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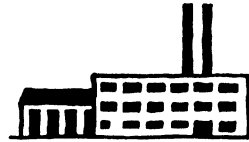
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LIVING IN THE CITY

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LIVING



IN THE CITY



A. ELWOOD ADAMS Coauthor of *Democratic Citizenship in Today's World* and *Democracy and Social Policy*

EDWARD EVERETT WALKER Coauthor of *Government of the United States*, *Democratic Citizenship in Today's World*, and *Democracy and Social Policy*

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LIVING IN THE CITY

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PREFACE

THE authors are pleased to offer this book as a contribution to learning and teaching in the social studies. At a time when educators are pleading for enrichment materials, no explanation need be offered of the desire to provide unique and well-organized information directed at the specific needs of pupils and teachers.

One central object of social studies teaching is to give pupils an understanding of our complex social organization. Young people need information that is functional in the sense that it adds to an understanding of their immediate environment. Such understanding not only involves guided study of the surroundings of pupils, but also aids in interpreting, classifying, and generalizing information for guidance of present and future behavior.

A second aim of social studies instruction is to be found in the necessity for interpreting social change and social trends. No "still picture" of any phase of social life is adequate. Information that is not interpreted in terms of change is apt to have limited usefulness or to be definitely misleading.

It is believed that *Living in the City* makes a contribution to the realization of the two aims of instruction enumerated. At some place in the secondary school years, most schools undertake a study of community life. Though the need is apparent, there have been few books and pamphlets on urban life that younger girls and boys can read. *Living in the City* meets this need by providing a simple discussion of the concrete pattern of city life and problems. Furthermore, the authors have gone

beyond the descriptive phases of this task by writing always in awareness of the American trend toward an industrialized, urban pattern of living.

Several valuable features of this book will be apparent to teachers. Not only is the descriptive matter entertaining and useful, but the outline and subtopics provide a framework within which to carry on a study of the home cities of boys and girls. The authors have recognized the necessity of such study by providing in the chapter exercises for a considerable amount of local investigation. All exercises have been prepared with care to avoid going beyond youthful interests and skills. Illustrations have been selected with discrimination in order to supplement and enrich the book's content. Particular attention has been given to problems of chapter organization and vocabulary.

The authors take this opportunity to acknowledge their debt to pupils and colleagues whose many indirect contributions cannot be named specifically.

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LIVING IN THE CITY

I. WHY AND HOW



The past century has seen the rapid growth of cities in the United States. A hundred years ago the residents of the straggling settlement of San Francisco could not have foreseen the thriving city that was quickly to rise on San Francisco Bay. [Bettmann]

IN THIS CHAPTER:

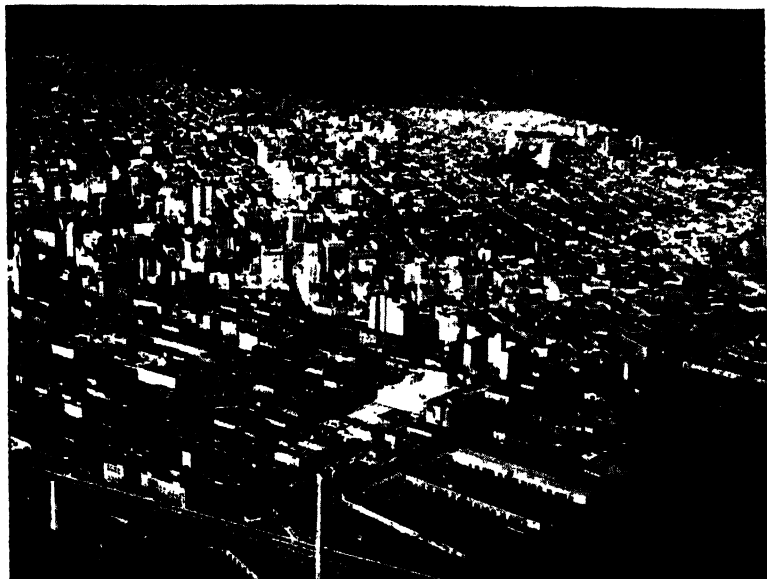
A Century of Growth.

Why Cities Grow. Location Influences Growth; Industry and Trade Promote Growth; Farm Improvements Release Men; Migration Centralizes Population; Cities Are Service Centers

How Cities Grow. Cities Develop in Clusters; The Internal Growth of Cities; City Populations Mixed

Will Cities Continue to Grow? Rates of Growth Decline; Problems Abide

CITIES GROW



The same factors that have caused the growth of many other cities have aided the rapid expansion of San Francisco. You will read about them in this chapter. Which ones have been important to the growth of your own or a near-by city? [Fairchild Aerial Surveys]

IF you dwell in one of the several hundred cities of the United States, you have probably heard many stories about its history and growth. Old people like to tell how the town looked when it was a straggling and dusty village. Civic leaders boast of their part in directing the city's growth and building its homes, streets, and playgrounds. Newspapers often carry stories and pictures concerning the community in earlier days.

Nor are these various accounts always exaggerated, for some

of America's many cities have indeed grown with amazing speed. Today more than half of the people of the nation are classified in the *Census of the United States* as city dwellers. Ninety-one cities had passed 100,000 population in 1940, while almost 1,000 others contained 10,000 or more persons.

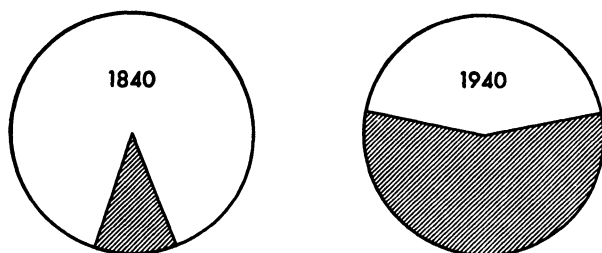
A CENTURY OF GROWTH

A century ago, during the time of your great-grandfather, fewer than one-sixth of the American people lived in cities, large or small. At that time there were only six cities in the United States that had 100,000 population or more. As late as 1890, within the memory of many persons now living, only about one-third of the nation's people lived in cities. There were then only twenty-eight cities that had reached 100,000 population.

The giants among today's cities are well known to us. New York, Chicago, Philadelphia, Detroit, Los Angeles, Cleveland, and Baltimore are the largest, ranking in the order named. But there are many others among the giants. St. Louis, once a small fur trading post, has become the leading city of the central Mississippi Valley. New Orleans stands far to the south at the mouth of the Mississippi River. Other metropolitan centers of the South and Middle West are Atlanta, Nashville, Birmingham, Louisville, Memphis, Kansas City, Cincinnati, Toledo, Akron, Indianapolis, and Omaha. The North Central states have such large centers as Milwaukee and Duluth and the Twin Cities, Minneapolis and St. Paul.

First to grow large among the nation's cities were those located in the East. In addition to the ones already named, this area has such centers as Pittsburgh, Buffalo, Newark, Boston, Jersey City, and New Haven.

GROWTH OF CITY POPULATION IN THE UNITED STATES



The shaded parts of the circles represent the percentages of the population living in urban places in the years indicated. The growth was from less than 11 per cent to more than 50 per cent.

Western cities were last to grow to giant size, but many of them are of great importance. Texas has Houston, Fort Worth, Dallas, and San Antonio. To the north and west of the Texas cities are Denver, Colorado; Salt Lake City, Utah; and Phoenix, Arizona. On the Pacific Coast are such large centers as San Diego, Los Angeles, San Francisco, Oakland, Portland, and Seattle, besides scores of smaller cities of importance.

WHY CITIES GROW

Location Influences Growth. Some cities have been especially favored for growth by their location. New York, New Orleans, Los Angeles, San Francisco, Portland, Seattle, and a few other places have developed as port cities, centers of foreign trade. Milwaukee, Chicago, Detroit, Cleveland, and Buffalo have profited by Great Lakes shipping as well as by being railroad and industrial centers. Other cities have developed as convenient farm market points, for instance, Kansas City, St. Louis, Omaha, Memphis, and Salt Lake City. A few cities owe their



Pittsburgh is situated on inland waterways. There the Monongahela River, in the foreground, joins the Allegheny to form the Ohio River. [Standard Oil Co. (N. J.) Photo by Webb]

growth chiefly to being near large supplies of industrial raw materials. Pittsburgh, Youngstown, and Birmingham, for example, are coal and iron centers. Much of the size and prosperity of Dallas, Tulsa, and Los Angeles is due to the oil industry.

Industry and Trade Promote Growth. Of greatest importance in city growth has been the development of manufacturing and trade. Factories must have raw materials, fuel, and labor brought together at one place. Also, factories must be conveniently located for shipping because this makes it possible for them to get the raw materials they need and to market their finished products.

The cities of New England and New York at first set the

pace in American manufacturing. As new industries developed, cities in other sections of the country grew larger and larger. Chicago and Kansas City, for example, became great meat-packing centers. The factories of St. Louis made boots and shoes. Detroit grew up around the automobile industry. Los Angeles became the motion-picture capital of the nation.

For several decades millions of people flocked into manufacturing cities in search of jobs. They lined street after street with homes and stretched city boundaries wider and wider. Stores, banks, theaters, churches, schools, and shops were set up to serve the needs of the working millions.

A vast network of communication was developed to bind the sections of each city together and to connect its residents with the outside world. Streetcar, bus, and telephone lines were built within each city. Railroads, highways, and air lines converged on urban centers to carry goods and people in and out. Ocean transportation was improved and large amounts of goods were carried from port to port along the coasts by vessels. All these inventions cheapened communication while speeding it up.

Farm Improvements Release Men. It is interesting and important that farming and ranching have made almost as many advances as manufacturing during the last century. Increased knowledge of science has led to the improvement of plants and animals and to better methods of rotating crops and fertilizing soil. Cultivators, binders, tractors, and scores of other tools and machines have made it possible for each man to cultivate more land. The automobile and good roads have combined with the railroads to move farm products more rapidly to ever-widening markets.

Commenting on this change, one writer stated recently:



Many of our cities grew rapidly because of their nearness to iron mines (above), oil fields (below), or other sources of raw materials that are useful in industry. [Carnegie-Illinois Steel Corp.; Standard Oil Co. (N. J.) Photo by Rosskam]



In 1787, the year the Constitution was framed, the surplus food produced by 19 farmers went to feed one city person. In recent average years 19 people on farms have produced enough food for 56 non-farm people, plus 10 living abroad.¹

Such improvements in farming have released large numbers of workers from the land as our population has grown. People who were unwilling or unable to live and work on farms have moved into the jobs provided by expanding industry and trade.

At the same time there have been industrial developments related to agriculture that have made city life easier, thus promoting urban growth. Methods of canning food have been improved. Refrigeration has made it possible to keep food fresh and to ship it long distances. Synthetic products have made city people somewhat less dependent on cotton, leather, and wood from farms and ranches. We shall have more to say of these developments in later chapters.

Migration Centralizes Population. The migratory people who have made up the millions moving to cities have come from two sources. Until after the First World War, large additions to city numbers were made by the foreign born. The other source of urban increase has been by migration from rural areas.

Though the Federal government has not admitted many immigrants to the United States for the last 25 years, there are still large colonies of the foreign born in our principal cities. Census figures show that several million foreign-born persons reside in the cities of such industrial states as New York, Massachusetts, Illinois, Pennsylvania, and California. As late as 1930, three out of four foreign-born persons lived in urban communities.

¹ National Resources Committee, *Technological Trends and National Policy*, p. 99.

Movement from farms to cities is even more important than immigration as a source of city population. This is true, first, because farm migration has supplied large numbers and, second, because this movement is still taking place. We have seen

TABLE 1. Population Growth in Fifteen Selected Cities of the United States: 1890-1940¹

<i>City</i>	<i>1890</i>	<i>1940</i>
New York	2,507,414	7,454,995
Chicago	1,099,850	3,396,808
Philadelphia	1,046,964	1,931,334
Detroit	205,876	1,623,452
Los Angeles	50,395	1,504,277
St. Louis	451,770	816,048
Cleveland	261,353	878,336
San Francisco	298,997	634,536
Baltimore	434,439	859,100
Seattle	42,837	368,302
Portland, Ore.	46,385	305,394
Denver	106,713	322,412
Houston	27,557	384,514
New Orleans	242,039	494,537
Dallas	38,067	294,734

¹ Select the city nearest your home and search for information on the reasons for its growth.

that many rural dwellers are attracted to cities by the hope of jobs. Others go because they find farm or village life distasteful or because they are attracted by the activity and excitement that they expect of city life. Yet others move cityward because of their interest in the schools, colleges, museums, libraries, theaters, and other agencies that make urban areas centers of learning and of culture.

The movement from country to city does not proceed in a steady flow. There are always some people moving from cities to farms at the same time that others are moving from farms to cities. Usually the cities get the better of this exchange of

TABLE 2. Net Movement of Population from Farms to Cities, Towns, and Villages: 1925-1934

<i>Year</i>	<i>Net movement</i>
1925	702,000
1926	907,000
1927	457,000
1928	422,000
1929	477,000
1930	212,000
1931	20,000 ¹
1932	266,000
1933	281,000
1934	351,000

¹ Account for the small net movement in 1931.

numbers, but this is not always so. For example, cities gained large numbers of people at the expense of farms from 1920 to 1929, but in 1930 and the years immediately following they either gained very little or actually lost numbers, as Table 2 shows. This was true because many manufacturing plants were producing very little for several years after 1929, so hundreds of thousands of workers were discharged. They moved to farms in the hope of making a better living for themselves and their families.

It was not until the Second World War began that industry again boomed and people began to flock cityward once more by tens of thousands.

Students of population tell us that rural areas are apt to con-

tinue to supply large numbers of new city dwellers for some time to come. There are several reasons for this prediction. One is that the birth rate is higher in rural communities. Large families are more usual. In fact, few cities would grow at all if they had to depend for increased numbers upon the children born within their own environs.

A second reason is that farming methods will continue to improve, very probably, and the use of farm machinery will increase. Trucks and tractors will be added to the equipment of thousands of farms. Electrical machinery will increase in use as power lines are extended to rural regions. Better methods of fertilizing, irrigating, and draining land will increase crop yield and lighten farm labor. A smaller percentage of the workers of the nation will be needed on farms.

Finally, certain kinds of city jobs are apt to afford employment for larger and larger numbers of workers as time goes on. Such new industries as radio, television, air conditioning, and aviation will probably expand fast and require the work of many persons. Health workers, such as doctors, nurses, and dentists, are likely to increase rapidly in relative numbers. Other "service" occupations will also expand to provide employment for additional millions in restaurants, hotels, theaters, parks, post offices, schools, churches, clubs, and similar agencies. Not all of these workers will live in cities, of course, but it is probable that the great majority will do so. Every year many people interested in such jobs will leave farms and move to populous areas.

Cities Are Service Centers. Each city, whether large or small, is closely bound to the area surrounding it. The city is a service center. Through its markets and stores the produce of a wide farming area is exchanged for factory-made goods. City whole-

sale and mail-order houses reach out into surrounding villages and towns for customers. Metropolitan banks, investment concerns, and insurance companies cooperate closely with branch businesses near and far.

But the services of cities include more than business relationships. Metropolitan newspapers and magazines circulate over wide areas of town and country. City music halls, theaters, and parks attract those from surrounding areas who are bent on pleasure. Churches and such groups as the Y.M.C.A., the Y.W.C.A., the boy scouts, and the campfire girls set up central offices in urban areas. Thousands of rural boys and girls spend part of each year in cities attending schools and colleges.

The urban giants often act as the center of services, national and even international in scope. New York, for instance, is a world center of finance and publishing. Automobiles made in Detroit and motion pictures from Hollywood are to be found in the remotest quarters of the globe.

HOW CITIES GROW

Cities Develop in Clusters. If you should fly over a large metropolitan district, you would notice that it is composed of several cities, not merely one. The largest city usually stands near the center of the district, while surrounding it are several smaller urban places. The latter are sometimes called "satellite" towns.

Los Angeles, for instance, is closely surrounded by Santa Monica, Long Beach, Glendale, Pasadena, and Burbank. Near St. Louis lie Webster Groves, University City, Maplewood, and East St. Louis. On three sides of Boston are such cities as Quincy, Brookline, Cambridge, Somerville, and Chelsea.

Some satellite cities develop as suburban industrial centers.

To avoid traffic congestion and to get away from the high-priced land in the heart of the city, various factories and shops are moved into those suburbs which have adequate railroad facilities. Examples are Bayonne, New Jersey; East Chicago, Indiana; and Burbank, California.

Other satellites are either residential or college towns. City workers who wish to avoid noise and congestion and who can afford to commute fill these communities with homes. Berkeley, California, and Cambridge, Massachusetts, are examples of residence cities that also contain large universities.

This tendency of cities to develop in clusters within a metropolitan district makes it necessary to plan for the welfare of all the neighbors as a unit. A heavy volume of traffic moves back and forth between the central city and its satellites. Anything that affects the health, food supply, or beauty of one city is of concern to all. We shall have more to say of this subject in the final chapter.

The Internal Growth of Cities. It is interesting to study the patterns that various cities form as they grow. There are similarities of pattern among all large cities, but they are far from identical.

The heart of each city is the central business district. Here are concentrated retail and wholesale business houses, office buildings, banks, and theaters. Surrounding the business district there is usually an area which is neither entirely residential nor fully given over to business. The weather-beaten houses in this zone were the mansions of a bygone day. They are now occupied, along with neighboring tenements, by low-income groups, perhaps immigrants or Negroes. Beyond this area and toward the outskirts of the city lie zones used principally for residence areas and apartment houses.



Meat packing has been important in the growth of such middle western cities as Chicago and Kansas City. [Swift & Co.]

Not all of the business of the city is transacted in the downtown sections. Industries are apt to be located near convenient transportation, as we have seen. Some may be located near the heart of the city, while others are in outlying sections or suburban towns. As the city grows, neighborhood business centers spring up here and there. If you are familiar with a city, you will recall neighborhoods where there are stores, banks, theaters, and probably a post office. A great deal of the retail buying and selling of the city takes place in such areas.

Within each city there is a continual flux, a constant process of change. New residential additions are constructed. The business section may slowly migrate as the principal residential areas grow away from it. Areas once given over to single dwellings may be gradually filled up with large apartment houses.

To keep abreast of these changes, schools, churches, playgrounds, and libraries are shifted and relocated from time to time. Bus and streetcar lines are changed or extended.

City Populations Mixed. More women than men have migrated to cities from town and countryside. Most of these women are young and are attracted to cities by the opportunities to work. So cities have more women than men and a higher proportion of unmarried women than is found in villages and towns.

Youth and middle age also predominate in urban populations. Migrants from rural communities and from foreign countries are usually between fifteen and forty years of age. This excess of youth is very important. It tends to keep the death rate low. It makes the school-age groups in cities large and determines the most popular forms of recreation. Even the kinds of goods sold in stores are likely to reflect the large proportion of people under middle age.

The foreign born also congregate in cities in large numbers, as we have seen. When they live in city colonies, they ordinarily learn American ways more slowly than their countrymen who move to farms and villages. New York, Illinois, Pennsylvania, and other states containing large industrial cities have a large proportion of the foreign-born population.

WILL CITIES CONTINUE TO GROW?

Rates of Growth Decline. It was realized some time ago that the era of the very rapid growth of American cities was drawing to a close. The *rate* of city growth was steadily declining. In fact, several large cities actually lost numbers between 1930 and 1940, while many others grew less rapidly than in previous decades.



Before the First World War, thousands of immigrants came each year to make their homes in this country. Many of them settled in our cities. The proportion of foreign born in urban centers is still great. [Ewing Galloway]

Students of population offer various reasons why city growth gives definite indications of slowing up. One is the fact that, owing to a falling birth rate, the national population as a whole is growing less rapidly than before. Another reason is to be found in the decline of the number of immigrants entering the United States. It seems true, also, that many suburban cities are attracting large numbers of persons. Some of these people may work in the larger cities, but they live outside of them and are counted with the population of surrounding towns.

Cities that have a great deal of trade and manufacturing activity will probably continue to grow in the future as in the past, though perhaps less rapidly. This may mean that some

cities will grow at the expense of others as workers migrate from place to place in search of jobs.

It is not likely that the rapid growth that some cities had during the Second World War will continue. The demand for workers in war industries led many people to cities, although they had no intention of remaining there permanently. Some such persons returned to villages and farms when the fighting ended. Others will doubtless move away from urban areas in large numbers in the future unless new opportunities for employment are created.

This does not mean that the total urban population of the United States will not continue to grow in the future. It means, rather, that growth will slow up very decidedly, especially in the very large centers. We may have an increasing number of small cities as time goes on, but the giants are probably destined to grow slowly.

Problems Abide. Whatever the trends of growth in the future, ours is now an urban civilization, attended by much hurry and excitement. Those of us who live in cities can scarcely realize the quiet simplicity of rural life a few decades ago. How different today is the city with its bustling activity, its noisy confusion, and its many problems.

In the chapters that follow we shall take up these problems one by one and show how cities are meeting them. Beginning with such basic problems as how city people secure food and water and get back and forth between homes and jobs, we shall proceed to the more difficult tasks involved in maintaining city schools and city government. In the final chapter we shall deal briefly with plans that are being made for the future.



Communities of foreign born are frequently found in our cities. When people of foreign birth live in such groups, they are inclined to retain their own customs and speech and to learn American ways slowly. [Charles Phelps Cushing]

WORD LIST²

census (sĕn'sŭs) a counting of people.

environs (ĕn-vĭ'rŭnz) area surrounding a place; suburbs.

metropolitan (mĕt-rŏ-pŏl'ĭ-tăn) pertaining to a city or metropolis.

migrate (mĭ'grāt) to move from one region to another.

mobile (mŏ'bĭl) moving or flowing freely.

population (pŏp-ŭ-lă'shŭn) the people of an area; such as a city, a county, or a nation.

² The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

THE CHAPTER YOU ARE TO WRITE

Here and there in this book you will find bits of of interesting facts about many different cities. This information is important, and it is the hope of the authors that you will enjoy reading it. But it is even more important that you become acquainted with your own community. We suggest, therefore, that you write Chapter 11 of this book. The subject will be your own city or the one nearest your home.

Turn back to the Contents of this volume and note the title of each of the ten chapters. As you read each chapter, gather all the information you can about the way your city meets each one of the problems discussed. Talk over in class the sources from which you can secure facts. You may be able to collect pictures and make tables to supplement your written work. Save all of your information in a notebook or a folder so that it can be used when you are ready to write.

After reading Chapter 1, for example, here are some of the things that you will want to know about your own city. When was it founded? How much has it grown in recent decades? What have been the causes of its growth? How does a map of the city look? Is the city likely to gain or lose numbers in the future?

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. On a wall map of the United States point out the large cities which are located:
on the Great Lakes on the principal harbors
on large rivers at the intersection of railroads
2. Name six of the oldest cities in the United States. Have they grown to giant size? Why or why not?
3. How often is the census of the United States taken? Try to find out what kinds of information are compiled by the Bureau of the Census.

4. What size of town is classified as "urban" by the Bureau of the Census?
5. Search references for reasons why more foreign-born persons settled in cities than in rural areas. Has this been true throughout American history?
6. Discuss ways in which the automobile, the telephone, and the radio have influenced the growth of cities.
7. Show how the improvement of farm methods and machinery might promote city growth.
8. Perhaps some members of your class have lived in the country. Ask them to describe life on the farm. Note several ways in which it differs from your activities in the city.
9. What cities in the United States had the largest growth during the Second World War? Can you find out which of these cities lost numbers after 1945?
10. Make a collection of air views of various cities. Put them in a folder and save them for further study.
11. How has the migration of Negroes from the southern states influenced city growth? (Consult a textbook on social problems.)
12. Secure a map of your city. Draw lines around the central business district. Find some of the neighborhood business centers and circle them. What area is given over largely to boardinghouses? Which areas are chiefly devoted to apartments and residences? What are some of the factors that influence real-estate values in your city?
13. Seek information as to the extent of the area served by one wholesale or mail-order house in your city.

2. TRANSPORTATION AND



Water-borne commerce has been important in the development of our largest cities. The sea and inland waters, together with thousands of miles of railroads, bind the nation into an economic unit.

IN THIS CHAPTER:

Harbor and River Cities. New York City: a Natural Harbor; Los Angeles: a Man-made Harbor; Other Harbor Ports Are Important; River and Lake Ports Serve America; Port Cities Have Personalities

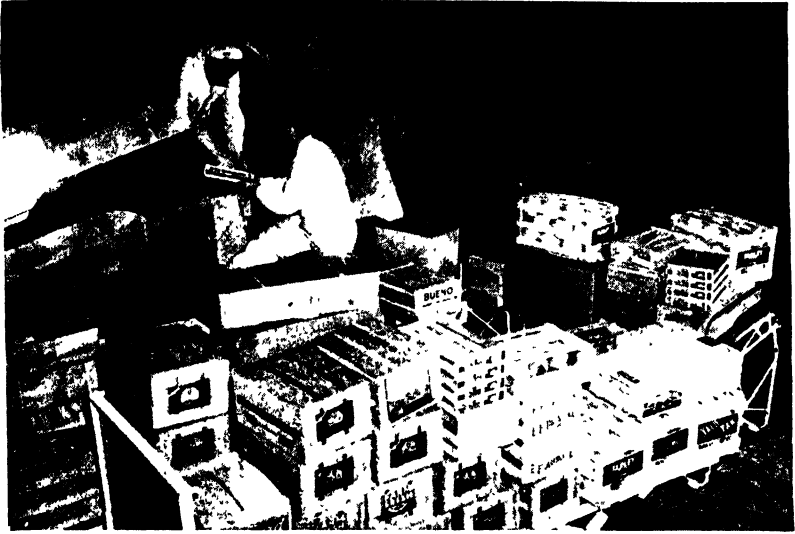
Railroad Centers. Steel Rails Bind the Nation; Railroads Mean Much to Cities

Airway Centers. Americans Take to the Air; Air Terminals and the City

Highways and Local Transportation. Modern Highways and City Life; Subways, Tunnels, and Bridges

Communication in the City. Wire Services Make Us Neighbors; The Radio Keeps Us Informed

COMMUNICATION IN THE CITY



The newest, but not the least important, means of transportation is the airplane. In this chapter you will learn how this and other transportation and communication agencies affect city living. [United Air lines]

IN Chapter 1 we learned that cities do not “just happen.” Their birth and growth are influenced by several factors. We learned that cities thrive on trade and exchange of goods; that they are located where trade routes cross; that they are enlarged by migration from farms and villages far and wide.

We know, too, that without the means of moving goods, cities would perish. Vast fleets of ships pile their cargoes on the cities’ wharves. Railroads span the countries of the world, loading and unloading freight at the cities’ terminals. Powerful trucks travel our highways carrying goods from city to city.

Air lines connect the major cities of the world into a huge network of trade lines. And within the city itself other means of transportation are necessary. Goods move from terminal to warehouse to store and on into our own homes. Merchandise and people move about the city from place to place by means of street railway, subway, bus, automobile, and truck. The city's millions rely upon transportation for their very existence.

HARBOR AND RIVER CITIES

Long before modern methods of land transportation, the goods of the world were shipped by water. Mountain barriers, swamplands, arid wastes, and dense forests presented serious obstacles to land travel, but water offered a ready-made highway. It is not strange that early-day transportation followed the waterways. Neither is it strange that trading centers grew up along these waterways. To these centers came travelers, traders, and laborers. Cities appeared.

In our own country New York, Boston, Baltimore, and Philadelphia became important harbor cities because of their nearness to Europe. They straddled the trade routes to the New World. As people moved westward Chicago, New Orleans, San Francisco, Seattle, and Los Angeles became busy harbor cities.

New York City: a Natural Harbor. New York has many advantages as a harbor city. One of the first Atlantic Coast settlements, it early became a shipping point. Its nearness to the Old World brought much freight and many passengers directly to its harbor. Its location at the mouth of the Hudson River gave it access to a vast hinterland and made it a busy trading center. But most of all, its natural advantages as a harbor made it great. The approaches are well protected by Staten Island and the

western end of Long Island. Upper Bay can anchor the entire United States Battle Fleet at any one time. The swift-flowing Hudson River sweeps away harbor refuse from the piers and maintains a constant depth in the water approaches to the docks.

The total water front of New York City is 578 miles. About 350 miles of this frontage has been developed and now affords some 2,000 piers and slips. Through the port move millions of tons of commerce every year, far more than that of any other American harbor city. The long harbor frontage makes easy the distribution of goods unloaded on the city's docks. Fast freight highways parallel much of the harbor line. Locomotives and trucks have easy access to most of the docks. The port of New York does not have the congestion so common to other harbors.

The shipping terminals of Manhattan, Brooklyn, Staten Island, and the New Jersey shore all fall under the control of the Port of New York Authority. Terminals, spread along the many miles of this great harbor, have grown beyond the limits of the single city. The Port of New York Authority was created to control shipping problems of the entire area. It controls the location of piers and plans rail and highway connections. It routes ships to their piers and schedules their arrivals and departures. It seeks to prevent clogging of transportation in harbor districts. In short, it directs all harbor activities.

Los Angeles: a Man-made Harbor. Unlike New York, the harbor at Los Angeles is largely man made.

The first ships anchored off the California coast near Los Angeles early in the nineteenth century. Their crews looked upon a long shore line unbroken by bays or inlets. Sand dunes and mud flats barred approaches to the shore. Shallow waters

made landings difficult. Ships could find no protection from the shifting ocean currents. It remained for man to build a harbor which today ranks among the most important in the world.

Today Los Angeles Harbor is located some 25 miles from the center of the city. It is lined with breakwaters, docks, channels, and warehouses. It is the home of the United States Pacific Battle Fleet. With a 40-mile water front, it is surpassed only by New York in ocean tonnage.

TABLE 3. *Commerce of Principal Ocean Ports*¹

<i>Ocean port</i>	<i>Tons of import</i>	<i>Tons of export</i>	<i>Tons of coastwise shipping</i>
Baltimore ² ..	5,338,000	1,796,000	7,634,000
Boston	2,170,000	429,000	13,943,000
Galveston	151,000	1,437,000	2,105,000
Houston	832,000	6,709,000	16,883,000
Long Beach	178,000	614,000	2,275,000
Los Angeles	602,000	6,739,000	12,652,000
New Orleans	2,166,000	2,738,000	5,554,000
New York City	13,558,000	7,872,000	42,035,000
Philadelphia	4,533,000	1,620,000	21,570,000
Portland	105,000	982,000	4,565,000
San Francisco	812,000	3,876,000	18,500,000
Savannah	449,000	414,000	2,469,000
Seattle	291,000	549,000	4,242,000
Tacoma	364,000	390,000	1,561,000

¹ Taken from the *Statistical Abstract of the United States*, figures for the year 1939. Although more recent information is available, that for 1939 is less affected by the abnormal demands of the Second World War.

² For example: In 1939 the port of Baltimore received in its harbor 5,338,000 tons of goods shipped in from ports across the ocean. During the same year the port of Baltimore shipped to foreign ports 1,796,000 tons of goods. It also shipped and received 7,634,000 tons to and from other American ports, cargoes known as "coastwise shipping."



