history, economics, or sociology courses. Two cities teach the unit in art classes as well as in other subjects.

According to the survey the most common grade in which planning instruction is given is the twelfth. Thirty-three school systems placed planning in this grade while twenty-three placed it in the ninth grade. Only fourteen cities included planning instruction at other grade levels. The lower grades especially have been avoided.

It would seem that educators are wise in not offering planning units below about grade seven since studies indicate that children below that grade are frequently incapable of grasping fundamental

space and time concepts -- concepts which are essential to the understanding of planning. Studies completed by Jean Piaget and Bärbel Inhelder show that spatial and abstract ideas of children below about grade seven are quite limited;³⁸ and the well-known time-concept study by Kopple C. Friedman concluded the "tests on the meanings of time words, on dates, and on ability to place familiar events in chronological sequence indicated continued progress by grade but lack of sufficient comprehension even by grade six."³⁹ Reading interests of children also indicate that a planning unit would not be as successful below grade nine. Human development studies by John P. Zubek and P. A. Solberg show that less than 40 per cent of children in grades 5-8 were interested in "news of your city" whereas an average of 75 per cent of children in grades 9-11 were interested in that topic.⁴⁰

In some cases schools include a planning unit in two or more grades. However, the practice of giving lengthy city planning instruction or brief units throughout the curriculum, wherever it applies, from the kindergarten through the twelfth grade,⁴¹ has largely been discontinued. This approach, advocated but not widespread in the 1940's and early 1950's,⁴² created several difficulties. One such difficulty was that teachers sometimes rebelled against city planning instruction. For example, one survey respondent, speaking of the overzealous attempt to introduce extensive planning units in the schools,

stated that: "We frankly did not feel that . . . so much time could justifiably be given to one specific field at the expense of other valuable information." The present tendency to concentrate instruction in units of from two to six weeks and in one or two courses suggests that there has been a general reaction among educators against lengthy planning units. On the other hand, respondents and interviewees of the survey expressed unanimous approval of brief units of about four weeks.

A problem which is aggravated by the placement of planning units in several grades is the poor quality of instruction due to the inadequate number of teachers prepared to teach planning. Teachers have not, according to the survey, generally received special preparation for the teaching of city planning units. The problem of preparing teachers is obviously complicated when a greater number of teachers are involved in the program.

Teacher Preparation

As mentioned in the preceding section, very little education in planning principles is given to teachers of city planning units. Only five cities of the survey had programs for the preparation of teachers.

In-service preparation, in the form of workshops, seminars, or extension courses in city planning is used sparingly. However, a

city that has taken advantage of excellent available opportunities to instruct social science teachers in planning principles is Washington, D. C. Teachers in this city take planning courses at the District of Columbia Teachers' College and at the American University. An important stimulus behind the strengthening of these courses is the Washington Center for Metropolitan Studies. The Center also conducts seminars in urban problems which are well-attended by teachers and administrators drawn from the six major school systems of the area. Two of the larger school systems of the Washington district pay for tuition and books, and graduate credit is granted for the seminars. Other universities outside the Washington area but within the general region are being asked to consider offering similar courses because of the growing interest in the program.⁴³

The influence of the Center's efforts to instruct educators in the field of urban affairs can be seen in curriculum development, classroom results, and in new program opportunities which it has stimulated. Teachers attending the seminars have initiated urban planning units in civics and government courses and have reported unprecedented interest in the social studies as a result of these units. One of the new programs that has come from the Center's work is a summer institute in urban studies for metropolitan area teachers from all parts of the country.⁴⁴

Another example of an aggressive organization that has helped prepare teachers for instruction in community planning is the Greater Hartford Council on Economic Education. The stated goal of the Council is "improvement of education for economic understanding in the public schools of Greater Hartford."⁴⁵ Although the emphasis is on economics, city planning topics consistently appear on the agenda of the annual fall conferences of the Council. In fact, the entire eleventh fall conference which was held in October 1960 was concerned with planning. The title of that conference was "Why Metropolitan Planning -- A Look Into Greater Hartford's Future." Thomas H. Skirm, Hartford educator and a principal speaker at the conference, stated that the purpose of the eleventh conference was "to inform the participants of the problems that confront the Greater Hartford community and to help teachers to introduce these problems into their classrooms in such a way that their students might become better acquainted with their responsibilities as future citizens."⁴⁶

