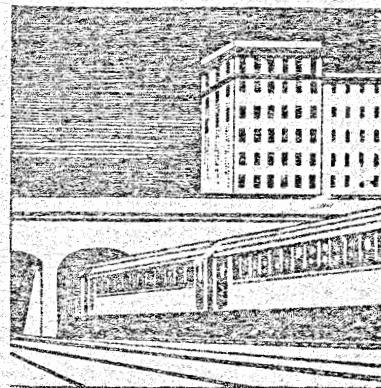
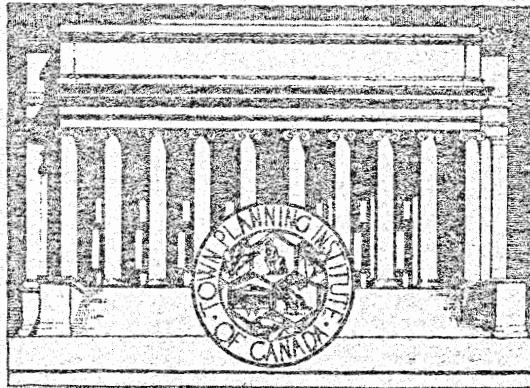


TOWN PLANNING



THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

DECEMBER 1929

VOLUME VIII.

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Published bi-monthly by the Town Planning Institute of Canada, Ottawa. Subscription price, \$2.00 a year.
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TOWN PLANNING

VOL. VIII.

OTTAWA, DECEMBER, 1929

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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.

PLANNING TORONTO

Last March, by resolution of Toronto City Council, a Committee of civic executives was instructed to report on the Plan for re-construction of the down-town section of Toronto recently completed and published by the Advisory City Planning Commission. The Committee has now reported.

After proposing a different scheme of financing any planning project of such magnitude, with a view to extending the burden over a much longer period, the committee suggests important modifications of the Plan as published.

Our President, Mr. A. G. Dalzell, resident in Toronto, states the case as follows:

"The citizens of Toronto will be asked on the first of January next to vote for, or against, the borrowing of the sum of nineteen million dollars to further a scheme for the replanning of the centre of the downtown and business area of the city. The merits and demerits of the proposal have been discussed in public and in the press, for many weeks; and further arguments will be heard before the vote is taken.

"As a member, and, for the time, the president of an Institute composed mainly of professional men organized for the purpose of studying and promoting Town Planning in Canada, I feel free to confess that even among the Toronto members of the Institute there will be found wide difference of opinion as to the merits of the scheme. The fact that hardly any individual that builds a home for himself will exactly follow the plans of any other home, is an indication of the desire to express individual ideas; and whilst in this democratic country no single individual can plan a city, that does not prevent many from desiring to do so, and from doing all that they can to prevent others from doing anything not in accordance with their own ideas.

"The people of this dominion have however determined that they will govern themselves, and direct the physical development of urban communities under the direction of elected representatives, who in turn select a staff of civil servants to carry out their instructions. In Toronto about a year ago a large number of citizens delegated by many com-

munity organizations approached the Board of Control, the executive committee of the elected representatives, to urge that immediate action should be taken to replan in some way the areas of the city most seriously affected by traffic congestion, and in other ways to improve the appearance of the city to be more in accord with its size and importance as the capital of the province. The Mayor of the city decided, and secured the approval of the Board of Control, that this was a matter of such moment that before it was considered by the elected representatives, and the permanent staff of civil servants who would ultimately have to carry it out, it should be carefully considered by a group of selected citizens acting as an advisory council. No fair minded and impartial citizen could cavil at the constitution of that council, or question the calibre of the men who composed it. They included men who had a dominion wide reputation in the knowledge of finance, and of municipal finance in particular, and men who were directors of large corporations, with a thorough knowledge of property and real estate values, and business and industrial development. This council called to their aid a professional engineer and surveyor, Mr. N. D. Wilson, a native of the city, a graduate of Toronto university, and a man whose life work has been the study of urban development, and traffic and transportation in particular. No better proof of Mr. Wilson's qualifications can be given than to say that he has been for some years employed by the largest Canadian corporation interested in transportation systems in Brazil and Mexico, to advise them on traffic problems in those countries, far more complicated and difficult than any Toronto has to face.

