

Town and Regional Planning in Relation to Existing and Potential Land Values.

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It becomes more and more apparent that successful town planning depends not only upon our grasp and understanding of the problems and processes of physical planning, but also upon law and administration, and upon sociology and economics, especially the rise and fall of land values, the influence of taxation upon property and persons, and the relation of town planning to existing and potential land values.

The topic set for this paper is not concerned with the disapproval or approval of the taxation of land values nor with the endorsement of any particular form of taxation. The town planner is concerned primarily with the better distribution of population and with the allocation of land to the use for which it is best fitted. It must be kept in mind, however, that when the community acting on the recommendation of the town planner begins to regulate the planning and the development of land, it must also to some extent control the land values and regulate the benefits or losses which come from its control and from resulting changes incident to the distribution of population.

This paper is based upon American conditions and the question is discussed from the American point of view. Town planning has much to learn from international conferences and from open-minded consideration of the different practices and ideals of different nations. But each nation should be slow to adopt the practices of other nations unless it becomes convincingly clear that local conditions would render such practices permanently advantageous.

More study needs to be given to the subject of land and the reasons for the growth in land values or for a change in their distribution. Excellent work in this field is now being done by the Institute for Research in Land Economics and Public Utilities, which has been established in the United States at Northwestern University, Evanston, Illinois. Professor Richard T. Ely, the head of the Institute, is bringing about scientific research and the publication of many books and pamphlets of value in connection with this subject. He has laid down in his "Landed Property as an Economic Concept and as a Field of Research" a few theses on the subject of land values, not as proved generalizations, but as theses to be tested by further research and discussion. The gist of these theses briefly stated is as follows:

1. The desire to find wealth rather than to create it belongs to an early exploitative stage of development. In a new country people want "to strike oil", find gold, or to speculate in land rather than develop it in an orderly fashion, and there is great danger of demoralization. We look for some wealth to seize instead of searching for methods of bringing in reform by established processes of law. As a matter of fact, by the use

of existing agencies, accepted institutions, and laws, we may bring about any desired changes through orderly constitutional processes; and vested interest, economic justice and social progress may all be harmonized.

2. In the development of land policies there is no resting point until the freehold is reached. This is proved by the history of land tenure in Russia, Ireland, New Zealand and the United States.

3. When the freehold is reached, a remarkable development of the social side of private property begins to take place. The privately owned land is more and more socialized. Progressive taxation is likely to be developed and aesthetic purpose to be emphasized.

4. No permanent peace is obtained until most of the land is tilled by the man who owns it. The farm-owning cultivator must become dominant in the country and home ownership in the city must be widespread. Tenancy may always exist, but it should not be dominant.

5. A large amount of public ownership of land, both in city and country, is required. This is proved by world experience. Certain classes of land should be publicly owned, for example, forest lands, mineral wealth, and shore lands. Research will show and give us some approximate idea of the desirable extent of public ownership, and the kind of public administration which will render public ownership most fruitful.

It should be repeated that these generalizations as set forth by Dr. Ely are presented not as conclusions but as subjects still open for investigations and debate.

How Town and Regional Planning Affect Land Values.

There are at least ten ways in which town planning and regional planning may affect land values.

1. Town planning may increase the total land values of a town by adding to the general efficiency of the business and industrial districts and also by adding to the attractiveness, agreeableness and amenities of the residential property.

2. Town planning reduces the cost of operation and administration of a town, and thus indirectly favors land values.

3. The publication of a plan, town plan or regional plan, affects land values. Such publication has a tendency to increase the value of land and thus to make it more difficult for a town to obtain the land necessary for the execution of the plan.

4. The better planning of the essential elements of a town, such as main streets, highways, park and recreation grounds, sites for public buildings and public works, transit, transportation and housing, or the adoption of a general plan or town planning scheme — each of these increases land values.

5. The adoption of a zone plan and zone ordinance increases land values of each kind of property, because such property is limited in extent in proportion to the demand for it, and also because it is arranged in differentiated districts, each with the services needed for its greatest efficiency.