Four million tons of cargo move through the waters of the Erie Canal every year. This canal, which connects the Great Lakes and the Hudson River, is but one link in the system of waterways that line the interior of the country. [Standard Oil Co. (N. J.) Photo by Libsohn]

Other Harbor Ports. Many more harbor cities play leading roles in the commerce of the world. Space does not permit a thorough discussion of their activities. A brief study of America's many ports, however, will reveal the enormous amount of traffic that passes into and out of their harbors. It will make clear their importance to life in the United States.

Boston and Baltimore possess two of the best harbors on the Atlantic Coast. With 40 miles of berthing space, they are well protected and the approaches are ideal for ocean-going vessels. Waterside railway and truck terminals permit easy transfer of goods from ships to many points.

Houston, Texas, has what is probably the unique harbor in the United States. Located about 50 miles from the Gulf waters,

Houston is known as an "inland deep seaport." The Houston Ship Canal, costing millions of dollars, connects the city with the Gulf of Mexico. Several thousand ships visit the port annually.

Half a century ago New Orleans ranked ahead of most of the busy Atlantic ports. All river traffic moving down the streams of the middle United States passes through the port of New Orleans. Though railroads have taken away much of this trade, the city still ranks as the greatest port in the South. The harbor, which is the river itself, affords 20 miles of anchorage. Eight miles of wharves are connected by belt railways for the transshipment of goods. Excellent harbor facilities are found also in Lake Pontchartrain on the opposite side of the city..

San Francisco is the premier port of the Pacific Coast. It ranks third in water-borne tonnage among all ports in the United States. San Francisco Bay forms a natural harbor of 450 square miles. It offers over 17 miles of berthing space with nearly fifty modern piers. It is served by 177 steamship lines.

Philadelphia is sometimes called a "river port." Many of its eighty shipping lines, however, carry transoceanic traffic. Among the harbor cities of the world it ranks high, with nearly 700 sailings monthly. The Delaware River, upon which the city is located, affords an anchorage area of 800 acres.

The port of Seattle, on Puget Sound, receives and ships more tonnage than many of our older ports. Serving as the gateway to much of the Northwest, it promises to grow in importance. With the development of many miles of harbor line, and increasing activity in Alaska, it may well become one of America's foremost ports.

River and Lake Ports Serve America. America's river and lake ports are equally important to the nation's commerce. Over



Picturesque river craft have long been part of the scene on the lower Mississippi River where they are used to tow barges or rafts of logs and to serve as connections between plantation and city. [Ewing Galloway]

the vast network of inland waterways are carried millions of tons of valuable cargo. The docks of these ports are piled high with the products of every state in the Union. Foreign trade finds its way through ocean ports, continues on to the many river and lake terminals, and finally into the homes of America.

A number of cities, although located on rivers, serve as ocean ports as well. New Orleans is in many respects the nation's greatest river city. Portland, Oregon, is classed as a river city, although freighters carry goods direct from her docks to all major Pacific ports. During the war year of 1945 this harbor ranked third in the nation in export shipping, falling behind only New York and Philadelphia. Portland possesses one of the

finest river harbors in the world. About one-fifth of her 30-mile harbor frontage has been developed. Fifty steamship lines have terminals there.

St. Louis is a product of its busy river traffic. Today fleets of barges ply north to St. Paul and, by way of the Illinois Waterway, to Chicago. Barge lines operate as far south as New Orleans and up the Missouri River to Kansas City. The low water-freight rates have made of St. Louis a river port exceeding in tonnage many better known ocean terminals.

St. Paul and Minneapolis are located at the head of navigation on the Mississippi River. Principal railroad centers, both cities also carry on considerable river trade. Low-cost boat service is maintained to St. Louis and other river cities. Steel from Wheeling and Pittsburgh as well as coal from Illinois and West Virginia are brought directly to both cities by means of all-water transportation.

Chicago, like Los Angeles, has had to build a complete harbor. In 1940 over 20 million tons of cargo passed through its waterways. The Illinois Waterway, completed in 1933, gave the city an outlet to the Mississippi River and the Gulf of Mexico. Chicago boasts the greatest lake harbor in the United States.

Many other waterways are busy with intercity trade. The Ohio River, Hudson River, and the chain of the Great Lakes are lined with harbor cities. The Monongahela River, people of Pittsburgh claim, carries more tonnage than the Panama Canal. Duluth, Superior, Detroit, and Cleveland are justly proud of their Great Lakes shipping. The development of the St. Lawrence River by the governments of Canada and the United States will undoubtedly increase sharply the traffic of that waterway. Before many years pass, lumbering freighters and streamlined ocean liners will be able to steam up the St.

Lawrence River, enter the Great Lakes, and call at ports now served only by barges and shallow craft. Perhaps some of the greatest ocean ports of the future may be located in the heart of the North American continent!

Port Cities Have Personalities. Any city develops certain traits that are peculiar to it. Harbor cities seem to have personalities just as people have. They are different from other types of cities. Of course, if a city grows quite large, it may outgrow its harbor background, but most ports retain the atmosphere of water terminals.

People of harbor cities take pride in the role they play. Thousands of them work directly in the field of shipping. The city's homes shelter longshoremen and seamen as well as truckers, shipping clerks, and hundreds of craftsmen connected with water transportation. The people develop a feeling of oneness, a unity in their common activities. Slogans boast of port advantages and civic groups advertise the shipping facilities of their cities. Such names as The Embarcadero, Fishermen's Wharf, Terminal Island, North River, Fleet Street, Dock Street, and Water Street are well known to the cities they serve. They reflect the affection and pride that citizens have for their harbor sections. Port cities are nurtured on water. Water helps to mold their destinies.

RAILROAD CENTERS

If you doubt the importance of the railroad to the life of your city, pay a visit to your local railroad station. Note the number of trains arriving and departing. Observe the length of the trains and how long they remain in the station. Check the number of passengers entering and leaving the coaches. Notice the bustling activity around the baggage cars, the express cars, and



Our highly developed railway system enables cities to exchange goods with each other, with the rural sections of the nation, and with distant parts of the world. [Standard Oil Co. (N. J.) Photo by Webb]

the mail cars. Visit the freight station and give attention to the work of the freight handlers.

Steel Rails Bind the Nation. The idea of a great railway system early caught the imagination of the American people, and lines were built rapidly. By 1910 the railway system was completed. It now comprises well over 400,000 miles of line, over one-third of the entire railroad mileage of the world.

During the time of its growth, the purpose of the railroad changed. In the early years rails connected Atlantic seaboard towns. They increased only slightly the hinterland they served. Just before and after the Civil War, however, railroads stretched out and beyond settled areas. They crossed the rolling prairies of the Middle West. They spanned the Ohio, the Mississippi.

and the Missouri rivers. They struggled on cross the unsettled Western plains and the mighty Rockies. They ceased to connect settled towns. Instead, they blazed a trail across the continent and settlements followed them.

Towns grew into cities, each depending for its life upon the railroad. Many became railroad centers. At New York, Los Angeles, Philadelphia, Chicago, and Cleveland the railroad reached harbor cities. At St. Louis, New Orleans, Minneapolis, and St. Paul it found the river boat. At Kansas City, Memphis, Salt Lake City, and Omaha it tapped the rich farm markets. At Pittsburgh, Birmingham, Oklahoma City, and Denver it prospered because of the ore, coal, and oil found in those areas.

Railroads Mean Much to Cities. A visit to any one of the many railroad centers is most interesting. New York is one of our largest railroad terminals. Ten great trunk lines serve the city. Every workday in the year over 375,000 commuters depend upon trains to get to their work. An additional 70 million passengers ride the rails into New York every year. Millions of tons of freight enter and leave the city annually. Every few seconds a train arrives at or departs from the New York stations. The Grand Central Terminal and the Pennsylvania Station in New York City are among the best in the United States. Electrically powered locomotives glide through underground passages to a stop beneath the station buildings. Two-level tracks speed the coming and going of trains.

St. Louis has long been the hub of transcontinental shipping. In its Union Station are found the crack trains of the nation. The *Spirit of St. Louis*, *Knickerbocker*, *Diplomat*, *Rebel*, *Ann Rutledge*, *Zephyr*, *Colorado Eagle*, *Green Diamond*, and other streamliners pause here in their race across the nation.

Other well-designed stations are found in Washington, Chi-

ago, Philadelphia, Cincinnati, and Cleveland. Buffalo, Kansas City, Omaha, San Diego, Indianapolis, Birmingham, and Houston have efficient railway stations, designed as part of the downtown civic center.

Their growing period over, rail companies have, during recent years, attempted to improve rail service. They are concerned about travel comfort, speed, and safety. Cities have insisted upon many improvements within the city limits. Smoke, noise, and traffic danger have always been problems to urban communities. Much has been done to correct such evils. Freight terminals have been moved farther from the central district, as in Cincinnati and Louisville. Tracks have been elevated above or depressed below the street level, as in Philadelphia, Oklahoma City, Indianapolis, and other cities. Belt lines route freight around the central district of Evansville, Indiana, thus avoiding overcrowding. Direct crossings have been eliminated largely in most of our big cities, such as Cleveland, Buffalo, Baltimore, and Minneapolis. Electric locomotives have helped to correct the problem of smoke and noise within city limits. And finally, railroad stations have been made beautiful as well as useful. Both station and right of way have been made more attractive. The modern terminals of Cleveland, Tulsa, Atlanta, and Philadelphia have been built in or near civic centers.

Activity in railroad centers seems always at high pitch. Day and night, long freight and passenger trains pause before continuing their journey. They load and unload. They refuel. They are inspected, locomotives are changed, repairs are made, and cars are switched on and off the train.

Many workmen are needed for these tasks. Engineers, porters, conductors, brakemen, switchmen, controlmen, ticket agents, cleaners, baggagemen, repairmen, and section hands are

only a few. All of these workmen are part of the city's population. It is no wonder that people of railroad centers think of their city in terms of transportation.

AIRWAY CENTERS

Americans Take to the Air. An entirely new method of transportation has come into being almost within the lives of the boys and girls who read this book. Only a few short years ago the airplane was introduced to the traveling public. It has become a strong competitor to older modes of travel. Its speed promises much for the future and its increasing effect on city life can scarcely be doubted.

People of the United States owned in 1941 about 25,000 private planes and some 500 commercial planes. Air travelers for that year totaled approximately 4,000,000 passengers. Estimates for 1950 indicate that we shall have 440,000 private planes and nearly 10,000 commercial transports carrying a total of more than 25,000,000 passengers. If these estimates are correct, a single major city airport might be called upon to care for over 10,000 passengers a day.

Air Terminals and the City. These figures give some idea of the importance of city airports. The modern airport needs careful planning. Its location must be away from central city districts and yet within easy reach of them. Surrounding areas must be free from tall buildings to reduce the hazards of landing and taking off. Terminal buildings must provide for the flow of passengers, mail, and freight. Landing fields must be long enough to accommodate the largest craft using the port.

Among the more important air terminals in the country are La Guardia Field of New York City; the National Airport of Washington, D.C.; and the municipal airports of Chicago and



Modern, well-planned airports such as this are being built in cities throughout the United States. [United Air Lines]

Cleveland. Other principal terminals are found in Buffalo, Newark, Baltimore, Salt Lake City, Atlanta, Detroit, Kansas City, and Pittsburgh. These and other airway centers are important to the future of aviation. They are part of a broad national plan which makes the United States foremost in aviation just as it is in railway transport.

HIGHWAYS AND LOCAL TRANSPORTATION

The modern highway has had a profound effect upon American cities. No longer are farmers and small-town folk restricted to marketing in their local communities. With hard-surfaced roads joining nearly all cities and towns of 5,000 or more popu-

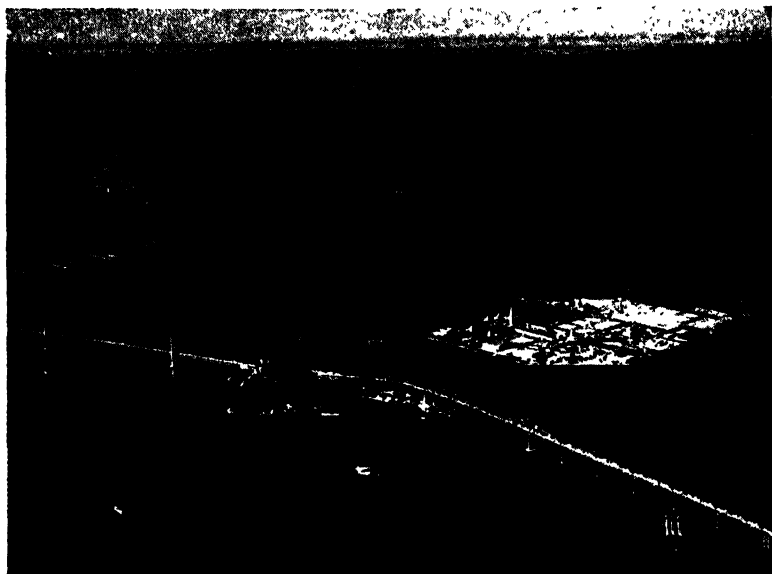
lation, they tend to shop in the larger urban communities. City has been linked to city, not only by rail and air, but also by truck and bus.

Modern Highways and City Life. The result has been greater mobility for all America. Traffic has become clogged and the dangers of driving have increased greatly. Especially in the city, traffic has been bottlenecked in the narrow streets. Local traffic, through traffic, streetcars, parked vehicles, and pedestrians all mingle in mass confusion.

Portland, Oregon, is a classic example of traffic congestion in a rapidly growing city. Its population skyrocketed from 300,000 in 1940 to over 400,000 in 1945. War industries seriously taxed this city's streets and railways. Narrow downtown streets and a crowded business district created confusion and delay in the movement of goods and people.

The solution to transportation problems has not been as simple as it might appear. True, many city streets have been widened or restricted to one-way traffic. Streetcar tracks have been removed. Street parking is avoided by the use of parking lots above, on, and below the ground. Elevated and subway lines help to keep streets clear for necessary traffic. Broad avenues cut across the city and shorten time and distance. Special routes, sometimes called "freeways," keep trucks and passenger vehicles apart. Designed for speed, these freeways demand grade separations and the elimination of all left-hand turns. Ramps above and below the freeway allow for the movement of traffic in the proper direction. The famous "cloverleaf" intersections help to avoid the hazards of crossing traffic. Control signals regulate the flow of transportation and corner setbacks afford clear vision.

Much remains to be done, but some of our large cities have



Bridges are necessary to most cities. The more modern of these structures are especially designed for the efficient flow of traffic and for beauty as well. [Acme]

made very good beginnings. A pattern of arterial highways passes through and around Washington, D.C. Freeways have been completed in the Los Angeles area and more are planned. Chicago's Lake Shore Drive is an example of a well-planned highway. Baltimore, Detroit, and Pittsburgh have completed plans for speeding city traffic. The improvements in these and other cities have not merely improved transportation conditions. They have also helped to beautify the cities.

Subways, Tunnels, and Bridges. In cities of great size or special location, subways, tunnels, and bridges form a part of an efficient traffic system.

New York City would become mired in a state of helpless-

ness were it not for her system of subways. Although it once was said that "New York people will never go into a hole to ride," the year 1936 showed a total of 1,898,104,385 subway passengers. The subway has become the chief means of transporting people, carrying more New Yorkers than all other methods combined.

Tunnels sometimes help to relieve traffic problems. Although a number of cities have one or more tunnels, New York again sets the pace with nearly a score. One of the best known is the Holland Tunnel, which carries over 30,000 automobiles daily under the Hudson River between Manhattan and the New Jersey shore. The Lincoln Tunnel and the Queens Midtown are two other important underwater highways completed during recent years.

Bridges, too, step up the pace of transportation. The San Francisco-Oakland Bridge is one of the busiest bridges in the world. Beautiful Golden Gate Bridge spans the entrance to San Francisco Bay with a suspension span of 4,200 feet. George Washington Bridge across the Hudson at New York and the International Peace Bridge at Niagara Falls rear their majestic towers on the banks of the rivers. Among many more which might be mentioned are the Delaware River Bridge, Arlington Memorial Bridge, historic old Brooklyn Bridge, and the Triborough Bridge connecting Manhattan, the Bronx, and Queens.

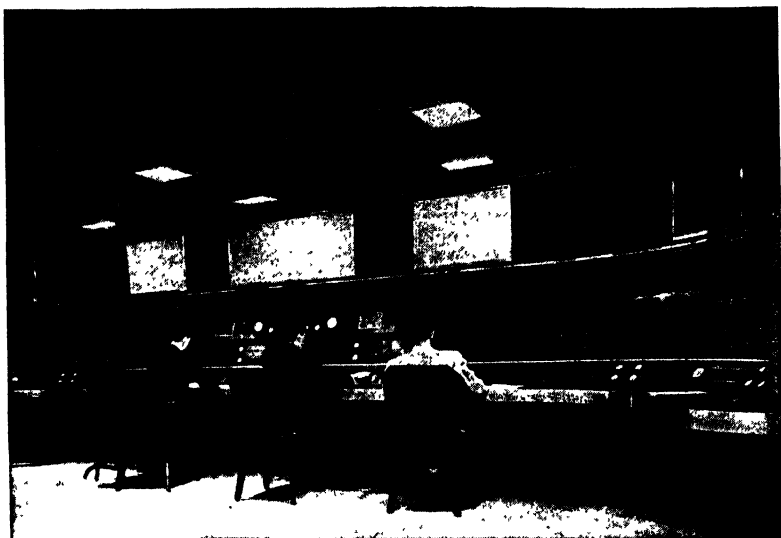
COMMUNICATION IN THE CITY

Improved means of communication have traveled hand in hand with the newer methods of transportation. Gone are the days of the Indian smoke signals, the tom-tom, and the pony express. Modern cities depend upon the telegraph, tele-

phone, and radio as much as on the railroad, the automobile, and the airplane.

Red Letter Dates in American Progress

- 1825** George Stephenson built the first steam railroad locomotive.
- 1830** The Baltimore and Ohio Railroad opened to traffic.
- 1837** Samuel Morse invented the telegraph.
- 1866** The first successful Atlantic telegraph cable was laid.
- 1869** The Atlantic and Pacific coasts were linked by railroad.
- 1875** Alexander Graham Bell invented the telephone.
- 1903** Orville Wright flew 120 feet in a motor-driven heavier-than-air machine at Kitty Hawk, North Carolina.
- 1918** Air-mail service was established between New York City, Philadelphia, and Washington, D.C.
- 1920** KDKA, the first radiobroadcasting station, opened in Pittsburgh.
- 1927** Charles A. Lindbergh made a nonstop solo flight from New York to Paris in 33 hours, 39 minutes.
- 1935** Amelia Earhart made the first solo flight by a woman across the Pacific from Hawaii to California.
- 1938** Howard Hughes and companions flew around the world in 3 days, 19 hours, 17 minutes.
- 1947** Regular air-passenger service spanned the continent in fewer than 12 hours. Television became a popular reality.



Through the control rooms of large broadcasting systems, radio programs can be channeled into every city in the land. [NBC Photo]

Wire Services Make Us Neighbors. We no longer measure distance altogether in miles, but in terms of time also. A telegraph signal can be sent around the world in a matter of seconds. With almost 7 million miles of telegraph wire strewn all over the world, we find that our most distant fellow man is our neighbor indeed. We are only seconds away from him by telephone, telegraph, and radio; we are only a few hours away by airplane. Today we have some 30 million telephones throughout the world. No longer do we have to travel to talk with our friends. We telephone instead.

Telephone and telegraph terminals are, of course, found in our large cities. They form, perhaps, the nation's greatest industry with values running into millions of dollars. Without these instruments the business of cities would be paralyzed. The

telegram is no longer a luxury. It is a necessity in city-to-city relations. The housewife, the merchant, and the office worker can sit at the telephone and command services undreamed of by kings and queens of yesterday.

The Radio Keeps Us Informed. The radio truly brings the world to our door. Traveling with the speed of light, it brings sound to nearly 20 million homes. News, lectures, forums, and entertainment reach our ears while the performer stands at the microphone many miles away. Radio encourages an exchange of ideas so that no one need continue ignorant of events.

National broadcasts originate in only a few of our largest cities, but local stations exist in nearly every city of any size. The best known are WCBS, WJZ, and WNBC in New York City, WOR in Newark, New Jersey, KDKA in Pittsburgh, WLW in Cincinnati, KNX in Los Angeles, WLS in Chicago, and KOA in Denver.

Hundreds of thousands of city people earn their living building, selling, and repairing radios. The volume of all branches of radio business totals over a billion dollars. In the short space of 20 years radio has grown from a tiny infant to a major service. It has changed the outlook of Americans, their cultural and educational standards.

WORD LIST¹

commuter (kō-mūt'ēr) one who travels regularly from home to work.

hinterland (hīn'tēr-länd) the inland district or area surrounding a large city.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

merchandise (mûr'chăn-dîz) wares to be bought and sold; goods.

migration (mî-grā'shŭn) the act of moving from one region to another; as from farm to city.

terminal (tûr'mĭ-nāl) the end of a line of delivery; as in railway, bus, or air line.

THE CHAPTER YOU ARE TO WRITE

This portion of your chapter will require the help of every member of your class. You probably will want to appoint committees for the different sections. If you live in a harbor city, one committee might investigate your harbor activities. Another might study the services of your railroads, another your airport if you have one. A fourth group might report on local transportation in your city, and a fifth could find interesting information on telephone service.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Some of our rather large cities are not great shipping and trading centers. Name a few of them. What factors, other than trade, have made them grow?
2. Think of several articles imported into the United States, such as coffee, tin, bananas, and rubber. Try to discover the means of transporting such goods. Trace the shipment from its native country to your own home.
3. It is estimated that 100 million tons of goods move through the port of New York every year. How long would it take a hundred 2-ton trucks to move this mass of goods if each made ten trips a day?
4. Why did our government give money and land to help in the building of our early railroads? In what ways do the railroads continue to get governmental assistance?

5. What advantages does air transport have over water and land shipping? What are its disadvantages?
6. What has your city done during the past year to improve street traffic in your neighborhood? What suggestions do you have for improvement?
7. Stand for 10 minutes at one of the busy intersections in your city and watch the traffic. Count the cars that pass during the 10-minute period. At about what speed do they travel? Do they avoid traffic jams? What devices do the police use to control traffic?
8. Several famous bridges were mentioned in this chapter. Select one of them, or one in your own city if it has one, and search for facts about it. When was it built and at what cost? How is the city paying for it? How much traffic does it carry? Who controls its operation?
9. Your city is served by either busses, streetcars, or both. Is the transit system owned by the city or by a private company operating under a charter granted by the city? What is the difference?
10. Stretch a line along the top of your blackboard. Mark it off into three equal parts and "date" it as follows:

1800	1850	1900	1950
------	------	------	------

 Attach tags to the string at the proper places to indicate the "Red Letter Dates in American Progress" as shown on page 40. How does this show the speed with which progress has been made?
11. We have been told that in the not too distant future huge airplanes will carry much of the nation's freight from city to city. What effect do you think this will have on our system of railroads?

12. Radios help to keep us informed. Radio programs all originate from a very few powerful broadcasting stations. Most of them are sponsored by some commercial company which "buys the time on the air" and which determines the nature of the program. Is there danger that our news, and hence our opinions, may be selected for us?

3. FOOD AND WATER



Most food consumed in cities is brought from outside the urban areas. On its way to the users, it may pass through public city markets. Armies of workers are employed to produce, transport, protect, and distribute the city dweller's meal. [Charles Phelps Cushing]

IN THIS CHAPTER:

Volume and Sources of Foods. Food from the Hinterland; Food from Distant Places

Protecting the City's Food. Cities Supervise Markets; Restaurants and Hotels Are Inspected; Our Government Certifies Food; Refrigerated Foods; Dehydrated Foods

The City's Water Supply. Cities Depend upon Water; Sources of Water Supply; Treatment of Water

Summary.

FOR CITY PEOPLE



This aqueduct carries water to urban kitchen taps, shower baths, and fire hydrants. Some cities are fortunate enough to have pure water near at hand, but many cities must bring it over rough country from mountains hundreds of miles away. [Ewing Galloway]

FOOD is the most costly item in the family budgets of city people. It ranks higher than rent, clothing, medical care, or entertainment. One-third of every dollar spent by city people goes for food. The figures below indicate the purposes for which an average city family's dollar is spent and show the relative costs of food and other items.

City people are much concerned about the food they buy. The cost itself is enough to make them think twice about what

they select in grocery stores and meat markets. This has been particularly true in the post-war years of rapidly rising prices. Nevertheless, they are interested also in quality, in the utmost in purity and food value.

<i>Cents</i>	<i>Spent for</i>
33½	Food
17	Shelter ¹
15	Household items
10½	Clothing
9	Transportation
5½	Entertainment
4	Medical care
2	Personal care
½	Education
3	Miscellaneous items

¹In the next chapter you will note that rent in cities tends to run higher than 17 per cent. The difference is due to the inclusion of such items as furniture, lights, fuel, and water in the rental charge for many apartments and houses.

VOLUME AND SOURCES OF FOODS

TABLE 4

<i>Product</i>	<i>Produced in 1940</i>
Milk (gallons).....	11,500,000,000
Eggs.....	2,500,000,000
Butter (pounds).....	1,800,000,000
Wheat (bushels).....	700,000,000
Chickens.....	675,000,000
Potatoes (bushels).....	320,000,000
Hogs.....	77,000,000
Sheep.....	21,000,000
Cattle.....	15,000,000

Table 4 is enlightening as to the vast volume of foodstuffs produced in the United States.

These figures are estimates only and include foodstuffs consumed by all areas, city and farm alike, and those shipped abroad. They show that the production of food is one of our major industries. It is definitely "big business."

Over half of the people of the United States live in cities of 2,500 or more. Few can produce food for themselves, so they must buy the food they need. The major part of each of the items listed above goes to city markets. Huge amounts of foodstuffs flow daily into cities to feed their teeming millions.

It means very little to say that so many billions of pounds of food are consumed annually. We can hardly imagine what such large quantities mean. But if the facts are reduced to a per

TABLE 5. Retail Cost of Food in Fourteen Cities in 1941¹

<i>City</i>	<i>Cost of food</i>
Kansas City	100.0
Boston	101.3
Buffalo	108.8
New York	105.4
Chicago	104.5
Cleveland	106.5
Minneapolis	106.1
Atlanta	102.1
Dallas	96.4
New Orleans	107.3
Denver	101.7
San Francisco	105.8
Seattle	108.4
Portland, Ore.	108.9

¹ A value of 100 has been given food costs in Kansas City. The figures show the spread of costs above and below those of Kansas City in several cities of the United States. For example, foods that cost \$1 in Kansas City in 1941 would have cost about \$1.09 in Portland, Oregon.

capita figure, we find that the average American eats over a ton of food every year! Cousin Joe may claim to be a “light eater,” but the food he eats each year almost equals the weight of the car he drives.

Food costs vary from year to year, just as do other living costs. When food stocks are high, prices tend to drop, while during “lean” years, prices are forced upward. They vary also according to location. Shipping costs increase food prices in some areas where food must be transported in large amounts and for great distances. Tables 5 and 6 reveal the extent of change and variation in food prices.

Food from the Hinterland. Not many years ago cities depended almost entirely upon food produced near at hand. Much food still comes from near-by areas. Our cities are encircled by

TABLE 6. Wholesale Food Prices, 1890-1940¹

<i>Year</i>	<i>Food prices</i>
1890..	55.3
1895	47.1
1900	50.6
1905	54.9
1910	64.7
1915	65.2
1920.	137.2
1925.	100.0
1930	90.3
1935.	83.5
1940.	71.1

¹ A value of 100 has been given food prices for the year 1925. The figures in this table represent the rise and fall of food prices from those of 1925. The table illustrates how food prices change from year to year. For example, food which cost \$1 in 1925 would have sold for about \$0.50 in 1900, or \$1.37 in 1920.



From the billion acres of farm land in the United States comes most of the food consumed by city people. [Ewing Galloway]

garden districts from which huge amounts of vegetables are moved by trucks to city markets. Dairy farms and fruit orchards help to supply the demand for food.

The fertile valleys of Virginia and the truck gardens of New Jersey, Connecticut, and neighboring states help to feed the cities of those areas. No city in the great Middle West is far from rich farm land. The corn and wheat farms of Indiana, Illinois, Iowa, Missouri, and Kansas send a steady stream of grain and meat to the markets of that region. Milwaukee and Chicago benefit from the rich truck gardens and dairy farms in their hinterland.

Public markets, sometimes owned and operated by cities, are colorful spots to visit. The Central, the Farmers', and the Town and Country Markets of Los Angeles attract thousands of cus-

tomers daily. The public markets of Seattle, Portland, Indianapolis, Baltimore, and St. Louis are but a few of the places where throngs of city people buy their food supplies. Indeed, there is hardly a city without a public market, sometimes covering several acres. Here low-cost vegetables are sold direct from local truck gardens. Fruits and garden crops, grown under glass, are rushed by night trucks to be ready for early morning shoppers. Potatoes, lettuce, apples, onions, tomatoes, cucumbers, celery, berries, and scores of other products peculiar to the various areas reach urban dwellers almost as fresh as when first harvested.

Food from Distant Places. Local producers cannot hope to feed all of the people who live in cities. They cannot produce great enough quantities of food. Neither can they provide the many varieties needed to satisfy the appetites of city dwellers.

To feed the New York City area, 10 million tons of food are needed yearly. Chicago demands 4 million tons, and our other large cities require additional millions. To fill these large demands, food must be shipped long distances by water, rail, truck, and air.

Food comes to American cities from points all around the world. Varieties of fish come from across both the Atlantic and the Pacific. Pineapples come into Pacific ports from the ocean islands. Over \$100 million worth of coffee enters Gulf and Atlantic ports yearly. We are largely dependent upon other countries for our sugar supply. Banana boats constantly ply the ocean waters from Mexico and South America. From Pacific islands and countries tea, chocolate, spices, certain kinds of nuts, olive oil, and many, many other articles make the long ocean trip to give taste and variety to our meals.

Within our own country food is shipped long distances. Flor-



Bananas from Latin America are but one of the many foods from abroad that may be found on our dinner tables. Name others. [Grace Line]

Idaho and California provide the citrus fruits which are found in the markets of all our cities. Rice from the Grand Prairie of Arkansas graces tables in every large city. Peaches from Georgia and the Ozarks, apples from upper New York State and Washington, melons from Texas and the Imperial Valley of California, and cranberries from New Jersey are found wherever city people eat. Beef from Kansas City and Chicago packing houses is shipped in refrigerated cars to cities throughout the country. Dates from the Imperial Valley are common to all first-class markets. Wheat from the wheat belt states provides bread as the "staff of life" for all the people in the United States. People in all regions pour sirup from Louisiana or Vermont over their hot cakes at breakfast. Potatoes from Idaho,

Colorado, and Michigan are standard items in all cities of the nation.

Trucks and trains shuttle back and forth across the continent carrying foodstuffs to American cities. Refrigeration keeps foods fresh during the long hauls. Expensive delicacies are flown by air both in and out of season. Cities are no longer entirely dependent upon those foods that can be grown locally.