"The advisory council, aided by Mr. Wilson, spent many weeks in the study of the plan and problems of development of Toronto. Strange to say, before they had issued any report, or expressed any intentions, certain plans preconceived by prejudiced persons were attributed to them, and on many false assumptions the advisory council was made the subject of abuse and obloquy. In consequence of this campaign of slander, when their report was

presented to the city council it met with a somewhat biased and mixed reception. After some consideration by the city council it was decided to refer the report for detailed study to the heads of civic departments, the trained and experienced officers of the city government. These officials after long and careful study brought in a report approving of the recommendations of the advisory council, with slight modifications; and of a scheme for financing the work, which is incorporated with the by-law, and is now submitted by the city council for the approval or otherwise, of the citizens.

"Having outlined the history of the proposal to replan part of the city of Toronto, which is now before the electors for consideration may I as a student of town planning, and a professional engineer with experience in municipal work both in this country and in England, say why I think the citizens of Toronto should endorse the proposal? In my opinion it is not a question as to whether there should be a Vimy Circle here, or a plaza or square there, the scheme is not so rigid as that. The great question for the electors to decide is whether they will commence a scheme for the improvement of the streets of downtown Toronto to make them suitable for motor traffic, and to give them a dignity and appearance in keeping with the city that all true citizens desire it to be. There may still be many that think University Avenue should be extended in a direct straight line, but the fact is that the citizens of Toronto lost that opportunity many years ago. If the opportunity had been seized at the right time, then without doubt the Union station would have been at the end of the extended street, but it is now east, and traffic tends in that direction. If to-day the citizens again refuse to consider the extension of University Avenue, it is probable that few of them will ever see it extended, but they may witness such a diversion of business as New York has witnessed, and a derelict down-town section that will depress every visitor, as York Street does to-day. No one can claim that the scheme submitted to the people for approval is perfect, but it can be fairly claimed that the scheme is as perfect as can be secured under existing methods of community government. The cities of Canada cannot be built by Napoleons or Mussolini's, they can only be built according to the ideas and purpose of the people that live in them.

"The scheme submitted to the citizens of Toronto is the product of the study and work of citizens of the highest standing, aided by a professional adviser who has given years to the close study of the development of his native city. It is further approved and endorsed by civic officials of long experience, by the Board of Trade, and in the main, if not in all details, by all the men elected by the citizens to direct their municipal affairs. If it is approved by the citizens the civic authority will have to study carefully every step in the development, and without doubt some modifications will have to be made, and

quite possibly before the whole is completed some extensions will be made to fit in with the general plan.

"But if the plan is rejected, what is offered in its place? The extension of University Avenue in any direction may give the city one improved street, but it will certainly not do much to relieve traffic congestion. The most probable fact will be that future city councils will hesitate to adopt any general plan, but will prefer to carry out from time to time just such plans as interested parties can push through; with all the lack of co-ordination, and waste of money which so many citizens are only too ready to complain about. Ample evidence can be produced from other cities that comprehensive planning pays. The Michigan Avenue improvement in Chicago cost \$16,000,000. but it is said that the property values have increased by more than \$100,000,000 and the additional revenue thus obtained in two or three years will pay all the charges incurred by the citizens. Competent authorities estimate that the average cost per traffic minute, including both passenger and freight traffic, is two cents, and every one who drives or uses a motor vehicle in downtown Toronto is thus interested in securing a freer flow of traffic.

"The progress and prosperity of a city depend mainly on the faith and confidence of its citizens. They must also have faith and confidence in municipal administrators and directors. If they have not then it is a duty to elect those that they have confidence in. It is not too much to say that the people of the province of Ontario, if not of the Dominion of Canada and the world at large will judge by the vote on January 1st whether the citizens of Toronto have such faith in their city as expressed by the directors of the Canadian Pacific Railway Company in replacing a Victorian hotel by a modern hotel the largest in the British Empire, or whether they prefer to retain the streets that served Muddy York, and the reputation of residents of the biggest village in Canada."

