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Professor Elkin's book describes the land use planning approaches and policies followed by the London County Council (LCC) during the early 1950s and 1960s, up until the reorganization of metropolitan government that produced the Greater London Council in 1965. The data base for the book is LCC and Chelsea Borough Council files, several hundred hours of interviews with bureaucrats and elected officials at the local level, and some additional interviews with central government officials and local community organizations. The main task Professor Elkin sets himself is to describe and explain the divergence of London land use planning from the typical American expectations regarding this aspect of local government activity. This is done through presentation of two brief case studies--Chelsea Borough Council's plan for housing development in the World's End section of West Chelsea, and the private development of Centre Point and St. Giles Circus--followed by a detailed analysis of the political, social, and organizational background to these cases.

Briefly, Elkin finds land use planning decisions in the London County Council to have been delegated to the council's Town Planning Committee, and within the committee primarily to its chairman. The dominant mode of decision making he calls "deliberative," meaning a cooperative search for the correct imposition of planning controls (for example, plot ratios, daylighting, maximum housing density) on requests for planning permission submitted for its approval. In a legally strong position, the LCC nevertheless failed often to carry its point of view against the applicants. Contrary to the expectation from American experience, however, the LCC lost not because of effective political maneuvering by applicants or by council members, but because applicants proved more persuasive than the LCC professional staff in the case they made for bending the planning standards to their benefit.

The central distinction between land use planning in London and in any large American city lies, Elkin argues, in the great differences in the political environments of local politicians. In London the environment was characterized by great certainty (predictability) and consequent autonomy for elected officials. Membership on the LCC was non-salaried and achieved as a reward for party service. The norm was prevalent that local citizens should not put pressure on their elected representatives, but should let them get on with the job undisturbed. Further, political cleavages were minimal and organized group life, at least as manifest in politics, was much less diverse and active than on the U. S. local political scene. Class was the only significant cleavage, and the government's traditional concern with housing for a broad class spectrum tended to minimize the significance of this cleavage for land use decisions. Also unlike the U. S., local businesses were not organized for political action during the period under study and consequently played little part in land use decisions that substantially affected their economic welfare. Finally, land use decision
processes emphasized expert testimony and gave little weight and few procedural rights to citizens merely because they might be affected by a planning decision. Town planning was seen as the regulation of urban amenity, not the accommodation of competing private interests.

What emerges from Elkin's multi-faceted analytic approach is a pattern of land use politics quite unlike the normal American pattern, yet internally consistent. (There are American parallels, however--small town and suburban politics often looks like the LCC). The main strength of Elkin's work is his use of a variety of explanations. Carefully avoiding reliance on any single factor, he draws upon many of the standard sociological and political science techniques to build up a complex and interlocking picture: clientele relationships, social cleavages, political culture, legal structures, and role theory are all brought into play. Surprisingly, the one place clear explanations do not emerge is the case studies. Elkin points in a general way to changes in London politics and in the planning profession in Britain during the 1960s, and he argues that these changes have brought a different pattern of land use decision making, one more similar to the American, but he adduces no specific examples to demonstrate the nature of these changes.

The text is somewhat cluttered with methodological asides and footnotes commenting on problems in the standard analytic approaches; these may be useful to readers without grounding in sociology or political science, but since they are not the real subject matter of the book they sometimes detract from the effectiveness of the main argument. For the non-British reader the most interesting sections are the discussion of the public inquiry device (an instructive comparison with American hearings on zoning variances), the examples of local government use of private developers to expedite governmental planning objectives, and the exploration of council members' roles toward decisions in general and planning in particular (these seem to offer the only explanation for the virtual absence of corruption in the well-known American style exemplified by George Washington Plunkitt). A concluding chapter attempts to rate the planning output of the LCC against specific efficiency, distributional, and representative criteria, and also to examine the extent to which the LCC's procedures conformed to varying kinds of rationality. These efforts are noteworthy, and deserve to be pursued further, but they remain only suggestive owing to the lack of any explicit standard with which the LCC's record could be compared.