6. In some instances zoning may decrease land values of some properties by prohibiting the use of particular parcels of land for certain purposes, which if used for such purposes would have higher land values. The same sort of decrease may occur through zoning by limiting the height and area of buildings. This decrease in all or in most cases would be

more than offset by an increase in the land values of property in other parts of the town.

7. Town planning, and even more, regional planning may affect land values by bringing about a different distribution of the development from that which would occur without such planning.

8. Town planning determines to a large extent what land a town shall own. This action influences all other land values. As a result of town planning the public becomes the owner of extensive parks, forests, water frontages and other open spaces.

9. Apart from the influence of town planning and zoning in increasing land values, the effect of planning in stabilising values without increase or decrease should also be noted. It has been estimated that a depreciation of twenty million dollars in realty values was prevented on Fifth Avenue, New York City, by the zoning law.

10. It is probably true in most cases that limiting the size of a community, as proposed by general garden city plans, would decrease the values of land used for shops and retail business purposes in the centre of a community and would also decrease values on the outskirts of the town where suburban development would otherwise take place*). Here again it is simply a transfer of values, resulting in a different distribution and not in any actual loss. This point has particular bearing upon regional planning.

These ten points are not all clear and distinct from each other. They overlap somewhat and yet each is in large measure separate.

The basis of the land values of business property is economic, land going to the highest bidder, the highest bidder being the one who can make the land yield the largest amount. On the other hand, the basis of land values of residential property is social and not economic. Even though the land goes to the highest bidder, the rich select the localities which please them most, those of moderate means living as near as possible, and so on down the scale of income. The poorest properties are apt to be adjacent to such nuisances as factories, railroads, docks, etc., or far out of the city. Features which make for higher land values in residential districts are nearness to parks, good approach from the business centre, not too near and not too far, moderate elevation if obtainable, favourable transportation facilities, and above all absence of nuisances. In general it may be said that land values depend on:

1. The inherent advantages of the locality.
2. The distance and accessibility of unoccupied sites in competition.

*) As a city grows in population, its real estate automatically increases in value. A comparison of values of real estate in cities of the United States of varying size of population gives the following table:

Population	Choice Business Property. Value per foot frontage	Best Residential Property. Value per foot frontage
25,000	300 to 400	25 to 40
100,000	1,200 to 3,000	50 to 100
200,000	1,800 to 4,000	75 to 125
600,000	4,000 to 15,000	100 to 500
3,000,000	18,000 to 35,000	1,000 to 9,000

From this table it can be clearly seen that a real estate investment made in a city of 100,000 inhabitants will have increased five times, when the city has reached the point of possessing 600,000 inhabitants.

„The Real Estate Business as a Profession." By John H. Spilker, Univ. of Cinn.

3. The sum of all the opportunities, conveniences and amenities afforded by the site.

4. The average density of population favoured by custom and permitted by law in the locality.

There are many difficult financial problems resulting from changes in land values due to town planning. Town planning may increase land values, affect their distribution, stabilise them or occasionally in certain localities decrease land values. The effect of these changed land values, higher or lower, may be different upon the owner of the land, the use of the land or upon the community collectively. Also there may be a direct effect favourable or unfavourable upon the owner of other land in the same town or region. In other words, there may be a great difference between the distribution of the benefits of changes in land values and the distribution of the costs; and the problem of town planning and of municipal administration is to find better methods of identifying costs and benefits. As a justification of the public taking a hand in this matter, it should be recalled by private owners that without comprehensive planning and zoning each owner is very much at the mercy of the use to which his neighbour puts his land. The private owner has no way of obtaining payment for land so depreciated. When, however, the community does anything which the owner conceives may injure his property, he demands compensation. At the International Town Planning Conference in New York City in 1925 one of the speakers aptly characterized this situation as "individual aggrandisement and collective irresponsibility". It is possible for town planning to regulate the development of land from a more comprehensive point of view than is possible to the individual owner, and by so doing to create large new land values to the mutual benefit of individual owners and to the population of the town as a whole. The solution of the problem, however, involves financial methods which are fair and reasonable and which provide the means for acquiring the necessary public property and for the execution of the schemes.

