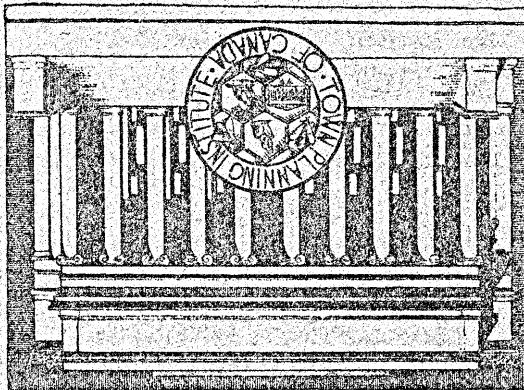
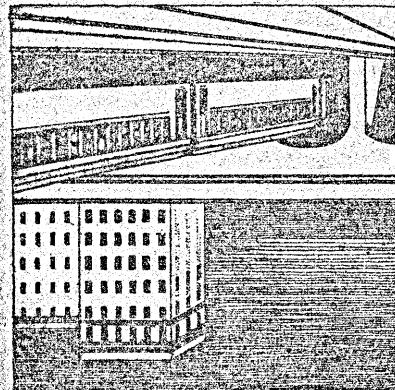


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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JUNE, 1931

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# TOWN PLANNING

VOL. X.

OTTAWA, JUNE, 1931

No. 3

*Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.*

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## News and Notes

### OTTAWA ZONING SEEMS IMMINENT

A recent statement by a member of the Ottawa Board of Control, during a discussion on "the location and operation of gasoline service stations and garages" that "these and various other matters would be dealt with in the zoning bylaw which will be brought forward by the Board of Control when Noulan Cauchon returns from his European trip" encourages us to announce once more that the zoning of the Capital City is imminent. This we have been doing for the last five years, since it seemed logical to believe that the immense amount of time and labor spent upon the "Zoning Bylaw for Ottawa", culminating in 1926 and passed by the City Council would result in some reasonable application of the bylaw to the vexatious special and local problems which have wasted so much of the council's time and energy.

A method of orderly planning, which has been adopted by more than 900 towns and cities in the United States and Great Britain has surely passed the stage of academic argument. In Canada the most recent cities to adopt a zoning scheme are Saskatoon and Prince Albert, and each city within a year of the inception of the zoning movement has developed its plan and carried it into operation. Some studies of these Canadian achievements, carried to success by the best of cooperation among the

local technical officers of the cities concerned, their town planning commissions, their city councils and their special consultants will be found on another page.

\* \* \*

### COURTENAY, BRITISH COLUMBIA, DECIDES ON A PLAN

The planning movement in British Columbia has the excellent advantage of studying the developed plan of Vancouver, which may well be regarded as a text book for the province and the Dominion of the aims and purposes of modern planning. The smaller towns are not catching on to the movement with the eagerness manifested in the United States and in Europe.

The town of Courtenay, however, Vancouver Island, has been showing intelligent apprehension of the value of early planning for some time and has finally commissioned Mr. J. Alex. Walker, engineer and secretary to the Vancouver Town Planning Commission, to prepare a Major Street plan of the town as the first step towards a complete plan, to be developed as financial circumstances warrant.

The town covers only one square mile in area and has a population of about 1,200 but obviously includes a group of citizens who have been doing some social thinking. They have struck the important idea that it is far away better, and will be vastly more economical in the long run, to begin

their planning early and not accumulate the expensive problems of bad planning which are the despair of larger cities in face of the replanning problem.

It will be noted, too, that the approach to the problem, under the guidance of Mr. Walker, doubtless, is scientific. It is not really scientific to spend all the early studies on zoning before the major street plan is settled. Following the early American method Canadian towns and cities are inclined to think that zoning is the whole town planning problem and to jump at the zoning problem and end in confusion because other problems, such as major streets, have not been first considered.

We shall watch the planning of Courtenay with special interest. With so small a population it is natural that the resources for public purposes will be small. But there is wisdom and wealth in beginning right and following a course which is made scientific by the experience of decades of town planning work in most of the civilized countries of the world.

\* \* \*

#### THE HEIGHTS OF BUILDINGS IN LONDON

On another page will be found an Interim Report of a Conference between representatives of the London Society, the Royal Institute of British Architects and the Town Planning Institute called last July to consider the London situation in regard to the heights of buildings.

The careful student of the British attitude to high buildings in congested centres will see something more rational than national conservatism. He will see in this document the effort that is being made to conserve the rights of the majority of citizens who cannot compete with the sky-crazy millionaires who are allowed on this continent to run up their monstrous structures from congested centres irrespective of traffic conditions, architectural amenities and the rights of others to light and air and refreshing vistas.

The British Town Planning Act has suffered greatly by its original restriction to new development or lands ripe for development. It has had no retroactive power to deal with built-up areas and has only recently acquired such powers. The explanation is that so far back as 1909 the first Town Planning Act would probably not have passed the legislature if such powers had been demanded.

Profiting by British experience the American town planning movement began at the centre and concentrated on zoning for the large cities. For many years zoning occupied the whole field and only later branched out into comprehensive planning for the city and region. It cannot be pretended that the first American zoning schemes were adequate, as witness the shooting up of skyscrapers in New York

and other great American cities wherever a few lots can be bought to hold the building.

The slowness of the British legislature in adapting their Act to modern thinking and international experience has left London without a zoning law for the central area, and, as will be seen in the Interim Report of this conference of special students, some grave problems have arisen in face of the modern tendency to erect high buildings, irrespective of traffic congestion and the welfare of the community as a whole.

The problems dealt with in the Report are so far from local, however, that no city either in England or on this continent, has had the foresight to avoid them. Exception may be made in favor of the garden cities, where building is under complete community control and where the congestion that has made the problems will never be permitted.

Readers are invited to look at one problem. There is a public park, built at public expense, surrounded by handsome dwellings whose owners are taxed in view of their special location. Should the authorities allow the erection of a row of high buildings on the periphery of this park that will cut off the vista, practically bought and paid for by existing residential community? Owners of valuable home property have had to put up with this kind of thing from time immemorial. Yet no reasonable person can call it civilized.

Building in many places takes on the aspect of a social war. And yet reasonable and socially scientific planning could make the squabble as unnecessary as most wars are.

\* \* \*

#### THE GREATER LONDON REGIONAL PLANNING COMMITTEE

Some months ago we gave an extended account of the work of the London Regional Planning Committee. The Committee is publishing in sixpenny pamphlets further reports supplementary to the first report of a year ago. Two deal with Open Spaces and Decentralization. They have been prepared by Dr. Raymond Unwin, technical adviser to the committee. Dr. Unwin draws attention to a London County Council survey, made some years back, of possible sites for playing fields (as distinct from open spaces of other kinds) and makes a fresh survey of the question. He finds that since the first survey over 5,000 acres of land recorded as suitable for playing fields have been taken for building purposes and urges that prompt steps be taken to secure 20,000 acres of land still available for playing fields in the inner part of the region. It is assumed that the amount of land necessary for playing fields is seven acres per 1,000 of population. The London County Council have agreed to call

(Continued on Page 59)

## SASKATOON--ZONING AND PRELIMINARY TOWN PLAN

We have commented at different times on the discovery by the City of Saskatoon of an eminently practical means of evolving a Zoning and Preliminary Town Plan at what seems to be a minimum of expense for so important a scheme of social engineering. This was to appoint a small town planning commission composed of men with technical training and educated social outlook who were willing to undertake preliminary studies and investigations on a voluntary basis, involving little more cost to the city than office expenses, and to bring these studies to a point where a consultant might be called in to coordinate the work already done and to present a workable Report, which, if adopted by the City Council, might be accepted as a Preliminary Plan suitable for immediate operation.