Elkin observes that the 1950s was a period when the LCC was free to operate on the basis of economic rationality. Internal and external forces converged on this approach. Even so, the LCC (both elected members and professional staff) was less than completely successful in controlling planning output because the applicants generated more persuasive economic rationales than the council could. Applicants for planning permission could generally show how their plan maximized a particular goal--council house construction for the boroughs, floor space (rental profit) for private developers. The council, however, was not sure exactly what it wanted, and it was largely incapable of seeing the tradeoff aspects of the decisions it was making. In a more open, participative, pluralistic political system the council would have fared even less well because it was even less prepared to operate within a framework of political rationality than within one of economic rationality.
The book ends, unfortunately, without offering a conclusion on a point of potentially great interest, what kind of planning rationality is to be preferred? There would be both gains and losses in moving to a more openly political system, Elkin says; gains for a citizenry able to define and pursue its own interests, but losses in the demise of the well-meaning efforts of elected officials to reach an objective sense of the public good. By extension one could argue that elected officials might find active involvement by constituency groups to be a major source of strength in dealing with both planners and developers. This might help them see tradeoffs and identify priorities. Such an argument goes beyond Elkin's book, however, which ultimately is limited by its rather narrow empirical base. Nevertheless, the author should be commended for his attempt, within this confining framework, to raise some much broader questions about land use planning goals. Perhaps more work along these lines will be forthcoming.

Robert Eyestone

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The scope of this book is much more restrictive than its title suggests. This is not a study of locational decision making by firms or of firms' responses to changing spatial structure. Rather, it is an investigation of geographic associations between U. S. industries. With this as his focus, Latham slowly and carefully defines his study by selecting regions and industries. The 377 regions consist of 12 SEA's, 193 SMSA's, and 172 OBE (now BEA) areas outside of SMSA's; the 260 sectors in the 1963 Input-Output Study were reduced to 199 for computability. Through the input-output linkage data, he classifies industries as labor-oriented, market-oriented, material-oriented, or located in response to agglomerative economies. Of these, only agglomerative economies and market orientation are actually found to affect geographic association between most pairs of industries. Although the point is raised and evidence presented that coefficients of geographic association vary significantly between SMSA and non-SMSA regions, this point is quickly rejected in favor of "average" coefficients over all regions.

This is a scholarly work, a revised dissertation done at the University of Illinois in 1973. It faithfully raises virtually every possible interesting and useful consideration and variation in the analysis, only to discard nearly all of them, either as requiring too many calculations or simply as beyond the scope of the study. In fact, the number of times interesting proposals are raised and then dropped is most annoying. Further, a number of analyses, such as the effects of threshold size of industrial clusters, an urban-rural comparison, and regression analysis of determinants of geographic association, are performed on samples of only ten, 15 and 20 industries, respectively, of the 199. What is left is a very sound, if limited, piece of research in the tradition of Richter and Streit. Latham goes beyond this earlier work primarily by disaggregating the set of industries and expanding the number of regions. In addition, his cautious choices of variables and measures generally improve those previously used. The discussion of industrial complexes is quite dated, reflecting the lag from research to publication. The work of Campbell and Czamanski's recent monographs on this topic are notably missing.

Studies of geographic association are always somewhat disturbing. They are done in such an aggregated manner, both from the point of view of industrial linkage being measured by a national input-output table and from the fact that large regions are used as locations. While studies such as Latham's help to give a perspective on large scale patterns of industrial location factors, they necessarily ignore a number of important facts that derive from quite closely related research. For example, important regional linkages of industries may be obscured by national input-output data. Similarly, the importance of some interindustry relationships varies considerably across as well as within regions. The difference between geographic associations in metropolitan and nonmetropolitan regions is only one example of variation that is not profitably ignored by aggregation.
Despite these problems, Latham's work is sound, ambitious, and a notable contribution to the study of industrial location as indicated by geographic association. His ambition is perhaps a problem in itself; if he had not tried to cover every issue, one would not be so often disappointed to learn that yet another point was beyond the confines of the study. As an application of input-output data to location theory, Latham's book is an important one, and should be useful to researchers in those areas. However, it is not for the notice, since it assumes familiarity with previous work on input-output and spatial association. This monograph is one of a new series of Studies in Applied Regional Science published by Martinus Nijhoff. Both the series and Latham's contribution deserve the attention of regional scientists.