FIRST MOVEMENT TOWARDS TOWN PLANNING AT PETERBOROUGH, ONTARIO

The Chamber of Commerce of Peterborough, Ontario, has recommended to the Peterborough City Council the formation of a Town Planning Commission. It is not a little significant that whereas in the past the first movements towards town planning in Canadian towns have usually come from groups of citizens distressed by the disorder and ugliness of their physical environment the impulse to action is now coming from business groups who are realizing that town planning is a "business proposition" and not merely a question of aesthetics. This, too, has been largely the history of town planning in the United States.

A New Move for Garden Cities in England

The Garden City Movement in England has justified itself on social and economic grounds. It has built two new towns on practically virgin territory where the age-long evils of land-speculation have been avoided by public control of land uses and land values. It has enabled working families with little or no margin to their incomes to acquire by small rent or tenant purchase neat and modern cottages in country-town environment, with gardens and playroom for children and abundant facilities for social and educational interests. On the principle of scientific humanism it has planned, not for extravagant profits for anyone but for a new social civilization where the business and art of living may be interesting for all members of the community and not for some five or ten per cent while the rest must be content with work and sleep. It has made slums and congested living impossible and it has paid its way as an economic adventure.

The British Government, changing its complexion several times during the 25 years of Garden City experiment, has taken some note of the movement and has passed permissive Garden City legislation which enables towns and cities to acquire suburban areas and initiate garden city projects. It has also contributed loans to the Second Garden City at Welwyn to the extent of nearly \$1,000,000. But to make the permissive legislation operative there were needed town councils moved by the same impulse of scientific humanism which actuated the founders of the First Garden City. They had to believe in the principle of the public ownership of land and to disregard all those tempting opportunities for personal advantage which public office gives to the real estate operator. Doubtless, too, in most cases, opportunities for acquiring large areas of land for entirely new towns would be, or would seem to be, impossible to "practical" men. Even if convinced of the social and economic soundness of the garden city idea they would despair of carrying the taxpayers of their constituencies into such a revolutionary project. Consequently the permissive legislation offered to civic authorities to build garden cities has proved practically useless. It has seemed that more garden cities must be left to the initiative of private groups as in the cases of the two garden cities already built. But, again, the enormous drain on the voluntary services of public-spirited men has proved too serious for rapid progress: the returns on investment have to be limited to 6% or 7% at the outside, by the constitution of the society; there are, frankly, no quick fortunes to be made by anyone, since the benefits are intended to reach to all members of the community.

The movement therefore has reached a point where all socially-minded persons admit its social success. The vast entail of misery, disease, life-

waste and social inefficiency due to the bad planning of English industrial towns in the past is admitted by all parties, except by those who have profited by it. The movement can no longer be called utopian or impossibly idealistic, because two towns have been built and are successful. They have attracted industries and created pleasant housing and living conditions so that mere living in the English garden cities is a liberal education.

The movement lost its founder in the death of Sir Ebenezer Howard two years ago. But Howard left behind him a multitude of disciples, chiefly in England, but also in all parts of the world. The brotherhood includes many of the best minds in England. They have now decided that, having proved their case by 25 years of strenuous adventure in a new sociology, capable of ordering and sweetening the social life of England, they have won the right to appeal to the Government for the massed power that can only be provided by the government and without which they cannot carry out their programme of a chain of garden cities throughout the land.

Recently an important deputation from the Garden City and Town Planning Association waited upon the British Minister of Health and placed their proposals before him.

