A REPORT OF
PRELIMINARY PLANNING STUDY
for the
CITY OF ITHACA, NEW YORK
MADE FOR THE CITY PLANNING COMMISSION
by
RUSSELL VAN NEST BLACK, CONSULTANT.

September 1, 1924
INDEX

SUBJECT HEADINGS

<table>
<thead>
<tr>
<th>Subject</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Planning Survey</td>
<td>1</td>
</tr>
<tr>
<td>The Street Plan</td>
<td>7</td>
</tr>
<tr>
<td>Public Grounds</td>
<td>15</td>
</tr>
<tr>
<td>Public and Semi-Public Building Sites</td>
<td>18</td>
</tr>
<tr>
<td>Revision of Zone Plan and Ordinance</td>
<td>31</td>
</tr>
<tr>
<td>Street Tree and other Public and</td>
<td></td>
</tr>
<tr>
<td>Semi-Public Planting</td>
<td>24</td>
</tr>
<tr>
<td>General Improvement</td>
<td>27</td>
</tr>
<tr>
<td>Putting the Plan into Effect</td>
<td>31</td>
</tr>
<tr>
<td>List of General Recommendations</td>
<td>33</td>
</tr>
</tbody>
</table>

APPENDIX

<table>
<thead>
<tr>
<th>Appendix</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proposed Street Cross-Sections</td>
<td>i</td>
</tr>
<tr>
<td>Platting Rules and Regulations</td>
<td>v</td>
</tr>
<tr>
<td>Proposed Redraft of Zoning Ordinance</td>
<td>xi</td>
</tr>
<tr>
<td>Street Tree Planting Specifications</td>
<td>xxiv</td>
</tr>
</tbody>
</table>

EXHIBITS

<table>
<thead>
<tr>
<th>Exhibit</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population Curve</td>
<td>6</td>
</tr>
<tr>
<td>Thoroughfare Map</td>
<td>8</td>
</tr>
<tr>
<td>General Map</td>
<td>15</td>
</tr>
<tr>
<td>Diagram of City Lot Playground</td>
<td>17</td>
</tr>
<tr>
<td>Suggestion for a Public Building Group</td>
<td>30</td>
</tr>
<tr>
<td>Zone Map</td>
<td>22</td>
</tr>
<tr>
<td>Typical Street Cross-Sections</td>
<td>v</td>
</tr>
</tbody>
</table>
To the City Planning Commission,
Ithaca, New York.

Honorable Sirs:

I take pleasure in submitting, herewith, my report of preliminary planning study for the City of Ithaca.

In the limited time at my disposal I have attempted to cover the field comprehensively rather than confine the effort to a more intensive study of one or two phases of the plan, assuming that the conclusions would not be regarded as final solutions of the many planning problems confronting the city, but would be understood to be broadly suggestive of a possible long time program of improvement and development. This is according to the tentative schedule agreed upon at the start of the work and I trust meets with the approval of your body.

Respectfully submitted,

Russell Van Nest Black, Consultant.
THE PLANNING SURVEY.

General:

Ithaca, home of Cornell University and Seat of Tompkins County, New York, is situated in the heart of the picturesque Finger Lakes Region at the head of Cayuga Lake. It has an estimated resident population of 18,000, exclusive of the University population of approximately 7,000. The city is the trading center of an agricultural district varying in radius from ten to twenty miles. There are several private schools in addition to the University, including the Ithaca Conservatory of Music, The Cascadilla School for Boys, and the Ithaca School of Physical Education. The city has several considerable industries including manufacturies of guns, aeroplanes, and chains. And, due to its scenic environment and growing recreational facilities, it is rapidly becoming recognized as a tourist and convention center.

Topography:

The country roundabout Ithaca is of glacial formation with long and narrow north and south valleys cut by the southward moving ice sheet, hills rising abruptly from the valleys to the higher rolling plateau lands, and deep gorges cut by the streams in making their way down from the plateau lands to the ice-made valleys and lakes.

The business section of Ithaca and a large part of
Northwest From Library Tower

Southwest From Library Tower
Business Center Of The City In Middle Distance
the residential district is built in one of these narrow valleys with homes creeping up and over hills rising to the West, South and East, and adjoining the University Campus on the East. The site is cut by the meandering courses and gorges of four sizable creeks joining to enter the lake by a common inlet at the northerly end of the city.