Edward J. Malecki
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The "regional development evaluation" reported by the authors of this work is basically an application of input-output analysis to various forms of government expenditures, particularly those of the FRED program (The Interlake Fund of Rural Economic Development), to ascertain employment, output and related impacts on a defined region in Manitoba, Canada. As such, it represents an effort to establish and utilize a regional accounts framework for what is essentially a rural area as opposed to the larger area analysis that is more fully developed in the literature.

Much of the discussion represents familiar material to individuals that have dealt with interindustry analysis and regional planning in one form or another. Probably the most interesting chapter in this regard is Chapter 2 which relates and compares the many concerns of a planning authority with the research that is typically used to address those concerns. This discussion is fairly comprehensive as it touches on such topics as the role of cost/benefit analysis, programming and budgeting, critical path analysis, and related techniques to government decision making. It discusses generalized models, such as input-output, along the need for special supplementary studies for such planning efforts. It touches on criteria for "reliability" of results with reference to input-output techniques. Finally, the chapter relates these concerns to the problem at hand, that is, the analysis of a specific region in terms of its particular characteristics and problems.

Chapters 3, 4 and 5 discuss the input-output model in a general textbook fashion and present the completed table for the Interlake area which was constructed for the year 1970. In the process, the authors relate to the reader some of the decisions that needed to be made in the development of the table, such as whether to use purchaser's or seller's prices, where to assign transportation charges, whether to use direct or indirect routing, et cetera, along with convincing arguments for the decisions made in this particular study.

This particular effort relied on both purchaser and sales information obtained from a rather comprehensive survey of establishments doing business in the area. A survey was also taken of a sample of households in order to obtain the regional consumption and income information that allows the table to be "closed", so that induced impacts could be estimated.

The remaining chapters (up to the conclusion of the work) apply the table to various government expenditure programs, ranging from the FRED program to the operation of a local air base, in order to estimate sales and employment impact levels. The chapters are written in such a tone as to imply that they are a demonstration of the technique as well as a presentation of research results for their own sake.

The impact estimates were made under ceteris paribus assumptions. In other words, no attempt was made to integrate the estimates in terms of one
another to answer such questions as "What would happen if the local air base were closed and FRED expenditures were increased?" Further, no attempt was made to project the economy into the future in terms of anticipated government programs and expenditures or to simulate alternative futures for the region. However, it was implied at several points that future oriented research was the next step of the total research design, of which this is but one part.

The book ends with several technical appendices dealing with the methods used in the collection and organization of the data for the study. Of particular interest is Appendix B which discusses sampling procedure and methods used for obtaining firm listings and household locations.

While there is little in the way of new techniques or even unique application of existing techniques contained in the book, it still stands as an excellent demonstration of the application of interindustry analysis to the planning and decision making needs of a rural area. As such, it represents a useful guide to other researchers seeking to make similar applications of the input-output tool.

The work clearly addresses many of the common decisions that must be made by the researcher during the conduct of such a research effort. In the process of doing this, short discussions were included concerning the reliability of such models in impact estimation, although this discussion was far from conclusive, especially as it relates to small area analysis.

The regional input-output table itself appears to have been well constructed. The region was small enough to permit a complete census of firms within the limitations of the budget. This helps to eliminate the problem of obtaining reliable control totals that often plague small area researchers, although nonresponse still represented somewhat of a problem. It was very interesting to note the inclusion of a household survey as this is often overlooked and handled through secondary sources of information in regional I/O work.

Probably one of the real strengths of this effort from the point of view of the input-output researcher is the almost proposal orientation of the work. Since this is a successful effort, it serves as an excellent demonstration project in the use of the technique. While the work is probably too technical to simply hand to prospective users of an interindustry table in government or in industry, its results can be pointed to by aspiring researchers as an indication of the tool’s strengths. This demonstration is often asked for by potential users of interindustry techniques but is often unavailable to the researchers.

There are a few concerns that come to mind in reviewing the work, however. In the first place, the stability of input-output coefficients is of constant concern in terms of the reliability of the tool. This is especially true for rural areas and their inter-regional trade patterns. This study analyzes various impacts using a table constructed in 1970. Questions of reliability must surely come to mind in regard to the application of a table constructed so long ago.
Further, the table consists of 17 sectors. This indicates a relatively high degree of aggregation on the part of the researchers. The nagging concern is one of reliability in terms of multi-product firms and production techniques. The seriousness of this concern is diminished somewhat by the fact that manufacturing plays such a small role in the region and that manufacturing tends to be the generalized area in which multi-product concerns are the greatest.