This method has probably shortened the customary time period for the development of a Plan by about two thirds and confined the expense to an annual appropriation of \$5,000 for the expenses of the Commission and a consultants fee of \$2,500

Last July, Dean C. J. Mackenzie, chairman of the Commission outlined for the benefit of the Regina Town Planning Commission, the various previous attempts to get town planning under way in Saskatoon. As reported by the secretary of the Regina Commission, Saskatoon had originally a Town Planning Board for about two years, a large unwieldy body without any satisfactory appropriation for work. After functioning for about a year and achieving little this Board was disbanded and a Town Planning Commission, with five members of technical training and three city representatives, was appointed with an annual appropriation of \$5,000 for office expenses. Several of these technically trained men were also members of the City Council, which probably explains the excellent co-operation of Council and Commission from the inception of the work, now brought to fruition in Messrs. Wilson, Bunnell and Borgstrom's Report, as consultants for the Plan.

The consultants explain that their commission was to report specifically on Zoning, with general suggestions concerning a more comprehensive plan. The zoning scheme suggests three classes of residence districts, A. B. and C., local business, commercial, light industrial, and heavy industrial districts. Zoning, it is explained, is the application by the community of the Golden Rule. The only way to induce those persons who are not influenced by the sanctions of the Golden Rule—such as the maintainers of a junk yard at the entrance of one of the finest residential avenues in Ottawa—is to make public regulations with regard to the uses of private land and property which restrict the liberty of the

individual to offend against public decency and community welfare.

This is done in a score of ways already, especially in sanitary matters, where without such regulations the public health movement as we know it would have been impossible.

Moreover it is not right that home-makers, who have bought land and built houses in the belief that they were entering a home district should suddenly find themselves neighboring with a junk yard or the manufacture of tombstones. "The truth is" says Mr. Bassett, "that no man can make the best use of his own unless his neighbors are required to make such use of their own as not to injure others." All civilized persons will doubtless agree with these highly moral sentiments, and yet the city councils of Canada are woefully slow in providing zoning protection for their people.

We find some promise for Canadian planning in the fact that the City of Saskatoon has employed a Canadian firm of consultants to shape their final Report. And this from no narrow nationalism or poor animus against foreign firms as such. The brotherhood of town planners is international and town planning education is proceeding everywhere by a fine and generous exchange of ideas and services. But town planning in Canada will only make commensurate progress with other countries by the recognition of the fact that there are trained men ready for work in Canada, whenever the towns and cities awake to the vital need of planning.

The essentially social and economic outlook of the modern planner will be seen by a quotation from the consultant's Report. Credit is given to the city for the present tendency to place effective restraint on scattered development and congratulations on the fact that about 75% of city lands belong to the city and can therefore be shaped to a modern plan with much less resistance than is customary. The city is in a sound financial position, with a present population of 45,000 persons.

There follows a rapid survey of past methods of development, which constitutes an effective argument for modern planning, so that the expensive mistakes of the past may not be repeated:

Saskatoon has been practising town planning for good or for bad since 1883 when the first subdivision was laid out. It had its big boom from 1906 to 1912 when thousands of acres of prairie were subdivided and sold under high pressure methods to a gullible public. Unfortunately, there being at that time no form of municipal control, the owners of each quarter section divided it for the most frontage feet available. The responsibility, of course, must not be

laid at the door of the individual subdivider for without some form of municipal control he could not have been expected to do other than he did. Consequently today Saskatoon is a city in which the layout of the streets, the size of lots, the location of subways, bridges, public buildings, commercial, residential, recreational areas, and so forth have been treated as distinct and separate problems entirely without regard to the requirements of the city as a whole.

That the Real Estate interests recognize the error of their former ways and the handicaps under which cities have laboured from lack of control in street layout and in zoning is abundantly shown by the fact that the National Association of Real Estate Boards, representing the realtors of Canada and the United States, is without reserve, the strongest supporter of the town planning movement on the continent.

In the initial surveys, preparatory to the opening up of the farm lands surrounding Saskatoon, many trails leading across country by the shortest and most favourable routes were recognized by the government and continued as road allowances. It is to be regretted that rural municipal councils have since closed many of them and handed title over to the farmers through whose property they ran. Unless these former trails are restored, many additional tens of thousands of dollars will be spent in constructing extra mileage and in railroad-highway grade separation on the various provincial highways entering Saskatoon, to say nothing of the lives that will be lost if the present conditions as to grade crossings continue.

That Saskatoon is growing is evidenced by the fact that from 1920 to 1930 her population has increased from 25,000 to 45,000, and it is not too much to expect that in the next 25 years she will have reached a population of 100,000. To care for this growing population, about \$10,000,000 per year on the average will probably be spent (the average per year for the last five years has been about \$7,000,000) upon new homes, new streets, new transportation lines, new power facilities, new factories, new schools, new pavements, new sewers, and other kinds of construction in and around Saskatoon, and yet if there is no comprehensive plan to guide development in a well thought out program to co-ordinate private and public activities with reference to all the requirements of the community, Saskatoon won't become the city it might otherwise be and it will have to spend more money in the end.

The improvements suggested, say the consultants, are in some cases corrective and in others preventive. It is not suggested that they be all undertaken at once, but it urged that the Commission be encouraged to undertake constant studies according to the

capacity of the city to carry on a continuous program. The Plan proposes:

In the light of the above the several major problems to which, we believe, attention should now be given are:

- (1) Development of a street system to meet the requirements of:
  - (a) Local traffic.
  - (b) Through traffic.
  - (c) Boulevards and parkways.
- (2) A Zoning Bylaw.
- (3) The establishment of an area for heavy industry.
- (4) The creation of a "Civic Centre."
- (5) Additional legislation to facilitate:
  - (a) Replotting of undeveloped lands.
  - (b) Widening and extension of streets.
  - (c) Architectural control of all buildings to face the "Civic Centre."

The "Major Thoroughfare Plan" or "Street System" goes into elaborate detail to meet the requirements of present-day Saskatoon.

A street system to meet the requirements of:

- (a) Local traffic
- (b) Through traffic
- (c) Boulevards and parkways should be so arranged as to location and width
  - (a) that residential districts may be protected from the annoyance and danger of through traffic, and in a manner best suited to the topography of the ground;
  - (b) that the parks and natural beauty spots may be co-ordinated with one other;
  - (c) that convenient access may be afforded among all sections of the city, and in such a manner as to pass along the fringe of, but not through, the congested districts.

This having been accomplished, not only will distances be shortened and travel over the streets made safe and more enjoyable, but because of the lesser distances, more attention to topography and to pavement types and widths, tens of thousands of dollars will be saved over what would otherwise be spent in the provision of sewers, watermains, electric light lines, telephone lines, transportation lines, grade separations, etc.

Where such a street system is developed in conjunction with a comprehensive Zoning Bylaw, the savings will be still greater.

Proceeding to a consideration of the street requirements for Saskatoon, we find the following:

1. Favourable factors:
  - (a) That all streets in the Central Commercial District have a width of 99 feet.
  - (b) That many streets on the Nutana side have a width of 99 feet.
  - (c) That many streets on the West side have a width of 80 feet and a few of 99 feet.

(d) That no streets in the city have a width of less than 66 feet.

(e) That the river flows diagonally across the city and for the greater portion of its length is flanked on both sides with boulevards and parks.