Briefly, they ask that the garden city principle shall be adopted by the British Government and become part of its social policy; that a special body shall be set up under the Ministry of Health, or associated with it, charged with the definite duty of fostering development of garden cities located in accordance with regional plans. They do not make any reference to past legislation authorizing local councils to initiate garden city projects, probably because they know that only men who believe in the social value of garden cities will work for their creation or because this legislation has already proved useless, for obvious reasons. They ask that some Government body shall have the duty of "fostering development" and have power to make financial advances to "authorized associations" for the purpose of establishing garden cities and providing in them weekly-rented houses. They are not asking, therefore, that the promotional work shall be done by the Government body. They believe this will be done best by "authorized associations" who have beliefs and convictions as to the social necessity and national value of the work. But these associations will go to the Government body for authorization, official assistance and financial help. They know that the massed power of the Government will remove many obstacles which at present slow up their work and render abortive much that they could do.

Realizing the hopelessness of expecting town councils to establish garden cities in their immediate areas, they ask that the new movement should be

brought under regional control. This would give greater opportunity to acquire rural lands at agricultural prices within a region that often comprises a group of towns, with much intervening rural area, and avoid the legal complications that are incident to "town limits" legislation.

And throughout, the main object of the garden city movement is kept in mind, not to provide houses for middle class people who can afford to buy at \$8,000 to \$18,000—as in the American Radburn experiment—but to assure for wage-earning families, with little or no margin to income, comfortable cottages at rents within their means for immediate occupation without capital outlay in surroundings combining the advantages of both town and country.

The representations of the deputation are set forth as follows in *The Welwyn Times*:

In a memorandum the Association put forward proposals by which the development of existing Garden Cities and the establishment of new ones could be rendered more rapid. These proposals included the following.

(a) That a special body should be set up under the Ministry of Health, or associated with it, charged with the definite duty of fostering development of Garden Cities, located in accordance with regional plans.

(b) That this body should have the power of making advances to authorised associations for the purpose of establishing and developing Garden Cities, and also help the Local Authorities of Garden Cities in the provision of the necessary weekly rented houses.

(c) In any new legislation in regard to Housing, special consideration should be given to providing for the building of working class houses in Garden Cities and other new areas which are being developed for industrial purposes. The subsidy conditions under the 1924 Act require adaptation to meet the special cases of such areas. Consideration should also be given to the borrowing powers of the small local authorities where Garden City development is taking place.

(d) That the powers for Town and Regional Planning be extended to enable suitable sites for Garden Cities or Satellite Towns to be located within the Regional areas and open belts of land intervening to be protected from sporadic urban development.

(e) The adoption of the Garden City policy would enable a better use to be made than at present of a system of aerial transport of goods and general air traffic.

On several occasions during the past ten years efforts have been made to induce the British Government to adopt an active and responsible policy for the creation of new towns on garden city lines. Invariably sympathy has been expressed by the responsible minister but action has so far been delayed.

There seems to be more promise of definite response with a Labour Government in power, whose ministers may be supposed to be in closer touch with the needs of working families for improved conditions of home life. There is also the consideration that the establishment of a chain of Garden Cities throughout England—the dream of Ebenezer Howard—would provide an enormous amount of constructive work for the one and a quarter million of unemployed.

As to finance, a British delegate to the International Town Planning Congress, held recently in Rome, pointed out that the whole cost could be easily covered by even a moderate reduction in the cost of useless armaments and military swagger.

It is not too much to say that a spirited and affirmative response of the British Government to the representations of the Garden City advocates would create an example of social reconstruction that would mark a world epoch in social reform.

We are becoming familiar in Canada with the creation of new towns at the bidding of expanding industry. In some cases the old methods of land-chopping for speculative purposes—with the price of lots increasing with the demand until the demand is strangled just where it should have been fostered—is at least modified by some elementary planning. So far we can only suppose that towns must come into being at the call of industry. The garden cities of England have shown that towns can come into being at the call of social needs and scientific sociology, and that industries can be attracted to them by the prospect of better social conditions for the workers, cheap land on long leases, cheap power and by industrial buildings constructed to serve the needs of infant industries. There is not a single industry at Letchworth or Welwyn that belongs to the district as such unless one counts the Shredded Wheat and the British Film Corporation at Welwyn which were attracted by clean air.