Finally, the authors tend to excite the reader about the prospects for integrating this I/O effort into a broader systems form of analysis in the earlier chapter of the book. After the impacts of various programs are assessed, they end the discussion with no concrete suggestions for further development of the model along these lines. This is what restricts the book to taking on the character of being just another I/O effort for a different geographical area. The reader is left looking for the next step in the research plan without being able to find it in the book.

All in all, the work is well done and well presented. It is recommended reading for researchers and officials alike that are contemplating similar types of efforts in their own region.

Richard W. Lichty

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HENRY S. MARCUS, JAMES E. SHORT, JOHN C. KUYPERS, and PAUL O. ROBERTS:
Federal Port Policy in the United States, Cambridge, Mass.: The

This study evolved from a research project for the U. S. Department of
Transportation. In an investigation of the regulatory structure which
influences U. S. port development, the authors are especially concerned
with the federal role—past, present and future.

On page 1, Chapter 1, a recurrent theme is introduced: "Traditionally,
federal policy dating back to the Constitution has been that no federal action
should discriminate between ports. However, the combined factors of modern
technology and environmental awareness have disturbed the traditional port
planning and development process." Chapter 2 illuminates the traditional
process by describing aspects of the local port scene where, in fact, most
of the port development plans have originated. Local interests and local
impacts have dominated the decision making. The urge to preserve this
"typically American," typically-competitive, environment seems to have had
a profound influence on the historical evolution of the federal role in
port affairs, as recounted in Chapter 3. Chapter 4 fills out the picture
of the various governmental (federal, state, local), quas-governmental,
and private organizations involved in U. S. port development. The remaining
two-thirds of the text and most of the nine appendices pertain to specific
federal legislation, federal agencies and their organization, authority,
functions, and efficacy. A chapter each is devoted to the federal environmental
organizations, U. S. Army Corps of Engineers, Maritime Administration, U. S.
Coast Guard and the Department of Transportation.

Despite valiant attempts to construct a framework in which the involvement
and impact of federal agencies in port affairs can be analyzed, the authors do
not offer techniques for precise and objective analysis. Nevertheless, for
descriptive purposes and for subjective evaluations, their framework is useful.
The major contribution is an elaborate and politically realistic picture of
all the wheel-spinning, overlapping and (by emphatic implication) extravagant
behavior of the various port-development-related government agencies and
congressional committees. In 1970, as they note, there were 34 separate
committees of Congress through which transportation programs had to filter
and more than 50 federal organizations with some sort of port-related mandate.
There has been no general mandate for centralized federal control and the
persistent "non-discrimination" philosophy gives no direction to U. S. port
development. To add to the complexities, Congress, ever sensitive to the
prevailing mood of its constituency, has enacted a plethora of laws,
especially environmental laws, which affect all U. S. port development programs.

The reader will share the writers' conclusion that this picture reflects
a great deal of waste. (One unmentioned and rather appalling aspect of such
governmental fragmentation is the obvious tendency toward duplicative research
contracts with consultant firms). The reader is also likely to agree that an
absolutely literal interpretation of the "non-discrimination" principle is

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unrealistic when federal laws and regulations and federal funding of past projects already affect competition among ports. This impact, one agrees, is greater as modern technology requires greater port investments, and as modern environmental and other law (at federal and state levels) "penalizes" some port districts more than others. Other points of likely agreement may include the need for improvements in the data base from which impacts can be measured and projections made, and the need for a comprehensive study of the national port system (one study, not an endless series of duplicative ones).

The authors make these points convincingly but hesitate to recommend emphatic measures to cope with the waste which they have so vividly described. Perhaps this is because they are political realists and perhaps it is because their original charge from the Department of Transportation was to investigate the use of existing regulatory structure to influence port development. What they do recommend is better coordination among governmental actors. This, to be exact, is their suggestion for the short term. However, their own realistic observations of "an environment dominated by entrenched vested interests," of the tendency "to add new bureaucratic power to an agency rather than simply reorganize existing authorities among agencies," and of "inter-committee rivalries" make prospects of waste elimination through voluntary coordination a dim prospect. Why not a more forceful plea for reducing the number of involved federal agencies and for consolidating federal authority and responsibility? Governmental waste-making is a public issue, too, and one which the present administration promised to tackle.