How can the community secure the means necessary for carrying out town planning schemes, and how can the community secure more of the benefits of town planning? One of the methods is "excess condemnation", which is the right, under the power of eminent domain (expropriation), to take rather more land for a public use than is required for the principal enterprise. Another method is taxation. If a town has a local tax of say 2 per cent. of the land value (which is a fair average in American cities), it thereby secures annually a definite share of all increases in land values. This increase probably does not yield to the owner of the land an income of more than 6 per cent. or 8 per cent. net annually. Therefore, if the town secures 2 per cent. in local taxes it takes annually about 25 per cent. of the benefits.

Paying the Cost of Town Planning Projects

Paying the costs is one of the prime problems of town planning. A substantial advance in the solution of this problem has been made in the United States by the application of the principle of special assessments for benefits as the most equitable and business-like method. The principle that should be invariably recognized is this: that where there is local benefit there should be local assessment. No improvement that has been intelligently planned and carried out will be of equal benefit to

the entire city, and to distribute the burden of it over the whole town according to taxable values is unfair in that it is not placed according to benefits received. Any improvement which has been intelligently planned and executed will result in some local benefit, and it follows that there should always be some local assessment. Without doubt the owners of property in the immediate vicinity of an improvement are frequently enriched at the expense of those whose property is outside the district directly affected. The application of this principle has its difficulties, however. The direct and indirect benefits must usually be estimated in advance. We cannot practically carry out town planning schemes and afterwards determine how the cost is to be met, so we must determine the benefit that will be local and the benefit that will extend over a larger area. This principle of special assessments can be applied to the developed area of towns, but it is much freer and more successful when applied to undeveloped areas, especially in the opening up of new streets and boulevards and in land for parks and open spaces.

Application of this principle of special assessment has been made in many American cities. It has been applied with great success in New York city, notably under the direction of the late Nelson P. Lewis, who was Chief Engineer of the Board of Estimate and Apportionment of New York City and President of the American City Planning Institute. Mr. Lewis suggested an act which, with such modification as local conditions and existing laws may require, would accomplish the purpose of special assessments. The act follows: "In all cases where an administrative board is authorized to determine that an improvement is to be made, the said board shall also determine what proportion of the cost and expense of the said improvement shall be assessed upon the property which shall be deemed to be benefited thereby and what proportion of the cost and expense thereof shall be borne and paid by the city."

"The said board may also determine in each case how much of the cost and expense of an improvement shall be assessed upon a restricted area of peculiar benefit and how much, if any, shall be assessed upon a larger area of indirect benefit. The said board may also determine whether the entire assessment shall become due upon confirmation of the same, or whether it may be paid in annual instalments, and it shall also determine the number of such annual instalments in which such assessments may be paid and the rate of interest which shall be charged upon all such instalments from the date of the confirmation of the assessment until each instalment shall be paid.

"The word 'improvement' as used in this section (or act) shall be deemed to include the acquisition of title in fee or easement to any land required for streets, parks, bridges, tunnels, waterways, drains, sewers or buildings required for any public purpose, or the construction of streets, parks, bridges, tunnels, waterways, drains, sewers or buildings, or any other improvement, the carrying out of which in whole or in part will increase the value of the property in the immediate vicinity of such improvement or within a district including the same, or will promote public utility, comfort, health or adornment for the entire city or part thereof."

How Land Values Affect Town and Regional Planning.

In addition to the effect of town and regional planning upon existing and potential land values, consideration must be given to the reverse, that is the effect of land values on town and regional planning.

The most important fact is the most obvious, namely: that high land values compel low standards in street widths, smaller percentages of open spaces, greater density of population and more difficulty in replanning developed areas, or in extending new planning into undeveloped areas. On the other hand, low land values make for greater freedom in planning and higher standards. These are reflected in better street arrangements for traffic, in higher percentages of open spaces for common use, in better housing conditions and more noble realisation of civic ideals in public buildings, etc.