PROTECTING THE CITY'S FOOD

There was a time when people bought their food wherever they could find it. Markets were not supervised and the sources of foodstuffs were unknown to the consumer. Milk was sometimes "watered" and stale meats were "doctored" with chemicals to make them appear fresh. Indeed, less than 40 years ago, one dairy cow out of ten was infected with tuberculosis. Milk was consumed raw and the handlers of milk dipped their product out of open cans as they sold it to unfortunate buyers. Diseased cattle, hogs, and sheep often were hurriedly butchered and sold to the public regardless of the threat to the city's health.

Cities Supervise Markets. Long before the Federal government acted to protect citizens from unclean food, several cities took such steps. Today every city has its health officials and its code of sanitary rules. Many of these rules apply to food, its processing and distribution. From time to time inspectors visit places where food is sold. If unclean conditions are found, warnings are issued. Licenses may be revoked if such conditions are not remedied. Special attention is given to bakeries and to dealers in meat and milk products.

Milwaukee has an extremely active board of public health. A trained officer is assisted by a large staff of inspectors who make



The oranges of California and Florida are sold in all our cities. [Sun-kist Photo]

it their business to see that Milwaukee citizens secure pure food. During the depression of the 1930's, the city provided food for unemployed workers and their families. Care was taken to see that foods distributed were of good quality. Diets were so well balanced and food quality so high that Milwaukee set a standard for the rest of the nation.

Restaurants and Hotels Are Inspected. Before 1900 few city people had formed the habit of "eating out." Restaurants were few and food was often poorly prepared. Restaurant business, however, has increased until today nearly a quarter of a million restaurants and hotels cater to the needs of city people.

The crowded days of the First and Second World Wars increased restaurant trade. They emphasized also the need for

control of such establishments. Careless preparation of inferior foods and the shortage of responsible help created health hazards that could not be overlooked.

The task of city boards of health is to see that restaurant foods are pure, that meals are prepared in clean surroundings, that employees are clean and free of disease, and that eating places are free from dirt.

Their task is not always well done. Kitchens are not always models of cleanliness. In too many places refuse stinks in open garbage cans, smudge from burned food clings to walls and ceilings, and papers and bits of food litter the floors. Counters often remain uncleaned and linen seldom changed. Dishes are improperly washed in many eating places and food remains in containers from one day to the next. Too often, diners become ill from the food served. At times, widespread sickness can be traced to food eaten in unsanitary restaurants.

Aggressive boards of health are more and more on the alert, however. Licenses are issued to eating places only after careful inspection, and visits to them are made frequently to see that proper practices continue. Warnings are given when operators are found to be careless, and licenses are suspended when corrections are not made.

Our Government Certifies Food. "Inspected and Passed by the U.S. Department of Agriculture." Whenever we see those words stamped on meat or any meat product, we can be sure of its high quality. There is Federal inspection of all shipments of livestock to prevent the marketing of diseased animals. All meat is examined as it is being processed, and any that might be unfit to eat is condemned. This is one of the most important safeguards the government can set up to protect the public health.



This beef bears stamps showing that it has been examined and approved by Federal inspectors. [Swift & Co.]

The government's interest is not only in meat. The Pure Food and Drug Act of 1906 required all food manufacturers to label their products, stating clearly what was in them. It forbade the use of harmful drugs in food and fixed stern penalties for violations of the law. In 1938 the law was improved to control the use of poisonous sprays for fruit and garden crops. Processors were required to label all foodstuffs that might

Twelve leading states in the meat-packing industry

Illinois
Iowa
Minnesota
California
New York
Kansas

Ohio
Nebraska
Missouri
Pennsylvania
Texas
Indiana

contain artificial flavoring or chemical preservatives. Sale was permitted only of those foods that were pure and wholesome. The law required honest weight and truthful labeling.

We cannot, of course, be sure that all of the food we eat is pure and fresh. Much that we eat is not included among the items covered by the pure-food laws. But all *manufactured* goods should be so protected. When buying them, we can be reasonably certain that they contain what the label states. We who live in cities may not know the exact source of our food, but we know that it meets the standards set up by the United States Department of Agriculture.

Refrigerated Foods. People have known for many years that cooling preserves foods. Centuries ago primitive man used ice cut from rivers and lakes to keep food from spoiling during warm summer months. More recently, methods of making artificial ice were discovered. Hardly an urban family today is without some means of keeping food cool. Refrigerated cars make it possible for great stockyards to be located in Chicago, Kansas City, Houston, Indianapolis, and other cities in the heart of the cattle and hog states. From these central packing plants meat can be sent to all parts of the United States in clean refrigerated cars. City markets keep the product in cold rooms and, when it is placed on our dining tables, it is fresh and wholesome.

Frozen food is something new in the world. Just a few years ago fresh fruits and vegetables could be bought only in season. Ordinary refrigeration could not retain the fresh qualities we like in such foods. True, city people ate large amounts of canned goods during long winter months. But fresh corn, strawberries, and Popeye's famous spinach were impossibilities.



Fresh fish are made available in inland cities by means of rapid transportation and modern refrigeration. [Charles Phelps Cushing]

About 1930 frozen foods were introduced to eager city customers. Wrapped in neat 12- to 16-ounce packages, dozens of kinds of fresh foods may now be found in any up-to-date market. One merely has to reach into a freezing cabinet, select the packaged food he wants, and be certain of getting harvest purity and freshness as well as high vitamin content. The article is ready to cook, refrigerator space is saved, and the labor of cleaning and trimming is avoided. Although the freezing and wrapping processes increase prices, the buyer is assured of fresh quality 12 months of the year. One of the greatest advantages of quick freezing is the fact that foods may be processed during the harvest season while crops are plentiful and cheap.

There is every reason to think that the frozen-food business will continue to grow. It is already widespread, but only at the

beginning of its possibilities for human use. Increasing numbers of households are installing freezing units. Every city has its freezing plants. Large fruit-freezing plants are located in Seattle, Portland, Salt Lake City, and the cities of California, Michigan, Wisconsin, Virginia, Tennessee, and various other states. Seafoods are frozen in New England cities, the Great Lakes region, and the Pacific Northwest. Meat is processed and frozen in cities throughout the corn belt, and poultry in California, Iowa, Utah, and New York. From all these centers, frozen foods come to the table of the city dweller. Stores in all parts of the United States sell frozen produce, a business only dreamed of 20 years ago.

Dehydrated Foods. People of the cities of ancient Europe and Asia were eating dried foods long before history was written. Sun-dried figs, raisins, peas, and beans provided much of the food eaten by ancient peoples. Dehydrated foods are *dried* foods, foods from which the water has been removed. Our grandmothers dried peaches and apples in the sun in the back yard or on the shed roof. It is not a new practice.

Today, however, foods are dehydrated by artificial heat such as that created by the oven in one's kitchen stove. Dried foods retain much of their food value and flavor but weigh much less than when fresh. They are therefore less expensive to ship and store. They are usually much lower in cost.

Any city market carries a large number of dehydrated articles. Market shelves reveal dried prunes, figs, dates, raisins, and apricots from the fruit farms of California. Also to be found are dried peaches, pears, and apples from New York, Washington, and elsewhere. Many other foods, such as beans, onions, peppers, peas, fish, and beef, are often found. Dehydrated eggs and milk are less common, yet during the Second World War

they were processed in large quantities and shipped overseas to our armed forces and allies. In a recent year the United States dried 45 million pounds of eggs and 393 million pounds of milk. These products lost much of their original flavor and were not so popular as dried fruits.

Dehydrated foods mean much to city people. Because of their low cost, they are especially important to low-wage earners.

THE CITY'S WATER SUPPLY

Cities Depend upon Water. When Mary turns the kitchen tap, she may give little thought to the clear cool water which tumbles into her glass. When Jack pours the water for his infrequent bath, it is unlikely that he is grateful for the labors of many men who brought that water to his bathroom.

Mary and Jack may be interested to know that each of them consumes nearly a ton of water every year, either as pure water or in food. They may be somewhat startled to know that cities use an average of over 100 gallons of water per person each day. City people drink water, they cook with water, they bathe in it, and they wash their clothes in it. Much water is used on lawns, in parks, and in gardens. In large cities a great amount is used in air conditioning stores and theaters, in washing the streets, and in extinguishing fires. Indeed, not many city people stop to realize how much they depend upon the services that bring water into their homes.

Sources of Water Supply. Times have changed since the early days when towns had to be built very near a source of water. Modern cities are located sometimes many miles from natural water supplies. Those that have been built on a lake shore or river bank have grown so large that the water available may not meet the needs of the people.

New York City is a good example. A hundred miles from the city the pure waters of the Catskill Mountains are caught and stored in great basins or reservoirs. Tunnels, large enough that a train could enter, carry the water from the mountains to the city's water system. These underground rivers arrive in the city with enough pressure to force the water to the top floors of the towering buildings. If the pipes within the city itself were laid in one long section, they would reach across the continent from New York to the Pacific. They bring to the people of New York City nearly 900 million gallons of water every day in the year.

In its early years as a small city, Los Angeles obtained its water from deep wells sunk in the basin of the Los Angeles River. As the city grew, more water was needed. The result was the construction of the Los Angeles Aqueduct, which extends 250 miles to the Owens River on the east side of the Sierra Nevada Range. This aqueduct carries over 240 million gallons of pure mountain water from the foot of Mt. Whitney to the city every 24 hours. The pipe line, crossing the Mojave Desert and burrowing through the Coast Range, required the labor of over 150,000 men and cost over \$25 million.

In 1939 the longest pipe line in the world was completed to bring water to Los Angeles and her neighbors from the Colorado River nearly 350 miles away. This Metropolitan Water District Aqueduct provides additional water for the city of Los Angeles and twelve neighboring cities.

Chicago obtains its water through a number of tunnels reaching from 2 to 4 miles out under the bed of Lake Michigan. Large enough for a man to stand upright in them, these tunnels provide about 290 gallons per person every day. Chicago



Extreme care is required to ensure the purity of the city's milk supply. [Carnation Co.]

boasts that its citizens are provided more water per capita than any other city in the world.

Many smaller cities obtain their supplies of water from nearby lakes or rivers. Many rely entirely upon deep wells which tap underground pools. Pumps force the water into large tanks from which it is piped into homes. The tall reserve tanks, rearing themselves above surrounding buildings, are familiar sights in small cities. Often proudly displayed on their sides are the names of the cities.

Most of the larger cities in the United States own their own water-supply systems, although some are controlled by private companies. Cities are advertised by their water facilities. Citizens speak glowingly of the volume of water provided, its

qualities, and its low cost. People often choose as their home some certain city because of its excellent water supply.

Treatment of Water. In addition to the amount, cities are concerned about the purity of their water supply. Impure water carries dangers of disease and death. It causes typhoid, cholera, and other terrible diseases which have always plagued those who live in densely crowded cities.

To prevent such evils, cities take care to protect their water supply. Reservoirs are constantly guarded, and frequent tests are made to see that the water meets high standards of purity. Water is sent through sand filters to remove dirt and foreign substances. It is allowed to stand for days in basins so that impurities will sink to the bottom. Although the water may appear to be clean, it usually contains bacteria so tiny that they cannot be seen. Most cities add chlorine to combat these small but mighty enemies.

Hundreds of men constantly inspect and repair the city's reservoirs and water mains. Broken lines are immediately repaired so that impurities cannot enter the stream. Care is taken to see that the water supply is protected from sewage lines and garbage dumps which are common to cities. Providing pure water for huge cities necessitates expert services and care by trained engineers and men of science.

SUMMARY

Food is necessary to life. Families spend more for food than any other item. Especially are those of us who live in cities concerned about food costs and quality, for city families produce little or no food for their own consumption. They depend upon others to provide their food needs. That supply must not fail them either in quantity or quality.

For that reason, the city, state, and Federal governments carefully supervise the production, shipment, and sale of food-stuffs. Modern advances such as improved transportation, refrigeration, and water purification have done much to protect citizens. Trained food and water inspectors, state and Federal health officials, and city boards of health are ever on the alert to keep our food and water supplies pure and wholesome.

WORD LIST¹

aqueduct (ăk'wê-dŭkt) a tunnel, channel, or structure for conveying water.

artificial (ăr-tĭ-fĭsh'ăl) unnatural, not what it seems.

penalty (pĕn'ăl-tĭ) a fine or punishment for misconduct.

reservoir (rĕz'ĕr-vwôr) a place where water is kept in store.

sanitary (săn'ĭ-tĕr-ĭ) clean, pure, hygienic.

THE CHAPTER YOU ARE TO WRITE

Let us entitle this section, "How My City Protects the Food Supply (or Water Supply) of Its Citizens."

Obtain the reports and bulletins of your city health department. Study them carefully and jot down the most important facts you find. Make an outline of your chapter somewhat as follows:

How is our water supply owned and controlled?

What are the sources of our city's water?

What volume of water is provided for the city?

What are the costs of water services?

How is the water treated for impurities?

Many junior high school boys and girls are content to copy facts (sometimes whole sentences and paragraphs) from their reading.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

Do not be content with such poor journalism. Use your facts properly in your chapter outline, but express them in your own words.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. You may have thought the United States largely independent of other countries for food supplies. This chapter mentions several foods imported from other lands. Can you list others?
2. Why do food items cost more in some cities than in others? Name some items that are expensive in your city.
3. Who issues permits in your city to the men who produce and distribute milk? Are permits ever revoked? How many were revoked last year?
4. How often must cows be tested for tuberculosis? What is done when a herd is found to be infected?
5. What percentage of butterfat must milk have to be sold in your city?
6. Experts say that dairies should be inspected at least once a month and ice-cream factories once a week. How often are they inspected in your city?
7. What agency in your city inspects markets, bakeries, and restaurants? How many people are employed for this purpose? How often are inspections made?
8. Perhaps some member of your class can secure a score card used by an inspector of restaurants. What items are listed? Can you suggest additional ones?
9. Must handlers of food in your city receive medical examinations? How often? Are examinations free? What are the purposes of such examinations?

10. Many city people rent freezing lockers in which they keep articles of food for the family. Name three advantages of such a practice.
11. Notice several restaurants in your community. What evidences do you find of careless food preparation and service? Is a license displayed for customers to see? Is inspection of the kitchen by customers permitted?
12. Does your city own its own water-supply system? What advantages are claimed for city-owned water works?
13. From what source does your city get its water? How is it purified?
14. What is the average annual per capita use of water in your city? Are the amounts of water limited in any way?
15. What types of drinking fountains are used in your school? In what ways do they guard against infection?

4. HOUSING THE



Most cities are confronted with the problems of supplying housing that is adequate for their populations. Great numbers of new, modern dwellings, such as those shown above, are needed if all city residents are to enjoy comfortable housing. [Cleveland Metropolitan Housing Authority]

IN THIS CHAPTER:

Importance of Urban Housing. Existing Homes of Urban Dwellers; The Homes City People Should Have

Problems Raised by Poor Housing. America's Unplanned Cities; Rapid Transit Affects City Housing; Slums Remain a Problem of the City; Poor Housing Means Poor Health; Slums Prevent Recreation and Promote Delinquency

Housing Programs. Zoning Practices and Building Codes; Private Building; Government Aid for Housing

CITY'S MILLIONS



In most cities, run-down, inadequate housing must be removed to make room for more satisfactory dwellings. First, however, places must be found for the occupants. The cost of demolishing old housing presents a financial problem also. [Cleveland Metropolitan Housing Authority]

URBAN dwellers are well aware of the housing problems of cities. In recent years many thousands of persons have been unable to obtain decent living quarters. Others have been obliged to pay rents beyond their means. Many families who might have erected their own homes have been deterred by the scarcity and high costs of materials. Homeowners, unable to keep their property in repair, have watched it slowly deteriorate.

City people know of these things from bitter experience. They know, too, that poor housing creates many other problems. Decaying homes in one neighborhood increase the tax loads of property holders in others. Lack of decent home surroundings promotes contagion and poor health. Where normal home activities are replaced entirely by recreation sought in movie theaters, poolrooms, liquor establishments, and street playgrounds, delinquency and crime flourish. The beauty of cities is marred by ugly rows of tenement houses, neglected, filthy, and unfit for human occupancy.

IMPORTANCE OF URBAN HOUSING

The importance of comfortable housing cannot be overemphasized. Houses shelter homes and family life. Most men spend about one-third of their time at home; their wives, two-thirds; their children, at least half of their time. Houses thus become work centers, rest centers, and health centers.

Those who have studied housing problems most intensively state that there are certain minimum standards that city houses and apartments should meet if they are to serve best as centers of family activity. There should be one room for each member of the family, where this is possible. That is, a family of four should have a house or apartment of at least four rooms. Each house should have hot and cold running water and a separate bathroom. Each one should be well lighted and ventilated and free from the disease-breeding dampness which develops from unrepaired roofs or poorly drained cellars and basements. Houses that have these features and are in repair are said to meet "standards of health and decency." Less adequate homes are referred to as "substandard"; that is, below the level of health and decency.

Existing Homes of Urban Dwellers. Though the requirements set forth here seem low, surveys of housing indicate that we lack a great deal of having reached them for a large part of the urban population. Surveys made before the Second World War indicated that one city house in three was in need of repair. Many of these needed major repairs, for they had leaking roofs, cracked foundations, and rotting timbers. Probably 20 per cent of the city houses and apartments examined at that time had no bathroom or shower. Many did not even have running water, and water for household use was carried from pipes in yards or courts. Gas and electricity were absent from one home out of every five. Many of the houses examined had been standing for 40 years or longer without having modern conveniences installed.

There were two principal reasons for this state of affairs. One was that home building fell off very sharply during the depression years following 1929. Whereas 900,000 new homes were built in 1925, only 93,000 were erected in 1933. A second reason was that the amount of home building for families of modest means was declining during this time. The average family cannot afford to spend more than one-fifth of its income for rent. Since most families had incomes of \$2,000 or less per year during the depression, this meant that most rents must be \$35 per month or less. But private investors did not find it profitable to build houses or apartments for such prices after 1929, so building was restricted largely to homes for the well to do.

During the Second World War housing conditions grew worse instead of better. War construction required vast amounts of building material. Thousands of workers in war plants needed shelter. Therefore, few new dwellings were built and many old ones fell into disrepair.

TABLE 7. Ratio of Rent to Income in Fifteen Cities, 1937

<i>City</i>	<i>Average annual rental</i>	<i>Average annual family income</i>	<i>Average ratio rent to income</i>
Providence, R.I.	\$287	\$1,124	25.4
Syracuse, N.Y.	296	1,082	27.3
Cleveland, Ohio.	311	1,138	27.3
Indianapolis, Ind.	300	1,289	23.3
St. Paul, Minn.	290	1,220	23.7
Des Moines, Iowa.	285	1,174	24.2
Richmond, Va.	283	1,285	22.0
Charleston, S.C.	177	734	24.1
Birmingham, Ala.	151	769	19.6
Oklahoma City, Okla.	251	1,096	22.8
Dallas, Texas.	277	1,233	22.4
Phoenix, Ariz.	243	1,114	21.8
Salt Lake City, Utah.	260	1,094	23.7
Portland, Ore.	204	905	22.5
San Diego, Calif.	276	1,192	23.1

¹Lower income groups must set aside a greater proportion of income for food and housing and less for education, recreation, and savings. Many budget experts state that not more than 20 per cent of family income should go to housing.

There is a vast amount of building ahead of Americans during the next 10 to 15 years if we are to make up for lost time and continue thereafter to provide decent housing for all our people. We shall probably require well over a million new dwelling units each year as well as the repair and reconstruction of old buildings. Much of this construction will take place in cities.

The Homes City People Should Have. City people today think in terms of comfort and convenience. They want homes that meet these standards. They want houses and apartments



The large number of veterans attending colleges and universities after the Second World War presented acute housing problems. Near almost every university campus could be found a group of small temporary houses in which veterans and their families lived. [World Wide Photos]

that are compact and well planned, allowing much light and air. They stress sleeping porches, playrooms, convenient kitchens, bathrooms, and ample closets. Private gardens and public parks have a place in the plans of most city homeowners. Thought is given to quiet streets and freedom from smoke and fumes. Window space, soundproofing, and air conditioning are important considerations to many city dwellers who plan to build.

Few people believe these standards of comfort and convenience to be too high. We are reminded that America is the richest nation in the world; rich in resources, skills, energy, and hope. The least that we can do is to provide the very minimum standards of health and decency for all families, and we are capable of doing far more if we set out seriously to do so.



Most of our cities have grown by planless spreading. A common sight on the outskirts of cities is the real-estate office where suburban lots are sold to people who wish to build homes outside the city proper. [Standard Oil Co. (N. J.) Photo by Badger]

PROBLEMS RAISED BY POOR HOUSING

America's Unplanned Cities. Most of our cities were founded long before the era of the locomotive, the automobile, and the airplane. Unknown were the problems of mass recreation and sanitation as they apply to big cities. Indeed, our cities were founded as small settlements. They grew, not by plan, but according to the fortunes of climate, trade, and location.

As these early settlements grew, they merely spread. The original settlement, with its small market center and limited area, was soon unable to shelter the city's business or to house those who wished to live in town. Houses were crowded more closely together. Families doubled up. Outlying farms were divided into lots and sold for home sites. Trees were cut down, sidewalks laid, and new streets opened.

Rapid Transit Affects City Housing. Early in the present century, two inventions profoundly affected the growth of cities.

They were the automobile and the electric locomotive. Their use set into motion a number of changes in the lives of urban dwellers.

People found that they could move about the city more freely. It was no longer necessary for the laborer to live in the shadow of the factory. No longer need city workers keep their families in tiny city apartments. For a small charge they could commute from home to work, often a distance of many miles.

Large numbers of people began to move to the fringes of the city. Often they resided in neighboring towns. Suburbs increased in population while some congested city districts lost inhabitants. In New York, for instance, people moved in increasing numbers to the neighboring small cities of Long Island, New Jersey, and Connecticut. In Chicago they deserted the vicinity of the Loop for Evanston, Wilmette, Winnetka, Whiting, Oak Park, and other near-by towns. In Cleveland, Boston, Pittsburgh, and elsewhere the trend was the same.

Workers are still leaving the downtown areas of cities in large numbers. Los Angeles, Detroit, and other rapidly growing centers are surrounded by communities many of whose citizens work in the city. As we have seen, each giant city is encircled by a number of smaller urban communities.

Slums Remain a Problem of the City. City expansion did not mean that the central districts were entirely deserted. On the contrary, some of them became more heavily populated than ever.

The lure of exciting city life brought in hordes of people from farms and small towns to seek jobs in the city. Factories and shops employed thousands of immigrants from overseas. These newcomers were forced to find low-cost homes in areas abandoned by more prosperous workers. They settled in or near



In the sections of a city where poor housing exists, the cost of fire and police protection is usually higher than in other parts of the city. Why is this true? [Standard Oil Co. (N. J.) Photo by Webb]

the factory districts where they worked. There they found old buildings, turned into multifamily apartment houses, where tenants were crowded together in great numbers. Such sections became known as “blighted areas” and they introduced the slum problem to American cities.

Notorious were the Bowery and the lower East Side of New York City. Here as many as eight or ten people might live in two rooms having neither sun nor bath and little ventilation. Here one could see ugly rows of tall buildings with outside fire escapes littered with clotheslines and trash. Children played in the narrow streets. Fires were frequent and the death rate from disease was very high. A single block in the district of Harlem housed nearly 4,000 Negroes.

Other cities had similar areas, notably Chicago, Baltimore,

and Boston. In Philadelphia alley apartments were built and tall multifamily buildings cast shadows so that the sun seldom reached some of the narrow streets. Western cities had fewer narrow streets and multifamily dwellings, but they, too, had slums consisting of straggling rows of unkept shacks near industrial sections. Housing experts claim that one out of five of the homes in our larger cities stands in a "blighted area."

Poor Housing Means Poor Health. When a family moves to the city it is apt to lose certain health advantages which exist in the open country. Dust, smoke, and grime hover over many portions of cities. They seep through the windows and are breathed by unfortunate slum dwellers. Sometimes they carry with them disease and early death. They rob people of pride in their homes. Blighted areas near factory districts and rail yards often become the breeding ground for sickness and discouragement.

Examples are not lacking. Chicago's 360,000 Negroes live in dense settlements in the stockyards area. Their lot has been one of neither happiness nor health. A survey by the United States Public Health Service in 1947 reveals that 100,000 Chicago homes are unfit for human habitation. Over 4,000 outdoor toilets exist within the city limits. A 1944 report from Baltimore states that more playgrounds and parks are urgently needed in that city, where rows of multifamily dwellings have packed sections of the population into small areas. In Manhattan's crowded districts, nine dwellings out of ten shelter two or more families. One block out of ten is part of a blighted area. Nearly 10 square miles have been judged by authorities as unfit for homes. In New York City alone, more than half a million slum-dwelling families are condemned to live in surroundings where filth and disease are common.

Sickness rates and death rates are much higher in the slum areas of cities than in other sections. For instance, in a recent year, the death rate in New York was 87 per cent higher in the slums than in the entire city. Sometimes the death rates among babies are three or four times as high in tenement districts as in areas where good housing exists. Such diseases as typhoid fever and tuberculosis flourish among overcrowded populations.

Of course, this is partly because poor people live in poor houses. Families with low means are often cold and hungry, thus lowering their resistance to disease. But overcrowding in poorly constructed and dirty houses promotes the spread of disease. Experience has shown that wherever housing is improved, the amount of sickness declines even among the very poor.

Slums Prevent Recreation and Promote Delinquency. Wherever slum areas have developed, much truancy and delinquency are to be found among boys and girls. A principal reason for this condition is lack of play space. Without playgrounds, young people are forced into streets and alleys. Not only do they have little chance for organized play, but they observe much that is degrading. Large numbers get into trouble sooner or later.

Cities of the United States grew so rapidly in earlier years that too little was done to provide for play space. Until recent years few people saw its importance. So our cities were fully grown, with congested populations, traffic problems, and slum areas, before the necessity for proper recreation for youth was realized.

In recent years some cities have purchased lands and built parks and playgrounds. But city property is high in price. Playgrounds were often built where land was cheap rather than



One of the serious results of the lack of planning in cities is the scarcity of safe playgrounds. Boys and girls who are forced to play in streets and alleys are exposed to danger from traffic. They may also encounter many unwholesome influences. [Acme]

where they were most needed. Many city neighborhoods were built with no plans for parks or playgrounds where young people might enjoy the company of one another in wholesome surroundings.

HOUSING PROGRAMS

Zoning Practices and Building Codes. The practice of zoning cities has protected many homeowners, especially those of moderate means. Zoning is the practice of dividing the city into separate areas, called "zones," each one to serve a special purpose. One zone may be made up of single-unit homes, another of factories, and yet another of business houses.

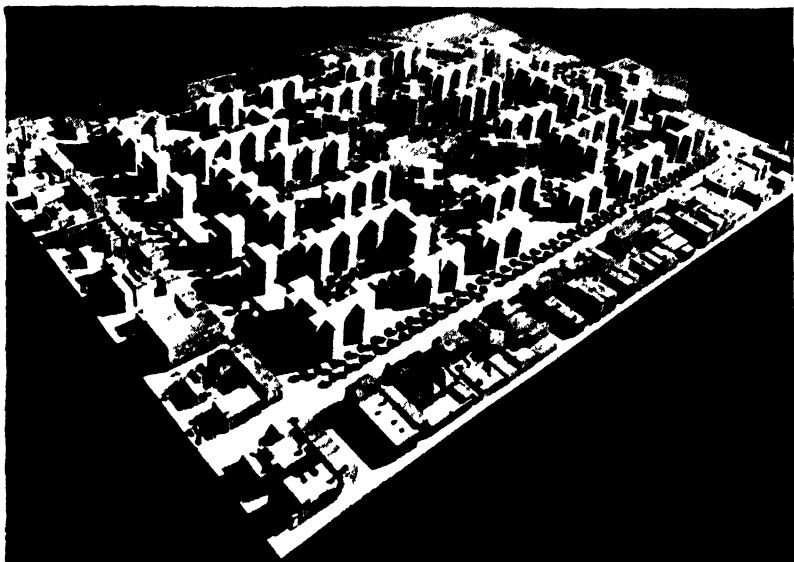
Zoning laws require that buildings be placed in the proper

districts. Standards are set for the size and type of buildings. Distances required between buildings and from curbs to houses are stated. Cheap housing is not permitted in restricted areas. Most large cities have zoning laws which protect the property of their citizens. Such laws help to preserve neighborhoods unspoiled by careless growth or neglect. They also help to protect the value of property by preventing factories and stores from encroaching on homes and apartment houses.

Hundreds of communities have also set up codes to regulate the erection of new buildings. Such codes set standards for wiring, plumbing, and heating and provide for proper light and air. They determine thickness of walls, adequate building supports, and types of roofing. Building codes are not always as well enforced as they should be, however, and inspection is sometimes careless.

When such codes are used to promote safety and health, they serve only useful purposes. In recent years, though, there have been complaints that building codes in some cities are used to hinder the building of low-cost houses for homeowners or renters of modest means. By requiring the use of more materials than are necessary, specifying only expensive materials, and forbidding the use of laborsaving machinery, codes can add to the expense of home building.

Private Building. Most urban homes are erected by individuals or small building concerns. But they alone cannot cope with the housing needs of the city. Few such builders have the money to invest in costly undertakings. They have funds for the purchase of neither large tracts of expensive land nor large amounts of building material. Most of them do a little construction and then sell to secure funds for further building. A recent study showed that most builders of city homes erect from one



In this architect's model of a planned community within a city, buildings occupy only a quarter of the land. The remainder is reserved for lawns, trees, paths, and recreational areas. [Metropolitan Life Insurance Co.]

to four each year. That rate is too slow to make much progress in clearing away city slums or rehousing millions of urban workers.

Builders sometimes join together to promote large building projects. They pool their money and effort and do what an individual builder could never do. Insurance companies sometimes give such projects financial backing. Notable among large projects have been the model city of Radburn, New Jersey, and Knickerbocker Village in the lower East Side of New York. Other New York projects have been the Dunbar Apartments in Harlem, for Negro tenants, and Amalgamated Houses in the lower East Side slums. Mariemont on the edge of Cincinnati

and Chatham Village in Pittsburgh are well-known housing projects. Others are in Bayonne, New Jersey; Washington, D. C.; Los Angeles; and St. Louis.

Even these joint efforts have been insufficient to serve the poorly housed one-third of American families. City property often costs a hundred times as much as outlying acreage. The cost of clearing away the slums of New York, Detroit, and other cities has been estimated at the rate of \$50,000 per acre. If the expense were not considered, it would still take a hundred years to clear away our city slums at the rate that private builders have operated heretofore. Many people believe that housing is a task that will require the cooperation of government agencies with private business concerns and individual homeowners for many years.

Government Aid for Housing. During the depression years of the 1930's it became clear that national, state, and local governments must take part in the housing program of the nation to prevent actual suffering. A program was planned for the dual purpose of providing work for the unemployed and stimulating home building. Certain Federal agencies loaned money to private housing corporations. The Housing Division of the Public Works Administration (PWA) built fifty low-cost housing projects owned and managed by the Federal government. PWA also made gifts of money to aid state and local governments to erect housing units that could be rented for small sums.

In 1937 the United States Housing Authority (USHA) was established. This agency started at once to make loans and gifts to states, counties, towns, and cities which were organized for the purpose of building low-rent dwellings. The war interrupted this program.