(f) That due to the difference in elevation between the west and east sides of the river, the railroads cross it at high elevations permitting of easy railroad-highway grade separation for the boulevards and parkways developed or to be developed along each bank.

(g) That large blocks of undeveloped land beyond the present built-up area are owned by the City, facilitating replotting.

(h) That many vacant lots inside the built-up area are owned by the city, facilitating future street widening and extensions.

(i) That under the Town Planning Act the city can define a line between which, and the present street, no future buildings may be erected.

(j) That because of the above and by reason of vacant lands privately owned, and land occupied by buildings back from the street line, or by buildings which will be removed or replaced, the right of way for new streets, street widenings and extensions, and railroad-highway grade separations which will be costly if not impossible within a few years, can in many cases be arranged for now at comparatively small cost.

## 2. Unfavourable factors:

(a) That the street system, except along the river is wholly rectangular, having been based upon the Government System of road allowances, in fact except along the river and for two streets

in the Caswell Hill section there is not a diagonal street in either the City of Saskatoon or in its immediate environs.

(b) That broadly speaking the railroad lines and the streets have been laid out regardless of each other and consequently there exists a multitude of grade crossings, constituting an ever-increasing hazard to life and limb.

(c) That without exception such bridges and subways as have been built to carry the streets over the river or under the railways, have been located from the standpoint of expediency rather than from that of convenience and utility.

Other factors requiring consideration in the development of a proper street system are the location both present and prospective, of:

(a) The Provincial Highways.

(b) The Exhibition Grounds.

(c) The Industrial, Commercial, Residential and Recreational areas.

Following this are the recommendations with regard to specific street improvements. Great emphasis is placed on the need for replotting, as illustrated in German method and now adopted in British Columbia and Alberta. They recommend improved legislation for this purpose. The consultants point out that in this country of great spaces there is really no need of 25 foot lots for residential purposes and recommend their abolition in Saskatoon. They argue for architectural control in respect of buildings facing the Civic Centre. There are chapters on parks and recreation centres and on the important subject of "Carrying Out the Plan."

## Planning the Village of Forest

## Hill--Greater Toronto Region

Mr. Norman Wilson of the firm, Wilson, Bunnell and Borgstrom, Toronto has been given the task of conserving the Village of Forest Hill, in the region of Greater Toronto, as a high-class residential area, by means of a new plan for the north section of the village, which threatens to evolve as an industrial district, against the wishes, we gather, of the residents as a whole.

A study of his Report to Council illustrates some points of town planning philosophy not commonly understood. Any objection to the development of industry is likely to appear to the so-called "practical man" as exasperating heresy. Yet the answer of the planner is reasonable, socially and economically. It is "by all means let us have more industry—but always in the right place. It is not reasonable and ethical that residential values should be destroyed by the approximation of industries which

could just as well be grouped in an industrial zone specially set apart by town planning method for the convenience of industrial progress".

The Report also illustrates the need for a Regional Plan of Greater Toronto. The Village of Forest Hill, which is now threatened with calamity, according to thinking of the community as a whole, could have been preserved from danger by the existence of a Regional Plan, which would have marked Forest Hill as a residential area, not to be disturbed by the encroachment of industry.

Great Britain has had to create something like 100 Regional Plans to meet such cases as Forest Hill and to offer the protection desired by the community, and an Act has just passed the legislature giving statutory power to regional plans accepted by the Minister of Health. Which means that no landowner will be allowed to use his land to the

manifest detriment of his neighbor or in opposition to a specific plan, reaching out ten or twenty miles from a metropolitan centre, and defining the uses, for the social good, of all lands within the given area.

Mr. Wilson explains the Forest Hill situation in a communication to the Municipal Council. His commission was:

To study the municipal problems incident to that part of the village north of and adjacent to Eglinton Avenue, particularly but not entirely, those problems created by and connected with the presence of the Belt Line Railway and the adjacent industrial zone, and, if possible, to devise some practical method economically feasible, and some desirable and architecturally effective physical plan, under which the northerly part of the village could be developed to the maximum extent conformably with the class of residential development in the southerly portion of the village, and to advise council as to how far it would appear to be economically desirable for the village to proceed along such a line of policy.

Mr. Wilson advises that the few industries which threaten the peace of Forest Hill should be removed in order to allow the residential character of the southern portion to be continued. He recommends that the northern section should be replanned and has developed a plan for the purpose. He argues that new precedents must be set in Ontario for preserving such areas as Forest Hill and would probably be the first to welcome a modern regional planning movement issuing from the Ontario legislature. Surely it is high time that the Ontario legislature began to take some cognizance of what is taking place in the rest of the world in regard to regional powers.

Since the village has not legal power or financial ability to found and carry out a practical scheme to save their area, Mr. Wilson recommends that the municipality promote a private company organized

in the village for the purpose, which would be permitted to make a fair business profit on its operation and assist the municipality to bear the financial burden of the undertaking.

The cost to the village is estimated at \$680,000, of which \$264,000 would be collectable as local improvement rates, leaving a net cost to be assumed by the village at large of \$417,600 over a period of forty years. The total cost of the project would come near to two million dollars, of which ninety per cent would be received from the resale of lands under the enhanced conditions due to proper planning, and \$200,000 net expenditure exclusive of interest, would be represented by over thirty acres of park land, school site and other municipal property.

It is impossible to offer intelligent comment on the character of the physical plan, at this distance, but the reputation of Mr. Wilson as "a wise master-builder" will be sufficient guarantee to all students of his previous work in town planning of the excellence of his scheme for meeting a situation charged with exceptional difficulty.

We should like to think of Mr. Wilson's Report as a powerful plea to the Ontario legislature for the passage of a modern Regional Planning Act for the province of Ontario. Some province must take the lead in Regional Planning legislation in Canada. Why not Ontario? For many years the town planning fraternity have been asking for a modern Town Planning Act to consolidate the various town planning powers scattered over the statute books and to bring the legislation up to date. They have received many promises of "consideration" but otherwise little encouragement. A bold scheme for the legalizing of Regional Planning, with statutory powers, and the drastic amendment of the Town Planning Act would win the applause of a large constituency of the town planning enthusiasts throughout the province.

## Town Planning Progress--Regina

Signs are that the City of Regina, Saskatchewan, will shortly have ready for publication a Town Planning scheme, modern in character and outlook. Just a year ago the City Council adopted what may come to be called the Saskatchewan method in the approach to practical town planning. That is, they appointed a small Town Planning Commission composed of public-spirited citizens with technical knowledge and training and business sense to get things done.

A recent progress report shows that during the year the Commission have completed a Base Plan,

Traffic Graphs, Population Distribution Plan, Pavement, Sewer and Water Plan, Street Jogs and Dead Ends, Use Map, Apartments, Industrial, and Private Dwellings Erected, Street Widths, and Time Zones. Their mandate was to prepare a Town Planning Scheme and to make recommendations concerning amendments to the existing Zoning Bylaw.

The method of approach to the Town Planning problem is still in the experimental stage in Canada. The delay in finding the most practical method has meant serious delay in getting town planning under way. If the citizens are sufficiently interested and

educated to the need of planning and prepared to make a reasonable financial outlay there is no doubt that the Vancouver method will be successful. That is to appoint a firm of professional planners—at a cost in the case of Vancouver of \$40,000 and over a time period of three years—and leave the matter in their hands. But few cities are prepared to vote, what seems to the uninitiated, so large an outlay for mere planning and respectable arguments that the expenditure will prove to be a great economy do not win out very quickly. Even experienced planners and provincial directors of town planning have sometimes to answer the question: "Why don't they get somebody to plan their town?" by saying: "They can't afford it." Even city aldermen sometimes querulously inquire why the city staff cannot do the job, and, worse still, contract the belief that the city council can do it "in their spare time." This delusion on the part of distracted city aldermen has done much to hold up town planning in Canada.