Highways and railroads entering the city are compelled to follow the general courses of the waterways, or make their ways over the hills at considerable grades.

**Character of Environ**s:

Beyond the first rise of hills the land in the immediate vicinity of Ithaca flattens out considerably. Highways have more freedom of routing. The land is partially wooded but largely given over to dairying, general farming, and fruit growing.

**Streets:**

With the increasing burden of tourist and general motor traffic, many streets of the city are proving too narrow and a number of grades, turns, and intersections in the present main-throughfare routing are dangerous and difficult. Comparative few streets are well improved and travel is thereby forced to follow restricted routes now becoming congested. Circumferential circulation remains largely to be developed. Automobile parking is another factor of congestion in the down-
South Meadow Street Bridge —
Typical Of Unsightly Iron Girder Bridges In Ithaca

The Giles Street Bridge In Six-mile Creek Park — Unfitting abd Too Narrow.
town districts, and some provision must be made to take all long period parking away from the curb.

The majority of the streets are improved at odd and uneconomical roadway widths, a few feet too narrow on the traveled ways and a few feet too wide on the minor residential streets.

Shipping and Transportation Facilities:

Two Lehigh Valley Railroad lines pass through the city and one Lehigh Valley branch line, and one Delaware, Lackawanna and Western branch line terminate here. Ithaca is also connected with the New York State Barge Canal System, and has an adequate barge terminal adjoining the railroad yards. Automobile bus lines connect with all the larger neighboring cities including: Elmira, Watkins, Geneva, Auburn, Cortland, Groton, and Owego, and afford local service to intermediate points. A street car line, now in pretty much run down condition, operates within the city.

Industrial Facilities:

Ithaca has the above shipping facilities by land and water; is convenient to the anthracite coal region of Pennsylvania; has an abundant water supply; the possibility of unlimited electric power, extensive industrial sites, and large room for economical expansion of the residential districts.
A Lagoon In Stewart Park Bird Sanctuary
Where Conservation of Natural State Should Be The
Primary Consideration.

Swimming Pool At VanNatta's Dam -
Toilet Facilities and Dressing Rooms Needed
Housing and Living Conditions:

The city suffers comparatively little poverty and bad housing. There are, however, some bad conditions in the west end, particularly in the neighborhood of the railroads and the inlet, which should be investigated. A very large percentage of the population lives in single family houses. Multiple family tenements are almost unknown, and there are few apartment houses. Due to the large student population there are many rooming and boarding houses in certain sections of the city, all under more or less direct supervision by the University.

Considerable attention is given to the prevention and treatment of disease. The water supply is good and plans are in the making for adequate handling of sewage.

School and Recreational Facilities:

Public school accommodations are inadequate, and it is planned to build two or three new schools in the near future. The grounds of all the existing public school buildings are inadequate, allowing little or no space for playgrounds and in some instances are not large enough for needed building extensions.

Of public recreational facilities, there are the small playgrounds connected with the schools (entirely inadequate), two or three small improved parks; several natural swimming and wading pools; the lake and streams for boating and fishing;
Views Showing Natural Beauty of the Inlet Above the State Street Bridge. The Banks Should Be Cleared of Refuse and Dumps and Taken Under Public Control, By Deed or Easement.
Stewart Park with bathing, dancing, baseball, and general play areas more or less undeveloped; and Six Mile Creek Park, undeveloped but accessible and pleasurable. There is also some opportunity for skating and other winter sports. The University has extensive playfields, but these are used almost exclusively by students and faculty. It would appear that there are adequate natural facilities for outdoor recreation remaining but to be developed and, with the acquisition of some additional park lands and the acquisition and development of additional play and school grounds, the outdoor play needs of the city will be well provided for.

Public Buildings:

The public and semi-public buildings of Ithaca are almost invariably on inadequate sites, without attractive setting and without room for expansion. The several departments of the City and County are poorly housed and certain of the public institutions such as the library should have better quarters.

Use of Property:

The business district is pretty well centralized. A few stores are scattered along the main thoroughfares in the residence district of the down-town section and there are occasional out-of-place garages. The chief industries are peculiarly located on the hillsides, rather than on the flat lands, and in close proximity to residence districts. How-
ever, they are of comparatively unobjectionable character and, as arranged, are unusually convenient to the workers' homes.