Most urban homes are erected by private builders. They have never been able to build houses at the rate at which our cities need them today. [Charles Phelps Cushing]

With the end of the Second World War, attention turned from emergency housing to long-time planning. House construction had fallen far behind needs, and thousands of families were living in tents, trailers, and shacks. Returning veterans also demanded houses and apartments.

The Federal government attacked the problem at once. Three principal lines of activity were begun. First, loans and gifts were offered to towns and cities organized to build dwellings for poor families. Second, loans for home building made by banks and other financial agencies were insured by the government. Efforts were made to convert war housing to peacetime uses. All these activities were grouped under the administration of a National Housing Agency (NHA).

The NHA set as a goal for the country the construction of over 12 million dwelling units by the early 1950's. It was estimated that 3 million of these must be built at once to relieve the extreme shortage. More than half of the dwellings built must meet the needs of owners and renters of modest income.

American cities faced this task resolutely, for increasing numbers of people realized the extreme importance of the task to the health and welfare of the nation.

WORD LIST¹

blight (blīt) disease; decay; stunted growth; as in congested areas of a city.

code (kōd) set of rules; body of laws; as in building codes.

congested (kōn-jēs'tēd) an overcrowded condition; as in a densely settled area of a city.

delinquency (dē-līng'kwēn-sī) misdeed; offense; failure of duty; moral breakdown among youth.

THE CHAPTER YOU ARE TO WRITE

For the section of your chapter on housing, you may want to combine the observations of all members of the class and also seek information at home. What areas of your city are slums? Are these also areas of disease and delinquency? Does your city have a housing commission? How are building regulations enforced? Are most of the dwellings now being built single-family houses or apartments? Look back over the chapter you have just read and add other problems to the list.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Draw a plan for a model home for a family of four persons. How much do you think it would cost to build and furnish this home under present conditions?
2. Search for one or two articles that discuss the reasons for the high cost of house construction in the years following the Second World War.
3. Over half of the city dwellers are renters. Why do you suppose this is true?
4. Why is it hard for a family to have a satisfactory life under crowded conditions?
5. Show why overcrowding in homes may contribute to delinquency in a city neighborhood.
6. Search magazines for an account of a model housing project. Report on it to the class.
7. Is there a public housing project in your city? A visit to it would be worth your time. How are tenants selected? What play space, indoor and outdoor, is provided? What is the average rent per room? Are the homes near schools, car lines, and churches?
8. Study one local newspaper for a week and clip all interesting items about housing for the school or class bulletin board. Display on the board the most interesting pictures of housing activities that you run across.
9. Many people disagree as to the extent that the government should take part in home construction. Arrange a debate or panel discussion on the subject: *Resolved*, That the United States government should provide suitable homes for the 10 per cent of the population who have the lowest incomes.

5. SERVICES AND PROTEC-



The protection of lives and property against fire is one of the oldest city services. In recent years the number of public services has increased as people have demanded more from their city governments. [New York Fire Department Photo]

IN THIS CHAPTER:

Police Services and Protection. Police Maintain Law and Order; Traffic Control Is Necessary; Junior Traffic Patrols Help the Police; Police Have Other Duties

Fire Prevention. Fires Are Costly; Tenement Fires; Fire Hazards Can Be Conquered

Public Health. Cities Have Health Problems; Health Services Are Common to All Cities; Disposal of Sewage and Wastes; Cities Carry on Other Health Services

Other Urban Services.

TION FOR CITY PEOPLE



City health authorities are always on guard against the spread of disease. This service and the wide variety of others that your own city provides are discussed in this chapter. [City of New York Department of Health]

MR. Weaver had just paid his city taxes. He was annoyed. Every year, it seemed, his tax bill grew larger. He could *afford* to pay taxes. His business was good and he was proud of his home in the busy little city where he lived. But he reflected that he had never had to pay such high taxes. He wondered what the city did with all the money coming into its treasury.

Had he investigated, Mr. Weaver would have found that his taxes went for good causes. He received benefits for every dollar

he paid. His city was growing. New streets had to be paved. New sewers had to be dug. Older streets were kept in excellent repair. A new park had been bought and equipped with picnic tables, swings, slides, and tennis courts.

As more people moved to his city, new fire-fighting equipment had to be bought. More firemen were added to the department. The police had bought new radio cars and added men to the police force. Garbage collectors were overworked giving service to the growing sections of the city. More employees and trucks were needed. There was talk of building a new modern jail to replace the old one built in 1910.

Thirty years ago city people such as Mr. Weaver paid very small taxes. Cities had few expenses and demanded less of their citizens. About the only important service to the people was rendered by the police force. Its duty was to protect lives and property and to uphold law and order.

Services now offered by every city were hardly thought of a few decades ago. Cities have increased in size and number. New and complex problems have arisen. The police force has been expanded to combat crime. Traffic details have been added as well as juvenile departments. City health bureaus have grown. Parks and playgrounds have been made a part of a broad recreational program. Fire departments have been modernized. The problems of water supply and sewage disposal are no longer as simple as they once were. Public transit has demanded action by the community. Rising prices during recent years have increased the bills for city "housekeeping."

POLICE SERVICES AND PROTECTION

Compared to those of 50 years ago, city police forces are huge indeed. The five largest cities in the United States employ forces totaling nearly 35,000. New York City alone has over 15,000.

*TABLE 8. Police Forces and Costs in Selected Cities
of the United States, 1945*

<i>City</i>	<i>Number employed</i>	<i>Total cost</i>	<i>Approximate per capita cost</i>
New York City.....	15,586	\$66,809,000	\$8.95
Chicago.....	6,496	20,667,000	6.08
Philadelphia.....	5,019	12,598,000	6.52
Detroit.....	3,639	12,432,000	7.65
Los Angeles.....	2,889	8,771,000	5.48
Long Beach, Calif.....	321	937,000	4.68
Elizabeth, N.J.....	229	688,000	6.25
Akron, Ohio.....	195	568,000	2.27
Spokane, Wash.....	153	415,000	3.32
Wichita, Kan.....	152	362,000	3.14

Police Maintain Law and Order. When millions of people crowd together in cities, crime is likely to increase. We understand this more clearly when we consider poor city housing, unemployment, lack of parks and playgrounds, and the fact that young people have much time on their hands with nothing to do. The annual cost of crime to the people of the United States is nearly \$15 billion, or one-fourth of every dollar earned in America. Crime costs each citizen of this country about \$125 every year.

In most cities policemen are not chosen because of their muscular ability alone. Officers should be intelligent, keen, alert, and courageous. They must take difficult examinations and attend police school where they receive training in the latest methods of crime detection. They must be expert marksmen. Some of them become skilled specialists in the detection of crime. One man may be an authority on fingerprints, another on handwriting, another on guns, and still another on photography.



It is important that police officers be good marksmen. It is even more important that they be trained to prevent crime. [Milwaukee Police Department]

Crime prevention is the most important job of the city police. The policeman, as a prevention officer, does more than detect crime and arrest wrongdoers. His job is to *prevent* crime. He becomes friends with the young people on his beat. He is interested in their clubs and he helps them to plan excursions to parks and zoos. He sits in on their conversations and he is glad to help them whenever called upon.

Police departments act upon the idea that it is better to prevent crime than to punish offenders. Many cities subscribe to the idea of the friendly "cop" who understands young people and their problems. Mention should be made of the crime prevention bureaus of Toledo, Ohio, and Louisville, Kentucky. Equally good are the departments in San Jose and Berkeley,

California, Detroit, and Boston. These, and other cities, have set the pace for the modernization of police forces in cities all over the United States.

Milwaukee provides a splendid example of a modern and efficient police department. In that city appointments to the force are based solely on merit. Likewise, promotions are given to those of demonstrated efficiency. Salaries and pensions are large enough to attract men of ability. A training school, in operation since 1922, keeps alive the interest of the force and teaches newer methods of crime prevention. Patrolmen are taught courtesy, and great stress is placed on the officer's attitude toward the children on his beat. At no time is favoritism permitted toward political, racial, economic, or any other type of pressure group.

Traffic Control Is Necessary. The automobile has caused serious traffic problems in American cities. It has created much difficulty for urban police forces. A large part of police department personnel devotes full time to traffic control. Crosswalks and stop lights would be of little value were it not for the officers who direct traffic and patrol streets to see that people drive sanely.

The traffic officer is a busy man. He must watch automobiles coming and going four directions. He must control left and right traffic turns. He must see that pedestrians observe his signals, and he must answer many questions every day. He must untangle traffic tie-ups and be ready to give first aid when necessary. Accidents must be reported and investigations carried out.

The National Safety Council works through education to impress upon drivers the need for careful driving. It has done much to awaken cities and police forces to the need for conserv-

ing human life. Annual awards are made by the council to cities having the fewest deaths from traffic. Recent awards went to the following cities as being the safest for their sizes:

<i>1944</i>	<i>Population group</i>	<i>1946</i>
Detroit, Mich.	500,000 and over	Washington, D.C.
Portland, Ore.	250,000-500,000	Memphis, Tenn., and San Diego, Calif.
Fort Wayne, Ind.	100,000-250,000	Omaha, Nebr.
Lansing, Mich.	50,000-100,000	Hamtramck, Mich.
Greenwich, Conn.	25,000- 50,000	Rochester, Minn.
Stillwater, Okla.	10,000- 25,000	Logan, Utah, and Albert Lea, Minn.

In 1944 Milwaukee, Wisconsin, received a special award for its low traffic death rate over a period of years.

Junior Traffic Patrols Help the Police. The Second World War seriously handicapped the police in carrying out their duties. Many officers were called to military service, leaving police forces shorthanded. The surge of war workers to certain urban areas increased the police burden.

Junior traffic patrols were organized to cope with growing traffic problems. These junior and senior high school boys were uniformed and instructed by the city police. They replaced traffic officers in the streets near schools. They were given authority to direct traffic and worked under the supervision of experienced policemen. The movement started in Connecticut and Massachusetts and many cities of the East. The work of the young people in those cities and such crowded war centers as San Diego, Oakland, and Long Beach, California, was worthy of high praise.

Police Have Other Duties. Traffic control and crime prevention are not the only duties of the police. They must repress



These junior traffic patrols are taking an active part in civic affairs. Are there ways in which you and your classmates can participate actively in the life of your city? [Long Beach, California, Public Schools]

gambling and the illegal sale of drugs and liquor. They enforce motor vehicle laws and issue licenses to drivers. They protect public health and enforce tenement-house laws. In many cities the police departments license pawnbrokers, secondhand shops, junk dealers, dance halls, poolrooms, and street vendors and issue permits for parades. They often help to register voters and to provide for the homeless. As life in cities becomes more and more complex, the duties of police forces grow in number.

FIRE PREVENTION

How often city newspapers carry such bold headlines as: FIRE LEVELS SIX DOWNTOWN BLOCKS, NINE LISTED DEAD, DAMAGE RUNS INTO MILLIONS. Horror-stricken eyes follow such stories as

citizens are reminded again of the city's most dangerous foe—fire! And well they may fear! Fire has claimed nearly 10,000 victims every year in America for the past quarter of a century.

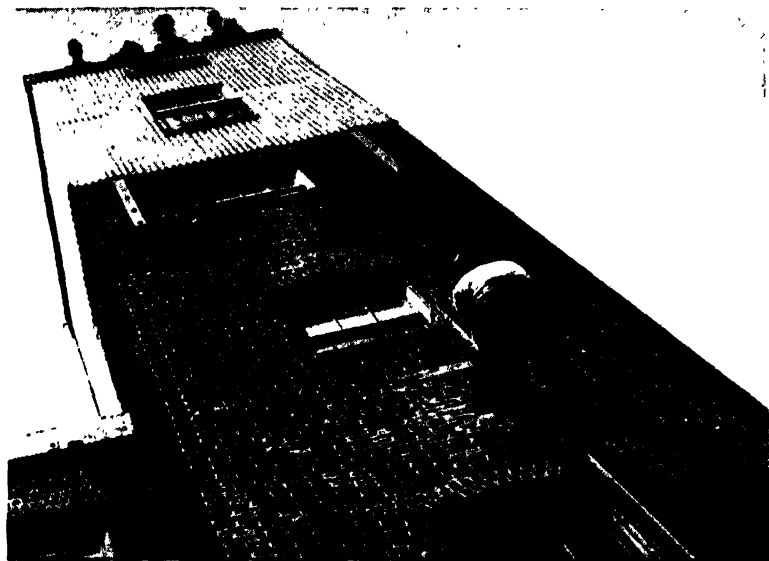
America's annual fire loss is about \$400 million. If fire could be prevented, the money saved in four years would build all of the colleges and universities in the United States. One year's

TABLE 9. Fire Department Costs, 1945

<i>Population</i>	<i>Cost per capita</i>
Cities over 500,000.	\$4.09
250,000 to 500,000	3.49
100,000 to 250,000.	3.78
50,000 to 100,000	3.63
25,000 to 50,000	3.28
10,000 to 25,000.	2.79
All cities over 10,000	3.69

TABLE 10. City Fire Loss Per Capita, 1945

<i>City</i>	<i>Loss per capita</i>
New York, N.Y.	\$1.98
Chicago, Ill.	2.02
Philadelphia, Pa.	2.94
Detroit, Mich.	3.10
Baltimore, Md.	4.13
Buffalo, N.Y.	2.05
Cleveland, Ohio	3.39
Milwaukee, Wis.	2.45
Pittsburgh, Pa.	1.93
St. Louis, Mo.	1.56
Atlanta, Ga.	1.41
Birmingham, Ala.	1.89
New Orleans, La.	1.38
Houston, Texas	4.26
Denver, Colo.	1.85



Firemen in most of our cities undergo strenuous training. Their chief duty is to control fires. It is the responsibility of the individual city dweller, however, to do his share in preventing fires. [Acme]

savings would pay for scores of hospitals and clinics. It would completely house a city of nearly 500,000 people.

Fires Are Costly. Whether or not we have a fire in our own home, each of us pays several dollars annually because of other people's carelessness. It is *we* who pay the cost of our city fire department. *We* pay increased fire-insurance rates because of other people's fires. *We* risk the loss of our own property by fire. *We* fear that one day *we* may be among the 10,000 lost annually in our national bonfire.

Fire waste is greater in the United States than in any other nation. During a recent year the average per capita loss in England was 79 cents, in Italy 57 cents, and in France 45 cents. The same year's loss in the United States was \$3.68.

Tenement Fires. We can hardly imagine the terror of a tenement-house fire. Picture, if you can, a four-story frame building crowded with sixty or seventy families; the building's shell, seasoned by 40 years to crackerlike dryness; overcrowded fire escapes, where washings are hung and on which people sit and sleep in summer. Open stairways from top to bottom form a perfect draft for the flames. Similar buildings loom on either side and, in fact, along the entire block. Stoves are cheap and worn, electrical wiring is ancient, and chimneys are neglected from year to year.

Now imagine a carelessly dropped cigarette or a child with a match, stray kerosene cans, and a litter of rags and newspapers. In less time than it takes to read these paragraphs, the building is a mass of flames. People jam the crowded fire escapes and then try the wooden stairs. Smoke and flames roar up the halls, licking their way under doorways and through open transoms. Screaming people fight their way to windows ready to dash themselves against the pavement below. Sparks and flames reach neighboring buildings. The inferno is out of control.

Fire Hazards Can Be Conquered. This is not entirely an imaginary account. Such things have happened in every city large enough to have developed a slum area. Cities have, however, made steady improvements in fire-fighting equipment and methods.

The greatest improvement has been in the selection and training of firemen. They must meet high physical and mental standards. Many cities, including Detroit, Cincinnati, Oakland, and San Diego, insist that members of the force be of the highest character. Records are carefully checked and physical and mental tests have become common. Training periods of 3 weeks or more are required in Spokane and elsewhere before appoint-

ment. More than half of our larger cities operate training schools which firemen attend to learn new methods of fire control.

Cities have taken many steps to prevent fire damage. In Detroit, San Francisco, and other centers, wooden shingles are forbidden. Fire departments have blueprints of the most hazardous sections of town. Over a score of cities make careless offenders pay fines or costs of needless fires. In Cleveland, Newark, and Pasadena, a person who carelessly causes a fire is liable for all damage to person or property.

These measures have helped to decrease cities' losses by fire. Until very recent years our yearly fire loss has gone down steadily. The annual per capita loss by fire in cities is as follows:

1930	\$3.01	1938	\$1.36
1932	2.22	1940	1.24
1934 .	1.59	1942	1.66
1936 . .	1.40	1944	1.73
	1946		\$2.40

Can you suggest reasons for increases in fire losses beginning in 1942?

PUBLIC HEALTH

Cities Have Health Problems. Illness costs the United States \$2 billion a year for medical services alone. Time lost from work because of illness skyrockets the cost to sums that cannot be figured. Some two people out of every hundred are at all times so ill as to require medical care.

Dangers from illness appear to be more serious in the city than in the country. Most of our people live in cities. In many sections their homes are crowded. They work in large groups and often indoors where contagious diseases can be passed from one to another. They attend theaters in masses, they shop in

masses, and they obtain their food from common sources. The dangers from the spread of illness are always present. Disease germs are no respecters of persons. They are in the air we breathe, in the water we drink, and in the food we eat. There is more truth than poetry in the following jingle:

Big bugs have little bugs
Upon their backs to bite 'em;
The little bugs have lesser bugs,
And so, ad infinitum.

Health Services Are Common to All Cities. Control of disease is the most common activity of city health departments. By quarantine and other regulations, health agencies seek to check the spread of disease.

In the first place, physicians are required to report all cases of disease. Citizens are encouraged to do the same. Second, often the accuracy of these reports is checked by health officers. Third, when necessary the patient is quarantined or kept apart from others to prevent spreading the disease. Fourth, all persons exposed to the patient before his illness is detected are likewise quarantined. Fifth, persons exposed to such diseases as diphtheria, typhoid, smallpox, and scarlet fever are immunized. Sixth, patients are released from quarantine only after tests show that there is no longer danger of spread. Health departments also see that clothing, bed linen, and so on are cleaned thoroughly or destroyed. They investigate sources of infection, such as milk and water supply, sewage disposal, and overcrowding in public places.

Disposal of Sewage and Wastes. Cities have a serious problem disposing of sewage and wastes. The per capita amount of garbage alone in American cities is over 150 pounds every year.

City health departments can no longer dump this refuse outside the city limits or in near-by rivers or lakes. The danger of disease is too great.

As early as 1890 the people of Worcester, Massachusetts, built and operated the first city-owned plant for purifying and disposing of sewage. Canton and Oberlin, Ohio, followed 3 years later. There are today over 4,000 such plants in operation in the United States. The greatest numbers are found in Iowa, Pennsylvania, Texas, California, New York, Ohio, and Illinois. Such plants are usually supervised by city health departments.

Cincinnati and many other cities have very satisfactory methods of collecting garbage, rubbish, ashes, and the like. City-owned trucks, tightly sealed, call on each family on clocklike schedule. Collections are made in the alley or at the rear of the house, and containers are kept closed and clean. Collectors are courteous and helpful to homeowners. Service charges are not high, often as little as \$2 or \$3 per year.

Cities Carry on Other Health Services. Smoke has become almost unbearable in certain cities during recent years. It attacks the health of citizens, increases the death rate, and causes untold damage to property. In some sections of cities it has been estimated that nearly 300 tons of soot and dust per square mile are dropped annually. Cities of the soft coal area are especially affected. Although cities may struggle for a "place in the sun," their efforts and vision are obscured by dense clouds of smoke and a steady drift of dust and ashes.

The smoke nuisance is man made, but it can be controlled. Much progress has been made in Pittsburgh, Chicago, Cincinnati, and Des Moines. Smoke abatement laws usually consist of three provisions. First, industries are allotted certain time limits for heavy firing of furnaces and boilers. Second, the city

must approve the installation of fuel-burning equipment. Third, penalties are fixed for violations of the law. Health inspectors check carefully to see that citizens comply with all rules.

Nearly two-thirds of the hospitals in this country are owned by the public; that is, they are operated by professional people employed by the city. Growing urban crimes and accidents, as well as poverty, have increased the need for hospital service. City welfare departments provide care for many people who are unable to pay the costs. Free clinics give examinations and treatment. Health centers in various parts of the city show mothers how to care for babies. Visiting nurses call at the homes of the poor who suffer from illness.

Health departments are interested, too, in public swimming pools. Records show that tonsillitis, sinusitis, colds, and athlete's foot often result from unregulated pools. Cities insist that pools be drained and cleaned frequently. Surface gutters carry the scum into water sewers. Many pools are arranged so that bathers must pass through showers before entering the water, and often a steady stream of water is supplied to keep the pool in constant circulation.

Health departments are active in and near cities. They drain lowlands and destroy breeding places for mosquitoes. Citizens are protected from malaria by insistence on window screening and the destruction of tin cans, bottles, and boxes where mosquitoes might breed. Health officials conduct campaigns against the common housefly, which sometimes spreads disease throughout sections of the city. Citizens of harbor cities are made aware of the dangers of disease from rat fleas. Health departments also vaccinate against the infection. They advise citizens about the use of traps, poison, and fumigation as means of killing rats. Ships calling at harbor cities are inspected and, if they



Without efficient sanitation departments, the health of city people would be in constant danger. In what ways may individual citizens help to keep the city clean and healthful? [City of New York Department of Sanitation]

come from infected ports, they are fumigated before tying to the harbor docks.

OTHER URBAN SERVICES

To discuss all of the services offered for city people would more than fill a book of this size. Our discussion in this chapter has been limited to the police, fire, and health departments. It should be clear, however, that cities provide many, many more services. Some of them have been only mentioned because they have been treated more fully in other chapters. Control of food, water, and milk received attention in Chapter 3. Housing and zoning were treated in Chapter 4. Recreation as a city service

will be presented in Chapter 8. Street railways, busses, and other forms of urban transit were discussed in Chapter 2.

Transit, electricity, water, and gas are called "public utilities." These services are probably taken too much for granted by most urban people. We hardly miss the small coin that pays our way about town on the streetcar or bus. The pleasure we receive from electricity, water, and gas more than makes up for the charge we pay. Yet these services are expensive. During a recent year the people of California paid more for their gas and electricity than for the entire cost of their state government. Their utility bills were nearly double the cost of all of their cities' governments combined.

Public utilities may be owned and operated by the city or they may be privately owned. Private companies, however, must operate under city permits or franchises. City people are dependent upon these services. Operations and charges are watched closely by city, state, and Federal governments.

Schools, too, are a service agency. They help to prepare young people for their role as adult citizens. More will be said about schools in Chapter 7. The planning commission should be mentioned here as a service agency in the city. It will be treated more fully in Chapter 10.

WORD LIST¹

contagious (kǒn-tā'jūs) spreading by direct or indirect contact; as in the spread of disease.

decade (děk'ād) a period of ten years.

franchise (frān'chīz) a permit or privilege granted; as to operate busses, collect garbage, and so on.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

illegal (il-lē'gāl) unlawful, against the law.
immunize (im'û-nīz) to protect against disease.
juvenile (jōō'vê-nīl) young, youthful, undeveloped.

THE CHAPTER YOU ARE TO WRITE

Several topics suggest themselves for your chapter:

How Police Control Traffic in My City

A Day in Juvenile Court

Fire Hazards in My City

How Local Firemen Are Trained

Our City's Hospitals

Health Teaching in Our Schools

Why Utilities Should Be Publicly Owned

This chapter presents many points for your outline. Further information will be found in the bulletins of your health department, your city's annual reports, the city budget, and the *City Managers' Yearbook*. Your local newspaper carries articles from time to time on many of these topics.

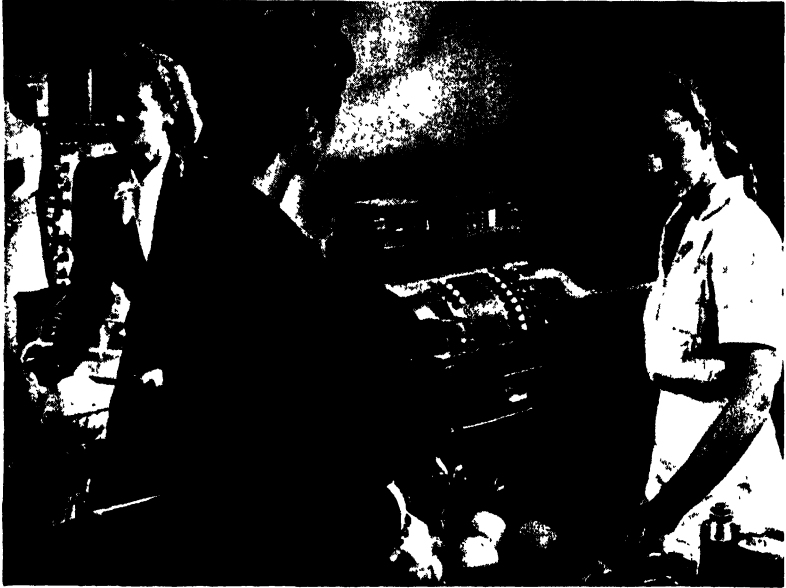
PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Did your city take part in the last national traffic safety contest?
2. Does your state law insist that car drivers have licenses? Under what age are licenses prohibited?
3. Does your police department have a traffic division? How many officers are assigned to it?
4. Do the police provide school-crossing guards? If not, how are they provided?

5. Some people believe that policemen should be chosen from the city's own inhabitants, while others think that out-of-town men should be considered also. What arguments can you think of for either belief?
6. Is downtown parking a problem in your city? What solutions would you suggest?
7. How many employees does your city have in its fire department? How are they selected? How are they trained?
8. Is there a fire station in your neighborhood? How many pieces of motorized equipment does it have?
9. Do the police and firemen of your city sponsor a fire-prevention week? When is it held? How is it observed?
10. What instruction in fire safety is given in your school? How often are fire drills held?
11. Check the following names in your school library. What have they done to improve our nation's health? William C. Gorgas, Walter Reed, Alexis Carrel.
12. Does your school have the services of a school nurse? A doctor? A dentist? Are children vaccinated against smallpox before admission to school? How often are tuberculin tests given to pupils?
13. Ask your school nurse how many absences from school have been caused by illnesses such as measles, mumps, scarlet fever, diphtheria, and whooping cough. Which has caused the most absences?
14. Is your city free from marshes and stagnant water where insects might breed? Where are such districts found?
15. Try to learn from your health department what the birth rate and death rate are in your city. Which one is the higher?

16. The American Medical Association publishes a *Medical Directory*. Perhaps your librarian can locate a copy for you. How many doctors are listed in your community? What is their ratio to the population of your city?
17. Does your city have any regulations that help to solve the smoke problem?
18. Look in the classified section of your telephone directory for the section marked "hospitals." How many are listed? Have some member of your class telephone each hospital to find how many beds it provides for patients.

6. THE BUSINESS ORGANI-



Most city people do not produce any of the goods that they use. Retail establishments serve as the channels through which goods of all kinds are distributed to the consumer. [National Cash Register Co.]

IN THIS CHAPTER:

Selling to the Public. Varieties of Retail Selling; Department Stores; Mail-order Houses and Chain Stores; Wholesale Selling

Manufacturing the Goods. The Location of Factories; Regional Specialization

Serving the Public. Personal Service and Comfort; Information and Entertainment

Financing Business. Banks and Other Agencies; Money and Prices

The Role of the Workers. Specialization of Work; White-collar Groups; Laboring Groups; Labor Unions; Professional Workers

Cities as Service Centers.

ZATION OF THE CITY



Businesses could not operate successfully without banks. By pooling the funds of many depositors, banks establish large sums that can be lent to businessmen for use in the operation of businesses. [Black Star]

TO walk through the downtown area of a city during the rush hours of a business day is an experience truly thrilling. People jostle one another good-humoredly as they move along with the throng. Crowds swirl in and out of stores and restaurants. At street intersections breathless groups are directed from curb to curb by harassed policemen while red lights hold the traffic at bay. The scene is forever gay with sight and sound; display windows, sparkling signs, and the rush and clang of moving traffic.

Behind this noise and bustle lies the orderly pattern of the city's business organization. Though we think little about it as we go about our personal affairs, a web of invisible relationships ties the business of the city into an organized whole. In this scheme stores, banks, theaters, factories, and many other business agencies have a place.

SELLING TO THE PUBLIC

Varieties of Retail Selling. Most of our individual experiences with business take place when we buy from retail concerns. Retail businesses sell directly to the consumer, usually in small amounts. There are, for instance, many groceries, meat markets, and drugstores from which we buy almost every day. Hardware stores and filling stations are also numerous and their goods are in constant demand. At intervals we visit various other retail establishments, such as furniture stores, novelty shops, clothing concerns, jewelry stores, and book shops.

The giants among retail concerns are the large department stores. Though most businesses of the kind have developed within the memory of people now living, they have come to play an important role in city affairs.

Department Stores. A department store assembles many kinds of consumers' goods under one roof. It is as though a score or more of small retail shops moved into one building and were taken over by one management. So great is the variety of goods that customers can shop all day without leaving the building. As a rule, they can leave their cars in the store garage and eat lunch within the building.

The first department store was established by James Stewart in New York City in 1861. Later, John Wanamaker's store in Philadelphia and Marshall Field's in Chicago became more fa-



Behind the noise and bustle in the streets, lies the orderly pattern of the city's business organization. [Acme]

mous. Cities large and small have department stores today. Recently the United States had almost 5,000 such stores doing an annual business of \$100,000 or more each. Their total sales amounted to almost 10 per cent of all retail sales within the nation.

Each giant department store is a complex organization within itself. Chief administrator is the general manager. Various special managers or assistant managers work under this chief executive. One person will be in charge of store finances and credit. Another will supervise all services, such as deliveries, exchanges, and adjustments. A third will manage the actual buying and selling of goods. A fourth will have charge of employment and other personnel activities. Within each of these divisions there are several departments devoted to advertising,

selling, employee welfare, and the operation of various services demanded by the public. Hundreds of clerks, bookkeepers, stenographers, and other employees make up the personnel who operate this vast organization.

Mail-order Houses and Chain Stores. The mail-order business began in the United States about 75 years ago. Best known of such concerns today are Montgomery Ward & Co., Inc., and Sears, Roebuck and Company. They distribute thousands of articles that purchasers select from catalogues. The two leading firms are not without competition, however. Many large department stores supply articles by mail. There are also a large number of small mail-order businesses, some of them dealing in specialities, such as clothing or garden seeds.

To protect themselves from chain-store competition, mail-order houses have established many retail outlets in recent years. Most of them are small, but those in the larger cities are sometimes giant department stores.

Chain stores are feared by mail-order firms and independent merchants alike. As the name indicates, chain stores are made up of many links, or unit stores, controlled and managed by one central company. Such concerns as the Great Atlantic and Pacific Tea Company, the J. C. Penny Company, the Woolworth and Kresge systems of variety stores, and the Safeway Grocery Company have established thousands of retail outlets in towns and cities. In 1935 chains operated 8½ per cent of the nation's retail stores and did 25½ per cent of the business. They were especially strong in the grocery, clothing, shoe, and tobacco business.

Wholesale Selling. The wholesale area of a city usually lies on the fringes of the central retail district. Here are located the

businesses of wholesalers, jobbers, commission merchants, and brokers. They buy from producers—that is, from factory and farm—and sell to retail stores. Of course, not all retail goods pass through wholesalers' hands, for many stores, especially the larger ones, do their buying directly from producers.