The decentralisation of population now going on, the shift from concentrated highly developed areas to wider and more open regions, due to a variety of forces now at work in the world, especially the increased use of the motor vehicle for transportation, favours regional planning as distinguished from town planning and brings into use great areas of land of high potential value but with existing low land values. A part of the problem of regional planning is to be able to lay out these larger areas while the land values are still low, to acquire the areas essential for public use and to carry out the planning and development under financial arrangements that will place the burdens where the benefits are obtained and secure for the whole of the population the advantages which should result from timely and farsighted regional planning.

In the United States there are today, according to a reliable estimate, twenty million acres of suburban lands within ten miles of cities of a hundred thousand population alone. That is the city frontier. These acres constitute the new homestead lands, the new satellites and new town sites. Today not more than one-tenth of these twenty million acres is developed and just over the line of that suburban area of twenty million acres, there are thirty million city people living under conditions that might be fully twenty times as spacious. The depopulation of our great cities has begun and it is the part of regional planning to direct the growth along better lines by better planning and to bring about a more rational and efficient distribution of the population, protecting and enhancing the amenities of life for the benefit of the whole of the population.

Appendix.

Some Examples of the Influence of Public Parks in Increasing Land Values.

Many examples could be cited of the influence of town planning in increasing land values. This statement would be true of main streets and thoroughfares, the planning of minor streets, housing, transit and transportation, but it is most convincing of all in connection with parks and open spaces. The illustrations given below are a few selected from a mass of available material:

"While the members of the committee are unable by any mathematical modes of calculation to reach definite figures representing the weight or effect of the influences produced by the establishment of parks, drives, etc., the general considerations partly indicated in the foregoing statements have caused us to conclude, and we accordingly report, that, in our judgment, from ten to fifteen per cent. of the increase in the value of taxable property in the city of Madison during the period mentioned is attributable to the establishment of parks, drives, playgrounds, and open

places in and about the city of Madison, by and through the activities of the city, its citizens, and the Park and Pleasure Drive Association."

(From Report of Citizens' Committee appointed to investigate and report upon the amount of increase in the assessed value of property due to parks, 1909.)

"On the basis of the very conservative report of the Citizens' Committee, the parks, instead of being a burden upon the taxpayers of the city, are meeting all the expenses of their maintenance and all interest charges on the investment, and in addition are paying into the city treasury at least 10,000 Dollars to be expended by the city for other municipal purposes."

(Report of the Directors of the Madison Park and Pleasure Drive Association, 1909.)

"Parks also contribute materially to a city's property values, and prevent real estate in their neighbourhood from deteriorating. No exact statement of this return can be made in figures, but a careful examination shows that the parks constructed during the last ten (10) years have increased the Grand List by a sum equal to that expended by the city in their purchase and development and have gone far toward making up that which has been taken from the Tax List. This increase will continue for years. The estimate which real estate dealers have made of the value of the city's Park System, as an asset, exclusive of Keney Park, is about 2,500,000 Dollars. That of the four large parks constructed during the past ten years, Riverside, Goodwin, Pope, and Elizabeth, aggregated 800,000 Dollars. In securing these, the city issued bonds to the amount of 300,000 Dollars, which represents the cost to the city, and about 230,000 Dollars worth of property has been received by gift. The true value of a park system in municipal development cannot be computed, however, except after the lapse of a longer period of time, as the history of Bushnell Park shows. Such connecting parkways as have been projected would add vastly to the park system, and the more practical objects of its usefulness can only be secured by the layout of small areas easily accessible for playgrounds in the densely populated sections of the city."

(Hartford Park Commission.)

"The increase in real estate values in the immediate neighbourhood of Cambridge Field is a matter of interest. When this Board, in 1893, recommended that this field be taken for park purposes, one of the reasons advanced was that in future years this enterprise would be justified by the enhanced value of the remaining property. At the time this recommendation was made, there was little or no movement in real estate values in this neighbourhood. The field was taken, and within certain limits it is fair to claim that the increased values since then have been due to park influences. To ascertain what this increase has been and will be each year, a certain territory has been marked out and the assessors' valuations taken. In marking out this territory a very conservative claim has been made, and it is believed that within these lines it will be generally agreed that the increased values of the last three years may justly be said to be due to park influences."