**Character and Growth of Population:**

The population of Ithaca is predominantly native born American. The rate of increase has been fairly regular during the past fifty years, at about 200 people a year. With this degree of growth the problem of provision for future needs is comparatively simple. However, with the changing sources of power, and manner of living, and ideas as to desirable location for industry, the direction and extent of future population growth cannot be accurately foreseen. It is possible that the near future will see a rapid influx to such cities as Ithaca, particularly in connection with such industries as printing and publishing, which might well find advantageous location here. Plans for the future, therefore, must take into consideration the possibility of a much faster rate of growth during the next fifty years than during the fifty years past.
Forks of Road At Varna - Proposed New Main Highway At Left.

Junction of Lake Street and Cayuga Street When Latter Is Altered As Proposed. Bridge and Railroad to be Taken Out.
PLANNING STUDIES.

The Street Plan.

General:

A number of proposed street extensions and widenings and new streets are shown on the accompanying general map. These provisions, together with a systematic plan of street improvement will afford more direct and safer routes, and will go far to lessen congestion. Street improvement is of special immediate importance. There are several existing streets more or less unimproved offering direct routes through the city, which are not used because they are rough or impassable. If put in shape, these streets will take a part of the travel from the more congested ways. A schedule of street widenings giving proposed widths is included in the appendix, with the proposed street cross-sections.

Main Thoroughfares:

A system of main and secondary thoroughfares is shown on the accompanying "Thoroughfares Map". The main-thoroughfares are designed to carry the heavier traffic and primary consideration has been given to safety, grade and directness in their routing. With one or two exceptions, the main-thoroughfares, shown, enter the city on the line of existing state highways. Relieving thoroughfares are provided through the down-town section of the city along the direction of greatest traffic flow.
Giles Street - If Improved, Would Become An Important Link In A System of Streets For The Relief Of Congestion In The Center Of The City.

Titus Avenue, Also A Link in The Proposed System of By-pass Streets and Needing Improvement.
State Street - Grade Crossings of D.L.& W. 
and Auburn Division of the Lehigh Valley Railroads 
Which Can Be Eliminated By Rerouting of Tracks.

Junction of State and Seneca Streets At 
The Lehigh Valley Grade Crossing Where An Under-Pass Is 
Possible.
With a possible few exceptions all heavy motor trucking, both freight and passenger, should be routed over the main-thoroughfares, and the width and weight of improvements of these streets should be regulated accordingly. In this way much unnecessarily heavy paving and much unnecessary breaking up of too light paving can be avoided and more effective traffic regulations can be made.

**Secondary Thoroughfares:**

The secondary thoroughfares as shown are designed as relief for the main-thoroughfares and to give comfortable and direct circulation from point to point within the city. They also include the more scenic routes and principal park connections. When completed, it will be possible to get quickly from almost any part of the city to any other, and to entirely circle the center of the city without once entering the more congested districts and without following any main-thoroughfare for any considerable distance. The completion of this secondary circulation will do more than any other one thing to relieve the congestion of the business district.

**Elimination of Grade Crossings:**

It is recommended that effort can be made to have the D., L. & W. tracks discontinued from Clinton Street to Esty Street, and to have all trains brought in at one station, probably at the approximate location of the present Lehigh Valley Passenger...
Station. The common use of this station was found practicable during the war. A further recommendation would be to have the Auburn Division of the Lehigh cross the Inlet somewhere close to and south of the barge terminal and enter the Lehigh station directly, without the present switch-back. This would permit the discontinuation also, of the tracks of this line from Clinton Street to Esty Street. Esty Street is suggested as a limit in order that the existing tracks beyond that point may be retained as industrial trackage.

By this means, six grade crossings, two each on State, Seneca and Buffalo Streets can be eliminated.

A seventh and the most important grade crossing elimination can be effected at the junction of State and Seneca Streets by an under-pass at the Lehigh main-line tracks.

These several alterations of tracks and street will give highway access from the north-west, west and south without railroad interference.