To visualize the Garden City in Canada one has to imagine a group of social reformers with access to a fair amount of capital for initial expenditures; the selection of an agricultural area, say 20 miles from Ottawa, Toronto, Montreal, Winnipeg, Vancouver; the securing of an option to buy some 3,000 acres and the subsequent purchase of the land; the first planning of the area for industry, commerce, residences, public buildings and recreation centres, and the study of the problems of water and power; the planning and financing of the first offices and such residences as will be needed for the first workers and the more adventurous settlers and industrialists.

Then would begin a campaign of advertisement to attract financial assistance from those who were willing to lend money for a great social project at moderate rate of interest.

Letchworth was begun on a capital of about \$1,000,000, all privately collected. In seven years Welwyn, with the assistance of Government loans

to the extent of about a million dollars has a population of 7,000 people. A new kind of social or political scientist selected an agricultural area and said "a new town shall rise here, created by the will of man and especially by the good will of man seeking for a better kind of social life for the common people."

All very artificial! But so is aviation, motor traffic, radio. The garden city is the product of

better and richer social thinking and brave good will. It was ridiculed at first as "philanthropy at 5%." But the promoters knew that it could not win respect unless it was a "business proposition". But though it has succeeded as a business proposition it is a new kind of business proposition in which not 5% of the community only reap the benefits but the entire community.

Architectural Control -- The Experimental Stage

Much has been written on architectural control, yet it is more than probable that much more will still be written. Some architects get nervous and irritable when the term is mentioned and end their discourses on vague laissez-faire generalities about national consciousness and the like. Yet laissez-faire has brought us to the gigantic commercial brick boxes with bare flanks and multitudes of factory windows—in short to the house that Jack built on his employer's lot and to meet his employer's ideas of commercial needs. The fear seems to be that the tender plant of genius will be squashed if any objection is taken to making a town hideous so that some wealthy person may rake in a maximum of rents from a maximum of rooms.

Yet there is little doubt that the present public and well-nigh universal demand for some kind of architectural dignity in the chief streets and centres of towns and cities will find sooner or later some sympathy and response from those who have power to influence by legislation the reasonable demands of a community. In Canada a beginning has been made in the acquisition by the Federal Government of the legal right to control the form and design of private structures in the vicinity of government buildings. The Quebec City Act has similar powers, though the present signs are that they are not likely to be used when commercial pressure is strong enough to command their disuse.

Dr. Raymond Unwin, writing in the *British Town Planning Review* commends a plan that is being tried in Washington, D.C. to meet the demand for some kind of architectural control in the capital city of the United States. It is not, of course, surprising that architects themselves should betray a certain amount of nervousness in the face of such a demand. Autocratic power over design by a government architect, however eminent, might be a power to be feared. The Washington architects have themselves taken the initiative. Dr. Unwin writes:

An Advisory Council was formed, consisting of a number of architects in the city. They arranged for Panels of three architects to take charge of the work in rotation—one member of the Panel retires each week, so that each mem-

ber of the Panel serves for three weeks and presides over the Panel in the last week of his service. By arrangement with the Deputy Commissioner of the District of Columbia, all building plans received by him are submitted to this Panel for criticism. The Panel visits his office once a week, and all plans received since the last visit are put before them and they pass their judgment upon them, defining them under four classes:—

- CLASS I ... Commended.
- CLASS II ... Approved.
- CLASS III ... Not approved.
- CLASS IV ... Disapproved.

In addition to classifying the buildings a short constructive criticism, with suggestions for amendment is added in each case. The Deputy Commissioner transmits to the building owner, or his agent who may have submitted the plan, an official form defining the classification and conveying the criticism and suggestions.