The Saskatchewan method should be carefully studied by all sociological groups in Canada, alive to the social benefits of planning. It does not offer so large a return to professional planners, but it does give a chance of service to patriotic citizens whose training marks them as good judges of what should be done. It employs local talent and tends to extend that employment and it certainly reduces the tax-payers' bill. Regina is benefitting by the experience of Saskatchewan. In both cities the City Councils have frankly and honorably confessed that the planning of a city is too big an undertaking for the city council to tackle themselves "in their spare time"—or for the city hall technical staff—unless they are relieved from routine duties and necessary assistance is given. They have appointed a small Town Planning Commission to deal with the one problem of planning in an advisory capacity; they have appointed men who know the subject; a group small enough for efficiency and economy of talk; they are giving them a real chance to prosecute preliminary studies, without vexacious interference. When these preliminary studies in Regina are completed a consultant will be appointed, as at Saskatoon, to co-ordinate the work and make additional recommendations where necessary—the whole issuing in a workable plan, executed at a minimum of cost.

The success of the Saskatchewan method will, of course depend upon the selection of members of the Town Planning Commission and the willingness of local technical men to serve their city in a great cause without financial reward. The experience of Saskatoon, Regina, Vancouver, Montreal, Toronto, Kitchener and other Canadian town and cities where town planning enthusiasm has been created proves that wherever city councils have shown themselves able to appreciate the work of the Town Planning

Commission such men will be ready for valuable advisory service. Indeed, Dean Mackenzie, of Saskatoon, is also sitting with the Regina Commission. The city councils of Saskatoon and Regina have accepted their town planning commissioners, not as "outsiders" or amateur administrators, but as advisory city departments, created for a definite and specific purpose.

Much will depend upon the continuing existence of the commissions, not only during the period of preliminary studies but also after the plan is temporarily completed. The Mawson plan of Regina, which some twenty years ago cost the city \$6,000, could scarcely have been so completely forgotten if a continuing commission of competent men had formed itself into an executive to carry out the plan.

Obviously, the economy achieved by the Saskatchewan method is not so good for the professional planner, and voluntary service must have its limits. The main thing, however, from a social and national point of view, is the spread of town planning belief and practice. If that is achieved the long-delayed opportunities for the Canadian planner to prove his quality on the home ground must emerge, as they have in other countries.

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(Continued from Page 54)

a conference of local authorities with a view to joint action.

The interim report on decentralisation calls attention to the fact that many new industries have been established in the region and others have moved from the inner area to the outer. Over 334,000 new houses have been built in the London Region and there has been much movement of population. These movements of industry and population give opportunity of co-ordinated decentralisation. If these movements had been organised it would have been possible to create a number of small towns or five large self-contained towns. Suggestions for giving effect to such a policy of decentralisation are given in the report.

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#### AN ENLIGHTENED VIEW FROM DETROIT

"As a matter of fact, there isn't a single other municipal or governmental activity which pays for itself so completely as planning. We have always maintained as conservative and low a budget as is possible in Detroit—for planning—and I think it is quite a compliment to the intelligence of the citizens and municipal officials when I say that our budget was cut the least in proportion to any other department".

W. H. Blucher, Secretary,  
Detroit City Planning Commission.

## Building Heights in London

### INTERIM REPORT

of

A Conference between representatives of The London Society, The Royal Institute of British Architects, and The Town Planning Institute called to consider the situation in respect of the height of buildings in London.

1. The Conference has had before it a Resolution from the Council of the Royal Institute of British Architects to the effect that no general relaxation should be permitted in the conditions governing the height of buildings in London, also some suggestions put forward by Mr. H. V. Lanchester in a paper read before the International Town Planning Conference in Paris in 1928 (on mass and density of buildings) and other relevant material including regulations that have been adopted in various countries.

2. The Conference entirely agrees with the Resolution of the Council of the R.I.B.A. referred to above but is further of opinion that it is of the utmost importance that steps should be taken immediately to regulate the increase of height and volume of new building that is possible under existing conditions. In arriving at this conclusion, the Conference has been impressed by the fact that—

- (a) The present regulations limiting the height of buildings in narrow streets, even when reinforced by the common law rights of light, are not effective in securing reasonable conditions because building owners, by agreement with the owners of property opposite or by the purchase of their property, are able to build up to the maximum height permitted under the London Building Act on each side of these narrow streets.
- (b) Over wide areas surrounding the district known as the City under existing regulations new buildings can be erected which would increase the mass density and floor area to three or four times those of the buildings at present there, and without provision for any increase in the width of the existing streets.
- (c) There is a distinct ratio between street capacity to accommodate vehicular and pedestrian traffic and the floor area of the buildings which those streets serve.

(NOTE: It should be borne in mind that the number of motor cars in London is daily growing and any considerable increase will make movement impossible on our existing street system even without any increase in building content.)

- 3. The Conference therefore is of opinion that the height of buildings should be regulated—

(1) By the actual adequacy of light and air to the buildings instead of merely by the private rights without regard to such adequacy:

(2) By the relation between the extent and character of buildings and the adequacy of the streets to carry the resulting traffic.

4. The Conference therefore is of opinion that not only should the London Building Act be amended but that it is essential that a comprehensive zoning scheme and plan should also be prepared and adopted to regulate mass, density and uses, in connection with the re-building of London. This zoning ordinance should make it clear that building up to the present accepted limit of 80 feet and two storeys in the roof will be limited to certain central districts subject to non-interference with reasonable light and air. Outside these districts zones of diminishing heights and density should be prescribed and scheme and plan should include definite provision for—

- (a) The regulation of heights and floor space of buildings in relation to the width of streets and the amount of light and air required for the class of user.
- (b) Historic areas;
- (c) The neighbourhood of important buildings (whether ancient or modern) such as St. Paul's Cathedral, Westminster Abbey, the Law Courts, the Houses of Parliament, the London County Hall, etc.

(Note: Without such precautions there is grave danger that the scale of public buildings may be rendered insignificant by the erection of high buildings in close proximity to them, while there is also the possible danger to their foundations owing to excavations for deeper basements.)

5. In a city such as London only wide streets and big lots can carry buildings from 80 to 100 ft. high, but if a comprehensive zoning scheme were prepared the Conference would see no serious objection to permission being granted under certain well-defined conditions, for part of the occupied portion of a new building to exceed the statutory limit of height zoned for any particular district, provided always that—

- (a) No increase in total volume and floor space over and above that zoned for the area is thereby obtained;

- (b) Effective protection from fire is assured;
- (c) Adequate protection is given to the rights of surrounding owners to their fair share of light and air;
- (d) A reasonable uniform cornice level is maintained in certain classes of streets.

The Conference believes that by the adoption of such a policy more latitude could be given to designers within ultimate limits with a resultant gain in the quality of the buildings erected in the various districts. In connection with sub-section (c) above the Conference would draw special attention to the fact that in these latitudes the maximum angle of the sun in winter is only 15 degrees. An angle of 45 degrees thus cuts off the light of the sun for a period of six months.

The Conference suggests that the volume and floor space of new buildings would probably be best regulated in proportion to the length of frontage enjoyed rather than by the depth of the site: Also that the erection of high buildings on small lots in narrow streets should be forbidden pending the preparation of a development plan for the whole area.