Many of us are not advocates of centralized port control at the federal level. That does not mean that federal advice, assistance and a sense of direction from the top are unwelcome. What we might advocate, then, is a consolidation at the federal level for the sake of efficiency not for the sake of control. The former, not the latter, seems to suit the predilections of the shipping community. (Another report in 1976 "Port Development in the United States," by a panel of the National Research Council, concludes that federal control of port development is neither feasible nor desirable). Although "Federal Port Policy in the United States" recognizes these predilections, the book does not emphasize in its very brief chapter on port planning at the local level why this may have been the only feasible system. The port communities are enormously complex. As the writers note, and perhaps should underline, more than 60 percent of the U. S. port facilities are privately owned and operated by profit-seeking organizations. The myriad of port-related services is dominated by private enterprise. Furthermore, all of this and the ports themselves are part of an international trading system. Thus, decisions made in the forelands (never mentioned in this book) as well as hinterlands affect port planning. That is why many ports have overseas trade development offices and why the adjective "parochial" is not applicable. It is why they may be more extroverted and internationally-aware than policy-makers and law-makers in state and national capitals. A system of federal control of these elements and processes would have to be incredibly elaborate—an unaffordable extravagance. The authors of this volume do not argue forcefully for or against such a centralized system. Perhaps they are too non-committal.
In final analysis this book gives the most comprehensive picture so far available of the complexities, fragmentations of authority, limits of mandates and cross-purposes of federal agencies, committees and laws which impinge on port affairs. It will be an important reference source for students of American port systems and for those in our national capital who cannot remember who does what.

Douglas K. Fleming

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The authors have indicated that this advanced textbook in spatial economics was written to satisfy a perceived need to synthesize regional theories and techniques. They identified three goals for the book: (1) a formal presentation of the theories; (2) the development of a series of ideas on regional economics along rigorous lines; and (3) the introduction of the student to a series of operational techniques.

In spite of the title, the book should not be mistaken for a modern day Methods of Regional Science. This is not an elementary text covering the "black bag" of analytic instruments which are fundamental to a practicing regional scientist. Rather, it is the logical output of two well known Dutch econometricians. Heavy emphasis is placed upon the rigorous mathematical development of spatial models with little, if any, discussion of the real world applications. Indeed, one may consider the book to be an abstraction from the original theories and studies, which were themselves abstractions from the observed world.

The volume is presented in three parts. The first is concerned with location theory and presents abstracts and reformulations of the contributions of von Thünen, Weber, Predöhl, Palander, and Lösch. Also included are syntheses of both the partial and general location problems with particular reference to the generalized Lösch problem and the Tinbergen - Bos analysis.

The second part of the book is concerned with the rigorous exposition of analytic methods. This section is made up of three chapters, the first of which deals with the concepts and definitions of regions (interregional distances and factor analysis). The second chapter, and the longest in the book, is devoted to regional and interregional input-output analysis. It would be difficult to cram more material into the 88 pages of this chapter. It provides a rigorous mathematical background for I-O models in their most abstract form, while avoiding the minutiae of operational concern. The third chapter of the methods section of the volume is devoted to the logical extension of input-output to regional and multi-regional programming, including mathematical programming, linear programming, transportation models, entropy maximizing models, and locational models.

The third portion of the book, a single synthesizing chapter, entitled "Multiregional Equilibrium and Growth," presents the basic regional equilibrium models of Lefeber and von Boventer, as well as those by the authors.

The volume is an excellent rigorous presentation of the mathematical abstractions found in some of the regional science literature. It has drawn together and synthesized in a useful form many of the theoretical aspects of location theory.
The "methods" aspect of the volume is not presented in an operational form; but, rather, with all of the complex sub- and super-script notations which suggest a clear and concise definition of the underlying functions in the real world. The "flavor" of reality does not appear to be sufficient to warrant utilization of the book as more than a theoretical text for mathematically inclined students. That is, it is a reasonable academic work, but of marginal value to the applied regional scientist facing real world problems.