Pedestrian Rights-of-Way:

Pedestrian rights-of-way are proposed, as shown on the general map, for more direct routes up and down some of the hills of the residential sections, than can be had by streets. Some of these paths are now open to the public, but pass over privately owned land and can be closed at the will of the property holder. They should be acquired as public rights-of-way against the time of improvement of the frontage involved.
Street Improvements - (Proposed Cross-Sections for Main and Secondary Thoroughfares):

A schedule of proposed cross-sections for the ultimate improvement of Main and Secondary Thoroughfares is included in the appendix of this report. In some instances a minimum paving width has been recommended in order to avoid the destruction of street trees. In other cases the inevitable future traffic requirements have made the sacrifice of trees seem justified. The paving widths of this schedule have been based upon eight and nine foot traffic lanes for vehicles, and ten foot lanes for each line of street railway.

Typical Street Cross-Sections:

The diagrams included in the appendix illustrate the principle of elastic improvement of streets of widths ranging from forty-five to eighty feet. Streets on steep side hills or with other unusual conditions would demand a variation from these typical arrangements, and should be designed to fit the special circumstances.

The elastic plan of improvement provides that a street of a given width be improved by degrees according to actual traffic needs simply by setting the curb back and widening the roadway from time to time as may be necessary and that such improvements as street trees and sidewalks be placed in their ultimate position at the beginning, so that they need not be disturbed by alteration of the roadway. In this way the investment in unnecessary pavement and maintenance can be avoided...
Cascadilla Avenue, Proposed to be Widened, Might Be Attractively Planted to Vines and Shrubs.

Such Corners As This At Third and Plain Streets Should Be Cut Through To Ease Traffic Circulation.
Trees Set Well Back Toward Sidewalk
Permitting Widening of Roadway when Necessary.

Long Period Parking Tends Toward A
Stagnation of Retail Business.
through all the years of partial development of the district
while the way is held open for full use of the street when
needed.

These typical cross-sections are based upon eight, nine,
and ten foot traffic lanes; eight feet for parked and slow-moving
pleasure vehicles; nine feet for trucks and fast-moving vehicles;
and ten feet for street car tracks. Any excess above a multiple
of these units, except on very narrow roadways, cannot be used
except for possible freer movement of traffic and, in most
instances, is waste.

Twenty foot roadways are recommended for minor residen-
tial streets which seldom carry anything but local and delivery
traffic. Wider roadways on such streets are unnecessary. It
is cheaper and more attractive to put any extra width there may
be into the planting strip, bearing in mind to keep the street
trees well back toward the sidewalks in the event of necessary
future widening.

**Platting Rules and Regulations:**

A set of platting rules and regulations to govern the
Plan Commission and the platter and his engineers in the sub-
division of land, is also included in the appendix.

Much unsatisfactory platting comes through ignorance of
good practice upon the part of the sub-divider, and a lack of
co-ordination between the City Administration and private initia-
tive. These Rules and Regulations are designed to overcome
some of these difficulties and to supply an additional safeguard for the purchaser of lots.

Public Alleys:

There are few public alleys in Ithaca, even in the business blocks where they are particularly needed. The loading and unloading of trucks from the streets and general service to business houses, restaurants, etc., through front entrances is another cause of congestion and much inconvenience. It is still economically feasible to provide interior courts and alleys in many of the business blocks, and this should be undertaken at once.

When public alleys can be arranged to carry electric pole lines, water, sewer, and gas mains and other public utilities, and for access to private garages, they become of sufficient service to offset the disadvantages of possible unsightliness often attributed to them. The tearing up of expensive pavements and resulting hindrances to traffic and the destruction of street trees by leaking gas mains and wires are all avoided by carrying the public utilities in the public alley. It is therefore recommended that alleys of a minimum width (10 feet to 14 feet) be provided in new subdivisions wherever practicable.

Automobile Parking:

Too much of Ithaca's down-town street pavement is used for automobile parking and parking accommodations are increasingly
difficult to find. Some relief for traffic can be had by doing away with the wasteful method of diagonal parking and causing all parking to be done parallel with the curb.