NOTE: The Equitable Building in New York is said to cast a shadow one fifth of a mile long. This would be proportionately longer in the latitude of London.

- 6. While the Conference does not criticise detail

variations of the height regulations which are intended to meet difficulties due to special circumstances (provided that they do not involve any increase in the total volume or general bulk of the buildings concerned) it is definitely of opinion that the mere fact that a new building faces a large existing open space such as a park, square or river in no way justifies any special increase in height. Such increase gives to the owners adjacent to the open space an additional value to which they have no special claim and enables them to deprive owners behind of their fair share of benefit.

On the contrary, the existence of an open space, the benefit of which over low frontage buildings has long been enjoyed by neighbouring owners, lying behind or adjacent, would seem to constitute a valid reason for specially limiting the increase of height which may be permitted on the sites fronting the said open space.

7. The Conference is further of opinion that a definite scale should be laid down to govern the width of streets having regard to the use of the neighbourhoods they serve. If any material enlargement of floor space over and above that existing or planned for a district is proposed, then the proposer should be required to provide or contribute to the provision of equivalent space to cope with the additional traffic which is likely to be engendered and to prevent any diminution in the amount of natural light and air available.

## The New British Town and Country Planning Bill

When the province of Alberta amended its Town Planning Act of 1913 and included the phrase: "And the Preservation of Beauty" in its new act there was some criticism on the ground that the phrasing sounded a little too sentimental and not sufficiently inclusive of a real scientific program for rural planning. For our part we were so glad to see this first reaching out to rural planning in Canada, (which would certainly have the preservation of beauty as one of its main objectives) that we were not much worried about the phrasing and were very thankful to see one province making a valiant attempt to conserve the beauty of its rural territory as the first phase of a possibly more comprehensive policy of rural planning. Experience of the vandalism perpetrated on areas of great rural beauty in British Columbia, due chiefly, aside from the perversity of human nature, to the absence of provincial control of these priceless assets, had prepared us to welcome with lively satisfaction the purpose of the

Alberta Act as expressed in the phrase: "The preservation of beauty."

The framers of the Alberta Act will have satisfaction in noting that the British Town Planning Act—with a record behind it of nearly a thousand towns and cities under planning law—has been changed in phrasing to the "Town and Country Planning Act" and that the wording of the Act includes the intention of

protecting rural amenities and preserving existing buildings or other objects of architectural, historic, artistic, or natural interest and beauty.

As we have noted on another page, the British Town Planning Act has suffered grievously from the timidity characteristic of pioneer legislation. The Act of 1909 was applicable only to "land which is in course of development or appears likely to be used for building purposes" in respect of town planning schemes. Probably that was all the proponents of the Act believed would pass the legislature and

the prevailing idea was to save new building areas from the ugliness, squalor and social inefficiency that had followed the laissez-faire building policy all over the country and made English industrial town life, in the words of the Minister of Health "the mess it is to-day."

Yet the Act was accepted by Parliament with practically no opposition, and for twenty-one years has never been considered a party measure. It was tacked on to Housing and described as a "Housing and Town Planning Act." Town planning in England was certainly born as an after-thought of a national housing policy for which the public mind had been more or less prepared by fifty years of pleading on the part of housing reformers deeply impressed with the disastrous results of commercial housing for the working classes of Great Britain. Some years had to pass before town planning in England could shake itself loose from the entanglement of housing, and show itself, by means of such great books as Raymond Unwin's "Town Planning in Practice" as a scientific concept of town building of which better housing for the working classes is but one, though a very important, factor in the science and art of town planning.

It is to the enduring credit of the British town planners that, with the clearing of the town planning concept, they neither neglected nor shook off the grave problem of housing and throughout the twenty-one years have stood by the national housing movement as a prime necessity of national health and well-being, even when they were out of sympathy with some phases of its development and powerless to lead it on the wiser lines of town planning philosophy. If the British housing achievements—now well on the way to the construction of two million new houses for the working classes, of such interior convenience as most of the tenants had never dreamed would be within their reach, whatever may be said of the outward appearance of some of the projects—(and what reasonable person can expect architectural perfection in view of the extreme economy imposed and rents in some cases not more than two dollars a week?)—if these achievements have added in many cases to the overgrowth of already overgrown cities, it should be remembered to the credit of the British town planners that this has never happened in accordance with their advice or wishes. All through this period they have advocated the erection of new towns or garden villages where the old problems of congested living would never obtain a foothold.

The housing problem had to be tackled and solved, by the consent and indeed mandate of all political parties and the will of the nation. While other nations have been talking about the matter Great Britain has built nearly 2,000,000 houses for working families.

Meanwhile, the town planners, by means of books and through the agency of their professional Institute, have carried on an educational process which has lifted town planning into a national policy, much beyond the mere activity of providing civilized accommodation for working families.

From it has emerged the even greater movement of Regional Planning, passing through the stage of urgent advocacy for planning, not only within the limits of the individual town or city but reaching to the suburbs, where uncontrolled development was everywhere threatening disaster to the achieved planning results within the town area—such as building without method and within narrow street limits in the line of arterial roads and plotting rural lands with a view merely to maximum profits and with no reference to public convenience and destroying rural beauty with absolute disregard of public rights in natural endowments. It was shown that the congested city must find its opportunities for recreational facilities in these areas and that suburbs of a city could no longer be regarded as separate municipal entities, with no responsibilities to their parents and begetters. A whole metropolitan region should be under the intelligent planning control of some regional authority composed of local representatives who would feel that the movement was their own and not something imposed upon them by an outside authority—and that the movement touched the vital interests not only of the parent city but also of every suburban area.

There was a period of educational advocacy and experimental Regional Plans were published. It was, however, soon discovered that these plans could not hope to be adopted without legal authority. Joint Town Planning or Regional Planning was made possible by the Act of 1919. A London conference of 135 local authorities was held and the Greater London Arterial Road scheme was founded. To-day the greater part of this scheme has been completed and has proved an immense boon to the unemployed, and something more than 100 Regional Plans have been created, covering about one-third of the country. The new Town and Country Planning Act gives statutory authority to Regional Planning in Britain. The case of regional planning has been proved in Britain and has been given legal authority by the nation. No small-town group of officials can any longer get in the way of regional planning in Britain. The nation has decided that a metropolitan region must be regarded as a social entity for planning purposes and for these purposes must submit to joint planning control, with representation from each municipal or rural district concerned.

Those who understand the social reaches of the planning movement must see here a triumph in social science, charged with immense potentialities for the

better government of a nation's inheritance in its land surface. The regional planning movement has also taken a firm hold in the United States and on European continent. Within its sphere of influence town planning is proceeding with increasing activity, but released from the fear that when the town limits are reached the old-time mess of suburban development will largely paralyse the work that has been done.

The new phrasing of the original Housing and Town Planning Act into the Town and Country Planning Act indicates this evolution of British town planning thinking and activity during the last twenty-one years.

It will be seen, however, that in spite of the remarkable progress in British housing and planning—nearly two million houses built, nearly a thousand town plans in operation and more than a hundred regional plans—the original defect in the Act of 1909—the application of the Act only to "land likely to be used for building purposes" has been a great disadvantage to British planning, since it excludes town planning control over the constantly changing built-up town or city. The discovery of this defect led to much petitioning of Parliament for its removal but the various amendments to the Act during the twenty-one years of its operation—for some unexplained reason—did not remove it. Possibly the vested interests in city property distrusted any further control of the disposition of highly valuable lands.