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The overwhelming majority of the urban related research has been devoted to problems faced by the largest SMSA's. No doubt, this preoccupation resulted from the urgency of the social problems which came to light in the mid to late 1960s. Unfortunately, the major attention on problems in large urban areas came at the expense of issues being faced by small and medium size communities. Micropolitan, as defined by Tweeten and Brinkman, "refers to the small cities, towns, and open country of America" and micropolitan development means "improving the well-being of micropolitan residents, wherever they eventually reside."

The authors begin with a discussion of the interrelationships between metropolitan areas and their large urban counterparts. Focusing on small communities draws attention to the fact that SMSA's, so frequently studied as one data observation, are in actuality usually a collection of small and medium size cities. This is not to deny that by definition metropolitan areas are economically integrated units; however, there can be significant variation within the individual cities in the SMSA. By examining the urban areas as a single unit, this community uniqueness can be lost.

This issue will be of special importance in the next decade as the movement of industry to the suburbs continues. While the suburbs may be considered as part of an economic area, the decisions concerning development policies are all too frequently made as though the community were isolated. In all probability, more effective development strategies for urban areas will be forthcoming as the individual governments plan for economic growth and development as a unit. Thus, research that takes into consideration the role which small communities play in metropolitan development can be very useful in attacking the large urban troubles.

In the first two chapters, the authors review the major trends that have been drawing residents from micropolitan areas to larger urban areas. Their major emphasis is on small communities in rural areas that have lagged the metropolitan counterparts in housing, services, and other amenities. The authors, in general, review the pros and cons of a policy aimed at micropolitan development and conclude with a plea for more assistance to attract nonfarm employment opportunities to the rural areas. Without this assistance, further declines in agriculture are going to continue to retard the development of the small communities.

There has been a renewed emphasis, in recent years, on development of rural areas as an alternative to accommodating larger populations in metro areas. More and more we are witnessing attempts by governments to limit growth through density zoning and other tools. Within this context, the authors present a brief overview of the traditional theories of economic development as they can apply to micropolitan areas. They conclude, not
surprisingly, that a viable theory of economic development must be selected within the context of goals for the community and in light of the unique problems of the area. For a workable program to be developed, there must be a better understanding of the potential for nonagricultural employment growth in the rural areas and the infrastructure that will be required to bring it about.

The next major section outlines the role of human resources in the development process. The human resources section provides an organized discussion of various Federal manpower policies with a brief review of the literature concerning the success of each with the traditional call for welfare reform being made. One of the most significant contributions of this section is that it calls attention to the fact that poverty is not solely a large urban problem and that renovation of the welfare system would have very positive effects on small communities as well.

This section concludes with an analysis of industrialization and improvement of community services in the development of the region. The discussion reviews the prior research and presents a well-balanced treatment of the development issues. This section should provide worthwhile reading for local planners currently facing the industrialization issue.

The remainder of the book focuses on the more applied aspects of development, including planning, participation, and financing arrangements. Of particular interest is the discussion of planning using econometric models based on the Oklahoma experiences. This treatment takes planning out of the abstract and permits the reader to see the expected results from following various strategies.

For the most part, the discussion of the substate and land use planning issues, as well as the formal economic models, is at a fairly elementary level. This is seen as a plus for this type of text because it places several fairly useful tools into the hands of practitioners in a context that they can easily implement. The models section is not really intended to advance the state of the art.

This volume makes a solid contribution to the practical literature on community development. Its strong point is the use of economic theory as a basis for an analysis of political and economic issues. The reader is provided with a brief introduction to the economic principles and in the same chapter is brought up to date on the current federal legislation. Throughout the text, an attempt is made to survey the empirical literature and references for further study are provided at the close of each chapter.

Perhaps the weakest aspect of the book is its breadth of coverage. The authors are not able to delve into the individual topics as much as necessary to provide an in depth treatment. However, in most instances enough discussion is provided for readers to obtain a general overview of the topic and the references at the end of the chapters are adequate to provide for a more detailed survey of the subject.

In my opinion, this book warrants reading by both practicing planners
and academics. The former will gain a much broader perspective of the role of planning in small community and rural development. The academics will gain new insight into another set of regional and urban problems. In the next decade these small community issues will be consuming more of our attention.

Norman Walzer

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