It must be understood that the District of Columbia has no power to make requirements in regard to the appearance of the buildings; so this voluntary work of criticism which they assist is outside their statutory powers. The report is sent independently of the building permit, and it is not allowed to affect or delay the issue of that building permit, if the plans comply with the statutory requirements in other respects; so that, beyond sending the report, the Commissioner has no power to enforce the decisions or suggestions of the Panel. It is found, however, that this procedure has considerable effect. Arrangements are made for preliminary advice on proposals, or on sketch plans, to be given by members of the Panel; and in this way much improvement in the general work is secured. Plans which are criticised or rejected may be submitted again to the Panel at its next meeting the following week.

Neither building owners, builders nor architects generally like having their plans criticised or rejected, and the majority of them will make considerable efforts to avoid this, although it is

found that there are a few classes of builders and architects doing work of a solely utilitarian character who at present are not amenable to the criticisms, and go their own way in spite of them.

It should be understood that the District of Columbia is governed directly by Commissioners appointed by the Federal Congress, and has no elected Municipal Corporation. With a view to finding expression for public opinion, Neighbourhood Citizens' Associations have sprung into existence all over the city, and the Commissioner welcomes recommendations received from them. With a view to securing the support of local public opinion for the recommendations of the architects' Panels, it has recently been arranged that the Architects' Advisory Council should, in suitable cases, transmit copies of their reports and criticisms to the Citizens' Association in the area in which the building in question is to be erected. These Associations have, in most cases, appointed small local committees to consider and deal with the reports thus submitted to them; and they take such action as they can by interviewing builders, owners, architects, etc., and if need be, by focusing local public opinion in support of the recommendations of the Panels.

The rota for the Panels is made out for the whole of the year. All architects in the district who are qualified to perform the duties, and are willing to do so, are included in the quota. The service is for three weeks with a new member each week; on the one hand this secures some continuity of criticisms and on the other hand avoids the danger of individual views or preferences dominating the work of the Panels. An extract from the form which is used is given below.

The scheme is a suggestive example of control of design voluntarily organized by architects themselves and carried out without compulsory powers. The architects give free service on the Panels. Their work is made possible and its effectiveness increased by official co-operation on the part of those responsible for passing plans on sanitary and structural grounds, and for issuing public permits. It appears that each succeeding Commissioner since the scheme first came into operation has cordially taken up the work and expressed his satisfaction as to its value.

CLASSIFICATION OF BUILDINGS

Class I. COMMENDED. "*Distinguished Architecture.*" Outstanding among buildings of its type.

Class II. APPROVED. *Meeting the Standard*

which should be maintained for private buildings in the national capital.

Class III. NOT APPROVED. But not disapproved. Merely an "*average*" building which would not improve the neighbourhood.

Class IV. DISAPPROVED. The type of building which is considered "*below average*" in the neighbourhood; to be discouraged.

Any building which has been placed in Class III. or IV. may be re-submitted to a succeeding jury for re-classification if changes are made in the plans. The Assistant Engineer Commissioner will welcome co-operation.

The Architects' Advisory Council is a jury panel composed of able Washington Architects, from which is drawn each week a group of three architects to examine the current plans on file for building permits and to advise the Assistant Engineer Commissioner as to their merits. The objective is twofold: first to improve the character of the buildings in the national capital; second, to protect owners and neighbourhoods from buildings which might prove liabilities instead of assets.

One gets the idea here of something new in official reaction to enlightened public opinion, since it is emphasized that official Washington is meeting the suggestions of the architects, not with icy indifference but with intelligent sympathy; and there is also manifest a certain scientific organization of enlightened public opinion in the cooperation of the architects and officials with Neighbourhood Citizens' Associations. The architects are of course right in dreading any control of design by untrained and unqualified public opinion, but so long as they can be assured of official respect for the conclusions of their trained fraternity it is possible that they may lead the way to some satisfactory solution of this difficult problem of architectural control. Assuredly no argument for laissez-faire can be convincing so long as any speculative builder is allowed to erect the commercial boxes that are rising everywhere in the chief centres of towns and cities, on the "permits" of building inspectors who may be chiefly concerned with finding jobs for the journeyman builder. At least as much work is needed on buildings that have architectural dignity and beauty as on the commercial monstrosities that debase the quality of civic life. Trained architects at any rate should be more likely to recognize architectural genius when it appears and to give liberty and encouragement to its manifestations than any other controlling power and they may assist also in the study of artistic composition of buildings that are destined to make up whole blocks and streets in growing towns and cities. Paris dealt with this problem many years ago—and not without success.