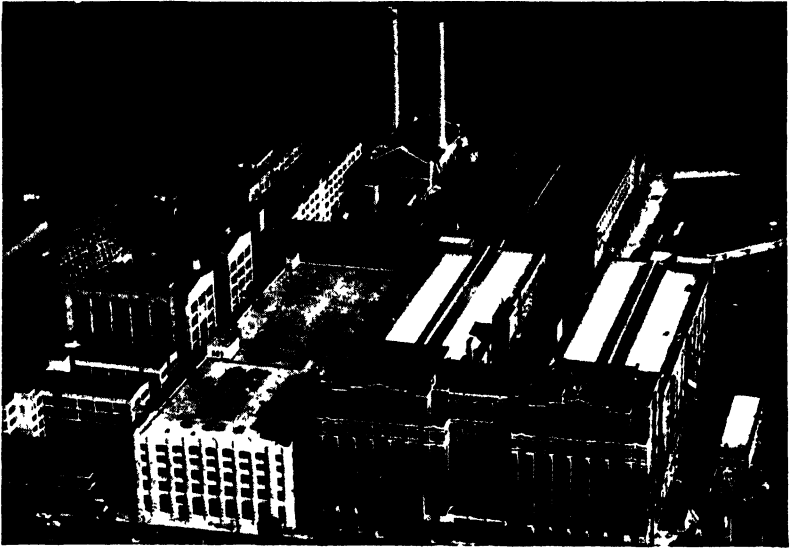
MANUFACTURING THE GOODS

The Location of Factories. The manufacturing business of a city is apt to be more scattered than retail or wholesale selling. The offices of many firms will be located in the skyscrapers of the downtown area, while the plants where the goods are made are placed on the city's outskirts or in areas given over chiefly to industry.

Cities that have considerable manufacturing often have a rough specialization according to districts. One area of several blocks may be occupied almost entirely by clothing factories, another by toymakers. Near the fringes of the city, and flanked by railroad tracks, will be found the heavy industries, such as aircraft, farm machinery, or furniture.

Regional Specialization. Sometimes the principal industries of a city will be devoted to one or two kinds of manufacturing. Holyoke, Massachusetts, is famous for its paper mills; Columbus, Ohio, for farm machinery; and Danbury, Connecticut, for hats. Philadelphia leads the nation in the manufacture of woolen and cotton goods; Akron, Ohio, in the making of rubber goods. Detroit has specialized in making automobiles, Grand Rapids in furniture manufacture, and Los Angeles in aircraft construction.

Such specialization is often brought about because the city is near fuel and raw materials. In other instances, a certain kind



Factories engaged in heavy industry are usually placed on the outskirts of cities, near rail- or water-transportation facilities. [United States Rubber Co.]

of manufacturing gets started in a city because there is a skilled labor supply, as in the case of glovemaking in Johnstown and Gloversville, New York.

The specialization of a city in a particular form of industry sometimes reflects the broader specialization of an entire geographic region. For example, St. Louis, Kansas City, and Omaha specialize in meat packing, shoe manufacturing, and related industries because the surrounding region produces much livestock. Not only Holyoke but various other New England towns have paper mills because the timber resources are near by and power resources are available. The Pittsburgh area, in a major coal region, is a steel center because the enormous quantity of coal required to operate the mills is at hand. .

SERVING THE PUBLIC

Personal Service and Comfort. Each morning the population of a large city flows toward its downtown areas. Clerks, laborers, and office workers make up the first wave. They bring the sleeping shops and stores to life. Then follow wave after wave of shoppers and those whose search is for pleasure in theaters, libraries, and restaurants.

Local residents are joined in the heart of the city by transients, persons whose stay is temporary. These number hundreds in a small city, thousands in a large one.

To minister to the needs and wants of such hordes of people, service agencies are highly developed. Minor services are performed by barbershops, beauty parlors, shoeshine stands, pressing shops, and ticket agencies. Restaurants cater to differing appetites and pocketbooks.

Most cities are justly proud of their hotels. These tend to cluster according to their rates and type of clientele. Near bus terminals and railroad stations are those whose rates are lowest. Commercial hotels usually fringe the retail business and theatrical areas. Luxury hotels and those that cater to permanent guests are often located well away from the noise and congestion of the downtown areas.

There are 28,000 hotels in the United States, providing more than 1,400,000 rooms. Of these, about 3,000 of the large city hotels do approximately 75 per cent of the total business. Chain operation is developing in the hotel business, as in various fields of retail selling. One chain operates 170 hotels, and chains of a dozen or more are increasing in number.

Closely related to hotels in the kinds of service they offer are the tourist courts, frequently called "motels." Tourist courts were constructed in large numbers during the years between

1920 and 1940. The first of these provided few comforts, but they were a convenience to many travelers who were hurried and to family groups who wished to economize. The courts proved to be so popular that they were soon able to invade the luxury field. Today the many courts which line the highways and hug the fringes of cities and towns provide every type of accommodation. In some areas, particularly the West and Southwest, they are serious competitors of hotels.

Information and Entertainment. Among the most valued agencies serving city people are the ones that inform and entertain them. A large percentage of city dwellers are restless and eager for new experiences. They want to know what is taking place in the world, and they seek entertainment to escape from monotony and boredom.

Oldest among agencies of influence and entertainment are newspapers. There are some 1,750 daily newspapers in the United States. They circulate more than 44 million copies per day. There is scarcely a city above 25,000 population that does not have two or more dailies, while some of the largest cities have from four to eleven. The ninety-two largest cities have a total of 239 daily papers.

Newspapers must be considered in connection with the business organization of the city, for they are themselves "big business." A large metropolitan daily represents an investment of several million dollars. It employs hundreds of persons. Furthermore, it is a principal medium by which other business groups reach the public through advertising. From two-thirds to three-fourths of the revenue of most newspapers is gained from advertising. Newspapers, therefore, have a large and important influence in the business affairs of various communities and of the nation as a whole.

Closely related to newspapers in their kinds of service and range of influence are the radiobroadcasting stations. There are now more than 900 of these in the United States. Through almost 60 million receiving sets, they reach into nine homes out of ten with news, entertainment, and commercial advertising. Like newspapers, radio concerns are chiefly dependent on advertising for their profits. That they are both profitable and influential is indicated by the hundreds of thousands of dollars invested in some stations. One-third of the broadcasting stations in the United States are now affiliated with or owned by newspapers.

Most popular of entertainment agencies are the motion pictures. Almost 18,000 theaters attract a weekly audience of 100 million persons. Behind this entertainment lies a business development with an investment of many millions of dollars. It would be expected that so vast an enterprise would play an important role in the business life of many cities.

Each reader will think of other agencies that provide service, information, or entertainment to the city public. These include circuses, golf courses, boxing arenas, and the theaters that specialize in stage plays or music. All have a place in the business organization of various cities.

We shall have more to say about some of these service agencies when we discuss their influence on education.

FINANCING BUSINESS

Banks and Other Agencies. Banks are the very heart of the business community. They are the center of the network of financial agencies that stand behind manufacturing, buying, and selling. Banks accept the money of individuals and business firms as deposits. The money on deposit is issued on the basis

of checks drawn by the depositors. This procedure provides a safe and convenient way for people to use and protect their money.

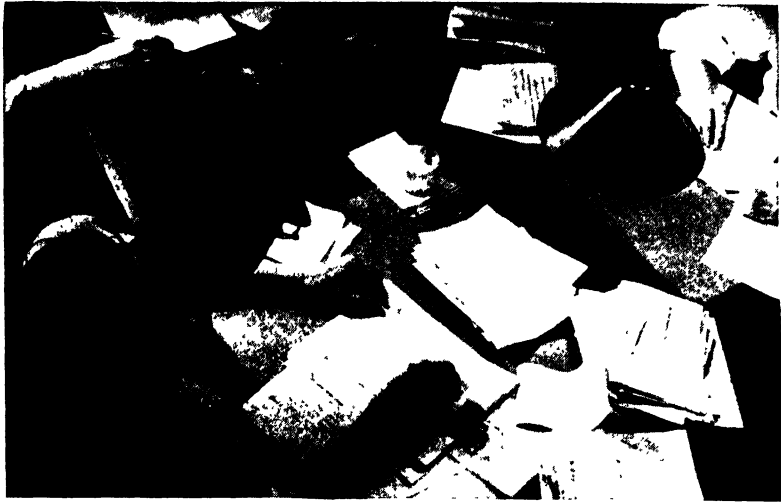
The principal service of banks is the provision of credit to the business community. Many transactions are carried on by checks with no exchange of money. Also, businessmen require frequent short-time loans of money with which to buy goods or to carry their organizations over dull periods. Long-time loans are needed by new businesses, manufacturing concerns, homeowners, and others. Banks supply credit as needed in the community and make their profits from the interest received.

Other financial agencies which are important in business organization are insurance companies, trust companies, stock exchanges, and investment houses.

Money and Prices. Financial concerns are of central importance in every community and in the nation because ours is a "money economy." That is, we do not exchange goods by barter, but we set prices on goods and services in terms of money. Each person then sells his labor or his goods for a sum of money and buys other articles that he may need. Prices stated in money thus are a measure by which we indicate the relative value of goods and services. An automobile we may value at \$1,500, a suit of clothes at \$50, and a day of skilled work at \$15. Because there are many million transactions every day, our money economy is very complex. Financial agencies are the clearinghouses through which we do business and keep the records straight.

THE ROLE OF THE WORKERS

Specialization of Work. By all odds the most important elements in the city's business structure are the workers, the masses



Newspapermen represent one of the numerous white-collar groups that find employment in the city. [*The New York Times*]

of men and women who keep the organization going. In imagination, stand on a busy corner and watch the throng move by. Laborers, clerks, stenographers, salespersons, skilled craftsmen, waiters, bellboys, doctors, dentists, lawyers, newspapermen—thousands of persons are in the streets, and they represent scores of occupations.

Any such random group of city workers illustrates the specialization which characterizes urban occupations. In the vast organization of modern industry and trade there is so much division of labor that many workers must perform specialized tasks.

Let us classify more carefully the kinds of workers to be seen in our imaginary street crowd. We can divide them into eight groups, as follows:

1. *Clerical*: bookkeepers, accountants, typists, secretaries, cashiers, etc.
2. *Trade*: salespersons, advertisers, window dressers, newsboys, store managers, butchers, etc.
3. *Manufacturing and mechanical*: plumbers, bricklayers, pattern makers, machine operators, electricians, welders, etc.
4. *Transportation and communication*: motormen, conductors, telegraph operators, aviators, bus drivers, mail clerks, etc.
5. *Public service*: policemen, postmen, firemen, soldiers, sailors, sanitation inspectors, etc.
6. *Domestic and personal service*: cooks, janitors, barbers, maids, waiters, cleaners, etc.
7. *Recreation and entertainment*: theater managers, ushers, actors, playground supervisors, athletes, etc.
8. *Professional*: teachers, ministers, dentists, doctors, writers, architects, etc.

There might even be some fishermen, farmers, or miners in a city crowd, but usually their employment is outside the city.

On thought, certain advantages and disadvantages of specialization of work are clear to us. The greatest advantage to society is that greater production is possible through the use of machines and the development of skill. Workmen may profit by being able to devote themselves to jobs suitable to their talents and interests. But workers are also made less resourceful and are more dependent on one another for the necessities of life, so there is great suffering in periods of hard times and unemployment. Also, many specialized jobs in machine industries are monotonous and encourage no pride of craftsmanship.



The incomes of salespersons are usually less than those of skilled workers. Like others engaged in white-collar occupations, they have little security in times of economic depression. [Black Star]

White-collar Groups. A large percentage of city people are engaged in what we term the “white-collar” occupations. These include salespersons in stores, office clerks and managers, library clerks, public-school teachers, newspapermen, postal employees, and city employees of various kinds. The problems of such workers and their families are many. Their incomes are usually less than those of skilled workers and they have little security in their jobs in times of economic depression. In times of prosperity they live well, but in hard times there is a great deal of genteel poverty among such families.

Laboring Groups. Another very large bloc of city workers is made up of laborers, skilled and unskilled. Every factory, store, and office has a number of unskilled and semiskilled persons

who run automatic machines, sweep, repair, carry messages, and perform other tasks. Without these workers the city's activities would soon come to a standstill. But their wages are low and they are apt to be the last hired and the first fired.

Skilled workers are much less numerous and their place in our economic society is more secure. Plumbers, electricians, cooks, mechanics, carpenters, bookkeepers, and stenographers are typical of this group. They are found in large numbers in downtown business houses and in the factories throughout the city.

Labor Unions. Most city workers fare better today than their predecessors of a generation ago. At that time it was not uncommon for men and women to work 70 hours per week or longer for a few dollars. Places of work were often poorly lighted and dirty. Today the usual work week is 44 to 48 hours. Wages are better and places of work have been greatly improved.

Two influences have brought about these improvements. One is the passing of laws by the city, state, and Federal governments. Such laws have done much to aid workers by requiring that they be protected against dangerous and unsanitary working conditions. The second influence has been exercised by labor unions. Workmen who were helpless as individuals to influence wages, hours, or working conditions have found that they can gain their ends if they will organize and stand together. Labor unions are now strong and influential in many cities, especially among skilled laborers.

In a recent year 14 million persons belonged to organized labor groups. Most of these were affiliated with two large organizations, the Congress of Industrial Organizations (CIO) and the American Federation of Labor (AFL). There are also a

few large unions independent of the CIO and AFL. The greatest strength of organized labor is among city workers.

Table 11 gives the 1944 membership of a few large unions. The table is by no means complete, but it gives an idea of the strength of unions in certain occupations.

TABLE 11. Membership in Selected Labor Organizations, 1944

<i>Name of organization</i>	<i>Affiliation</i>	<i>Membership</i>
Associated Actors and Artistes of America	AFL	18,000
Automobile, Aircraft, and Agricultural Implement Workers	CIO	1,052,000
Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America	AFL	400,000
Carpenters and Joiners of America	AFL	600,000
Amalgamated Clothing Workers of America	CIO	325,000
United Electrical, Radio, and Machine Workers of America	CIO	430,000
International Ladies Garment Workers' Union	AFL	300,500
Brotherhood of Locomotive Engineers	Ind.	120,200
United Packing House Workers of America	CIO	95,000
United Association of Plumbers and Steamfitters of United States and Canada	AFL	130,000
Printing Pressmen's and Assistants' Union of North America	AFL	65,000
Brotherhood of Railroad Trainmen	Ind.	196,000

Professional Workers. Though professional persons make up only a small percentage of all workers, they carry a great responsibility. These are engaged in occupations that require special aptitude and long and difficult training. They include actors, journalists, ministers, lawyers, doctors, professors, dentists, architects, and writers. The incomes of workers in these fields.

are usually, though not always, above average. Professional persons tend to concentrate in cities where they find patronage and favorable working conditions.

CITIES AS SERVICE CENTERS

In Chapter 1 we noted that cities develop as service centers for large areas surrounding them. Nowhere is this service role more clearly illustrated than in business relations. The business organization of the metropolis extends far into the surrounding region. Shoppers regularly drive "downtown" from distances of 50 or 60 miles. Along the same highways move trucks bearing produce to city markets and returning to village and country with goods for sale in local stores. The chain stores, banks, and movies of every town are controlled and directed from city offices. Metropolitan newspapers circulate daily for a hundred miles or more in all directions. Thus each city's business organization sets the pattern for a large surrounding area.

WORD LIST¹

administrator (ăd-mĭn'ĭs-trā-tēr) one who manages or directs an organized undertaking; the head of an organization.

affiliate (ă-fil'ĭ-āt) unite; join; associate; be a member of.

specialization (spĕsh-ăl-ĭ-zā'shŭn) concentration on one set of skills or branch of study; concentration on one type of manufacturing.

transaction (trāns-ăk'shŭn) the doing or completing of any affair; as a business deal.

transient (trăn'shĕnt) passing briefly; staying for a short time; one who moves about frequently.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

THE CHAPTER YOU ARE TO WRITE

The theme of this chapter affords rich material for your own chapter. Perhaps you can secure information from the chamber of commerce and from various business concerns. You may wish to assign special topics to individuals or committees, then assemble all of your information in class. One committee can seek information about department stores, another about banks, and so on. Hold committee meetings to decide just what information you will try to secure.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. It is claimed for department stores and chain stores that their large-scale buying saves money for consumers by making lower prices possible. Can any arguments be made in favor of fewer large concerns and more small retail establishments?
2. From the classified sections of the telephone directory, make a list of the different kinds of manufacturing located in your city.
3. Locate the principal manufacturing plants on an outline map, showing each of the various industries in a different color.
4. Search an atlas or a geography for information about the regional specialization of industries in the United States.
5. Bring to class a mail-order catalogue. How does its organization compare with the organization of a department store?
6. What are some of the services offered guests by large commercial hotels? What are some of the problems faced by the management of these hotels?
7. Appoint members of the class to study the programs of certain broadcasting stations. How much time do they give to commercial advertising? Music? Educational programs?
8. Try to secure a speaker who will explain to the class the various services that banks provide for individuals and business concerns.

9. Add to the list of kinds of workers given in this chapter. See how long you can make your list.
10. Ask your father how much he was paid per week or per month for the first full-time job he ever held. Try to find out how much beginners are usually paid in that occupation today.
11. Try to find out which has the larger total membership, the AFL or the CIO. Where will you look for information?
12. A few years ago there were about 125 physicians for every 100,000 persons in the United States. Is this enough?
13. List several professions and consider why their members tend to concentrate in cities.
14. Select one of your neighbors who works in a downtown store or in a factory at some distance from his home. Estimate the distance that he travels in one month while going to and from work.
15. If you live in a rural community, try to find out what city newspapers are most popular among your neighbors. Why are they popular?
16. If you are an urban dweller, list the names and circulation figures of the various newspapers published in your city. After examining the contents of issues of each paper, what are your conclusions as to why one of them is more popular than another? Consider the kinds of news that each paper appears to emphasize, the number and kind of features and special departments it contains, and its editorials, comics, and cartoons.
17. Classifying the employees of some large business in your city by the work they do, find out how many kinds of employees the business needs to hire.

18. If you live within receiving range of a television transmitter, attempt to learn the number of television-receiving sets that are in operation in your city at the present. How many were there two years ago?
19. Make comparisons between television and radio programs as to the time given to commercial advertising, music, and educational programs. (The members of the class who were appointed to gather the information called for in question 7 above will be able to assist in making the comparison called for in this question.)

7. EDUCATIONAL AGENCIES



Our public schools have a direct or indirect influence upon nearly every member of the community. School systems in cities are particularly complex organizations. They require extensive buildings and equipment, numerous employees, and large sums of money for their operation. [Scholastic Magazines]

IN THIS CHAPTER:

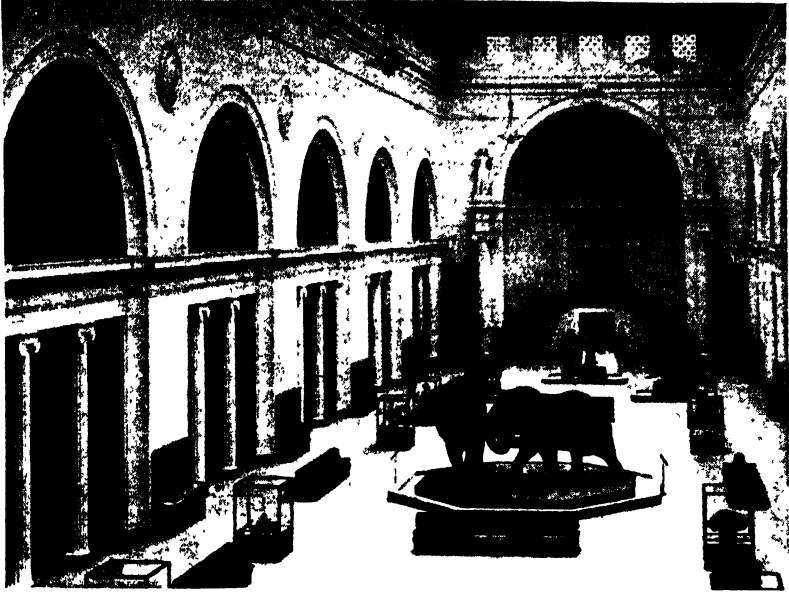
Public Schools a Civic Enterprise. Schools for All the People; Maintaining and Improving Schools; Public Colleges and Universities

Privately Supported Education. Schools and Colleges

The Role of Nonschool Agencies. Problems of City Churches; Libraries as Cultural Centers; Museums of Science and Art; Press, Radio, and Motion Pictures

Summary.

IN THE CITY



Cities naturally become centers of culture. In addition to financing public schools, private schools, and schools for specialized training, they can provide the money required to support libraries, art collections, and other nonschool agencies. The museum shown above is such an agency. [Chicago Natural History Museum]

CITIES have always been centers of education and refinement. Stories of ancient history recount the growth and influence of Jerusalem, Athens, Alexandria, and Rome. As the nations of Europe developed, such cities as Paris, London, Florence, Madrid, and Berlin became gathering places for the scholars and artists who influenced the intellectual tastes of each generation.

The cities of today are no less influential in shaping our lives and opinions. Just as the business organizations of the city reach out into the surrounding area, so city schools, churches, and other educational agencies extend their influence.

There are various reasons why urban areas become centers of culture. They are financial centers where money can be raised to support libraries, churches, museums, and colleges. They are centers of transportation, easily reached from all directions. Also, life in cities is impersonal, and many scholars and artists like the freedom from interruption which they have under such conditions. In the city these people feel that they are free from the many personal relationships and petty small-town obligations that are distracting.

PUBLIC SCHOOLS A CIVIC ENTERPRISE

Schools for All the People. Most influential of city educational agencies in the United States are the highly organized systems of public schools. They reach into almost every home, and every citizen contributes in some way to their support.

Each reader of this book is familiar with one or more schools, but few girls and boys think of their own schools as one unit in a huge civic undertaking. Yet it is not unusual for one city to have a hundred or more school buildings. These buildings have staffs of several hundred teachers who give instruction to many thousand pupils. To maintain this great organization, several million dollars must be raised by taxation every year.

Throughout the United States as a whole, the American people spend about \$2 billion per year on public education. Several billions more are invested in buildings and equipment. A large part of this investment centers in cities.

The vast majority of Americans believe that the large and increasing costs of public education are essential under modern complex conditions. They reflect that the public spends half as much for ice cream, four times as much for alcohol, and ten times as much on crime and law enforcement. Americans also realize that people who want to be self-governing and work together to build a better society must be informed. Every person is important, and it is necessary that each one should be given an opportunity for education in order that he may share the work and the responsibility of our common way of life. So Americans cheerfully support the institutions which provide such opportunity to more than 30 million young people every year.

Maintaining and Improving Schools. The problems of operating the school systems of cities are many and difficult. Some of these are financial problems. Though a city may have a school budget of several million dollars, this sum is likely to provide only about \$100 per pupil, or even less. It is not easy to provide 180 or more days of instruction for a pupil on this amount. Teachers and other staff members must be paid, playgrounds provided, equipment bought, and buildings cleaned and heated.

In recent years the responsibilities of city schools have been increasing steadily. A large proportion of young people now remain in school until they are 18 or 20 years of age. Fifty years ago there were fewer than a million students in high schools, but today there are more than 6 million. Courses of study have expanded as enrollments have grown, for young people must be able to choose from a variety of courses to meet the needs of today. Furthermore, their health must be guarded and they must be provided places for recreation and study. Individual



In addition to the public schools, a variety of institutions for special training is found in cities. [Henry Ford Trade School; The Packard School]



pupils must be guided in planning school courses and in adjusting their lives to our complex society. Vocational training must be given to thousands who are obliged to leave school while young or who do not choose to go to college.

Public schools also have a large responsibility to the adult portions of city populations. Taxpayers must be kept informed of educational activities. Men and women who want to learn must be given the chance through evening high schools and by other means. Foreign-born persons who wish to study American ways must be guided and taught.

Public Colleges and Universities. Many cities have extended their programs of public education to include junior colleges or even senior colleges and universities. The towns and cities of California, Texas, Kansas, and Iowa lead the nation in the number of junior colleges established. In a recent year there were 261 public junior colleges in the United States. There are not so many four-year city colleges, but a few are large and famous. New York maintains a city college system with four branches enrolling almost 50,000 students. Wayne University, in Detroit, is part of the city school system. Among other city-controlled institutions are the municipal universities of Omaha, Nebraska; Wichita and Topeka, Kansas; and Toledo and Cincinnati, Ohio.

PRIVATELY SUPPORTED EDUCATION

Schools and Colleges. In addition to our vast public school system, we have in the United States several thousand private elementary and high schools and a large number of privately endowed colleges and universities. Many private schools are supported by religious groups. For instance, almost 10,000 elementary and secondary schools are supported by the Catholic Church. Other schools are privately endowed or depend for

TABLE 12. Principal Public Junior Colleges in Urban Centers of California, Texas, Kansas, and Iowa¹

<i>California</i>	<i>Texas</i>	<i>Kansas</i>	<i>Iowa</i>
Bakersfield	Amarillo	Arkansas City	Boone
Ontario	Brownsville	Chanute	Burlington
Compton	Corpus Christi	Coffeyville	Centerville
Fullerton	Edinburg	El Dorado	Creston
Glendale	Gainesville	Fort Scott	Fort Dodge
Long Beach	Hillsboro	Hutchinson	Marshalltown
Los Angeles (2)	Beaumont	Independence	Mason City
Modesto	Paris	Kansas City	Muscatine
Pasadena	San Angelo	Parsons	
Pomona	San Antonio		
Riverside	Temple		
Sacramento	Texarkana		
Salinas	Tyler		
San Bernardino			
San Francisco			
San Jose			
San Diego			
San Luis Obispo			
San Mateo			
Santa Ana			
Santa Monica			
Santa Rosa			
Stockton			
Visalia			
Ventura			

¹Each state has a number of junior colleges not listed here because they are in smaller towns.

support largely upon tuition paid by students. About 12 per cent of the pupils in schools and colleges attend private or parochial institutions.

Every city has several private schools that give vocational and special training. Most numerous are the business colleges, which

train students in accounting, shorthand, typing, and related fields. Other schools teach mechanical trades, such as radio- and automobile-repair work. Special schools of art, music, and dramatics are also numerous in some cities.

A large number of the oldest and most famous of American colleges and universities are supported from private funds. Such schools usually have large endowments which are supplemented by tuition and by money contributed by churches, foundations, and wealthy individuals. Privately supported universities are usually located in or near large cities. Table 13 gives a few facts about some of the most famous.

THE ROLE OF NONSCHOOL AGENCIES

Problems of City Churches. One of the most important roles in the cultural life of cities, as of all communities, is played by churches. They keep us ever aware of our ideals and the importance of acting on them. They extend help to the unfortunate and the handicapped and aid millions of other persons to meet the problems of modern life with courage.

The three principal religious bodies in the United States are Protestants, Catholics, and Jews. All religious bodies in the nation have a total membership exceeding 70 million persons. Of these, over one-half belong to various Protestant denominations. The largest congregations of all the various church groups are to be found in cities.

The problems faced by the leadership of urban churches are many and difficult. City life is impersonal and city people move about a great deal. For these reasons it is hard to unite large congregations in support of aggressive church programs. Also, large numbers of city dwellers are attracted by opportunities for recreation on Sundays and weekday evenings.

TABLE 13. Selected List of Privately Endowed Colleges and Universities

<i>Name</i>	<i>Location</i>	<i>When founded</i>	<i>Endowment (Round numbers)</i>
Amherst College	Amherst, Mass.	1821	\$19,000,000
Berea College	Berea, Ky.	1855	11,000,000
Brown University	Providence, R.I.	1764	12,000,000
Carnegie Institute	Pittsburgh, Pa.	1900	18,000,000
Chicago University	Chicago, Ill.	1892	70,000,000
Columbia University	New York, N.Y.	1754	87,000,000
Cornell University	Ithaca, N.Y.	1868	35,000,000
Dartmouth College	Hanover, N.H.	1769	21,000,000
Duke University	Durham, N.C.	1838	47,000,000
Emory University	Atlanta, Ga.	1836	10,000,000
Harvard University	Cambridge, Mass.	1636	160,000,000
Johns Hopkins University	Baltimore, Md.	1876	32,000,000
Massachusetts Institute of Technology	Cambridge, Mass.	1861	40,000,000
Northwestern University	Evanston, Ill.	1851	58,000,000
Oberlin College	Oberlin, Ohio	1833	23,000,000
Princeton University	Princeton, N.J.	1746	35,000,000
Rice Institute	Houston, Texas	1912	19,000,000
Rochester University	Rochester, N.Y.	1850	51,000,000
Stanford University	Palo Alto, Calif.	1885	31,000,000
Vanderbilt University	Nashville, Tenn.	1873	28,000,000
Washington University	St. Louis, Mo.	1853	22,000,000
Wellesley College	Wellesley, Mass.	1875	12,000,000
Western Reserve University	Cleveland, Ohio	1826	15,000,000
Yale University	New Haven, Conn.	1701	108,000,000

Though the difficulties are great, many city churches have varied programs and wide influence. They give weekday religious training to thousands of girls and boys. Clubs and recreational associations meet in church buildings and are sponsored by church leaders. Summer camps provide many young per-

sons a chance to escape city heat and noise for a short time each year. Hospitals, schools, and colleges are given assistance. Money, food, and clothing are sent throughout the world for persons in need. Counseling is provided for those who have personal and family problems that they are unable to meet unaided.

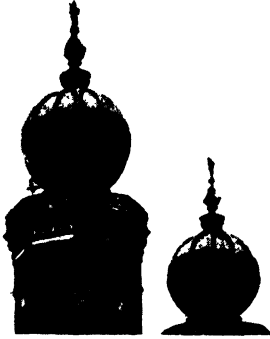
The work of city churches is supplemented by the activities of such agencies as the Y.M.C.A., the Y.W.C.A., the Catholic Youth, the Hebrew Associations for young men and young women, and various other organizations.

Libraries as Cultural Centers. Every large city in the United States has a public library system in which its citizens take pride. Not only do such libraries supplement schoolbooks, but they play a large and increasingly important part in adult education. Thousands of books circulate daily from main libraries and branches. Numerous reading rooms are provided by large central libraries, and here books are classified by subjects so that they can be used conveniently.

Special services are given by the larger libraries. They move books to points where busy readers can pick them up easily.

TABLE 14. Public Libraries in 16 Cities of the United States, 1943

<i>Location</i>	<i>Volumes</i>	<i>Location</i>	<i>Volumes</i>
Chicago	2,005,055	Baltimore	805,846
Cleveland	2,180,480	Boston	527,372
Cincinnati	1,383,704	Buffalo	640,000
Detroit	1,112,108	Louisville	369,000
Los Angeles	1,685,366	St. Louis	966,990
New York	1,435,921	Indianapolis	675,627
Milwaukee	907,550	Seattle	587,000
Minneapolis	772,830	Pittsburgh	1,100,993



Most of the religious faiths that are practiced in the United States are represented in our cities. [Charles Phelps Cushing, Standard Oil Co. (N. J.) Photo by Badger]

Help is provided for those who are in search of specialized information. Halls are loaned or rented for lectures and for exhibits of arts and handicrafts. Many thousands of persons who have been unable to go to high school or college secure an education by making full use of the services afforded by public libraries.