There are three possibilities for handling further parking: the widening of the streets; the building of large storage garages, either privately or municipally owned; and the use of the comparatively unoccupied interiors of some of the excessively large blocks near the center of the city. The use of the interiors of blocks and vacant lots appears to be the most economical and practicable thing to do at this time. Several possible sites for such auto parking space are indicated on the general map. These parks should be municipally owned and operated, and a small charge should be made for storage to cover the cost of maintenance and interest on the investment.
Within the City Limits - Six Mile Creek Park. Development Should Be Limited to Accessibility

City Reservoir In Six-Mile Creek Park
PUBLIC GROUNDS.

Parks and Parkways:

Ithaca has an approximate total of 600 acres of park land largely contained in two tracts: Stewart Park and Six Mile Creek Park, both largely undeveloped. Some additional land is needed in connection with each of these areas for their protection and best use. Additional takings to complete their logical boundaries are shown proposed on the accompanying general map.

Stewart Park has splendid possibilities as a great city playground and recreation place, and should be developed according to a very carefully prepared and well thought out plan. As a matter of both fitness and economy of maintenance the greater part of this area should be developed naturalistically with groves, drives, pathways, and open meadows. The section known as the bird preserve might very well be left entirely undisturbed except for possible paths. The great open meadow extending from the foot of Willow Avenue to the Lake should be left unbroken. To this end the existing street to the lighthouse is shown divided to pass along the outer edges of the meadow rather than straight across in a stiff hard line. Here, directness can well be sacrificed for beauty.

Six Mile Creek Park is even more adaptable to naturalistic treatment. All that is necessary or desirable through its greater extent is the preservation of present conditions and some accessibility by trail and by drive.
Looking West Over Stewart Park With Fall Creek In The Fireground

The Lake Front At Stewart Park.
View From Overlook On Trumansburg Road.

View From Overlook On South Aurora Street.
The miles of creeks within the city are a little recognized asset. In a few instances the banks of these streams have been kept in order and planted to trees and shrubbery, but for the most part they have been neglected, have become dumping grounds and ill kept back yards, and some of the most beautiful stretches of water have been spoiled by unsightly and unhealthful conditions. It is proposed to acquire a strip of park land or at least a public easement of from 30 to 300 feet in width on each bank of all streams within the city limit, for the planting of trees and shrubbery, and possibly foot paths. When so improved these streams will provide several miles of safe and beautiful canoeing water.

Park drives are shown in Stewart Park. A drive is shown following the southerly side of Six Mile Creek Park and connecting with Giles Road, itself a park drive. These several parkways are connected directly with the most interesting of Ithaca's streets in such a manner as to afford what amounts to an almost complete parkway circulation around the city.

Overlook points are proposed for the Trumansburg Road and South Aurora Street, where exceptional views of the city and lake can now be had but which may be cut off at any time by development of this frontage.

University lands and park reservations have not been taken into consideration in this connection although, to all intents and purposes, such holdings as the Fall Creek and Cascadilla Creek Gorges are Ithaca parks and whatever treatment
is given these waterways on city property should be well tied in with the work being done by the University. Joint effort between the experts employed on each is recommended.

School Grounds and Play Grounds:

Possibly the greatest immediate need of the City of Ithaca is well distributed neighborhood playgrounds large enough and frequent enough to afford out-of-door recreation for every able-bodied man, woman and child in the city. The logical location for the larger of these playgrounds is in connection with the public schools, where they may serve the double purpose of school and community playgrounds, at virtually one administration and one maintenance cost. These playgrounds should be large enough for such organized games as baseball, football, soccer, and tennis and, should be of sufficient size to permit of a park border of heavy planting to minimize noise and unsightliness for the adjacent neighborhood and to make the playground an attraction rather than an objection to adjacent property, as is frequently the case with small playgrounds. A very minimum size would be from 6 to 8 acres. 10 to 14 acres would be better.

These playgrounds should be open at all hours of the day under the general supervision of a playground director. Certain parts of the grounds can be arranged for flooding for skating, bringing them into longer use and affording much more dependable and safer ice surfaces than are to be had on the streams and lakes of the vicinity.
Diagram of City Lot Playground for Children Under Nine Years of Age

Scale 1 Inch = 15 Feet.
Inadequate Playground of Central School
Showing Undesirable Proximity of Residence Property

South Hill Playground
Smaller playgrounds of the size of a single lot or greater might be developed to advantage in the more densely populated districts, for the use of very small children of the immediate neighborhood. The accompanying diagram is suggestive of how these smaller tracts might be developed.