The Hartford and Washington efforts are examples of aggressive teacher education programs. Less thorough but still of value in preparing teachers are unit manuals and detailed curriculum guides. Unfortunately these means of informing teachers on city planning are often overlooked. Only one city reported the use of detailed manuals or curriculum guides that would enable a teacher unfamiliar with planning to gain a good general knowledge of the subject.

Continuance

Results of the survey indicate that a number of school systems which formerly offered units in city planning have now removed them from the curriculum. A few cities such as Richmond and Dallas that were reported some years ago as having strong units⁴⁷ now have de-emphasized them or have eliminated them from many of their schools. This section will examine some of the important factors in the continuance problem.

Obviously, all of the elements previously discussed in this chapter -- initiation, content, materials, placement, and teacher preparation -- affect the success and continuance of the city planning unit. Of these, many respondents to the survey think that teacher preparation is most vital. There are also factors of a broader nature which affect the permanency of the unit. Three of the more important of these are city planning publicity, civic group support, and the attitudes of parents of students taking city planning instruction.

The first two of these factors are illustrated by the history of planning instruction in the Chicago public schools. The Chicago program was installed in the schools in 1912 through the efforts of the Commercial Club and the planning commission in order to familiarize students with the Burnham Plan of Chicago. The famous "Wacker's Manual of the Plan of Chicago" was used in an eighth-grade civics

course from 1912 to 1930. During the period 1911 to 1924 the City Plan Commission conducted an extensive public works program and, with the assistance of civic groups, publicized each project through every news medium. As public works construction and planning publicity declined in the 1920's so did planning instruction in the schools. In the decade 1930 to 1940 planning activity was virtually at a standstill.⁴⁸ It was at the beginning of this period that the use of the Wacker Manual was discontinued in the Chicago schools.⁴⁹ Not until the 1940's and the emergence of revitalized planning activity did the Chicago schools again emphasize city planning instruction in the schools.

The decided success of the early Chicago program points up the importance of having a strong over-all campaign of informing both school-age citizens and adult groups on the principles and advantages of city planning. Each of these education areas enforces the efforts of the other.

Questionnaire respondents concur with the above contention that planning activity and publicity are strong factors in keeping planning units in the schools. In response to the question, "In your opinion what has made the unit a successful, continuing process?", approximately thirty per cent stated "local planning projects" and "sustained public interest."

Another broad factor that affects the continuance of planning units is the attitude of parents of children taking such instruction. Educators interviewed emphasized that parents must be made aware of the importance of such instruction for their children and that, when trips are being planned in connection with the unit (as is often the case) parental approval and assistance in providing transportation should be obtained well in advance of the excursion date. Failure to secure the support of parents has often led to a short-lived program in city planning instruction.

Summary

The results of the survey indicate that schools and civic groups have been important factors in the initiation of city planning units in the public schools. On the other hand, planning agencies generally have not been active in getting planning units into the schools.

Program content, materials used in teaching the planning unit, placement of the unit in the curriculum, and teacher preparation are elements of the program which determine the overall quality and effectiveness of the instruction. Many school systems are weak in some or all of these elements.

Another major factor in the consideration of city planning instruction programs is program continuance. Several school systems which formerly had strong planning instruction units have discontinued

them. Many factors affect program continuance. Civic interest, planning activity, placement and quality of instruction, and parental attitudes are some of the more important areas that need attention if programs are to be made a permanent part of school curricula.

City planning instruction in the public school curriculum is a basic phase of overall civic education in planning. The need for citizen understanding and support of city planning will require understanding and support of city planning will require additional efforts in the schools. If planning agencies consider civic education in planning important to their total operation they should work for the inclusion of planning units in public school curricula, should attempt to raise the quality of instruction in schools that already teach planning, and should make the planning unit a continuing part of their civic education program. The following chapter will present recommendations for achieving these aims.