Museums of Science and Art. Closely related to libraries in their educational influence are the museums and art galleries located in most cities. In some of these are to be found exhibits of plant and animal life and studies of prehistoric men and lower animals. Others contain examples of the most skillful

and beautiful painting and sculpture of all periods. Still others house valuable historical documents, textile collections, and examples of rare and beautiful household furnishings. Millions of people view the various exhibits every year, while scholars and artists find them a source of constant aid.

A few of the best known of such educational agencies are:

The Academy of Natural Sciences, Philadelphia

American Museum of Natural History, New York

Museum of Art, Baltimore

Museum of Fine Arts, Boston

Museum of Science, Buffalo

Museum of Art, Cleveland

City Art Museum, St. Louis

Palace of the Legion of Honor, San Francisco

Natural History Museum, Chicago

Art Museum, Denver

Fine Arts Gallery, San Diego

Metropolitan Museum of Art, New York

National Gallery of Art, Washington

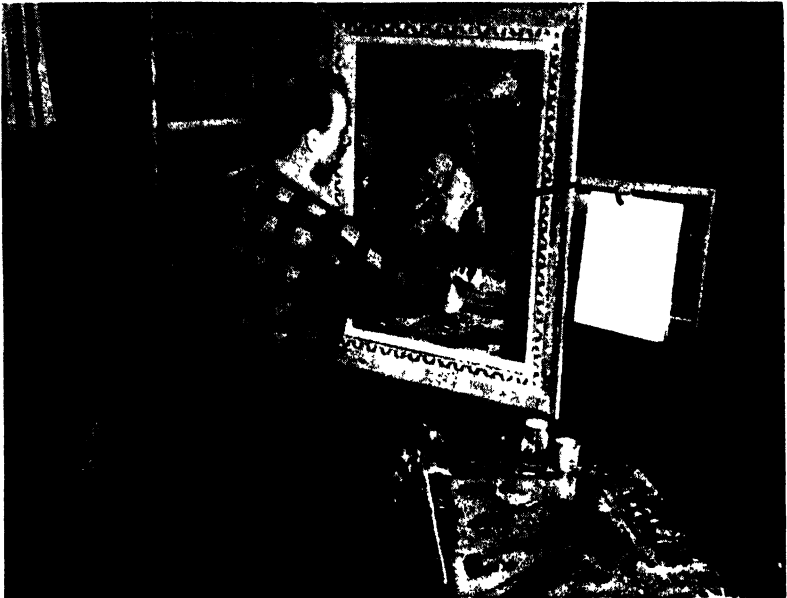
Huntington Library and Art Gallery, Pasadena

Museum of Art, Philadelphia

Museum of Fine Arts, Richmond

Ringling Museum of Art, Sarasota

Texas Memorial Museum, Austin



Artists frequently find that the impersonal life of the city frees their work from interruption. [World Wide Photos]

Press, Radio, and Motion Pictures. Of all the nonschool educational agencies, the press, the radio, and the movies are the most influential. We noted in Chapter 6 that such enterprises play a large part in the business life of urban communities. But important as they are in business, they are vastly more important as educational influences.

The leading newspapers of the cities circulate more than 40 million copies daily and are read, in part, by two or three times that many persons. Their news stories are a chief source of information and their editorials and feature articles have a wide influence on opinion. Hundreds of weekly and semiweekly papers supplement the power and influence of the dailies.

Magazine publishing also centers in cities. The United States has some 700 magazines of various kinds. Probably least important as educational influences are the sensational pulp and cartoon journals. Most influential are those of vast circulation, such as *Time*, *Life*, *The Readers' Digest*, and the leading magazines for women. There are also a few journals of literature and opinion which influence a small but thoughtful group of persons. Examples are the *Saturday Review of Literature*, *Harper's Magazine*, the *Atlantic Monthly*, and the *American Mercury*.

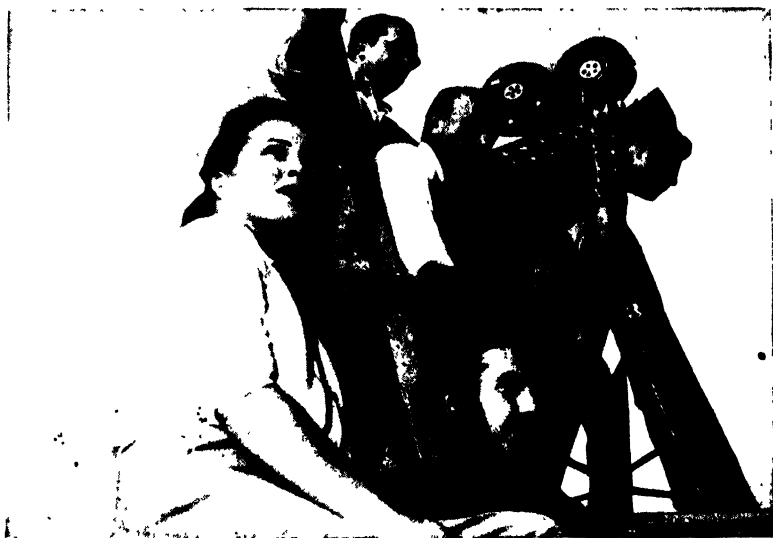
About 10,000 books are published in the United States each year. Book publishing is carried on largely in the eastern cities, especially New York. The largest publishing companies bring out several hundred books annually. These deal with fiction, current affairs, social problems, medicine, law, drama, history, biography, and various other topics. A few publishers restrict their lists to one kind of book. They may publish, for example, only volumes on law, medicine, religion, or school textbooks.

Radio not only reaches the reading public, but it probably has a greater influence on the many persons who rarely read even a newspaper. There is never an hour but that scores of stations are

TABLE 15. *Home Radio-receiving Sets: Increase in the United States*¹

<i>Year</i>	<i>Number of sets</i>	<i>Year</i>	<i>Number of sets</i>
1924	2,500,000	1936	24,600,000
1928	7,500,000	1940	29,200,000
1932	16,800,000	1944	33,000,000

¹ The round numbers used in this table do not include all sets used in the United States. There are, for instance, many receiving sets in offices and in automobiles. The total number of sets in use in 1944 was estimated at 60,000,000.



Artists and technicians of the motion picture industry provide a means of recreation for millions of city dwellers. [Metro-Goldwyn-Mayer]

broadcasting programs. Much of radio time is taken up by shallow entertainment, advertising, and the expression of prejudiced opinion. But there are also many programs that give unbiased information and cultivate good taste.

Though roundly criticized for the inferior quality of many of their products, the motion-picture producers and exhibitors receive the support of 100 million patrons each week. Nor can the influence of movies on the ideas and attitudes of the public be denied. Many newsreels and feature pictures give information on events, customs, and manners. Others indoctrinate audiences with ideas of personal comfort and social behavior. However superficial and distorted some pictures may be, they influence many minds. Of course, there are numerous pictures

made with careful accuracy in detail that are truly educative in influence.

SUMMARY

It is clear that the educational agencies of American cities comprise much more than schools, though these are numerous and important. To be educated for the conditions of life today means more than to be taught to read, write, spell, and count. We need speed and accuracy in these skills, but we need also an understanding of the organization and problems of our society. Basic to our usefulness as citizens is understanding of the history, ideals, and traditions of our country and the world. City dwellers are unusually fortunate in being surrounded by many agencies that afford chances for continuous learning.

WORD LIST¹

denomination (dě-nōm-ĭ-nā'shŭn) having a specific name, such as some one particular religious creed.

endow (ĕn-dou') to make a gift; to bestow a permanent source of income.

museum (mŭ-zĕ'ŭm) a collection of scientific, artistic, or literary objects of interest; a place to study.

technology (tĕk-nōl'ō-ji) industrial science.

theater (thĕ'ā-tĕr) a place where events are held; a show house.

THE CHAPTER YOU ARE TO WRITE

Since there are several subtopics in this chapter, you may want to appoint a number of committees to gather information. Let each committee report to the class all the facts available about its topic.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

For example, the committee that studies the libraries in your city should know where libraries are located, when they were founded, how they are supported, how many books they have, etc. You may want committees on the following:

Elementary schools	Libraries
Junior high schools	Museums
Senior high schools	Newspapers
Colleges and junior colleges	Theaters
Vocational schools	Broadcasting stations
Churches	Book and magazine publishers

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Why do American elementary schools have eight grades? Do you know of any exceptions? What is meant by the 6-3-3 and 6-4-4 plans of school organization? (Consult an encyclopedia)
2. What are the arguments for and against establishing a junior college in every American city above 5,000 or 6,000 population?
3. How many colleges and technical schools are supported by your state? By cities in your state?
4. Ask your parents how much school tax they paid last year. How much is that per child of school age in your family?
5. How many publicly supported trade schools exist in your state? Where? What do they teach?
6. Imagine a city church with a membership of 300 persons, one-half of them above 20 years of age. How much should each member contribute annually for the church to be able to carry on an effective program?
7. Organize an excursion to the nearest museum. What will you want to know before you start?

8. Is yours a Carnegie library? Find out from the encyclopedia how such libraries began.
9. Let all members of the class cooperate in locating on an outline map of your city as many schools, colleges, and museums as you know. What symbol will you use for each one?
10. If your city has a municipal university or a state college, find out when it was established, how its enrollment has grown, and what courses of training it offers. If you can secure a catalogue, pass it around among members of the class.
11. Study one of your local newspapers for a week to determine how much space it gives to educational agencies. What features of the newspaper itself are most educative?
12. Look at the names of the publishing companies on your school-books. How many publishers are represented? Ask your teacher or librarian to tell you something about how books are made.
13. Do the schools of your city present radio programs? Find out what these programs are, how they are prepared, and when they are given.

8. RECREATION FOR



The throngs waiting to enter this huge stadium are evidence of the large numbers of persons that rely upon the various forms of commercialized entertainment for their recreation. Most such recreation is for the benefit of spectators instead of active participants. [Ewing Gallo-way]

IN THIS CHAPTER:

Need For Recreation. The Meaning of Recreation; Growing Importance of Recreation

Commercial Recreation. Motion Pictures and Radio; Other Forms of Commercial Recreation; Control of Commercial Recreation

Private Recreation. The Automobile; Reading for Pleasure; Membership in Clubs

Community Recreation. Organizing for Community Recreation; Paying for Community Recreation; Problems of Community Recreation

URBAN DWELLERS



Progressive cities provide many public recreational facilities. Parks, playgrounds, and beaches allow the city person to enjoy outdoor recreation that otherwise he would find only outside the city. The importance of these facilities increases with the increase of leisure. [Ewing Galloway]

THREE-YEAR-OLD Harry's mother wanted very much for him to lie out in the summer sunshine. She thought a good sun tan would help to ward off the sniffles which always came with the cool fall months. But little Harry objected because the sun was too hot. Imagine her surprise to find him later romping with a neighborhood playmate in a sand pile back of the house. It was the hottest spot in the back yard!

Mary was too tired to wash dishes, but she jumped rope until she gasped for breath. Joe escaped mowing the lawn because he was exhausted from his afternoon hike into the hills. An hour later his father saw him sliding into second base after slashing a line drive into left field. Even Joe's father might be too tired to take the family to the movies, but not so on his bowling night. Then, though he may have worked hard all day, he was as excited and eager as a boy waiting his turn at bat.

NEED FOR RECREATION

The Meaning of Recreation. Play for children and adults is as necessary as food and water. Without some form of recreation, life would be very dull. Indeed, it is doubtful that life could long continue without those activities that bring us so much pleasure and relaxation.

Recreation is any form of activity in which a person engages solely because he wishes to do so. In it he feels a sense of freedom and self-expression. He seeks no reward other than the pleasure afforded by the activity itself.

This definition explains why fishing may be recreation for one person and boredom for another. A violin may be a thrilling challenge to one boy, but an instrument of torture to another. The public library is a source of pleasure to thousands of city people and, yet, it is unvisited by thousands more. One's own job may afford so much pleasure that it might be classed as recreation. The late Thomas A. Edison gave himself so completely to his work that he felt no need for recreation outside his working hours. In such instances, work is done for the sheer love of it rather than for any reward which it might bring.

Recreational activities are many and varied. Almost any activity may be recreation for someone. The attitude of the per-

son engaged in it determines whether or not it is recreational. Cities, however, are most concerned about those activities connected with parks, playgrounds, zoos, and recreational centers. In our study we are interested in three types of recreation: (1) commercialized, (2) private, and (3) community.

Growing Importance of Recreation. People are more interested in recreation today than in any former period of history. They devote more time and money to relaxation and amusement. Several factors are responsible for this increased interest in leisure-time activities.

One of the most important influences has been the decline of recreational taboos. Many Americans of earlier generations considered play an invention of the devil. Amusements of all kinds were frowned upon. During recent years, however, such beliefs have declined and recreation has come to be recognized as important to health and welfare.

The popularity of recreation is due also to increased leisure. Machine power and mass production have tended to shorten working hours, leaving more time for recreation. Hours of factory labor have dropped from 60 or 70 per week to 48, and to 40 in some industries. The working hours of women and children have been reduced even further. Child labor laws and old-age pensions have removed thousands of persons from the labor market.

The same forces that reduced hours of labor created more national wealth. This wealth made possible many articles and activities necessary to leisure-time happiness. People were enabled to buy more books and to read more magazines. They could afford more automobiles, radios, cameras, and golf clubs. Private sources of recreation could be supplemented by city parks, beaches, playgrounds, and community centers.

A third reason for the growth of interest in recreation is to be found in the growth of city populations. Rural regions afford chances for many activities, but city people find few ready-made recreations waiting for their leisure hours. The farm boy, for instance, has his stock, his workshop, his dog, the swimming hole, and perhaps hunting and fishing. But the city boy is apt to have few of these pleasures because crowded living conditions will not permit them. City recreation centers must be created and the public must be taught how to use them. Aware of this problem, city people are keenly interested in expanding recreational centers.

Also, most recreation is enjoyed in the company of others. Cities have large groups of people with similar interests. Commercial concerns advertise heavily in an effort to capitalize on the common interests of large numbers of persons.

COMMERCIAL RECREATION

Thousands of people make it their business to "sell" recreation to the public. They cater to the universal urge for amusement and relaxation. They attempt to offer something for everyone, regardless of taste.

Commercial recreation operates for profit. Its sponsors are seldom concerned about service. They supply the amusements that appeal to the most people and sell them at as high a profit as possible.

There can be no doubt that the market for commercial recreation is large. Americans spend over \$10 billion annually for entertainment. Approximately one-half of this amount is paid for commercial recreation. Over 40,000 commercial amusement enterprises operate in the nation. In the city of Chicago alone, nearly \$300 million are spent every year on commercialized



Radio probably entertains a larger number of people than any other form of commercial recreation. Like the moving picture, radio serves as a source of information and education as well as of entertainment. [CBS]

amusements. This amounts roughly to \$85 for every man, woman, and child in the city.

The most popular forms of commercial recreation are the motion picture, the theater, baseball, football, golf, dancing, billiards, and bowling. Boxing, wrestling, hockey, horse racing and auto racing also attract large numbers.

Motion Pictures and Radio. Leading in popularity is the motion picture. It reflects, perhaps more than any other activity, the interests and tastes of city people. Through it they forget, for a time, the monotony and drabness of city life.

Millions of dollars are collected each year by motion-picture theaters. Some 18,000 theaters scattered throughout the nation

afford a total seating capacity in excess of 10 million persons. If the time spent by Americans in the nation's theaters during one day were totaled, it would equal 2,300 years.

Since 1920 the radio has grown rapidly in popularity. Nine out of ten homes in the United States have receiving sets. Programs are broadcast from some 900 stations to every corner of the land. In a recent year, the public spent over \$600 million on radio, while commercial broadcasters spent another \$400 million. With many persons the radio is more popular than the movies as a source of entertainment and information.

TABLE 16. Total Radio-receiving Sets in the United States¹

<i>Year</i>	<i>Number</i>
1924	3,000,000
1929	10,500,000
1934	26,000,000
1939	45,000,000
1944	60,000,000

¹ Compare these figures with those given in Chapter 7.

The radio has done much to influence the minds and habits of the listening public. Millions of persons hear the same news-casts, commercial plugs, and sentimental ballads. They follow the same serial stories, and their standards of musical taste are set by the same popular bands and orchestras. In this sense radio is a strong unifying influence in American society.

Growing numbers of people, however, believe it a waste of time to listen to many programs. Some persons complain that too large a proportion of broadcasting time is taken up by commercial advertising. Others think that "soap operas" and sentimental songs and plays should be reduced in number to make a place for better music and more informative talks.

Other Forms of Commercial Recreation. Much of urban recreation is of the passive, spectator type. Nearly every city has a stadium or auditorium seating from 5,000 to 100,000 persons. Professional baseball draws over 20 million customers annually, and football some 10 million more. Basketball is increasing in popularity, while hockey, wrestling, and boxing attract thousands of spectators.

But there are forms of urban recreation of the more active type. Most cities are provided with golf courses. Bowling becomes more popular year after year. League bowling teams, attired in colorful uniforms, play before packed houses in every city of the United States. Cities are represented in district, state, and national bowling tournaments. Softball competes strongly with baseball as a source of fun and exercise. Throughout the cities of the Middle West especially, softball leagues play under floodlights before thousands of spectators. Tennis and billiards provide exercise and relaxation for a small percentage of city people.

Unfortunately, not all of us are good judges of the proper types of recreation. Much time and money are spent on activities whose values may well be doubted. Cited by many people are the comics, written to appeal to a sixth-grade mentality, but a popular form of reading to thousands of adults. The liquor bill for Americans in 1942 was over \$5 billion, nearly \$38 per capita. Increasing numbers of people are alarmed that so much recreational activity revolves around the liquor habit. Nearly \$2,400 million was spent for tobacco in 1942, and the amount increases yearly. A large part of our radio entertainment is sponsored by tobacco interests that extol the qualities of their various products. Horse races attract hordes of city people who wager fortunes on the outcome of the races. Legalized betting

seldom falls below a half-million dollars daily at any one of the nation's major tracks. Night clubs and gambling halls provide recreation which many sincere citizens condemn.

Control of Commercial Recreation. Society has four controls over the kind of recreation sold to the public. Certain forms of recreation may be suppressed by city ordinance, as in the case of gambling, horse racing, and liquor establishments. Cities occasionally ban movies from local theaters, books from libraries, or magazines from newsstands when they are thought to be undesirable.

Recreational ventures may be tolerated in cities but placed under local regulations. Dance halls, liquor stores, and card parlors often are licensed and inspected by city authorities. They may be allowed to remain open only during certain hours; attendance may be limited to persons above specific ages; and requirements such as adequate lighting and proper chaperonage may be enforced.

At least two major recreational enterprises have attempted to regulate themselves. Professional baseball and the motion-picture industry have selected officers to censor and control the type of entertainment each provides. This type of "trade control" seeks (1) to protect the public from exploitation and (2) to guard the industry from criticism which arises when moral standards are violated.

There can be little doubt that public opinion is one of the most effective controls over the many forms of commercial recreation. Our citizens may not know just what they *do* want, but they can be most effective in indicating what they *do not* want. Since the profits of commercial recreation depend upon the "box office," these enterprises cater directly to what they believe to be the desires of the people. Their products are good

or bad according to the tastes of the public. Standards set by newspapers, books, and magazines and the quality of movie and radio programs are profoundly affected by public opinion.

PRIVATE RECREATION

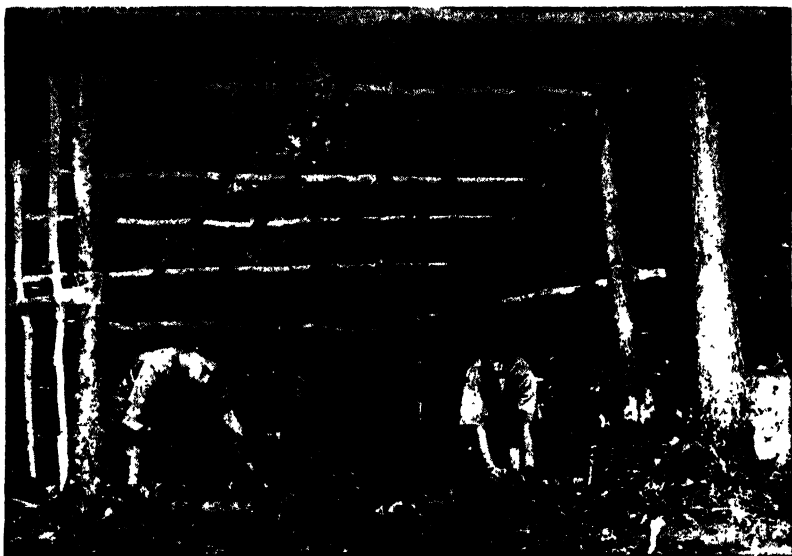
There is one form of recreation that can be classed as neither commercial nor community. It is a private type of recreation. Chief among its many examples are automobile riding for pleasure, reading, membership in clubs, informal visiting, informal play, and travel by air, rail, and water.

The Automobile. Americans owned, before the Second World War, nearly 35 million automobiles. This amounted to more than one car for each four persons in the nation. Not all of these automobiles were pleasure cars, but most of them were used frequently for recreation.

More improved highways are found in the United States than in all the rest of the world combined. Our cities boast of many miles of paved streets. Highways and avenues are lined with automobiles full of people pleasure-bent. National parks, natural beauty spots, and ocean and lake resorts welcome thousands of automobile travelers yearly. The residents of the United States are the most widely traveled of all peoples.

Reading for Pleasure. Americans are also among the greatest readers in the world. Nearly 1,800 daily newspapers have a circulation of some 45 million copies, one paper for each three persons in the nation. Hundreds of magazines entertain and inform their readers. Each year about 350 million books and pamphlets are sold to the public. Libraries serve all cities and most towns and villages.

It is difficult to say how much of this reading is recreational. It is certain, however, that readers of comics, sports pages, news



The Boy Scouts of America is typical of a number of organizations that offer young people fine and exciting opportunities for recreation. [Boy Scouts of America]

columns, editorials, feature stories, and novels gain pleasure from their reading. The reading that we pick out for ourselves is one of the most important recreational activities.

Membership in Clubs. Americans are often thought of as “joiners.” Nearly all of us belong to at least one club. Many of us are members of several such groups. Club activity is a form of recreation in that membership is voluntary, and pleasure is gained from association with others of like interests.

Among the many youth groups are found the boys’ clubs, Boy and Girl Scouts of America, The Camp Fire Girls of America, Y.M.C.A., and Y.W.C.A. Adult groups include church organizations, service clubs, art groups, music groups, and fraternal

organizations. Much of the recreational pleasure of city people is found in the fellowship of club activities.

COMMUNITY RECREATION

City, state, and Federal governments have shown, during recent years, increasing interest in recreation. The shorter work-day and the increased amount of leisure time have been recognized. The public has realized, also, the value of wholesome recreation to the physical and mental health of the citizenry. Legislators and public officials have seen both the high cost of commercial entertainment and the questionable quality of much of that bought by the public.

Let us examine the third type of recreation, that offered by the community for the enjoyment of the citizens of the community.

Organizing for Community Recreation. The facilities for recreation usually offered by cities are parks, playgrounds, camps, and recreational centers. Many cities, such as St. Louis; Cincinnati; Long Beach, California; and Portland, Oregon, provide regular musical programs by municipal bands and orchestras. Decatur, Illinois, offers an imposing program including over fifty activities. There are bands, orchestras, dances, dramatic productions, motion pictures, sewing and cooking clubs, handicraft classes, and nearly every form of athletic activity.

In 1944 over 800 cities of the United States maintained municipal playgrounds. Middle-sized cities, such as Denver, Dallas, Minneapolis, and Kansas City, have shown the greatest growth in park and playground areas. Many municipalities have provided camps on near-by beaches or high in the mountains for summer recreation. Young people in Los Angeles hike into the



Horseback riding is a popular activity with many city people. Opportunity for it is frequently provided in parks and camps. [National Park Service]

hills of Griffith Park, where camping facilities are furnished by the city. The youth of Topeka hold week-end outings at a near-by summer camp. Ten miles outside the city of Fort Worth a fishing camp provides recreation for the city's young people. Denver maintains beautiful camping sites high in the surrounding mountains.

All such recreational programs require expert direction. The usual procedure is to set up a recreation commission, made up of city and school officials and interested citizens. A director is employed to plan and oversee the program. Capable supervisors and playground instructors carry the program into the various parks, playgrounds, camps, and recreational centers. Nearly 40,000 such leaders were employed in 500 cities surveyed in

1941. City churches, the Y.M.C.A., and the Y.W.C.A. supplement this program on a broad scale.

Paying for Community Recreation. To maintain these programs, cities pay large sums of money. Federal, state, and county governments also contribute heavily. It has been estimated that, in 1941, these four sources invested sums of money in recreation equal to \$1.65 for every man, woman, and child in the United States. The total amounts were as follows:

Federal investment	\$20,778,000
State investment	14,616,000
County investment	8,844,000
City investment	<u>170,503,000</u>
Total	\$214,741,000

It is clear that cities cannot pay these large costs easily. Thousands, even millions, of dollars are needed to purchase and equip new parks and playgrounds. Cities sometimes borrow the money for such heavy expenditures. They sell bonds, which are written promises to repay the loan with interest at some future date.

Since 1942, many cities have issued bonds to finance community recreational programs. Tulsa, Oklahoma, borrowed \$300,000; San Diego, \$2,000,000; Chicago, about \$25,000,000; Hamilton, Ohio, over \$400,000; Oakland, \$1,000,000; and Dayton, Ohio, nearly \$2,000,000. Long Beach, California, has in prospect a beach-improvement project involving several million dollars. Other cities that are planning extensive recreational programs include San Francisco; Colorado Springs; Bennington, Vermont; Chippewa Falls, Wisconsin; Minneapolis; and Fort Wayne, Indiana.

For several years, our national government has maintained a service to encourage more adequate facilities for recreation. The

Division of Recreation is a part of the Federal Security Agency. It lends expert advice and provides funds for approved recreational programs. During the years of the Second World War this agency spent nearly \$28 million on various state and urban projects.

Problems of Community Recreation. Regardless of the interest shown by cities in promoting recreation, there is much yet to be done.

It is interesting to note that the greatest progress has been made in cities of middle size. Large municipalities face at least two problems. In the first place, their governments are less personal than those of smaller cities. They are apt to be less aware of the recreational needs of their citizens. They are less influenced by what appear to be the minor problems of the various neighborhoods of the city.

Secondly, recreational projects in large cities are indeed costly. Property values are high. Serious difficulties stand in the way of efforts to acquire parks and playgrounds. Much use has been made of school facilities, but it is in the large cities that recreational standards are low. More school playgrounds should be opened for the general use of neighborhoods. Additional small neighborhood playgrounds should be constructed to replace the many vacant buildings which dot the blighted areas of our cities.

Prejudice against recreation has not entirely disappeared. Some of the taboos of a century ago still exist. Urban citizens are even yet reluctant at times to vote large sums of money for play activities. City parents are becoming more and more concerned, however, about the way their children spend their leisure time. They are aware of the many temptations of life in cities. They are increasingly doubtful of the merits of



Fortunate is the city that can make available to its citizens the use of a near-by beach. [Los Angeles City Recreation and Park Dept.]

many forms of commercial recreation for which they and their children spend money.

WORD LIST¹

commission (kǒ-mǐsh'ǔn) a group of people with certain powers; as a police commission or a recreation commission.

facilities (fǎ-sǐl'ǐ-tǐz) the means or tools by which things are done; as used here, the means of providing opportunities for recreation.

leisure (lē'zhēr) time free from work or worry.

municipality (mū-nǐs-ǐ-pǎl'ǐ-tǐ) a town or city having local self-government.

recreation (rĕk-re-ǎ'shŭn) act of diverting, amusing, entertaining.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

spectator (spĕk-tā'tēr) one who observes others; one who looks on.
tournament (tōōr'nā-mĕnt) a contest or game.

THE CHAPTER YOU ARE TO WRITE

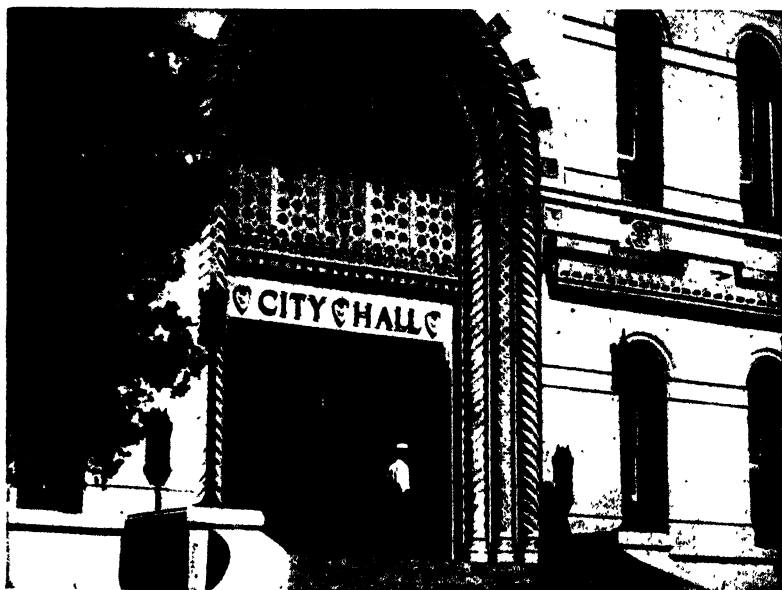
Your section on "recreation" can be approached in several ways. Information can be secured from quite a few sources. The offices of your city hall and your chamber of commerce can provide much of the material you need. Classroom committees can investigate and assemble information concerning: (1) the number, size, and locations of city parks and playgrounds, (2) the organization of your city's recreational program, (3) costs of operation, (4) comparison with the costs of other cities mentioned in this chapter, and (5) ways of raising money to carry on community recreation. These committee reports can then be brought together into the body of your chapter.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Find the sentence in this chapter that defines recreation.
2. Name someone of your acquaintance whose work seems to be recreational for him or her. How do you account for it?
3. Secure an outline map of your city. On it locate all municipal parks and playgrounds. Color them so that they stand out clearly and post the map on your bulletin board.
4. Check your newspaper to discover the number of motion-picture theaters available in your city.
5. List the film titles showing during one week. How many theaters offer double features?
6. Take a poll of your classmates to determine how often they attend the movies. What are the reasons for their attendance?
7. If you were in charge of the motion-picture industry, what improvements would you attempt? Give reasons for your suggestions.

8. What are your favorite radio programs? Do they provide more than mere entertainment? Is your half-hour of listening well spent?
9. Can you think of any controls over commercial recreation not mentioned in this chapter?
10. Do you own a public library card? When was it last used? How often do you draw books from the library?
11. Why is our national government so interested in urban recreation?
12. Experts claim that a city should have 1 acre of parks or playgrounds for each 300 citizens. Does your city meet this standard? What does it provide?
13. Write to the Division of Recreation, Federal Security Agency, for some of its many bulletins about recreation. Address your letter to the main office in Washington, D.C.
14. On an outline map of your city, locate the movie theaters; the libraries. What kind of locations do movie theaters seek? What can we learn from them about how to locate playgrounds and community halls?