Several playground sites are proposed, as indicated on the accompanying general map, in connection with future public schools. A site at the corner of Wood and Plain Streets is suggested as a more adequate location for the proposed Clinton and Geneva Street school than the site now contemplated. An alternative proposal involves the use of the land north of Plain Street and between Center and Clinton Streets to a point approximately 150 feet west of Corn Street, extended. It is proposed that the Bryant Tract school site be shifted a few hundred feet east to land more adaptable to playground purposes. A possible school and playground site is proposed on South Hill. It is assumed that the Settlement House playground, slightly enlarged, will take care of the East Hill district and a playground is proposed at the corner of First and Hancock Streets to serve the north end of town. Some additional playground space can be developed on the bottom lands of Six Mile Creek Park and in Stewart Park.

The problems in the development of the school and playground systems are pretty much one, and a co-ordination of effort between the City Plan Commission and Board of Education is
On The City Dump -
Playgrounds Are Cheaper Than Hospitals

Plenty Of Room For School And Playground
Three Short Blocks West Of Inadequate Site Proposed
For The Clinton and Geneva Street School
essential to their proper solution. Joint meetings for the consideration of these matters are recommended.

A City Forest:

Situated in a natural forest country, with considerable ill cared for and partially wooded land in the vicinity, Ithaca is one city which might very profitably acquire and maintain a City Forest, which would serve the double purpose of a profitable investment and possible protection to some watershed.

Aviation Field:

The present aviation field is satisfactorily situated as a landing place for both land and water planes, but is somewhat inconvenient to the center of town for possible mail, passenger or freight service. Proposed streets and street improvements will somewhat remove this disadvantage.

Cemeteries:

Steps should be taken to abandon a corner of the City Cemetery to permit of the straightening of University Avenue as shown on the general map.

Future cemeteries should be placed well out from the city and in locations that will not interfere with the natural city expansion. A large tract east of the E. C. and N. branch of the Lehigh Valley, and bounded by Maple and Mitchell Streets and adjoining the existing cemetery is suggested as future cemetery extension.
Public Library - Ithaca

Public Library - Palo Alto, California, A University Town of 8000 Population
PUBLIC AND SEMI-PUBLIC BUILDING SITES.

A Proposed Public Building Group:

The accompanying map shows a proposed grouping of future public buildings about an enlarged De Witt Park. A new City Hall, a Courthouse, a Library, and an extension of the High School are already more or less under consideration, and other public and semi-public buildings will come in the course of time. No more convenient or attractive site can be found than De Witt Park with all existing buildings, except the two churches, removed. The location is convenient to the business center of the city, and yet does not encroach upon the restricted business frontage or add to its congestion, and it affords good settings for a number of buildings. It might develop that the individual sites would be acquired only as needed, and in the meantime private homes would be left undisturbed.

Union Automobile Bus Station:

The most immediate public building need is for a Union Automobile Bus Station with provision for loading and unloading of passengers off the public street. A possible site for such a building is indicated on the Public Buildings Group map. From this position on Seneca Street, it will be possible for bus lines to distribute in all directions with the greatest possible convenience to themselves, and least possible disturbance of traffic. The Union Bus Station might be municipally built and owned or financed jointly by the bus companies.

A Possible Site For A Much Needed Union Automobile Bus Station.
Proposed Fire Station:

A possible location for a proposed fire station is also indicated on the Buildings Group Map, at a point which appears to best fit in with the proposed traffic circulation.

Public Library:

The present Library building is inadequate and uninviting, and not at all a credit to a city of the size and character of Ithaca. A new Public Library fronting on Dewitt Park would be a great improvement.
Zoning Ordinance:

A proposed redraft of the Zoning Ordinance is contained in the appendix. The ordinance now in effect is unnecessarily complicated in parts and in some respects is contrary to the most recent best zoning practice. In making desirable changes it has been thought more practicable to redraft the entire ordinance over a simplified form, rather than attempt to revise the old ordinance.

Other than general simplification, the most important of the proposed changes are: The elimination of an "Unrestricted District", thought to be undesirable within the city limits of Ithaca; greater elasticity in the matter of building lines or front yards; the addition of area restrictions; a change in the personnel and functioning of the Board of Appeals; and some changes in administration.