CHAPTER IV

PROPOSALS FOR A CITY PLANNING INSTRUCTION PROGRAM

The purpose of this chapter is to provide a functional set of recommendations to assist planners and educators in the establishment of an effective program of city planning instruction in public schools. These recommendations supplement the evaluations of Chapter Three and are based on results of the survey described previously and on information obtained through interviews, correspondence, and available literature. Procedures suggested are in keeping with the recommendations of curriculum authorities.⁵⁰ For reference purposes this chapter is structured within three principal categories: program initiation, program development, and program operation.

Initiation

Since planning instruction in the public schools directly involves the school department and the planning agency, these responsible agencies should initiate the program. This joint effort would provide a sound basis for coordination and preclude some of the problems of program content and continuance mentioned in Chapter Three.

The following are the three steps of initiation to be taken by the planning director and superintendent of schools.

Feasibility Survey

The first step is a survey of the feasibility of installing the proposed planning instruction program.

The superintendent at an initial meeting with the planning director, should accept the responsibility of investigating the school department's obligations related to the program. This would include a consideration of placement and length of the planning unit, provision of a "liason teacher," and teacher preparation. In the process of this investigation the superintendent should prepare a program budget.

The planning director, at this initial meeting, should accept the responsibility of investigating the feasibility of providing materials of instruction and a liason staff member. The director should prepare a budget including these program responsibilities.

Details of the various elements of a city planning instruction program that should be considered by both the planning director and the superintendent of schools will be discussed in succeeding sections of this chapter.

During the initial phases of the program it is recommended that the advice and support of the state director of curriculum be obtained. The state department of education may be of assistance in the financing of the program and in coordinating activities with other school systems that have, or are contemplating, planning units in their schools.

Since lack of careful budgeting is suspected to be one cause of program discontinuance, it should be emphasized that each phase of the program involves expense and that both the planning agency and the school department should be cognizant of this fact before policy decisions are made.

Before discarding the proposal of a planning unit in the schools because of lack of funds, the possibility of obtaining Federal financial assistance through a "314 Demonstration Grant" should be investigated. A major requisite of this aid is that urban renewal information be included in the program. These grants are administered by the Housing and Home Finance Agency.

Upon completion of the feasibility survey the planning director and superintendent should jointly review the survey results and formulate the policy decision of whether the planning instruction program is to be initiated.

Promotion

After the above preliminary studies and policy decisions have been made, the next step is to inform civic groups of the advantages of planning instruction in the schools and of the intention of initiating such a program. The planning director and the superintendent of schools should solicit the advice and support of these groups since they can be instrumental in creating a public opinion favorable to the

program. A representative advisory committee, composed of interested civic group members, may well be considered.

Since public interest in and support of planning is an important aspect of program initiation (as well as of program continuance), the schools should, if possible, time the initiation of the planning instruction program to coincide with a well-publicized manifestation of planning such as the implementation of a local urban redevelopment proposal.

Official Adoption

The final step in the initiation phase of the planning instruction program is to secure the official adoption of the unit by the local board of education, if required. In some states it may be necessary to secure the approval of the state board of education as well. The mechanics of adding to the school curriculum vary so greatly among school systems that the details are not discussed here. It is assumed the superintendent will be responsible for conforming to these requirements.

Development

The development of an effective planning instruction program in the schools is largely dependent on placement of the unit in the curriculum, on the preparation of teachers, and on instructional materials. Each of these elements will be discussed in this section.

Placement

A committee of social science teachers should examine the content of the social science curriculum for the purpose of deciding the most appropriate course or courses for the inclusion of the planning unit. In many school systems a four-week unit in a twelfth-grade Problems of Democracy or government course would be feasible. These courses often contain isolated information on urban planning which could be drawn together into a more meaningful unit. In school systems that may not wish to alter the structure of these courses, a ninth-grade civics course or a tenth or eleventh-grade history course that might include local history would be appropriate for the placement of the planning unit.