9. THE GOVERNMENT



The many functions of a city have been described in this book. Responsible for them all is the city government. The various kinds of city government in use are discussed in this chapter. [Ewing Galloway]

IN THIS CHAPTER:

The Forms of City Government. City Charters; The Mayor-council Form of Government; The Commission Form of Government; The City Manager

Courts and Law Enforcement. Courts Located in Cities; Justice in the Courts; The Police and Law Enforcement

Working for the City. The Merit System; Old-age Retirement

Raising and Spending Money. The Cost of City Government; Sources of City Funds; City Budgets

The Citizen and His Government. Corrupt Government; Municipal Reform

OF THE CITY



The services that city people receive in return for their taxes depend largely upon the city officials. In the long run they provide the kind of government that the citizens demand. [Ewing Galloway]

ONE need think for only a moment to realize that much has already been said about government in the pages of this book. We experience a very simple type of government in our family where each member has his own duties to perform and where certain standards of conduct are observed. In our clubs and in our school as well, we fit ourselves to certain patterns of government.

We organize in many different ways for the work of today, but government is the most inclusive of all organizations. It touches our daily lives at many points and performs an infinite

number of services for us. As this discussion has developed, we have seen city governments constructing streets, providing water, inspecting food, regulating building, protecting against fire, erecting schools, establishing recreation centers, and carrying on a multitude of other essential activities.

City government is of great and increasing importance. As metropolitan centers grow, cities serve a larger proportion of the population from decade to decade. The public also demands an increasing number and variety of services from cities as time goes on. Hospitals and clinics are enlarged, schools are better equipped, streets and transportation are improved, welfare lists are expanded, and the fight against disease becomes more relentless. In 1942 the city governments of places in the United States having 10,000 people or more spent roughly \$3 billion to provide the services demanded by the public. This sum was ten times as large as the amounts that were spent by the smaller and less numerous cities 50 years ago.

As urban life grows more complex, the problems of city government become more numerous and more difficult. Not only must city officials keep order, but they must handle large sums of money and plan ahead for future growth. They must find means to inform citizens of community needs. If the public becomes indifferent, city government may become corrupt and wasteful.

It is important that every citizen, whether he dwells in the city or in the country, have some knowledge of a branch of government that plays such an important part in the lives of a majority of the population. Each of us should know something of how city governments are organized, how they raise and spend money, and what problems they face.

THE FORMS OF CITY GOVERNMENT

City Charters. The basic law of each city's government is stated in its charter. Since each city has only such powers as are given it by the state in which it is located, its charter is granted by the state legislature. The charter sets forth the powers of the city and describes its form of organization.

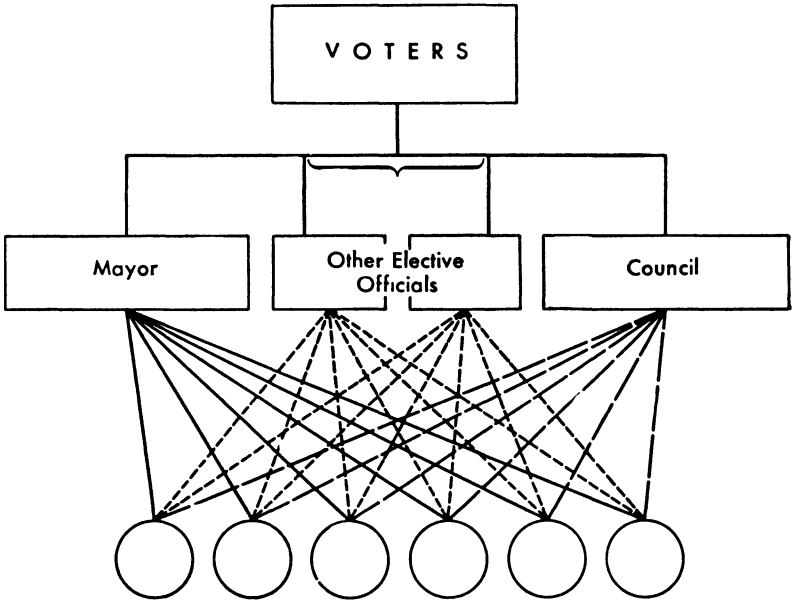
It was once the practice of state legislatures to grant a separate charter to each city. Later, cities were classified according to population and a different kind of charter was provided for each class. But many city dwellers were not satisfied with either of these arrangements. They resented having a legislature made up largely of rural representatives determining their form of government. They argued that they should be permitted a larger measure of "home rule."

In time more than half of the states provided by law for city home rule. Under this plan the people of each city have the right to frame and adopt their own charter. They may choose any form of government they want. Of course, nothing in their charter may conflict with the constitution and laws of their state.

There are three types of city government in the United States. We refer to them as the mayor-council, the commission, and the city-manager forms of government.

The Mayor-council Form of Government. The oldest of the three forms of city government is the mayor-council plan. Under this arrangement the lawmaking power rests in a council elected by the voters. Councils vary in size from nine to seventy members. Large councils were once the rule, but the tendency has been to reduce their size until now they usually have from nine to twenty-five members. Councilmen serve terms of from 2 to 4 years. Some cities pay them a fixed fee for each session;

MAYOR-COUNCIL FORM OF GOVERNMENT



[National Municipal League]

others pay generous annual salaries. Pittsburgh, for instance, pays its councilmen salaries of \$8,000 per year. Los Angeles councilmen are paid \$7,200 per year.

Legislative acts passed by councils are known as "ordinances." In a large city there may be several scores of ordinances passed every year. These must conform to the city charter and to state and Federal laws. They concern health, water supply, housing, street repair, fire protection, and many other problems.

The mayor is the chief executive officer of the city under this plan of government. Like the councilmen, he is elected by the voters. His duties are to maintain order and enforce state laws

and local ordinances. He has the power to appoint and remove various other city employees. Usually, he determines how the city's money shall be raised and spent, though the council must approve his plans.

Mayors serve from 1 to 6 years, though terms of 2 to 4 years are the most usual. Their salaries vary from the few hundred dollars per year paid by small cities to the \$25,000 paid by New York City.

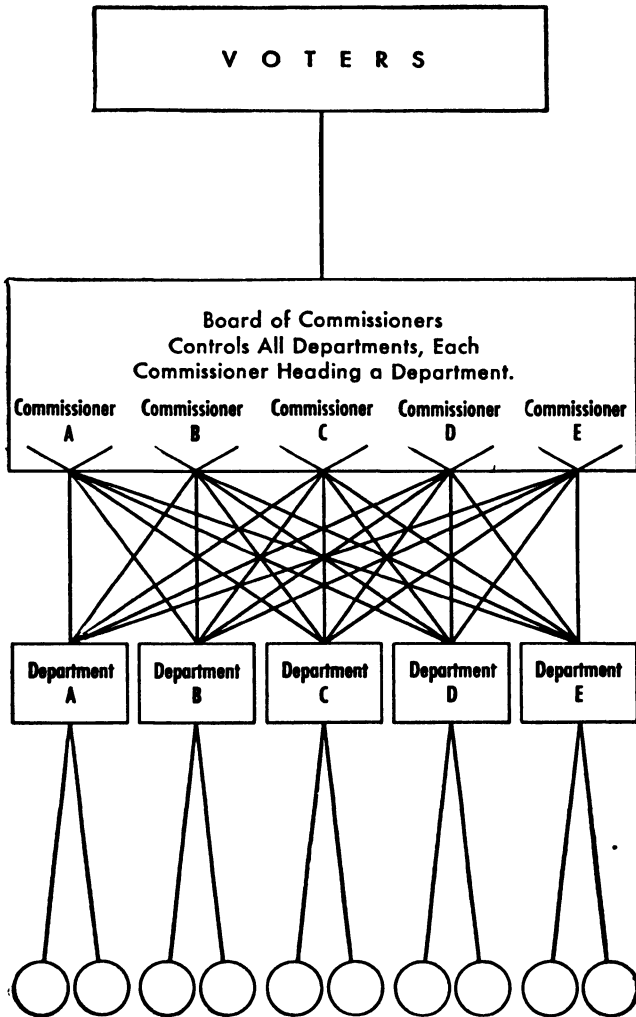
Much of the administration (management) of civic affairs is in the hands of department heads. They are usually appointed by the mayor with the approval of the council. One department may manage finances; another, streets and public improvements; a third, parks and playgrounds. Each city has several departments which divide the work in this way.

The mayor-council form of government is still the most widely used plan in the United States, but it has been sharply criticized for its weaknesses. It is charged that the plan divides responsibility among council, mayor, and department heads and thus leads to inefficiency. Furthermore, it is said, mayor-council government is too often partisan in nature. In order to be elected, mayors and councilmen seek political party support. They assume office under obligation to party leaders and are obliged to make appointments and choose policies on a partisan basis without regard to public welfare.

The Commission Form of Government. The commission form has developed as an effort to overcome the weaknesses of the mayor-council plan. Commission government was first set up in Galveston, Texas, in 1901. It proved efficient and was soon widely copied.

Under this plan the voters choose a small commission. The usual number of commissioners is five. In most places the elec-

COMMISSION FORM OF GOVERNMENT



[National Municipal League]

tion of commissioners is on a nonpartisan basis. They serve terms of 2 to 4 years.

Both the lawmaking (legislative) and the executive powers of city government are held by the commissioners. Meeting as a group, they enact the ordinances necessary for city management and pass upon financial matters. Each commissioner acts as the executive head of one department of city affairs. The mayor serves as head of one department and as chairman of the commission.

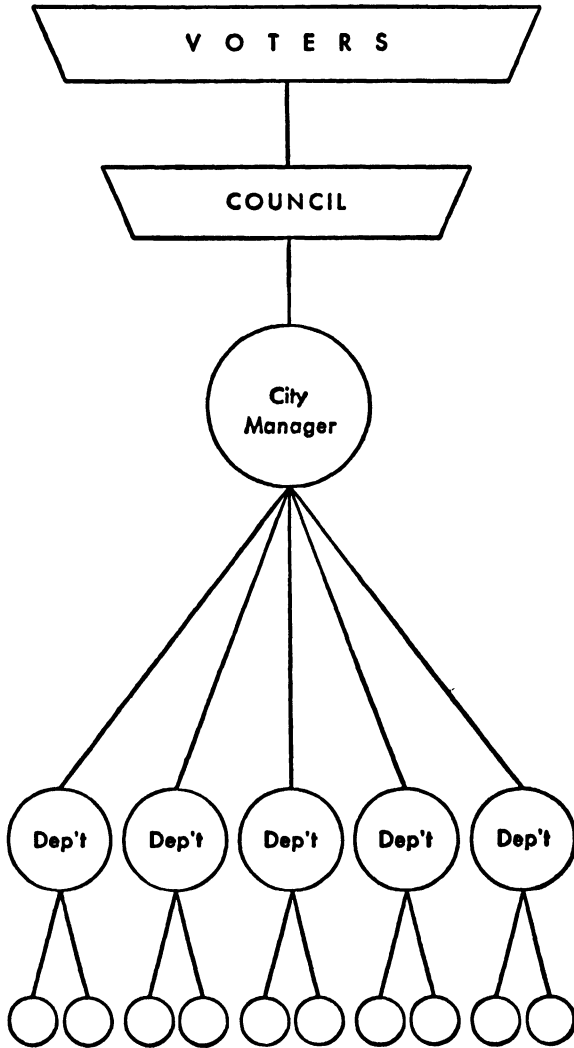
For a time the commission form was so popular that several hundred cities adopted it. Then it began to lose popularity as its weaknesses became clear. Elected commissioners were not usually expert at managing their departments. Jealousies and bickering among commissioners often made united action difficult. Each department made an effort to get as much money and publicity as possible, regardless of the general welfare. No one person had authority to force cooperation.

As a result of these revealed weaknesses, a number of cities abandoned the commission form. Some of these returned to mayor-council government. Others tried another plan—the city-manager form.

The City Manager. The city-manager plan was first tried in Staunton, Virginia, in 1908. In 1913 Dayton, Ohio, became the first city with more than 100,000 people to adopt the arrangement. Aimed directly at the weaknesses in the mayor-council and commission forms, the city-manager plan gained rapidly in popularity. In a recent year almost 500 cities and towns, scattered over thirty-eight states, were using it.

Cities operating under this plan have a council, or commission, elected by the voters. Usually this group is small, having from five to nine members. It has all the lawmaking power for

CITY-MANAGER FORM OF GOVERNMENT



[National Municipal League]

the city, appropriates money to meet bills, and exercises general supervision over city affairs.

The council, or commission, appoints a manager to become the chief executive officer of the city. The manager need not be a local resident. Party politics are not usually considered important in his selection. Rather, the council considers only his qualifications. Once chosen and appointed, the manager has almost complete control of the city's affairs. He prepares for the council an annual budget showing where the city is to get its revenue and how the money will be spent. He recommends ordinances for council consideration. He appoints the heads of the various departments and supervises their work. Minor employees in the various city offices are often chosen by examination and have civil service standing.

The manager plan of city government has been successful in most instances. It fixes responsibility for good government because the manager is directly responsible to the council and the council to the voters. Then too, managers are in a position to be more independent of party politics than mayors. Where citizens have remained alert and interested in public affairs, the manager plan has promoted efficiency and economy. Where citizens have been indifferent, incompetent persons have often been chosen for the council or the managership, and few gains in good government have been made.

COURTS AND LAW ENFORCEMENT

As every student knows, our government has three branches: the legislative, the executive, and the judicial. The first of these makes law, the second enforces it, and the third settles disputes and exacts penalties for law violation.

In the foregoing discussion of the three forms of city govern-

ment, we have described only the legislative and executive (administrative) agencies. We have told how councils and commissions pass ordinances and how mayors, commissioners, and managers put them into effect. But we have said nothing about the judicial branch of city government, that is, about the courts.

So vital is impartial justice in our democracy, however, that we should no longer neglect the subject of city courts and the important role they play in urban affairs.

Courts Located in Cities. Strictly speaking, there are no separate city courts in the United States. That is, all courts are part of either the state or Federal court system. Every court located in a city is as much responsible for enforcing state law as municipal ordinances. But under crowded urban conditions, many problems arise and some of them are unique, so the courts located in cities have become numerous and sometimes specialized. Some of them deal so largely with violations of municipal ordinances that they are city courts for all practical purposes.

The lower courts of the city are known by various names. In some cities they are called "police courts"; elsewhere, "magistrate's courts," "municipal courts," or "justice courts." They have jurisdiction over cases involving small sums of money, the violation of local ordinances, and minor infractions of state law. When a serious crime occurs, preliminary hearings are held before one of these courts. If the judge finds sufficient evidence, he has the offenders held for trial in a higher court.

So great is the volume and so complex the cases that come before municipal courts that, in most cities, the courts have become specialized. Juvenile courts give special treatment to cases involving children. Small claims courts hear minor disputes over money and property. There are also traffic courts, family courts, and various others.

Persons who wish to do so may appeal decisions made by municipal courts to various higher courts of the state. Such higher courts hold sessions in cities, but they hear cases that originate in much larger areas. Some of them serve entire counties, while others may hear appeals from courts located anywhere in the state.

Justice in the Courts. There are several reasons why municipal courts are of great importance. First, they hear more cases than all other state and Federal courts combined, even though most cases are minor in nature. Second, they are the final sources of justice for most persons who come before them. Poor people lack the means to appeal cases, so they must accept whatever decisions are made by judges of the lower courts. Finally, municipal courts are relied upon by police, fire, and health officials to help enforce the many regulations that protect the public.

Unfortunately, the courts of many cities are so inefficient that they fail to provide the quick and impartial justice so much to be desired. Court dockets are crowded with cases every week. Some of these cases are disposed of without sufficient investigation to determine all facts necessary to a just decision. Others are delayed for weeks or sometimes months. Some judges, dependent on partisan support for reelection, are inclined to be much more lenient with influential persons than with the poor and friendless.

Persons of little financial means are especially the victims of inefficient courts. If they seek back wages or damages, they may be forced by delay to settle their claims out of court for a fraction of their face value. Having no money for attorney's fees, the poor cannot seek competent advice, nor can they afford a defense if they get into serious trouble.

Various cities and states have taken steps to speed the courts and provide evenhanded justice for the poor. A few cities have organized all of their courts into a unified system under a presiding judge or chief justice. The affairs of all courts are thus supervised from a central office and cases are assigned to the courts where there will be least delay. Other cities have established legal-aid bureaus for the sole purpose of advising the poor. Many large cities and counties have also set up a public defender's office to provide counsel for those unable to secure such aid for themselves. Connecticut has established this system on a state-wide basis.

The Police and Law Enforcement. Closely allied to the courts in the nature of their duties are the police departments. Policemen must maintain order, enforce laws and ordinances, direct and control traffic, and perform many minor duties which add to our comfort and safety.

The police department of a large city is usually under the direction of a police commissioner or board and a chief of police. Other officers, such as inspectors, captains, lieutenants, and sergeants, direct and supervise the work of a staff of several hundred, or even several thousand, men and women. For convenience the city is divided into precincts, each with a central station house. Patrolmen operate in all directions from these centers. The work of uniformed officers is supplemented by detective bureaus and special groups, such as women's divisions.

Recent years have seen great increases in police efficiency in most cities. This is due, in part, to the large number of police training schools maintained by cities and states. The most famous of these is at Berkeley, California, where a 3-year course is available. Scores of cities now give police training courses of at least a few weeks' length.

Various reasons are given to account for occasional instances of police inefficiency and corruption. Forces may be poorly equipped, lacking automobiles, radios, laboratories, and other modern devices. They may be made up largely of men and women of low intelligence and little training, since salaries are so low and risks so great in some cities that able persons often are not attracted to the work. There are occasional instances, too, of business interests and politicians interfering with police work by demanding special favors or protection. Unfortunately, most citizens pay very little attention to police affairs except when scandals arise.

WORKING FOR THE CITY

The Merit System. A large city has many hundred employees of whom the general public is seldom aware. Each department has a large staff of stenographers, clerks, and other subordinate workers. Most departments have, also, a few highly trained experts, such as bacteriologists, engineers, librarians, and accountants.

The manner in which this army of workers is chosen is of great public importance. A few decades ago they consisted almost entirely of political appointees, most of whom were untrained and inefficient. But the progress of the merit system of selecting city employees has greatly improved this personnel. Today more than 600 cities and towns select all or part of their employees, including policemen and firemen, by civil service methods.

The administration of civil service is usually carried on by a civil service commission. This body is made up of three to five members appointed by the mayor, manager, or council. Some commissions employ a secretary or personnel manager to do

most of their routine work. The commission classifies jobs and arranges examinations. Often it not only acts as employer but also determines the promotions and dismissals of personnel. It is clear that the success of the merit system is apt to depend very largely on the ability and sincerity of the commissioners.

Old-age Retirement. Though municipal salaries are often low, positions are made more attractive in some cities by provisions for old-age pensions. Usually both employees and the city contribute to the funds which are built up for this purpose. Workers are thus enabled to retire at ages ranging from 60 to 70 years. Not only does this avoid hardship among the aged, but it also increases efficiency by making promotions more rapid for the younger employees who prove to be competent.

RAISING AND SPENDING MONEY

The Cost of City Government. We pointed out earlier that city governments are currently spending \$3 billion or more annually in the United States. At intervals there is much complaint about this cost from persons who compare the figures with the small sums spent by cities 50 years ago. But we need reflect only a moment to realize that there are good reasons why the expenses of city government have risen.

In the first place, there has been a general rise in prices during the past few decades. Dollars buy less than they did early in the century, and cities, like individuals, pay more for every item needed. Second, urban places have increased in number and in size. Third, the number and quality of city services have increased. For instance, 50 years ago most municipalities spent very little to protect the health and welfare of their citizens, whereas today a substantial portion of their expenses are for

schools, fire protection, hospitals, sanitation, housing, and relief for the poor.

The fact seems to be that, with a few exceptions, cities are giving the taxpayers more for their dollars today than ever before. Services are provided that most persons could not afford for themselves. When we think of our tax bills in this way, they are less distasteful.

Sources of City Funds. The money spent by city officials comes from various sources, not all of equal importance. Largest source of revenue for most cities is the tax on general property. An assessment list is made up containing an estimate of the value of the real estate and personal property owned by each taxpayer. Taxes are levied against these sums. Most cities assess property at far less than its actual worth.

Small amounts of revenue are gained from each of several other sources. Licenses are issued to various businesses, and fees are charged for many services. If property is improved by street paving or sidewalks, property owners may be required to pay special assessments. In recent years about one-sixth of the money spent by cities has been contributed by the state and Federal governments as a means of helping with various programs of public welfare.

If a city wishes to spend large sums for civic improvements, it will probably issue bonds. Bonds are written promises to repay the sums borrowed within a specified time and with interest at a given rate.

City Budgets. The expenditures of most cities are made according to an annual budget. A budget is an estimate of the amount of money available and a plan for spending. City budgets are usually made by the mayor or city manager, aided by the heads of departments. The council or commission approves the

plan before it goes into effect. Each department knows in advance how much money it is to be allowed and must plan its expenses accordingly.

The budget system is usually combined with central purchasing. That is, one purchasing agent does all, or almost all, of the buying for the entire city. This prevents wasteful expenditure by the separate departments. By buying in large quantities, purchasing agents can save cities a great deal of money on such items as ink, paper, pencils, furniture, and scores of other needs.

THE CITIZEN AND HIS GOVERNMENT

Corrupt Government. A few decades ago, city government was often spoken of as the “jungle” of American politics. This was not because all men and women in city offices were dishonest but because a few cities were notoriously corrupt. The latter were dominated by party “machines” controlled by a few persons. Such organizations had workers in every precinct. They made a planned effort to win each local election and to retain control of the city’s offices and treasury.

Leaders of strong machines did not use their power to provide better government but to enrich themselves and their friends. They found various ways of rewarding those who supported them. The ambitious could be given jobs. Wealthy supporters could be given contracts to perform profitable construction work, have their taxes lowered, or be permitted to violate city fire and health ordinances which interfered with their business. Improvements could be planned in a manner to enrich those who supported the machine.

Municipal Reform. A wave of scandals led to widespread investigation of city politics. It was found that corrupt party ma-



Regardless of the form of government used by a city, all municipal governments have a variety of tasks to perform for the welfare of the citizens. Some cities carry out these tasks more effectively than others. [Acme]

chines thrived on the ignorance and greed of citizens. Millions of voters took little interest in public affairs, but they could be induced to vote for machine candidates in return for personal favors. Other persons were too indifferent to go to the polls on election day. A few persons deliberately sought dishonest government in order that they might be protected in their own dishonest business ventures.

Conditions have improved as increasing numbers of citizens have realized that they have themselves and their neighbors to blame for corrupt government. Elections have been made non-partisan in many instances. The merit system has given cities

more capable officials who cannot be thrown out after each election. Some cities have turned to the commission or manager forms as ways of breaking up existing machines. By means of annual reports, visiting days, and publicity through newspapers, many city officials have kept the public well informed about their government. Citizens' committees have been organized to study local problems and to report to the voters. Such steps have not given strong government to all cities, by any means, but they have brought about many reforms.

WORD LIST¹

administrative (ăd-mĭn'is-trā-tĭv) having to do with conducting or managing affairs.

civic (sĭv'ĭk) having to do with the affairs of a citizen, or a city.

executive (ĕg-zĕk'ŭ-tĭv) having to do with management; to execute an act is to see it through to an end.

judicial (jĭdĭsh'ăl) having to do with judging or deciding.

legislative (lĕj'is-lā-tĭv) pertaining to lawmaking.

ordinance (ôr'dĭ-năns) public rule or law; ordering or directing.

THE CHAPTER YOU ARE TO WRITE

Before you undertake to write the chapter on the government of your city, you will probably want to examine the city charter in class. Perhaps you can outline its principal provisions. You will then want to appoint several different committees to gather information on lawmaking, administration, courts, police, finance, city employees, and other topics. Assemble your information in class and discuss it before you attempt to write.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934, 1939, 1945, by G. & C. Merriam Co.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Bring to class one newspaper article or editorial discussing some problem of city government. Post the articles on the class bulletin board.
2. Are your city elections nonpartisan? How do candidates for office get their names on the ballot?
3. What percentage of the voters cast ballots in your last election of city officials?
4. Ask your parents whether they think the taxation of real estate in your city influences the desire of people to own homes.
5. Does your city have courts of small claims? What kinds of cases come before them?
6. In what ways do the police officers of your city cooperate with schools to increase public safety?
7. If you should decide to become a city manager, what kind of training would you need?
8. Do you think that city government would profit if larger numbers of young men and women were elected to office? Why?
9. At what age are the city employees permitted to retire in most cities? Your city? Try to find out whether their pensions are adequate to provide for comfort in old age.
10. What procedure is followed by persons who are given tickets for traffic offenses?
11. What efforts are made by your state and local police to promote safe driving?
12. Try to find out what special assessments may be levied against property owners in your town.
13. Make a list of the services for which your city charges fees.

10. PLANNING THE



Most of our cities have grown without plan. As a result, they are frequently marred by inefficiency, health and safety hazards, and lack of order and beauty. The city planner attempts to overcome such defects and to prevent their repetition in the future. [Black Star]

IN THIS CHAPTER:

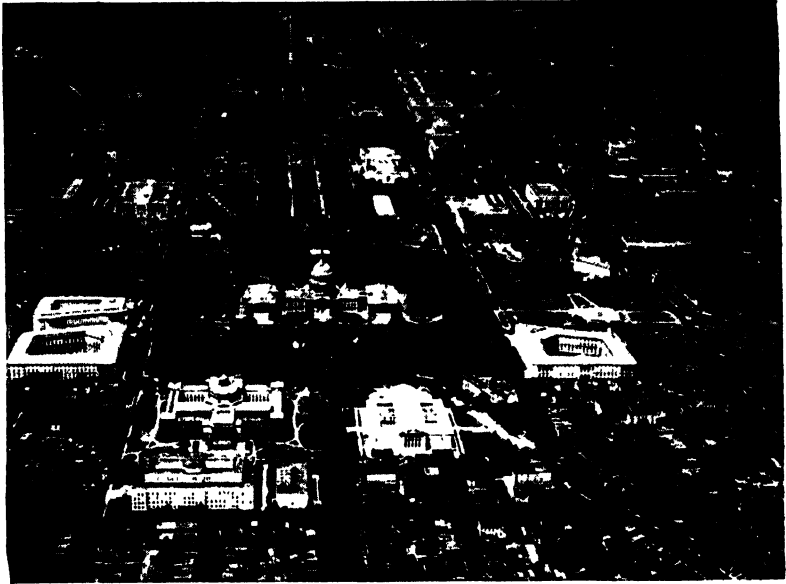
Cities without Plans. Random Growth of Cities; Need for Planning; City Planning Explained

Development of City Planning. Early Attempts at Planning; Modern Planned Cities

More Extensive Planning Programs. County and Metropolitan Planning; National Planning

Cities of the Future. Metropolitan Areas of Tomorrow; Communities of Homes

CITIES OF THE FUTURE



Washington, D.C., did not grow at random. It is an example of the result of city planning. The nation's capital has grown according to the design of Pierre Charles L'Enfant, a French engineer, who was commissioned for the task by President Washington. [Fairchild Aerial Surveys]

THROUGHOUT this book we have discussed the many problems of living together in cities. We have traced the growth of cities and the movement of people to urban communities. We have discovered how urban life today differs from life in early America when we were an agrarian people. We have learned that living in the city is "different," and that it can be a good life.

Attention has been given to transportation and communication, as well as to the problems of feeding and housing urban millions. We have seen how cities are organized and governed and how they become service centers for vast areas of surrounding territory.

We have noted in each chapter the problems which indicate that city life is not so secure and comfortable as it might be. City traffic lanes are overburdened. Many city dwellers are inadequately housed and fed. Protective and recreational services might easily be improved. Municipal government is not always equal to its tasks. Cultural agencies do not reach everyone in the population. These and other problems challenge the cities of the future.

CITIES WITHOUT PLANS

Random Growth of Cities. With few exceptions, American cities have grown without plan. Chapters 2 and 4 briefly pointed out this fact.

Early settlements in America consisted of but a few hundred persons at most. Town activities centered around the church house and the village school. A few homes sprang up near at hand and crooked dirt lanes led to surrounding farms. The general store, blacksmith shop, printing office, and meeting hall were built at random near the center of the settlement. Streets were narrow and crooked in most instances. Shops and homes grew up side by side.

When migration spread westward, the same lack of plan was usually found. We must remember that our cities had their origin before the era of the automobile, the airplane, the skyscraper, and other factors of modern urban life. There was, in

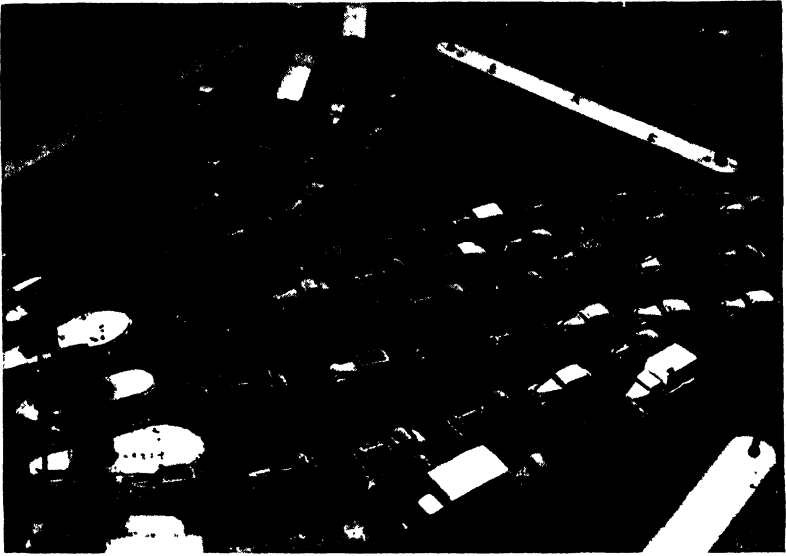
fact, no apparent need for planned city growth. Our early towns seemed to satisfy the needs of their times.

As people flocked to the towns, additional land was annexed for homes. Each new tract was laid out without regard to the rest of the town. Homeowners, contractors, and real-estate firms developed and built as they pleased. Not knowing what the future held for their city, they provided streets too narrow, water mains too small, and parks too few for modern city living. Cities simply spread. They grew by trial and error with little directed planning for their future as the homes of millions of people.

Need for Planning. The rapid growth of cities and the flood of modern inventions made it clear to community leaders that some kind of planning was necessary.

The population of towns intended to house a few hundred people zoomed into the thousands. Streets designed for leisurely horse-and-buggy transport became clogged with automobile traffic. Small homes built for comfortable and quiet living found themselves in a swirl of noise, smoke, and smells. Parks and playgrounds became jammed with thousands of children. Additional thousands played in streets and alleys. Supplies of water could not care for the growing population. Buildings mounted higher and higher. Factories belched smoke, soot, and smog.

The need for planning became clear. If people were to live in cities, then cities had to be made fit places in which to live. Murder in the streets by high-speed traffic could not be permitted. Slow death from factory fumes had to be avoided. Street playgrounds had to end. No longer could dark alleys and crowded streets educate young people into careers of crime.