The courts are steadily broadening in their interpretation of zoning power. But all zoning measures must be based upon reasonableness, and the promotion of the public safety, health, comfort, convenience, and general welfare. They should be sufficiently elastic to avoid the imposition of unnecessary hardships and should in every way promote rather than restrict intelligent growth. And further, the ordinance itself should be as simple as is consistent with effectiveness, for ease of interpretation and administration. These several points have been held in mind in redrafting the Ithaca ordinance.
The Zone Plan:

A few changes are proposed for the Zone Plan, partly to bring it into conformity with proposed alterations of the street plan.

The industrial district has been somewhat decreased in area by the elimination of the "Unrestricted District" and by placing all the present industrial area, southeast of the proposed extension of Fulton Street into the "A" Residence District. Industrial frontage on Dryden Road has also been changed to the "A" Residence District because this block is a link in one of the proposed main entrances to the City and does not have special industrial advantages. It is further recommended that the industrial area adjacent to the business center of the city be placed in the Commercial District. Further development of industry in this section would increase congestion and would usurp frontage which should be conserved for the centralized development of business. If necessary to the free development of garages in this district, the introduction into the zoning ordinance of a "Light Industrial District" directed to this purpose would be preferable to opening this section to general industry.

No change is suggested for the Commercial District except for a possible neighborhood store district in Cornell Heights for the convenience of the residents of that part of the city, and at a point calculated to be least objectionable.

The Apartment House District, "B" Residence, is shown extended north on Cayuga, Tioga, and Aurora Streets as far as
Outbuildings On The Inlet - An Eyesore
And A Menace.

Boathouses On The Inlet - Unsightly and
A Fire-Hazard To One Another.
Titus Avenue - A Future Thoroughfare Needs Carefully Studied Re-Planting

Central School

Fall Creek School - Such Public Buildings Would Be Much Improved In Appearance By A Few Well Placed Trees and Shrubs.
Cascadilla Creek, with the idea that this is a logical apartment house district, and that the present plan makes small provision for high class apartment construction. Every possible encouragement should be given to living in single family dwellings, but in such a city as Ithaca there is a need for a few good apartment houses.
STREET TREE AND OTHER PUBLIC AND SEMI-PUBLIC PLANTING.

Street Trees:

A survey of the condition and variety of existing street trees has been made and upon this survey as a basis, a proposed system of future street tree planting has been developed as shown on a special street tree map. Varieties have been assigned to the individual streets, partly according to the existing predominating variety and partly to provide an alteration of variety to serve as insect and disease breaks. Varieties have been chosen also in keeping with the general character and width of the street and width of the tree planting strip.

Proposed regulations and a guide for street tree planting are included in the Appendix.

Highway Planting:

Trees more than any other one factor determine the character of a highway or street. A very charming effect could be gotten by special planting along all of Ithaca's main entrance highways. An individual effect could be gotten for each of them by the use of some special variety or group of varieties of trees. The planting might extend for some miles in all directions from the City. In certain of the farm districts some crop bearing tree such as apple, cherry, black walnut, or butternut, might be used. Efforts on other highways might be directed toward a conservation and restoration of the natural planting. In other places carefully studied informal planting might be most
Planting Along Cascadilla Creek - An Improvement but Without Recognition of the Water As A Part Of The Landscape.
effective. Such a scheme of planting would be a source of a
great deal of pleasure for the people of Ithaca and vicinity,
and would do much to further distinguish the city. Some sug-
gestions as to possible tree varieties and character of planting
on the different highways are made on the Tree Map.

Planting about Public Buildings:

The planting about many of the public buildings could be
much improved, although inadequate space in some instances makes
effective planting difficult or impossible. Much improvement can
be had in certain cases, however, through the right placing of a
few hardy shrubs and trees, and indirect benefit would result
therefrom in the suggestion and example for private planting.

Park Planting:

The several more or less improved small park areas are
in most instances sparsely planted. They should be restudied
for possible re-arrangement and additional planting. In so far
as possible, the mass of planting, especially in the larger
areas, should be of native material.