“Our Cities of Today and Tomorrow”

A CITY PLANNING BAEDEKER

Under a grant from the Milton Fund for Research of the Harvard University, Mrs. Theodora Kimball Hubbard and Professor Henry Vincent Hubbard, Norton Professor of Regional Planning of Harvard University, have conducted during the last year a field study of planning progress in the United States covering about 120 cities and regions in 42 states. The results are summarized in a handsome volume of 389 pages, published by the Harvard University Press under the title “Our Cities of Today and Tomorrow: A Survey of Planning and Zoning Progress in the United States”. Tribute is paid to the field work of Mr. H. K. Menhinick, graduate in City Planning of the Harvard School of Landscape Architecture, who visited about 120 cities in all parts of the United States.

The term “City Planning Baedeker”, a friendly definition of the book in advance of publication, is modestly deprecated by the authors on the ground that while Baedeker is synonymous with completeness not more than a discriminating selection of the material collected has been achieved in the book now published. But all students of the subject will be amply satisfied by the mass of valuable data presented between the opening chapter, reviewing the present status of city planning in the United States, and the closing chapter, dealing with lines of future progress. One is impressed by the fine philosophic sobriety of the style and the resistance to the megalomania born of a few towering skyscrapers, some of which have certainly achieved cathedral-like beauty and impressiveness, where glimpses of them can be seen in the nightmare competition of commercial monstrosities for which no beauty or impressiveness can be claimed. While the book may be considered a city planning “history of our own times” for the United States and a documented reference book for which the busy student of city planning has long sighed, it is also shot through with a serious social philosophy characteristic of the authors. Probably no two minds in the American field were better fitted by long experience in teaching, writing, documentation and humanistic thinking for dealing with the present status of American city planning and forecasting the fascinating future to which the immense energy of the American brotherhood of city planners is surely leading.

This forecast may be discovered on the last page of the book and may be quoted here as the authors’ confession of faith.

We cannot believe, however, that the city of the future which it is now the fashion to picture, with its towers among the clouds, its many-levelled streets, and its hives of herded men and women, can ever be the true American city of to-morrow. The skyscraper city has arisen in

darkness and congestion; although it now pretends to be seeking the light, no thorough-going measures are following the attempted palliatives. What the artists who amuse themselves by dreaming these impossible turreted Babylons constantly forget is that New York is not the United States. A comparatively few metropolitan cities may be driven to Babylonian expedients to mitigate the consequences of their huddled skyscrapers and to take care of their urban-minded apartment dwellers; but by far the larger number of communities in the United States regard such pictures of architectural aspiration only as warnings or as nightmares.

As a race we are not so far from the pioneer days that the soil has lost its preciousness. For every thousand families in the United States who are content to exist in mid-air completely detached from the land, there are more than a thousand who wish to call a bit of ground their own. Of those who weekdays roost on high, cooped by economic circumstance, many fare forth on holidays and Sundays in an untutored horde to repossess the landscape.

The “To-morrow: a Peaceful Path to Real Reform” of Ebenezer Howard, achieved in the English garden city, holds far more of reality than the Babylon of the metropolitan booster. Our American city of to-morrow may not be so limited in size as Letchworth or Welwyn; it may not be surrounded by a true agricultural belt; it may at its core have wider streets and higher buildings; it will seldom be so consciously a social experiment. We venture to predict, however, that its size will be consciously proportionate to the size and character of the tributary region and to the efficient size of residential neighborhoods; that enough land will be open within and around it to prevent the merging of neighborhoods in an amorphous and soulless urban mass! that if its central buildings are higher, they will be proportioned to streets and open spaces; and that this balanced growth will result from a recognition by the American people that social welfare may be substantially attained if each citizen will yield from his private right as much as is necessary to protect the rights of others—that each may enjoy his own right to light and air and space and touch with the life-giving earth.