(Report of Cambridge Park Department, 1896.)

"The amount collected (in taxes) in twenty-five years on the property of the three wards (the wards contiguous to Central Park), over and above the ordinary increase in the tax value of the real estate in the rest

of the city, was 65,000,000 Dollars, or about 21,000,000 Dollars more than the aggregate expense attending and following the establishment of the park up to the present year. Regarding the whole transaction in the light of a real estate speculation alone, the city has 21,000,000 Dollars in cash over and above the outlay, and acquired in addition thereto land valued at 200,000,000 Dollars." (Report of New York Park Association, 1892.)

"I remember a circumstance which actually occurred when 'Central Park', New York, was started—that of a gentleman sitting one morning at breakfast with a friend, and making a remark that in his opinion land then selling near the spot at 500 Dollars per acre would, in a few years sell at 5,000 Dollars per acre. This remark was overheard by his servant girl, who, after breakfast, asked him if she had understood him correctly, to say that land selling then for 500 Dollars would in a few years sell for 5,000 Dollars. His answer was 'Yes'. 'Then,' said the girl, 'I have 500 Dollars in the saving bank, and I will draw it out.' She did so; and her employer invested it as suggested. The girl kept the land seven years and then sold it for 25,000 Dollars. Many fortunes have been thus realized, and the city treasury of New York greatly benefited by reason of the great improvements in her suburban territory, and she has received millions of dollars in taxes on the increased value of the land surrounding her parks." ("Public Parks", speech of Hon. George Shaw.)

"It can hardly be surprising that the whole face of the city of Harrisburg has been changed by this movement for improvement. When the cost of it is inquired into, a marvel appears; for while the most favourable construction placed upon the cost proposed, in 1906, an increase in the city taxes of two mills, the effect of the improvement feeling in increasing enterprise, the further effect of a better adjusted valuation, and the city's advances along all lines enabled the city authorities to keep house properly with an increase of but one-half mill in the tax rate for 1906. That is, the increased cost has been barely one-fourth that proposed under the most favourable conditions at the time the movement was projected. For 1907, the tax rate has been fixed at a rate one-half mill less than the 1902 promise." N. B. One mill equals Dollars 0.001.

(J. Horace McFarland, Park Commissioner.)

"Let us discuss the question, then, from a purely practical standpoint, a business point of view, if you please. I would add to the park reservations the boulevard and connecting parkway plan, affording fine pleasure driveways upon which desirable residential frontages may be obtained. If this plan is followed, and a comprehensive connected system of parks, parkways, and boulevards commensurate with the size, importance, and civic spirit of your city be adopted (this work should be studied and recommended by a broadminded, competent landscape architect), and the improvement work carried out with great care and attention to detail, I undertake to say that any wide-awake city can establish its park system without one cent of general indebtedness to the city. In other words, the enhancement in values of benefited lands will be more than sufficient to pay all the cost of the acquisition and improvement of the park system. This will impress you as possibly being a too optimistic view, yet in our own city it is a fact recognized and not disputed, with reference to boulevards and to a somewhat less degree with reference to parks and parkways."

"That this general benefit is greater in actual enhancement in values of property than the cost of the Kansas City park system in its present stage of development is freely acknowledged, and the land owners of that city have now invested in the park system over eleven and one-half millions of dollars and are our staunch supporters for still more parks and boulevards. In Kansas City, at least, the effect of park and boulevard improvements has been the enhancement of land values far in excess of the whole cost of the acquisitions and improvements of their park system."

(W. H. Dunn, Superintendent of Parks, Kansas City, 1912.)