Private Planting:

Much can be done to encourage planting of private proper-
ties by a general education of the public. Oftentimes this can
be best effected through demonstration plantings and through
competition planting and improvement with individual properties
and whole blocks or streets as entrants. The city might special-
ize on two or three good hardy varieties of shrubs such as lilacs
Washington Park - Attractive But Meagrely Planted

Dead-head Hill - An Ugly Gash In The Hillside Which Might Be Covered By Planting.
or forsythia and have these plants purchased in quantity, by some civic organization, for small cost distribution among citizens who can be interested to plant them.
GENERAL IMPROVEMENT.

Control of Character and Style of Architecture:

Following the successful example of several other cities of the country, Ithaca might very advantageously appoint an Art Commission whose function would be to pass upon the design, arrangement, and setting of all public buildings and monuments. The function of this Commission in some European countries is extended to the control of private building. In this country much could be done in that direction through moral suasion and education. Results might be obtained, again, by classified annual competitions for best facades in the business district, best domestic architecture of varying cost, et cetera.

Treatment of Waterways:

Improvement of Banks: Retaining walls, in places, are in a bad state of preservation and should be restored. In other instances the banks of the streams have been turned into dumps and are lined with tumble-down shacks, boathouses, outhouses, and whatnots.

In as far as practicable the city should acquire a right-of-way or easement along the streams, as suggested above under "Proposed Parks", not only for the sake of improved appearances but to do away with an unhealthful condition.

Pollution of Streams: There are instances of more or less troublesome pollution of the streams by industries, in the elimination of waste, and some evidence of pollution by individuals, all of which should be carefully watched and stopped.
Fallen Trees In Channel Of Fall Creek
A Menace to Boating and a Flood Danger.

Willows Taken Root In A Stream Bed -
A Flood Hazard.
Boathouses: Much of the length of the Inlet is made unsightly by boathouses in all stages of decay. Something should be done toward the elimination or improvement of these structures, as a matter of general improvement and fire protection for one another. Possibly a large public boathouse would be a solution.

Boating: By cutting a channel through the narrow lighthouse point, a continuous inside passage can be had for safe boating and canoeing, from Fall Creek on up through the Inlet to the streams south of the city as far as they are navigable.

Flood Control: For the benefit of boating and as a flood control measure, the streams should be cleared of accumulated obstructions such as fallen trees, masses of willows taken root in the channels, and flood deposits.

Some investigation should be made also of the control of the Lake level by the State. It is highly important to flood prevention and satisfactory use and maintenance of the shores of the lake and inlet streams that the level of the lake be held as closely within definite high and low water limits as is physically possible.

Bathing: Several pools here and there along the streams are being used for bathing. The more popular of these should be improved, made more accessible, and toilet facilities and dressing houses provided. The pool at Van Natta's Dam is especially worthy of attention.

Miscellaneous:

Street signs: The city is greatly in need of street
signs at street intersections, for convenience and as a means of
directing traffic away from the more congested districts.

**Billboards:** Further erection of large billboards and
signs in the residential districts is prevented by the zoning
ordinance, but this cannot affect existing boards or future
construction of them in the business and industrial districts
or outside the city limits. Every possible means should be
employed to turn public sentiment against these unsightly
nuisances.

**Bridges** Most of the existing bridges are old, unsightly
iron plate or girder structures, many of them in bad condition.
These should be replaced as rapidly as practicable by more ser-
viceable and more sightly bridges, perhaps built of local stone.

The Giles Street Bridge at Van Natta's Dam is much too
narrow and with the improvement of the street should be replaced
by one of adequate width.

**Tourist Park:** More adequate provision should be made
for the camping accommodation of tourists. A well regulated
camp, equipped with hot and cold water, washing, cooking and
bathing facilities, should be provided in some pleasant place
convenient to the tourist routes and yet more or less separated
from other park uses. Some part of Stewart Park or its
neighborhood, other than the lake front, can be made to serve
the purpose. The tourist park should be municipally owned and
a charge, sufficient to cover the cost of maintenance, should
be made, and a time limit should be placed on the use of the
camp.
A Small Amount of Clearing Up And Planting of Vines Around the City Pumping Plant Would Greatly Improve Its Appearance.

The City Gravel Pit - Threatening Six-mile Creek Park Should Be Abandoned.