

introduction (p. 14). It is in this direction that he hopes to see planning history move.

Until we begin to ask these more difficult questions, questions which are not easily answered from the administrative documents or personal papers of leading planners which we are accustomed to use, we shall never know how important planning has been to the modern world, apart from the fact that it has kept a lot of people occupied. If we can tackle them, however, we shall at one and the same time contribute to the theory and practice of planning, and develop planning history into a more respectable branch of general historical studies (p. 14).

Sutcliffe is arguing that planning history is not only one legitimate aspect of historical research which ought to be pursued, but, in addition, it is an aspect which must be pursued if we are to gain a better understanding of the processes of change affecting planning and planned intervention and urban development. In this, he is agreeing with Sam Bass Warner who has pointed out that "to plan without regard for the processes of change is inevitably to fail."

Sutcliffe has, therefore, not only produced a very thorough bibliography but has also offered some insightful comments on planning history research and the directions in which it should be moving. His monograph is an essential resource for anyone pursuing planning history research. He is currently updating this initial bibliography, and we can look forward to an expanded revised

edition, probably published as a book, sometime in the near future.

J.D. Hulchanski  
Department of Urban and  
Regional Planning  
University of Toronto

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Teaford, Jon C. *City and Suburb: The Political Fragmentation of Metropolitan America, 1850-1970* John Hopkins Studies in Urban Affairs. Baltimore: John Hopkins University Press, 1979. Pp. vii, 231. Tables, \$15.00.

Nearly four decades ago one of American's most distinguished social scientists, the late Charles E. Merriam, observed that "the adequate organization of modern metropolitan areas is one of the great unsolved problems of modern politics." Merriam's assertion remains unchallenged. And in the United States the quest for institutional arrangements to secure the effective governance of metropolitan areas continues to challenge the best efforts of social scientists and practising politicians and administrators.

While the Canadian student of metropolitan government is able to point to considerable institutional innovation; e.g., the metropolitan Toronto federation established in 1953, the urban communities in Montreal and Quebec City areas of the late 1960s, the several regional governments established in Ontario, and the total consolidation into a single city of local government in the Winnipeg area in 1972, his U.S. counterpart confronts a much more meagre record of achievement. This is not to suggest that Canadian approaches have met with universal acclaim, but there appear to have been fewer