Automobile traffic causes serious problems on streets that were designed for horse-and-buggy transportation. Cities are finding it necessary to devise ways of reducing traffic congestion. [Ewing Galloway]

Smoke and noise had to be reduced. Fresh air and sunlight had to be brought to the cities' homes. These, and other things, had to be done, else cities would die.

City Planning Explained. Many people confuse city planning with city beautification. But beautification is only a small part of the planning movement. City planners are interested in beauty, true, but no more so than in efficiency, safety, health, convenience, and order.

Plans deal with movement of people and goods. They are concerned with streets, rail and water transit, and loading facilities. They deal with parks and playgrounds, as well as civic centers and public buildings. They attempt to control commercial, industrial, and residential areas. They regulate the sub-

division of land, and they deal with problems of sanitation and health, such as sewage disposal and water supply.

Most city plans provide for the following:

1. A street plan designed for beauty, efficiency, and future growth.
2. A civic center or centers.
3. A system of parks and boulevards.
4. A system of zoning to separate business, industrial, and residential uses of land.
5. A plan for controlling the design of public buildings, the establishment of building lines and certain restrictions on the design and construction of private residences.
6. Plans for clearing away slums.
7. A plan for tracks, routes, and railway stations.
8. A plan for streetcar lines and bus lines.
9. A plan for waterways and docks.
10. A plan for air-transportation terminals.
11. A plan for disposing of waste products.
12. A plan for extending utilities, such as gas and electricity, and for distributing electric power to homes and industries with maximum efficiency and with minimum danger.
13. A plan for controlling and regulating the large and increasing volume of traffic upon which the very life of the city depends.

City planning is concerned with the past only in that it attempts to correct mistakes of the past. Its main interest is in the future. It tries to direct new city developments so that mistakes of the past will not be repeated. With his eyes on the fu-

ture, the city planner recommends the purchase of land for playgrounds in the city as he thinks it will be some years hence. He proposes a water system for the city, not as it is today, but as he thinks it will be tomorrow. He revises the transit system to fit the city as he sees it in the near future.

It is no easy task to make the decisions that underlie a carefully made plan for city growth. It is not a simple matter to determine what a city's future needs may be, and how they should be met. But city planning is now a well-established phase of city government. One city after another has set up a planning commission made up of city officials and private citizens.

DEVELOPMENT OF CITY PLANNING

Early Attempts at Planning. Town and city planning began in America as early as the seventeenth century. To the present-day student, the early plans appear to be very simple. Among the cities that first attempted planning were Cambridge, Massachusetts; Williamsburg, Virginia; and Charleston, South Carolina. Those early plans called for a gridiron pattern of streets, indicated the locations of slaughterhouses and distilleries, and made provisions for parks.

Perhaps the earliest of American cities to be planned with some care was Philadelphia. In 1682 William Penn laid out a site for his City of Brotherly Love. His plan consisted of streets joining at right angles, the gridiron type. Provision was made for parks, trees, and homesites designed to permit plenty of air and sunshine. Today, however, Philadelphia has outgrown this original plan. The city extends over 140 square miles, nearly seventy-five times the area of the original site.

Washington, D.C., is the most carefully planned of all large American cities. As Washington grew, its builders followed the

plans made by Major L'Enfant in 1791. He used the gridiron scheme, but laid over it twenty-one diagonal avenues in spider-web fashion. Streets were wide, and much open space was provided between buildings. Small parkways and many trees dotted the city. Building regulations relating to height and construction materials were established.

In 1811 the first real plan for the streets of New York City was drawn. Main streets 60 feet wide were constructed to run east and west from river to river. Little attention was given to north and south traffic because it was at that time of small importance. The gridiron scheme became the system for lower Manhattan, although today its streets are hardly able to bear the enormous movement of people and goods which flow through them.

Other American cities were planned in the early years of our history. They include Paterson, New Jersey; Buffalo, New York; and Detroit, Michigan. In all cases, however, cities were planned to fit conditions of that early day. With few exceptions, the original plans could not meet the needs of later generations. Plans have undergone many changes in an effort to keep pace with modern demands.

Probably the oldest of model industrial towns is South Manchester, Connecticut. Hopedale, Massachusetts, was laid out as a model community in 1841, and Garden City, Long Island, was founded in 1869. Among other early attempts at planning were the towns of Pullman, near Chicago, and Laclaire, near St. Louis.

The inspiration for city planners was the Chicago World's Fair of 1893. Beautiful exhibits and monumental buildings set in a background of artistic landscaping encouraged Americans to improve their own cities. "The City Beautiful" became the

slogan of the day. Shortly thereafter many model towns appeared, and cities planned vast improvements of streets and buildings. A National Conference on City Planning met in Washington in 1909. The National Housing Association was founded in 1911. The American City Planning Institute opened in 1917. A National Planning Board was set up in 1933 to stimulate interest in city and regional planning.

Modern Planned Cities. Poor living conditions in our cities have led to the establishment of many model cities during recent years. Such communities often are called "garden cities" because they have many rural advantages; even though they may house several thousand families. Garden City, Long Island, has been mentioned. Others include Forest Hills Gardens on Long Island and Sunnyside Gardens near New York City.

Perhaps the best known of the earlier garden cities is Radburn, New Jersey. Located on a site of 1,200 acres, it is planned to care for a population of 25,000. Special areas are set aside for business, industry, parks, and playgrounds. Sidewalks and underpasses protect pedestrians from automobile traffic. Homes are located on closed streets, each connecting with main thoroughfares. Blocks are arranged, not in gridiron style, but to fit the roll of the landscape.

The "greenbelt" communities are more recent examples of garden cities. Begun about 1939, Greenhills, near Cincinnati; Greenbelt, near Washington, D.C.; Greenbrook, in New Jersey; and Greendale, near Milwaukee, are the better known communities of their kind. Each one is completely surrounded by green belts of trees and pastureland. Superblocks are provided, varying in size from 15 to 20 acres each. Homes are limited in number to about seven per acre. Residents are thus assured of fresh air, sunshine, and freedom from overcrowding.

All homes in the developments are owned by the government and are rented to people of modest incomes.

Modern planning follows two distinct lines. The first is sometimes called the "decentralized plan." By it, we mean that new townsites are laid out or new suburbs opened on the outskirts of cities. The garden cities, which have just been described, are of the decentralized type.

A second line of planning consists of changes within the cities themselves. Cities are constantly seeking to improve themselves. They seek to rebuild and beautify blighted areas. They buy and construct parks according to population shifts. They modernize their civic centers. They widen heavily traveled streets and plan for the safety of autoists and pedestrians. They adjust their zoning codes to meet changing needs and they inspect to insure that buildings are properly built. These acts are part of planning. Not so dramatic as the founding of a new city, they are, however, a common occurrence in our many American cities.

Among the first cities to do this sort of planning were San Francisco, Cleveland, Denver, and Columbia, South Carolina. More recently, other municipalities have initiated plans. Philadelphia joined the large cities of the United States in creating a planning commission in 1942. During the same year, Chicago, Cleveland, San Francisco, and New York City adopted master plans. In 1942 a survey of the 412 cities with a population of over 25,000 showed that 301 of them had planning commissions.

Following the end of the Second World War a renewed surge of civic pride became evident all over America. As recently as 1947 the citizens of Omaha, Nebraska, initiated plans for a modernization of their city. Omaha's *Blue Book* recom-

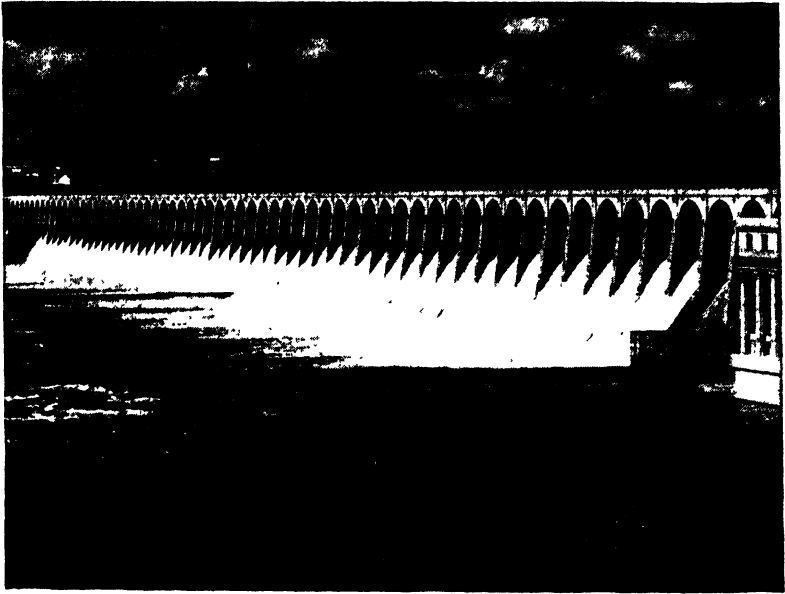
mended many major projects, including a new auditorium, new firehouses, the development of parks, construction of sewers, a new airport, new highways, and port facilities.

Fargo, North Dakota, recently acquired large areas of town property for the widening of streets and the building of bridge approaches. Greenville, Ohio, has added several park areas. Brookline, Massachusetts, has initiated a 6-year program intended to rebuild blighted areas within the city limits. The plan for the collection of garbage in Flint, Michigan, has been copied by several cities. Detroit has begun the redevelopment of a 111-acre area for homesites, street widening, and recreational purposes. Long Beach, California, contemplates beach improvements, a recreational stadium, and several swimming pools, all part of a vast planning program. Richmond, Virginia, and Wichita, Kansas, have undertaken extensive plans.

MORE EXTENSIVE PLANNING PROGRAMS

County and Metropolitan Planning. Some of our larger cities have grown to such size that they threaten to swallow surrounding towns. A glance at a map will show this to be true of New York, Chicago, Philadelphia, Los Angeles, and other cities. Each suburb may have retained its governmental form, its police force, and its fire and health departments. But there are certain features of a well-planned area that should be shared by the city and its suburbs. Street systems, new subdivisions, trading centers, and zoning present problems that are common to the entire region. Many such metropolitan areas have undertaken what are called "regional" or "metropolitan" planning programs.

The first metropolitan plan was set up for Greater Boston in 1872. Other extensive plans were made for Chicago in 1923,



Huge dams have been built in various parts of the United States as units in large regional plans. The dams make it possible to provide hydroelectric power, irrigation water, and flood control that benefit both urban and rural areas within the region. [Tennessee Valley Authority]

the Philadelphia Tristate District in 1924, and the Buffalo region in 1925. The best known metropolitan plan is that for the New York City area. It deals with a region of over 5,000 square miles, covers parts of three states, twenty-two counties, 400 municipalities, and over 11 million people. During very recent years the cities of Detroit, Baltimore, Cincinnati, Harrisburg, Richmond, and Louisville have established metropolitan planning boards.

Some cities have found it best to plan on a county basis. Thorough plans have been made by the Los Angeles County Re-

gional Planning Commission. Pulaski County, Arkansas; Arlington County, Virginia; Allegheny County, Pennsylvania; and Jefferson County, Kentucky, have put plans actively to work.

National Planning. During recent years our national government has become increasingly interested in metropolitan planning. A number of Federal agencies have prepared programs for the redevelopment of cities. Among them are the National Resources Planning Board, the Federal Housing Administration, and the Public Work Reserve.

Much of the Federal interest in planning arose from the many irrigation projects constructed by our government. In fact, the government's initial interest was in what is called "regional planning." By regional planning we mean planning for very large areas, both urban and rural. The huge dam at Muscle Shoals in the Tennessee River Valley is one of the best known. A source of electrical power, this project serves an area of 40,000 square miles and covers seven states. Its many dams have helped to control the flood waters of the Tennessee River and to prevent soil erosion. Cheap electricity has been provided to the people of the region. Power industries have been brought to the valley. New roads have been built and new towns have been laid out. All of these are but the usual steps in planning, but seldom have they been taken on so large a scale by our national government. The Tennessee Valley Authority (TVA) is actively engaged in a planning project so vast that it could hardly have been accomplished except by Federal direction.

CITIES OF THE FUTURE

There are many opinions of what our cities are to be like in the future. If we are to believe our Sunday supplements, we



Tunnels are frequently used to carry main traffic thoroughfares into cities that are situated on waterways. The heavy white lines in the photograph above indicate tunnels that connect the island of Manhattan with suburban areas. ["Arteries of the City," Encyclopaedia Britannica Films, Inc.]

might envision cities so dazzling as to defy imagination. But those of more pessimistic mind are convinced that cities are doomed to crash by their own weight and inefficiency. Somewhere between these two extremes we are likely to find our cities of the future.

Metropolitan Areas of Tomorrow. It is evident that densely settled central districts are on the decline. Thousands of persons who once dwelt in crowded downtown areas have moved to surrounding suburbs. Blighted areas in the hearts of cities are evidence of this desertion. Congestion in various city districts

is decreasing as metropolitan areas expand. People prefer quiet surroundings and greater space to the noise and confusion of the city. They seek cheaper homesites in the suburbs and the opportunity to have lawns, flowers, and gardens. This movement to the suburbs has been made possible by the development of street railways, highways, and automobiles to carry workers to and from their suburban homes.

There is much evidence of the trend toward decentralization of cities. Shopping centers are no longer limited to central areas. Stores, shops, and even industries tend to follow the movement to the fringes of the city. New schools appear in outlying areas. Electric car and bus schedules are revised to provide transportation for those who have made homes in new subdivisions.

Decentralization places a serious strain upon means of transportation. Increased use of automobiles and expanding transit lines demand radical changes in street patterns and in the general design of cities. The metropolitan type of city is a direct result of improved transportation.

Future cities must provide for safe and rapid movement of people and goods. Longer blocks, fewer streets, and safer intersections will be needed. Nonstop diagonal avenues should speed cross-city traffic. Divided highways, overhead crossings, and smooth, sweeping turns are necessary to provide both speed and safety.

In the future city, superfreeways will bring outlying areas within a few minutes' ride of central business districts. Belt lines around central districts will prevent the traffic bottlenecks so serious in cities today. Special truck routes will separate heavy and light, as well as slow and fast, traffic. Major traffic arteries will enable cars and trucks to move rapidly across the



Commuters find advantages in city employment and suburban living. They account for some of the decentralization of cities. [Standard Oil Co. (N. J.) Photo by Badger]

city without congesting streets in residential areas. Vigilant policemen, aided by automatic controls, will regulate travel on all such thoroughfares.

Life in tomorrow's cities will, no doubt, be more comfortable than city life today. As city limits expand, new areas will afford less expensive homes for urban people. Large numbers of single-dwelling units will provide lawns, gardens, and playgrounds. Boxlike apartments and flats without adequate light or ventilation are apt to give way to beautifully designed garden apartments.

New kinds of building materials will undoubtedly affect future housing construction. Plywood, metals, plastics, and other

lightweight materials can be shipped easily and economically. Such homes may be built in mass numbers and rented to city people. Improvements in air conditioning, lighting, weather-proofing, heating, and ventilating will add delight to urban home life.

Communities of Homes. Many urban people complain that there is no friendly spirit in the city. They maintain that cities are impersonal, that few people are interested in others and in what they do. Neighbors often are totally unknown to one another. There is little friendly community feeling.

We find much truth in what such critics say. In the metropolitan community, however, we may regain the friendly interests that characterize small towns and villages. Parents and children may find more time for normal home activities. They may revive the pleasures found in home entertainment and local community affairs. Neighbors may become more than mere acquaintances. Real friendships may be formed, civic pride may be stimulated, and home life recaptured. Cities may again become associations of people genuinely interested in the welfare of one another.

WORD LIST¹

agrarian (a-grâr'î-ăn) having to do with farming.

boulevard (bōō'lě-vărd) a broad avenue.

community (kō-mū'nĭ-tĭ) a group of people usually living close together under like conditions.

convenience (kōn-vĕn'yĕns) act of saving time or trouble; anything that gives comfort or advantage.

efficient (ĕ-fĭsh'ĕnt) useful or capable.

¹ The respelling for pronunciation is taken by permission from Webster's New International Dictionary, Second Edition, Copyright, 1934; 1939, 1945, by G. & C. Merriam Co.

THE CHAPTER YOU ARE TO WRITE

Imagine that you own a large tract of land and that you wish to develop it as a city. Perhaps certain sections of your land are hilly; there may be a stream flowing across some of it; some of it may be heavily wooded. On a large sheet of paper indicate such areas.

As you proceed with your plan, you will want to consider the following points:

1. Locate your commercial, industrial, and residential areas.
2. Lay out your street pattern so as to meet traffic needs, keeping in mind the beautification of your city.
3. Locate your rail, bus, and air terminals.
4. Provide parking facilities and the locations of schools, parks, and playgrounds.
5. Provide a civic center, and indicate residential areas for single-dwelling units and multiple dwellings.

After sketching the outline of your map, you will want to redraw it more carefully. Perhaps your teacher will post the better ones on your classroom bulletin board.

PROBLEMS FOR ACTIVITY AND DISCUSSION

1. Explain how most American cities have grown without plan.
2. Why was it difficult for the founders of our early cities to plan for the problems of the modern age?
3. List six ways in which modern transportation has created a need for urban planning.
4. Why could not our cities have been so planned when they were founded that redesigning of streets would now be unnecessary?
5. Why is the city planner's task so difficult to perform?

6. Why are some of our model cities called "garden communities"?
7. Look in the Sunday supplement of your local paper for pictures of the "supercities of tomorrow." Do you think expert city planners would agree with the ideas of the artist?
8. Prefabricated houses are believed to be important to future urban housing. Look in the encyclopedia to see what information you can find on prefabrication.
9. What advantages would derive from placing the police of a large city and its surrounding towns under one authority? The fire departments? The health departments?
10. Why is the Federal government interested in regional planning? How is regional planning related to the conservation of natural resources?
11. What information can you find on the TVA? What other valleys in the United States might be similarly developed?
12. What evidence can you find in your city or neighborhood of the replanning of streets to meet modern traffic conditions?
13. Why are city people apt to be less interested in their neighbors than the people of smaller towns?
14. Authorities tell us that we are in danger of exhausting our petroleum resources in a few decades. How would this catastrophe influence city life? What steps should be taken to anticipate this problem?

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LIST OF AUDIO-VISUAL AIDS

The following list of audio-visual aids may be used to supplement some of the material in this book.

The films may be obtained from the producer or distributor listed with each title. (The addresses of producers and distributors are given at the end of this list.) In many cases the films may be obtained from your local film library or local film distributor; also, many universities have large film libraries from which they can be borrowed.

The running time (min) and whether the film is silent (si) or sound (sd) are listed with each title. All of the motion pictures are 16mm films in black and white.

- Arteries of the City* (EBF 11min sd)
- Building America's Houses* (EBF 11min sd)
- City Water Supply* (EBF 11min sd)
- Clear Track Ahead* (Mod 25min sd)
- Communication* (EBF 10min sd)
- Development of Transportation* (EBF 10min sd)
- Distribution of Foods* (EBF 11min sd)
- Fireman* (EBF 11min sd)
- Food Store* (EBF 11min sd)
- Growth of Cities* (EBF 10min sd)
- Immigration* (EBF 10min sd)
- Industrial Revolution* (EBF 11min sd)
- Interdependence* (Harvard 30min si)
- The Mail* (UWF 10min si-sd)
- Mailman* (EBF 10min sd)
- Men of Fire* (BFS 10min si-sd)
- Our Shrinking World* (YngAm 10min sd)

The Policeman (EBF 11min sd)
Problems of Housing (EBF 10min sd)
Safety in the Home (EBF 11min sd)
Today and Tomorrow (DeVry 19min sd)
Water Supply (Academy 11min sd)
Your Health Department (Nat Motion Picture 20min si-sd)
Youth in Crisis (UWF 18min sd)

SOURCES OF FILMS LISTED ABOVE

Academy Films, 1448 W. 61st St., Los Angeles 44, Calif.
BFS—Bailey Film Service, 404 N. Goodwin St., Urbana, Ill.
DeVry Films and Laboratories, 1111 Armitage Ave., Chicago 14, Ill.
EBF—Encyclopaedia Britannica Films, Inc., 20 N. Wacker Drive,
Chicago 6, Ill.
Harvard Film Service, Graduate School of Education, Cambridge 38,
Mass.
Mod—Modern Talking Picture Service, Inc., 9 Rockefeller Plaza,
New York 20, N. Y.
National Motion Picture Company, West Main St., Mooresville, Ind.
UWF—United World Films, Inc., RCA Building, 30 Rockefeller
Center, New York 20, N. Y.
YngAm—Young America Films, Inc., 18 E. 41st St., New
York 17, N. Y.

APPENDIX

Population Data for Selected Cities for 1940

Central city or cities of metropolitan district	Population of metropolitan district			Number of suburban municipalities 1940
	1940	Per cent of increase 1930-1940	Per cent 1940 pop. in central city	
Baltimore.....	1,046,700	10.3	82.1	4
Boston	2,350,500	1.8	32.8	54
Chicago.....	4,499,100	3.1	75.5	117
Cleveland.....	1,215,000	1.7	72.3	46
Detroit.....	2,295,900	9.1	70.7	44
Los Angeles	2,904,600	25.3	51.8	55
New York-New Jersey*	11,690,500	7.2	72.2	284
Philadelphia..	2,898,600	1.8	66.6	92
Pittsburgh..	1,994,100	2.1	33.7	136
St. Louis..	1,368,000	5.8	59.7	69
San Francisco-Oakland	1,428,500	10.7	65.6	40
Buffalo-Niagara	857,700	4.5	76.2	13
Cincinnati.	789,300	3.9	57.7	46
Houston	510,400	50.5	75.3	9
Kansas City†	634,100	4.3	82.1	9
Milwaukee.	790,300	6.3	74.3	13
Minneapolis-St. Paul...	911,100	9.5	85.6	34
New Orleans	540,000	9.1	91.6	2
Providence	711,500	3.0	35.6	18
Washington, D.C.....	907,800	46.2	73.0	31
Akron ..	349,700	0.9	70.0	11
Albany-Schenectady- Troy ..	431,600	1.5	66.8	11

* New York City; Elizabeth, Jersey City, Newark, and Paterson, N.J.

† Kansas City, Mo., and Kansas City, Kan.

Population Data for Selected Cities for 1940 (Continued)

<i>Central city or cities of metropolitan district</i>	<i>Population of metropolitan district</i>			<i>Number of suburban municipalities 1940</i>
	<i>1940</i>	<i>Per cent of increase 1930-1940</i>	<i>Per cent 1940 Pop. in central city</i>	
Atlanta	442,300	19.2	68.3	8
Birmingham.....	407,900	6.5	65.6	10
Bridgeport	216,600	6.2	67.9	2
Canton.....	200,400	4.8	54.1	6
Columbus, Ohio.....	365,800	7.5	83.7	10
Dallas.....	376,500	21.6	78.3	13
Dayton	271,500	7.8	77.6	5
Denver.....	384,400	16.2	83.9	9
Fort Worth	207,700	19.0	85.5	2
Grand Rapids	209,900	1.3	78.3	2
Indianapolis	455,400	9.0	85.0	18
Louisville	434,400	7.4	73.5	12
Memphis	332,500	20.4	88.1	3
Miami	250,500	89.5	68.7	13
Nashville	241,800	15.4	69.2	1
New Haven	308,200	4.9	52.1	6
Oklahoma City	221,200	9.4	92.4	3
Omaha-Council Bluffs ..	287,700	5.1	92.2	2
Portland, Ore.	406,400	7.3	75.1	8
Richmond.....	245,700	11.4	78.6	0
Rochester	41,200	3.4	78.9	4
Salt Lake City.....	204,500	10.9	73.3	6
San Antonio	31,900	14.2	79.6	3
San Diego	256,400	41.6	79.3	5
Seattle.....	452,000	7.6	81.4	5
Syracuse.....	258,300	5.4	79.7	7
Tampa-St. Petersburg..	209,700	24.1	80.7	5
Toledo.....	341,700	- 1.4	82.6	6
Trenton.....	200,100	5.2	62.3	6
Youngstown.....	372,400	2.2	45.0	14
Altoona.....	114,100	- 0.1	70.3	8
Atlantic City.....	100,100	- 1.9	64.0	10

Population Data for Selected Cities for 1940 (Continued)

<i>Central city or cities of metropolitan district</i>	<i>Population of metropolitan district</i>			<i>Number of suburban municipalities 1940</i>
	<i>1940</i>	<i>Per cent of increase 1930-1940</i>	<i>Per cent 1940 pop. in central city</i>	
Beaumont-Port Arthur	138,600	8.4	75.9	4
Binghamton	145,100	11.7	53.9	3
Charleston, W.Va.	136,300	26.0	49.8	5
Charlotte	113,000	23.8	89.3	0
Chattanooga	193,200	14.6	66.3	6
Davenport-Rock Island- Moline	175,000	13.3	82.0	8
Des Moines	184,000	14.3	86.9	4
Duluth-Superior	157,100	1.1	86.7	3
El Paso	115,800	- 2.2	83.6	0
Erie	134,000	3.3	87.3	1
Evansville	141,600	15.0	68.5	1
Flint	188,500	4.8	80.4	1
Fort Wayne	134,400	6.2	88.1	1
Hamilton-Middletown	112,700	50.3	72.6	6
Harrisburg	173,400	7.2	48.4	15
Huntington-Ashland	171,000	4.7	63.4	11
Jacksonville	195,600	31.5	88.5	0
Johnstown	151,800	2.8	43.9	18
Knoxville	151,800	11.9	73.5	0
Lancaster	132,000	7.2	46.5	7
Lansing	110,300	11.8	71.4	1
Little Rock	126,700	12.0	69.5	2
Peoria	162,600	12.3	64.6	5
Portland, Me.	106,600	6.7	69.1	2
Racine-Kenosha	135,100	1.2	85.8	1
Reading	175,300	2.9	63.1	15
Roanoke	110,600	7.2	62.7	2
Rockford	105,200	2.0	80.4	1
Sacramento	159,000	25.2	66.6	1
Saginaw-Bay City	153,400	6.0	85.2	1
San Jose	129,400	25.1	52.9	4

Population Data for Selected Cities for 1940 (Continued)

<i>Central city or cities of metropolitan district</i>	<i>Population of metropolitan district</i>			<i>Number of suburban municipalities 1940</i>
	<i>1940</i>	<i>Per cent of increase 1930-1940</i>	<i>Per cent 1940 pop. in central city</i>	
Savannah	118,000	11.9	81.4	4
Shreveport	112,200	30.4	87.5	1
South Bend	147,000	0.3	68.9	3
Spokane	141,400	9.8	86.3	1
Tacoma	156,000	6.3	70.1	8
Tulsa	188,600	2.9	75.4	4
Utica-Rome	197,100	3.3	68.3	10
Wheeling	196,300	3.0	31.1	19
Wichita	127,300	6.8	90.3	1
Wilmington	189,000	15.5	59.5	7
Winston-Salem	109,800	12.9	72.7	1
Ashville	76,300	8.2	67.2	1
Augusta, Ga.	87,800	13.4	75.1	1
Cedar Rapids	73,200	10.0	84.8	3
Charleston, S.C.	98,700	23.8	72.2	1
Columbia	89,500	21.1	69.7	5
Corpus Christi	70,700	106.5	81.1	0
Decatur	65,800	4.6	90.2	0
Durham	69,700	19.1	86.4	0
Fresno	97,500	24.8	62.2	0
Galveston	71,700	22.9	84.9	1
Greensboro	73,100	15.1	81.2	1
Jackson, Miss.	88,000	28.9	70.6	3
Kalamazoo	77,200	6.2	70.1	2
Lincoln	88,200	2.7	93.0	1
Macon	74,800	11.3	77.3	1
Madison	78,300	21.8	86.1	3
Manchester	81,900	1.6	94.8	0
Montgomery	93,700	19.5	83.3	0
St. Joseph, Mo.	87,000	— 4.9	87.0	2
Sioux City	87,800	4.8	93.8	1
Springfield, Ill.	89,500	8.6	84.4	3

Population Data for Selected Cities for 1940 (Continued)

<i>Central city or cities of metropolitan district</i>	<i>Population of metropolitan district</i>			<i>Number of suburban municipalities 1940</i>
	<i>1940</i>	<i>Per cent of increase 1930-1940</i>	<i>Per cent 1940 pop. in central city</i>	
Springfield, Mo.	70,500	10.8	86.8	0
Springfield, Ohio.	77,400	4.7	91.3	0
Stockton	79,300	28.2	69.0	0
Terre Haute.	83,400	1.4	75.2	1
Topeka	77,700	8.5	87.2	0
Waterloo.	67,000	17.5	77.2	2
York	92,600	6.2	61.2	5

*Population Data for Selected Cities over 10,000
Mid-decade Census Estimate, 1945*

<i>City</i>	<i>1945 estimate</i>	<i>Per cent of increase or decrease since 1940</i>
Detroit	1,653,905	1.9
Los Angeles	1,673,518	11.3
New York	6,701,200	10.1
Philadelphia	1,944,611	0.7
Baltimore	927,941	8.0
San Francisco	700,735	30.4
Washington	889,993	34.2
Denver	335,364	4.0
New Orleans	521,447	5.4
Oakland	345,345	14.3
Portland, Ore.	359,168	17.6
Seattle	406,764	10.4
Long Beach	211,904	29.0
Norfolk	167,944	16.4
Richmond, Va.	223,716	15.9
San Diego	286,050	40.7
Tacoma	127,476	16.5
Beaumont	77,335	30.9
Berkeley	97,790	14.3
Charleston, S.C.	77,270	8.4
Dearborn	72,985	14.8
Glendale	90,552	9.7
Mobile	106,727	34.7
Pasadena	82,929	1.3
Pontiac	65,945	- 1.0
Portsmouth, Va.	59,472	17.2
Roanoke, Va.	64,214	- 7.3
Santa Monica	57,596	7.7
Stockton	58,865	7.6

Population Data for Selected Cities over 10,000
Mid-decade Census Estimate, 1945 (Continued)

<i>City</i>	<i>1945 estimate</i>	<i>Per cent of increase or decrease since 1940</i>
Alameda	89,906	88.0
Alexandria	51,574	53.9
Burbank	53,899	57.0
Danville	31,395	- 4.1
Hamtramck	52,470	5.3
Inglewood	37,912	25.9
Lynchburg	41,496	- 6.8
Muskegon	50,215	5.3
Newport News	43,694	17.9
Petersburg	33,147	8.2
Port Arthur	56,065	21.5
Adrian, Mich.	15,825	11.2
Albany, Calif.	14,873	29.4
Burlingame, Calif.	17,395	9.1
Burlington, N.C.	21,830	79.0
Charlottesville, Va.	20,005	3.1
Compton, Calif.	23,460	44.8
Fredericksburg, Va.	12,487	24.1
Lynwood, Calif.	15,276	39.1
Martinsville, Va.	11,560	14.7
Palo Alto, Calif.	18,261	8.9
Redondo Beach, Calif.	17,036	30.1
Staunton, Va.	15,328	14.9
Suffolk, Va.	12,815	13.0
Vallejo, Calif.	42,941	113.9
Winchester, Va.	12,168	0.6

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