Influence of Parks and Playgrounds on Suburban Development and Land Values from the Point of View of a Real Estate Operator (William E. Harmon), of Wood, Harmon & Co., Real Estate Agents and Operators).*

"At one time, a few years since, my associates and I were seriously engaged in a consideration of the 'ideal charity'; in other words, attempting to find a form of charitable or public service, in which a given sum of money could be utilized with the least possible waste, the greatest possible good, and which would leave a perpetual monument to the giver. We took up the various forms of philanthropic activity—educational, religious, care of children, care of the aged, and all others we could think of—and finally, somewhat to our surprise, arrived at the conclusion that vacant land was the only gift free from the risk of the decay which assails material construction and of the mismanagement which menaces capital dedicated to charitable endeavour. This conception regarding vacant land shaped itself into the form of dedicated playgrounds or parks, close to big cities, which could forever be the recreation place for the neighbouring population. We began to realize we were cutting up lands upon which people would dwell for all ages to come; we were changing wholesale acres into a form from which they could be changed again only at great cost. At this point it would be the simplest thing in the world to set aside, if we were so charitably-minded, some of this land and leave it as a perpetual open space for generations to play upon. At that time no other aspect of the case suggested itself to us. It did not seem possible that such an immediate sacrifice to our future expectations would work any important benefit to our treasury balance; in other words, that it was not a business proposition, although it did look like the most justifiable sentimentalism. In this we were mistaken. There were infinite business possibilities in such an act of generosity, and could we have seen ahead, as we can now look back, we would immediately have begun the segregation of lands for park purposes in all our subdivisions, and would not only have served the community better, but would have received a return in dollars and cents sufficient to amply repay for every foot of ground so utilized. From a lack of courage we began reluctantly and niggardly to carry out this policy; therefore, our education has been slow, but we are at last convinced that upon every consideration of public and private policy intelligent land segregation pays the cost."

"Where these grounds are properly distributed and intelligently laid out, in almost every instance, it will be found that the land surrounding such spots can be marketed at a price sufficiently high to offset entirely the cost of the contribution, which is the final test of the value of your enterprising beneficence."

*) See "Lebanon Trust: An Experiment in Small Parks for Small Cities", in *The Survey* for March, 1913, as an additional illustration of the soundness of Mr. Harmon's point of view.

" Having watched the gradual growth of scattered suburbs into densely populated city blocks, one cannot but wonder at the short-sighted policy of the average municipal engineering department. There is no intelligible reason why there is not incorporated into the official city map of every city a certain percentage of the area to be set aside for small parks and playgrounds, as a matter of public well-being, exactly as streets and alleys are so treated. If 5 per cent. of the area of the undeveloped land contiguous to large cities were properly distributed in small park appropriations, one problem of congestion would be solved without any injustice to any one."

Summary.

It becomes more and more apparent that successful town planning depends not only upon our grasp and understanding of the problems and processes of physical planning, but also upon law and administration, and upon sociology and economics, and especially upon the relation of town planning to existing and potential land values.

1. Town planning may increase the total land values of a town by adding to its general efficiency and agreeableness.
2. Town planning reduces the cost of operation and administration, and thus indirectly favours land values.
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4. The better planning of the essential elements of a town, such as main streets and highways, parks, sites for public buildings, transit, transportation, housing, etc., increases land values.
5. The adoption of a zone plan and zone ordinance increases the total land values of each kind of property.
6. In some instances zoning may decrease land values of some properties by prohibiting certain uses; also, by limiting the height and area of buildings. This decrease in most cases would be more than offset by an increase in the land values of other property.
7. Town planning and regional planning may affect land values by bringing about a different distribution of the development from that which would occur without such planning.
8. Town planning determines to a large extent what land a town shall own. This action influences other land values.
9. Apart from the effect of town planning and zoning in increasing land values, their influence in stabilising values should also be noted.
10. It is probably true in many cases that limiting the size of a community, as proposed by general garden city plans, would decrease some land values in the business centre and on the outskirts of the town. Here again it is simply a transfer of values, resulting in a different distribution and not in any actual loss.

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Sommaire.

Il apparaît de plus en plus que le succès de l'aménagement des villes ne dépend pas seulement de notre façon de comprendre et de saisir les problèmes et les méthodes de l'aménagement physique, mais dépend aussi de la loi et de l'administration, de la sociologie et de l'économie politique, et particulièrement des relations de l'aménagement des villes, avec les valeurs de terrain actuelles ou futures.