The new Act removes this disability. It contains the following clause:

A scheme may be made under this Act with respect to any land, whether there are or are not buildings thereon, with the general object of securing the proper development of the land comprised in the area to which the scheme applies and of any neighboring land, and proper sanitary conditions, amenity and convenience, and of protecting rural amenities and preserving existing buildings or other objects of architectural, historic, artistic, or natural interest and beauty.

We have perhaps pointed out more than once the difference in approach and method to the planning problem in Britain and the United States. The British planners began with the suburbs: "Land in course of development or likely to be used for building purposes" and have now only reached the central replanning problem. The American began at the centre of the city, with zoning plans, and only gradually passed, by means of the comprehensive plan, to "land likely to be used for building purposes", and thence to regional planning.

The Canadian tendency has been to follow the American method. There are still many civic authorities in Canada, including apparently the Ottawa civic authorities, who regard zoning as identical

with town planning. Canadian planners have been insisting all along that zoning is but a part of town planning and logically should be the last of the planning problems to be tackled. The Vancouver plan illustrated this fact. An interim zoning plan was presented by the planners, to go on with and meet current difficulties during the shaping of the comprehensive plan, but the last thing that was done was the creation of a final zoning by-law. Until such problems as major streets and traffic arteries, transportation, parks and playgrounds etc. are solved the zoning of a city cannot be satisfactorily undertaken. The American planners who began with zoning have run against this fact time after time.

The new British Act includes the provision that the Minister "may by order provide for the constitution of a joint committee" for regional planning. These words apparently contain the grant of statutory authority to regional planning. If a case for regional planning is convincingly stated to the Minister, he can issue an order for such a plan to be made and accepted by the regional authorities. The financing of the plan by the regional authorities will follow as a matter of course. There need be no further hanging up of a regional plan, made at the instigation and often at the cost of a group of progressive citizens or authorities, because some individual or small local authority cannot see the use of it.

The British *Journal of the Town Planning Institute* for January contains a full review of the history of British planning during the last twenty-one years, written by Mr. George L. Pepler, one of the veterans of the movement. His closing paragraph will indicate to readers of this journal how deeply patriotic the town planning movement has come to be considered in Britain;

There is still a long way to go before we shall be in sight of the realisation of our ideal, namely, that for every part of our country there shall be a plan, such plan being designed with the purpose of ensuring that every inch of our beloved land shall be put to its most productive use, with full regard to health, amenity, convenience, and economy. Our plans when made will need constant revision to keep pace with the march of events, so that happily there will be no respite for us. May I conclude on a note of optimism by quoting the following words from the King's Speech at the opening of Parliament, on the 28th of October, 1930: "My Ministers propose to introduce legislation for the modification and extension of the Law relating to Town Planning and to the preservation of rural amenities."

That legislation has now been introduced and passed by the British Parliament. There can no longer be any doubt that town planning is a vital part of British national policy.

## "MATTERS THAT MATTER"

Dame Henrietta Barnett, founder of Hampstead Garden Suburb, London, confessed in 1929 to "thirteen books and innumerable articles" as the product of her pen. The first was "the Making of a Home" and the latest, though happily not the last, was "The Story of Hampstead Garden Suburb." To-day the latest is titled "Matters that Matter"—just from the press of John Murray and published for private circulation from Mrs. Barnett's papers and addresses, collected and edited by a devoted woman friend. "Personally," says Mrs. Barnett, with the wave of gay humour which has always been the happy accompaniment of a career devoted to easing the tragedy of life for unhappy people, "Personally, I dislike my past utterances. They either bore me or arouse my fiercest criticism."

This crusade in social betterment for the underprivileged dwellers in the unlovely sections of London, by two companions, Canon Barnett and his wife; begun in Whitechapel, where they founded art gallery for the people and Toynbee Hall to bring university students and teachers into touch with some of the tragic results of an economic system which had made incredible fortunes for the few and left great masses of people always living on the line of bare subsistence; carried almost to the point of heart-break in the realization of the little permanent good that could be accomplished in a slum environment such as Whitechapel; the breaking of the partnership in social work by the death of Canon Barnett and the inspiration of the wife to show society and governments that there could be no cure for slum evils other than abolition of slums—to show this by building in the suburbs of London a Garden City suburb as a living condemnation of Whitechapel and all its brood of slum centres throughout London and England; to dream of this work; to plan for it; to enlist the sympathy of hundreds of men and women in the more privileged walks of life, able to offer financial and other assistance and surprise them into assistance by the sheer force and sincerity of her passion for social reform; to see her dream accomplished in the completion of one of the most attractive and beautiful suburban towns in the world, where rich and poor meet together on a basis of common fellowship largely because the rich have been taught by Mrs. Barnett that the mere possession of wealth is a poor qualification for assuming social superiority and refusing fellowship to those who have little margin to their incomes.

This crusade in social reform, covering an average lifetime, is one of the most stirring chapters in English social history. And Dame Henrietta, now in her eighties, is still lecturing to public audiences

about thirty times a year; whispering her messages into the radio with that soft persuasive voice that has been one of her chief instruments of achievement; watching and doubtless assisting in some quiet way the British Government to plan its policy of slum clearance and national housing and doubtless hearing also the voice of the King announcing the intention of the Government to extend its policy of town planning to the rural regions in a new Act entitled "The Town and Country Planning Act."

Yet this brave lady is still forward-looking.

"Personally", she says in the preface of her new book, "I dislike my past utterances. They either bore me or arouse my fiercest criticism." So much yet remains to be said and done for civilized living.

The book has ten chapters beginning with Settlements, which tells the story of the founding of Toynbee Hall, in the Whitechapel district, with a later chapter on the 400 university and other social settlements in America and other countries, largely modelled on the Toynbee Hall experiment, but with many new features tending to the same objective. A chapter records Dame Henrietta's visit to America and her full-hearted appreciation of the magnificent social work there prosecuted by women and men of her own social convictions. Opposite a reproduction of Lady Stanley's picture in the Tate gallery—representing a boy in rags appearing in court for "His First Offence"—Dame Henrietta quotes the following passage from an American settlement report:

A dime for the movies is not always to be had for the asking. There are thousands of New York tenement children who could never see Charlie Chaplin throw a custard pie or know the thrill of Bill Hart's exploits were it not for the free movies provided by the Hudson Guild. Fifteen thousand is considered a small night's crowd at Chelsea Park, the "stamping ground" of New York's congested lower side, where free entertainments are provided on Monday and Friday nights during the warm weather. The police say they have been having a "soft time" of it in the district since the movies have been draining the troublemakers off the streets.

If the last Great War had been a war against slum dwelling, officered and generalled by the Mrs. Barnetts and the women social workers of the world!

At the present time, President Hoover tells us, five billions of dollars are being spent in preparation or anticipation—or what is it? of some future war. Is it not just that war is a profession for certain types of men? But that is another subject.

In the chapter on "America," Mrs. Barnett is induced by an astute newspaper man to reveal her

secret for financing the Hampstead Garden Suburb and, generally, for "Buying Up the Slums"

In 1921 something more than \$6,000,000 had been spent on this great social experiment, subscribed by believers in the soundness of Mrs. Barnett's crusade, and ten thousand had made their homes there, homes ranging in value from the small apartment, properly planned, at a rent of a dollar a week for single persons up to houses at two thousand dollars a year. For Dame Henrietta will not hear of the segregation of classes, maintaining that as much social disaster comes from the segregation of the rich as from the segregation of the poor. The variation of rents at Hampstead Garden Suburb was deliberately arranged to promote a civilized good will among the various social grades.