Teacher Preparation

The education of teachers may be accomplished through summer "short courses" on planning, graduate credit courses, lectures and manuals, or through a combination of these in-service teacher education methods.

In some areas there may be existing courses in a conveniently located university that would serve the purpose. In Atlanta, Georgia, for example, the Graduate School of City Planning at the Georgia Institute of Technology conducts at that institution a two-week Planning

Institute every other summer. In the alternate summers Georgia Tech conducts the same course in cooperation with an interested university or college in the Southeast. This type of course could well be used for the preparation of teachers.

In many cases, however, the school system will wish to request a local university to install an appropriate summer course on planning for teachers. If the school system is large or if there is sufficient interest among several small systems, such a course would be feasible. It is recommended that a university considering a course on planning obtain the services of a recognized planning school or planning consultant to assist in its installation.

To increase interest in the teacher preparation program it is recommended that graduate credit be given to those teachers who complete in-service courses on planning and that local school systems pay the cost of teachers' tuition and books. Smaller school systems with limited funds may find it necessary to have only one teacher, a social studies supervisor, for example, attend the planning course. After completing the course, this teacher could conduct an in-service program for other teachers of the school system.

Some school systems will find it advisable to use only a limited in-service program for the preparation of teachers. In these systems the director of the local planning agency could conduct several seminars or lectures on planning as part of the teacher education

program. Of course, in all systems, teachers could obtain a measure of preparation through the use of manuals and guided reading.

Teaching Aids

Teaching aids of value mentioned in Chapter Three should be used. Three of these, local planning manuals, guest speakers, and films will be treated in more detail in this section.

Manuals. A suggested broad outline of a local planning manual or booklet to be prepared by the planning agency and which should be acceptable to public schools is the following:

Part One Your Local Government

Part Two City Planning as a Function of Local Government

Part Three Role of the Citizen in Local Government

Part One could contain an explanation of the particular local government structure, its departments, and their functions.

Part Two could give a detailed explanation of the city planning agency of the local government, the purpose and principles of city planning, and local examples illustrating these principles.

Part Three might include information on civic organizations and their value in getting plans implemented. The importance of the individual and his increased effectiveness in promoting a better community through membership in civic groups should be stressed.

Smaller agencies could request the assistance of a regional planning agency in the production of such a manual. This agency could print a generalized planning manual suitable for use in school systems throughout its province. The manual, after distribution, could be supplemented with local examples of planning to make it more meaningful and interesting to students.

The manual for students outlined above could also be used, with modifications, as a "resource unit" for teachers. Specific additions to the manual necessary to achieve this purpose are: objectives of the unit, activity lists, reference materials, and methods of evaluation. Experienced teachers should assist planners in the development of the resource unit.

Whether prepared locally or by a regional agency, the planning manual and the resource unit should be revised periodically. How often depends on the individual area; however, it is recommended that revisions be made about every three years.

Guest Speakers. Another valuable teaching aid in a planning unit is the guest speaker from the planning agency. If possible, a schedule of specific days during which agency speakers would be available should be given to the school department.

Films. Films and filmstrips are also excellent aids in teaching. State and local school department film libraries should be

consulted to make available appropriate films similar to those discussed in Chapter Three.

Because of the dearth of good instructional films on city planning for use in the schools, it is urged that one of the national organizations of planners utilize its resources to produce some high quality planning films. The organization could enlist the professional aid of its own members and of the National Education Association to insure technical competence. Sponsors such as the Joint Council on Economic Education of the Ford Foundation, the United States Chamber of Commerce, or private enterprise might provide financial assistance for the project.

Operation

It is the continuing operation of the planning unit over the years that provides a sound basis for comprehensive civic education in planning.

Liason

In order to maintain a smoothly-operating, high quality program and to provide a means of insuring program continuance, the local planning agency should designate a member of its staff as "education liason planner." The amount of time devoted to the schools would vary with the size and character of the school system. However,

even in the larger cities the liason planner would probably not spend more than about twenty per cent of his time with the schools. This time could be advantageously spent in reviewing the planning units of the schools, meeting with social science teachers, providing materials, working out speaker and film schedules, revising the unit manual, and in reevaluating the planning instruction program. Where the planning agency staff is small the director's office assistant could be assigned many of these duties.