1. L'aménagement des villes peut accroître la valeur totale du terrain d'une ville en ajoutant à sa commodité et à son agrément général.

2. L'aménagement des villes réduit le coût des travaux et de l'administration, et favorise ainsi indirectement les plus values foncières.

3. La publication d'un plan d'aménagement de ville a tendance à accroître la valeur du terrain et à rendre ainsi plus difficile de se procurer le terrain nécessaire à l'exécution du plan.

4. Un meilleur aménagement des éléments essentiels d'une ville, tels que les grandes rues et les routes, les parcs, les sites pour édifices publics, la circulation, les transports, le logement, etc. . . augmente la valeur du terrain.

5. L'adoption d'un plan par zone et d'une ordonnance de « zoning » augmente la valeur totale du terrain pour chaque genre de propriété.

6. Dans quelques cas le « zoning » peut diminuer la valeur du terrain pour quelques propriétés en interdisant certains emplois et aussi en limitant la hauteur et l'étendue des constructions. Dans la plupart des cas, cette diminution est plus que compensée par un accroissement de la valeur foncière des autres propriétés.

7. L'aménagement urbain et régional peut exercer une influence sur la valeur du terrain en dirigeant l'extension vers des points différents de ceux qui se développeraient spontanément.

8. L'aménagement des villes détermine dans une large mesure quels terrains doit posséder une ville. Cette action influe sur la valeur des autres terrains.

9. A côté de l'effet d'accroissement exercé par l'aménagement des villes et le « zoning » sur la valeur du terrain, leur influence stabilisante doit être notée.

10. Il est probablement vrai, dans beaucoup de cas, que la limitation de l'étendue d'une commune, comme le proposent en général les plans des cités-jardins, diminuerait la valeur du terrain dans le centre des affaires et à la périphérie de la ville. Il s'agit ici de nouveau d'un simple transfert de valeurs, résultant d'une répartition différente et non d'une perte réelle.

Le paiement des frais est un des premiers problèmes de l'aménagement des villes. Une avance importante vers cette solution a été réalisée aux Etats-Unis par l'application du principe de taxes spéciales sur les bénéfices retirés de l'aménagement comme étant la méthode la plus équitable et la plus commerciale.

Le principe qui devrait être invariablement admis est celui-ci : là où il y a bénéfice local, il devrait y avoir taxe locale.

En outre des effets de l'aménagement urbain et régional sur les valeurs existantes et possibles du terrain, il faut considérer l'inverse, c'est-à-dire l'effet de la valeur du terrain sur l'aménagement urbain et régional.

Le fait le plus important est le plus évident. Une grande valeur du terrain oblige à réduire fâcheusement la largeur des rues à un plus faible pourcentage d'espaces libres, à une plus forte densité de population, à plus de difficulté pour réorganiser les zones déjà urbanisées, ou pour étendre un aménagement nouveau aux zones non encore urbanisées. D'autre part, une faible valeur du terrain entraîne une plus grande liberté dans l'aménagement et des conditions meilleures. Celles-ci sont reflétées par de meilleurs arrangements des rues pour la circulation, de plus forts pourcentages d'espaces libres à usage général, de meilleures conditions d'habitation et une plus belle réalisation de l'idéal civique dans les édifices publics.

Auszug.

Es wird immer deutlicher, daß der Erfolg beim Städtebau nicht nur davon abhängt, daß wir die Probleme und Vorgänge des eigentlichen Bauens richtig verstehen, sondern auch von unserer Kenntnis der Gesetze und der Verwaltung, der Soziologie und Wirtschaftslehre und insbesondere von den Beziehungen des Städtebaues zu den vorhandenen oder etwa noch entstehenden Bodenwerten.

1. Der Städtebau kann die gesamten Bodenwerte einer Stadt erhöhen, indem er ihre allgemeine Leistungsfähigkeit und ihre Annehmlichkeiten vergrößert.

2. Der Städtebau setzt die Gesteigungs- und Verwaltungskosten herab und wirkt auf diese Weise indirekt günstig auf die Grundpreise.