**Friendship:** it is a large word, including love, camaraderie, kindness, goodwill, affection, helpfulness. It links, it binds, it enlarges, it deepens, it gladdens, it halves its sorrows and doubles its joys.

To share our best possessions, be they art, music, literature, thought, knowledge, friends, happiness, beauty, ideals, hope.

In 1896 the invasion of the "Tubes" threatened the integrity of Hampstead Heath. The Barnetts organized a public movement to add eighty acres to the historic playground, by purchase of land owned by the Eton College. This was achieved and the area was handed to the London County Council as an open space for all time. Mrs. Barnett and her assistant wrote 13,000 personal letters.

There remained still in the hands of the Eton trustees an area of 250 acres. Mrs. Barnett approached the trustees and asked if she might have an option for a given period to buy the land for a Garden Suburb. The agent doubted if the Eton College trustees would grant the option of so large an estate to a woman. He believed in her, but, after all she was only a woman. Could she not get a few men behind her? Very soon she had some men behind her—Lord Crewe, Earl Grey, Sir John Gorst, Sir Robert Hunter, the Bishop of London and other "men with vision":

Two earls, two lawyers, two Free Churchmen, a bishop and a woman, a veritable showman's "happy family".

There were *non possumus* objections. Mrs. Barnett undertook a lecturing tour.

The chief objections put after each lecture or interview were (1) the scheme would not pay; (2) the various classes would not live together; (3) it would not be possible to maintain a high standard of common gardens without walls, and it was no good beginning what would not be carried out.

But very shortly \$600,000 had been invested in the project.

Most of it was put in by people poor in purse but rich in generosity, some by those who were ready to try a social experiment; some who, loving beauty, grieved over the hideous methods usually pursued as London stretched out its arms to the suburbs.

In March 1906 a company was formed; Raymond Unwin was appointed architect and the land was purchased. The last time the land changed hands the transaction was signed by Henry VIII, who bought it for his royal pleasure. This time it was signed by a woman, buying it with the people's money, to provide the people with civilized and beautiful homes. There is not now a visitor to London from any part of the world with town planning sense who does not visit Hampstead Garden Suburb and does not marvel at the courage and magnanimity of the woman who conceived this great social experiment and by sheer force of character called into co-operation some of the finest minds in England and led the movement to triumphant success. "To accept what is wrong as irremediable", says Mrs. Barnett, "is to commit the unpardonable sin against the Holy Ghost".

There may be some readers who will scarcely realize what was so badly "wrong" with British housing of working families before Ebenezer Howard, Mrs. Barnett and the town planners began their work of reform. Here are some data:

Six years ago there were 6,258 families, varying from one to eight persons living in one room in the Westminster district; 8,711 families living in two rooms and 6,914 families living in basements.

In a town in Northumberland, father, mother, four adult sons, two daughters, the husband of one daughter and their baby and a male lodger lived in two rooms. In a house in Manchester, man and wife, four children, two young men, and two young women all occupied the same bedroom.

This number could be filled with such arresting evidence of the case for housing reform in England and the slum clearance which have now become part of the national policy.

Mrs. Barnett was invited some ten years ago to visit the 400 American settlements which has been the offspring of the Toynbee Hall movement in Whitechapel. In many cases she was amazed at the extent and efficiency of the work. She urged, however, that the Federation of Settlements should initiate a national housing movement.

The editor of *The Survey* captured Mrs. Barnett for an interview. There were compliments but frankness won the day.

"You have seen things that evidently shock you even after thirty years in Whitechapel."

"Shock me! Yes, indeed! I have never seen

anything in England or indeed in Europe to compare with what I have seen in Chicago, New York and Pittsburg. You can vote me a silly old lady, but in the last town I wept as I stood among the crazy, stinking tenements, the narrow courts strewn with garbage, utterly unfit for even pigs to live in, and realized that it was the followers of Christ who lived in real homes on the other side of the valley and owned the factories which coined the money and yet allowed their fellow human beings to have nowhere else to go."

"But the remedy, Mrs. Barnett, the remedy? Tell me that."

"The remedy is to rouse the conscience of the American people."

There are chapters on Children, to whom Dame Barnett's sympathy goes out when they are ordered by fond parents to kill all and sundry when they don't in the least want to—including grandpa, who may have a bristly chin and may smell of rank tobacco. There is recorded a broadcast conversation between Dame Barnett and Sir Oliver Lodge, seeking to make credible and reasonable the wide-spread belief in the survival of personality after death.

Dame Henrietta, says *The Observer*, is, in more senses than one, a "moving spirit."

## International Housing and Town Planning Congress at Berlin

The thirteenth International Housing and Town Planning Congress will be meeting at Berlin as this number of the Journal is distributed. The Federation is an International Society, founded and carried on now for fourteen years, to promote and co-ordinate throughout the world the study of and practice of Housing and of Regional, Town and Country planning and development, with a view to securing higher standards of housing, the improvement of towns and cities and a better distribution of population. Something like thirty-four nations will be represented. The only Canadian delegate, so far as we know, will be Mr. Noulan Cauchon, town planning adviser to the City of Ottawa, who is representing the Town Planning Institute of Canada, at his own expense.

A message to the Federation, signed by the Prussian Minister of Health, the Minister of Labour and the Magistrat of the City of Berlin, states:

We are looking forward with great pleasure to the International and Town Planning Congress. The Congress will be an important event during the German Building Exhibition . . . We are confident that the Congress will have valuable results as regards housing and town planning.

The Congress will cover thirty-five addresses, besides numerous visits to German modern housing and town planning developments. These addresses are published in advance, so that the delegates may have ample leisure to study the various topics and consider opportunity to prepare intelligent criticism. A later Report of Congress will contain both the official addresses and a summary of the more important criticisms offered. It will also contain valuable summaries of committee decisions.

The April Bulletin of the Federation contains two papers of great interest. One deals with the development of Berlin and the formation of the new city, with a description of future planning policy under the new town and suburban planning method.

The other deals with architectural control in Poland and is written by Professor Tolwinski, professor of town planning, Warsaw.

A section of the address on the development of Berlin, dealing with future development indicates the German trend from the barrack-like tenement buildings, so long characteristic of Berlin, to suburban housing after the British method of garden suburbs. The following quotation from the address will be instructive to all students of the problem of better housing for working families.

### FUTURE DEVELOPMENT—BERLIN

The new municipality covers an area of about 87,850 hectares, 340 sq. miles. It is calculated that the future population could be about 9,440,000, but it is hoped that it will never exceed 9,000,000. This calculation is based on a zoning ordinance in accordance with which certain zones are reserved for certain "building classes." The following table shows the various "building classes", the number of storeys permitted, and the proportion of plot that may be built upon. A ground floor, but not a mansard floor, is counted as a storey; a forecourt is not counted as a part of a plot. It also shows approximately the proportion of land used in each of the zones for streets, small open spaces, forecourts, and building plots. The last column in the table shows approximately the number of hectares zoned under each of the different classifications.