The school system should also designate a liason staff member to work with the planning agency on matters pertaining to the operation of the planning unit. This person could be a social studies supervisor or teacher who would spend approximately five per cent of his time consulting with the planning agency and, in many cases, would conduct in-service education programs for teachers.

Program Review and Reevaluation

Annual review of the planning instruction by representatives of the planning agency and the school system is recommended. A specific date or week for reevaluation of the program should be designated to facilitate compliance.

During the period of program review and reevaluation teachers of planning units and the liason staff should discuss problems of the program that have occurred in the past year, solicit suggestions from

students who have completed the unit, and review planning instruction programs of other cities to find ways of improving the local program.

Teacher Education

The school department should continue to encourage the in-service education of planning unit teachers to insure an adequate supply of qualified personnel. As the school department learns of a change in teachers that will occur in a course that includes the planning unit, the liason teacher should be notified so that the new teacher can be given preparation.

As often as possible, teachers should be given refresher experience in the form of additional graduate and short courses or seminars and lectures conducted by the liason teacher and planner.

Budget Preparation

Another factor in program operation that is important in achieving a continuing program of quality is proper budgeting.

An essential function of the liason meeting each year described above is the preparation of the annual budget. The local planning agency and the school department should assure that adequate funds for operating the program be included in their annual operating budgets and that each budget be itemized in sufficient detail to show the specific costs of the planning instruction program. When costly program

revisions are contemplated, such as the publication of a new manual, long-term budgeting practices should be employed.

Summary

In summary, it is strongly urged that cities interested in initiating a city planning instruction program build a firm foundation for the program. This can be accomplished through a thorough feasibility survey, aggressive promotion among civic groups, and through conformance to the official requirements of the school system.

It is also recommended that careful consideration be given to teacher preparation, unit placement, and instructional materials to develop a program of high quality.

Finally, it is urged that liaison staff members be designated, that the over-all program be reviewed and reevaluated annually, that continuous teacher education be encouraged, and that advanced budgetary practices be employed to assure the operation of a successful, continuing program.

APPENDIX

Table ICities Included in Survey

x Albuquerque	x Duluth	x Mobile	+ St. Louis
* Anchorage	x El Paso	+ Nashville	* St. Paul
* Atlanta	x Flint	+ Newark, N. J.	x Salt Lake
+ Baltimore	x Ft. Wayne	+ New Orleans	+ San Antonio
+ Baton Rouge	x Ft. Worth	* New York	+ San Deigo
+ Birmingham	+ Gary, Ind.	+ Norfolk	x San Francisco
x Bismarck	x Grand Rapids	x Oakland	+ Santa Fe
* Bradford, Pa.	+ Greensboro	+ Oklahoma City	x Savannah, Ga.
+ Buffalo	* Hartford	x Omaha	* Scranton, Pa.
x Casper, Wyo.	+ Honolulu	+ Pasadena	+ Seattle
* Chicago	x Houston	* Patterson	x Spokane
+ Cincinnati	+ Knoxville	* Philadelphia	x Springfield
* Cleveland	x Lexington	x Phoenix	+ Syracuse
+ Columbia	+ Little Rock	+ Pittsburgh	x Tallahassee
x Dallas	+ Los Angeles	+ Portland, Me.	+ Toledo, O.
x Dayton	* Louisville	* Portland, Ore.	+ Trenton
+ Denver	x Memphis	x Providence	* Tulsa
* Des Moines	* Miami	x Raleigh	* Washington
* Detroit	* Minneapolis	+ Richmond	+ Wichita
		x Rome, Ga.	x Yonkers

Explanation of Symbols

- * indicates strong unit in city planning
- + indicates city planning instruction
- x indicates incidental or no city planning instruction

Summary

Total number of cities surveyed 78

Number of cities with strong city planning units 19

Number of cities with city planning instruction 31

Number of cities with incidental or no city planning instruction . . 28

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