3. Die Veröffentlichung eines Städtebauplanes hat die Erhöhung der Grundpreise zur Folge, wodurch es schwer wird, den für die Ausführung des Planes erforderlichen Grund und Boden zu erhalten.

4. Die Grundstückpreise werden erhöht durch die bessere Planbearbeitung der wesentlichen Elemente einer Stadt, wie der Haupt- und Landstraßen, der Parkanlagen, der Plätze für öffentliche Gebäude, des Durchgangsverkehres, der Transportfragen, der Wohnungsverhältnisse usw.

5. Die Annahme eines Zonenplanes und einer Zonenbauordnung erhöht die gesamten Bodenwerte jeder Art von Grundbesitz.

6. In einigen Fällen kann die Zoneneinteilung den Bodenwert mancher Grundstücke dadurch herabsetzen, daß sie gewisse Verwendungsarten verhindert, oder auch dadurch, daß sie die Gebäude und die Ausnützbarkeit des Bodens herabsetzen. Diese Verminderung des Grundwertes dürfte jedoch in den meisten Fällen durch einen Wertzuwachs an anderen Grundstücken mehr als ausgeglichen werden.

7. Städtebau und Landesplanung können die Bodenwerte dadurch beeinflussen, daß sie bei der Stadterweiterung eine andere Verteilung der Bautätigkeit verursachen, als sie sich ohne diese Planung gestalten würde.

8. Der Städtebau bestimmt weitgehend die Landflächen, die die Stadt in ihren Besitz bringen soll. Der städtische Grunderwerb beeinflusst jedoch wieder andere Bodenwerte.

9. Außer der Wirkung des Städtebaues und der Zoneneinteilung auf die Erhöhung der Bodenwerte ist auch ihr Einfluß auf die Festigung der Bodenwerte zu beachten.

10. Es ist wahrscheinlich in vielen Fällen richtig, daß die Beschränkung der Größe einer Gemeinde, wie sie allgemein in den Gartenstadtplänen vorgeschlagen wird, einige Bodenwerte im Geschäftsviertel und in den Außenvierteln vermindern würde. Doch handelt es sich hier einfach um eine Wertübertragung, die sich aus der eigenartigen Verteilung der Wohn- und Arbeitsstätten ergibt und keinen wirklichen Verlust an Bodenwerten verursacht.

Eines der Hauptprobleme des Städtebaues ist die Aufbringung der Kosten. Ein wesentlicher Schritt in der Lösung dieses Problems wurde in den Vereinigten Staaten dadurch gemacht, daß die Grundbesitzer zu den Kosten der Einrichtungen, die den Wert ihres Grundstückes erhöhen, beisteuern müssen. Es ist das die gerechteste und zugleich geschäftsmäßig beste Lösung. Der Grundsatz, der ausnahmslos anerkannt werden sollte, lautet: Wo ein Grundstück eine Wertsteigerung erfährt, hat es eine entsprechende Steuerlast zu übernehmen.

Außer den Wirkungen, die Städtebau und Landesplanung auf die vorhandenen und etwa noch entstehenden Bodenwerte ausüben, muß man auch die umgekehrte Wirkung beachten: die Wirkung der Bodenwerte auf Städtebau und Landesplanung.

Die wichtigste Tatsache ist auch die auffälligste. Hohe Bodenwerte führen zu geringer Straßenbreite, vermindern den Prozentsatz der Freiflächen, bewirken eine größere Bevölkerungsdichte und erschweren den Umbau bereits verbauter Gebiete sowie die Ausdehnung des Bebauungsplanes auf bisher unbenützte Gebiete. Dagegen bieten niedere Bodenwerte größeren Spielraum im Städtebau und ermöglichen die Befriedigung eines höheren Lebensstandards. Das äußert sich in dem Verkehr besser angepaßten Straßenführungen, in einem höheren Prozentsatz von Grünflächen für den öffentlichen Gebrauch, in besseren Wohnungsverhältnissen und einer schöneren Verwirklichung des Bürgersinnes in öffentlichen Bauten.