Build- ing Class.	Stor- eys permitted	portion of plot built on	Pro- portion of plot used			Percentage of land used for small open spaces	Hectares
			Fore- courts.	Sts.	space		
I	2	10%	75	7.5	12.5	5	10,080
II	2	20%	75	7.5	12.5	5	19,959
IIa	2	30%	75	7.5	12.5	5	398
III	3	30%	70	5	20	5	4,957
IIIa	3	30%	70	5	20	5	998
IV	4	40%	70	—	22.5	7.5	2,048
IVa	4	50%	70	—	22.5	7.5	1,274
V	5	50%	65	—	25	10	1,242
Va	5	50%	65	—	25	10	5,031

The areas thus zoned for residential purposes amount to 45,887 ha. Adding 3,878 ha. for industrial and 216 ha. for central commercial (city) areas the total area for building purposes is 49,981 ha., little more than half the total municipal area (87,850 ha.). Railways will occupy 1,042 ha., waterways and lakes 5,117 ha., permanent woods and forests 12,612 ha. (all of which are either state or municipal property), and public and private open spaces 19,098 ha. of which 8,000 ha. are public property. The 11,000 acres in private ownership are shown as open spaces in the general plan of the town. To ensure their being retained as such a plan for each must be drawn up (Festsetzungsplan) and a formal decision taken by the municipal council declaring them to be open spaces. When this has been done the municipality has the right to purchase the land, either by private treaty or by expropriatory powers.

#### RECENT TENDENCIES

Among the special characteristics of the modern development of Berlin is the tendency for large industries to settle on the outskirts and for new commercial districts to grow up in the inner residential parts of the town. One of these commercial districts is growing up in the West End in the well-to-do residential quarter and there are similar changes taking place in those parts of the south and north of the inner area where high buildings are permitted. Industries are being developed in areas where they will disturb the neighbouring residential districts as little as possible, where the best conditions exist for transport of goods by rail or water and where workmen can obtain the best means of public transport.

The West End, where the surroundings are attractive, was formerly the main centre for houses with gardens, mostly the large houses of the well-to-do. Now that the desire for a one-family house with a garden has become so general other areas, where the cost of land is not so dear as in the West, have been extensively developed and since 1920 a large number of cottage housing schemes have been developed on the outskirts; this development extends to a radius of 30 kilometres (19 miles) from the centre. Most of the residents in these houses work in Berlin. The policy of erecting barrack-like tenement buildings has been changed, and a very large number of dwellings have been built that comply with all the requirements of modern housing and town planning; the new building ordinance prescribes that the height of buildings shall decrease from five storeys in the centre to two storeys in the outer area, and that ample light and air shall be available. In recent years over 25,000 dwellings have been built annually with public assistance.

Large open spaces will be reserved for playing

fields and sports grounds, allotment gardens, etc. There is much attractive country on the outskirts of Berlin and many lakes, streams and stretches of woodland that provide excellent recreation space and are easily accessible by means of the great traffic arteries that connect Berlin with neighbouring towns.

The general plan is intended to direct all these tendencies on the right lines.

#### POLAND

On the vexed and difficult subject of architectural control, Poland seems to have developed a policy that will well repay study. There is scarcely a street in any modern town or city on this continent that does not suggest the need of some educated and powerful authority to control the architectural amenities of at least all new and growing streets and save them from the hideous jumble of buildings, the immemorial result of every builder being allowed to build at what height and in what form suits his convenience. The time is surely at hand when the rights of the community to ensure decent and orderly building in its main avenues of civic life will be established. This is the meaning of the universal demand for architectural control. A record of anything like successful experience, as a result of this demand, is at the present stage of thinking of the utmost importance. We reproduce Professor Tolwinski's short paper on

#### ARCHITECTURAL CONTROL OVER TOWN DEVELOPMENT IN POLAND

By TADEUSZ TOLWINSKI,

Professor of Town Planning, Warsaw.

The regulations concerning town planning, housing and building in Poland are administered under laws promulgated during 1927-8. These are a further development of regulations and by-laws that have been made at various times since the eighteenth century.

The local authorities are responsible for preparing plans for reconstruction and town extension; they either establish a permanent office for their own experts or employ specialists as required. These plans determine how land may be used, the routes of roads and sites for squares, the main traffic routes, sites of railway stations and the various types of buildings and zones to be permitted. Detailed topographical surveys and economic statistical and traffic studies are used as a basis for preparing the plans. The architectural aspects of the new districts, streets and squares and of the existing civic centres are given the utmost consideration. Large areas are reserved for green spaces and extensive sites are

appropriated for schools. The experts who prepare the plan keep in close and permanent touch with the railway, tramway and road authorities so that the layout of the town may remain in full harmony with its immediate environment and with its more distant surroundings. Neighbouring towns and districts with mutual interests may prepare a joint plan, thus leading to regional planning.

When a town plan has been prepared it is exhibited so that interested citizens may have an opportunity of examining it in detail, express criticisms and make objections to the municipal council. When these have been considered and the plans have been approved by the council they are submitted for the final approval of the supervising authorities and the Ministry of Public Works. While the plan is being prepared no building is permitted that might interfere with carrying out the plan. Sites needed for the realisation of the plan may be acquired by local authorities either by private treaty or by expropriatory powers, in which latter case the amount of compensation is determined by a committee of the council. The sites for roads are provided up to a certain width by the owners free of charge; the remaining width is bought by the local authorities.

The local authorities prepare their own building by-laws; these must conform with the general standards stipulated for in state laws, but this still leaves considerable freedom for adapting the by-laws to local needs.

The technical inspection departments of the local authorities are responsible for carrying out the plan, for seeing that the street and building lines, building regulations and sanitary laws are adhered to and for supervising the erection of tenement buildings and public buildings. In the larger cities the technical inspection departments have either expert advisers or specially appointed municipal committees to protect the aesthetic aspects of the city. The aspect of the streets, architecture of the proposed buildings, signs, posters, overhead trolley lines, waiting rooms and any details of the arrangement of a street or city square are included in this protection and supervision. Private persons and public institutions are obliged to present all their projects to the inspection department which refers these to the artistic experts for approval.

During the last few decades some of the larger Polish cities have extended their boundaries to include large, sparsely populated areas on the outskirts. These are being developed in accordance with modern housing requirements. Warsaw is a good example; the fortifications erected during the period of Russian occupation have been dismantled

and the land has become available for town extension to meet the needs of the growing population, now 1,100,000. The extension plan deals also with alterations and improvements to the centre of the town, including the arrangements necessary in connection with the reconstructions of the railway junction and the solution of the traffic problem. Regional plans are being prepared in the great industrial centres, such as Warsaw, the capital, Lodz, the centre of the textile industry, and the coal-mining district of Silesia; in each case the plans will cover territory with a large radius.

#### TOWN DEVELOPMENT COMMITTEES

During recent years the government have done important work in encouraging the building of small dwellings. Under the present law, passed on 22nd April, 1927, town development committees are being formed in all Polish cities. The committees consist of members of the municipal council, social workers and technicians. At the beginning their activities were mainly in the direction of assisting private enterprise in building houses but the results were not sufficiently successful. They are now promoting the construction of big tenement buildings, containing many small dwellings, mainly through the agency of co-operative housing societies and limited dividend companies. The town development committees have control over considerable funds, provided by the state banks and social institutions, particularly the social insurance institutions. The chief duties of such committees are:—1. Organising the development of the town in accordance with the plans prepared. 2. Supplying suitable sites, either by purchasing privately-owned land or by obtaining land that is the property of the state or municipality. 3. Organising the supply of building materials. 4. Supervising housing schemes and giving advice and direction concerning them, particularly from an architectural point of view. 5. Assisting the carrying out of housing schemes by arranging for loans up to 90 per cent of building costs. One of the results has been that instead of building the smaller type of tenement building for one or two families we are now building the large type to contain many families. This latter type is more popular and is more economical.

The influence of the committees has been very considerable in regard to architectural control, selection and planning of suitable sites and the interior planning, arrangement and equipment for the apartments. This has resulted in a distinct improvement in architecture; the buildings are better from an hygienic point of view, the need for providing access for sunlight and air has been given more consideration and larger areas have been reserved for gardens and open-air recreation.