The transformation of the American city planning “Scene” during the last ten years is briefly stated on the first page, and it should be impressive to Canadian readers who find their municipal councils almost everywhere still wondering if city planning is a fad and still debating whether a town planning

commission will rob them of their precious prerogative to do nothing in particular beyond routine jobs and collection of votes.

Ten years ago at the close of the Great War, the conception of planning for the future development of cities and regions was recognized as an ideal by a growing number of far-sighted citizens and technical men; but the practical interpretation of this ideal into actual guide plans accepted by municipal authorities was limited to a relatively small number of great cities and occasional suburbs, and to experiments such as company industrial villages and especially the war housing towns, which, in America as in England, secured a measure of official sanction for the movement. Going back ten years before that, the Plan of Chicago had burst upon the country, revealing a vision and technique then uncomprehended by more than a handful out of the thousands of citizens to whom the term "city plan" to-day means something worth voting money for and something worth fighting for when selfish interests seek to replace a community master plan by schemes for private gain.

There are in the United States at the time of writing (Spring, 1929) over 650 municipalities having official planning commissions, in addition to nearly a score of counties and regions. According to the Department of Commerce figures of April, 1929, as against scarcely more than 100 six years ago, now 754 communities have adopted zoning ordinances regulating at least the uses of land; and their combined population represents three-fifths of the urban population of the entire country. This population lives in communities numbering about a quarter of the total number of incorporated places having a population of 2500 or more.

There is no state where some form of movement to secure the benefits of planning and zoning does not exist. The introduction of state laws authorizing planning and means of financing plans, debates over the enactment of municipal ordinances creating plan commissions of adopting zoning regulations, the choice of members of planning bodies, the submission to voters of bond issues for permanent plan improvements, all are subjects of widespread news value, featured in national as well as local press services, and brought constantly to public attention in the daily papers.

A glance at the programs of meetings of state and national municipal leagues, state and national associations of real estate boards, chambers of commerce, local and national societies of civil engineers, architects, and landscape architects, and other tangent professions, shows that phases of city and regional plan-

ning are vital subjects of discussion, having place among the many more specialized problems which the rapid growth of cities has forced upon administrators and technical men. Devoted entirely to planning, several state conferences and the National Conference on City Planning each year hold sessions in which experiences are compared and new theories put forth and appraised; the Planning Foundation of America, a subsidiary organization of the National Conference, has just been incorporated to promote public knowledge of planning. The American City Planning Institute, composed of active practitioners of city planning, is working steadily toward the establishment of fundamental planning principles.

At Harvard University there is a long-standing course of professional instruction in city planning, now enlarged to the Graduate School of City Planning with an extensive program of research. In eighty or more colleges and universities, some instruction is given as part of a general or technical education. A considerable number of civics textbooks for use in elementary and high schools devote one or more chapters to the field of city planning. In a long list of technical journals and in many general and popular magazines, articles on problems of planning appear from time to time; and in two journals (the *American City Magazine* and the quarterly *City Planning*) there is a steady stream of news and exposition of theory indicative of a growing, healthy social science and art.

From this general summary of results the book passes to a brief history of planning movements in the United States, from the planning of Philadelphia in colonial times, on proprietary and speculative basis, to the Central Park movement in New York in 1857, and its many fruitful consequences, and the more conscious urbanization of that period leading to the Chicago World's Fair of 1893, the revival of the plan of Washington in 1900, the beginning of the literature of the movement and the New York City zoning ordinance of 1916.

The most potent single recent influence on city planning in the United States is undoubtedly the establishment by President (then Secretary) Hoover in the United States Department of Commerce of a Division of Building and Housing, with an Advisory Committee on Zoning later expanded in scope as the Committee on City Planning and Zoning. As a result of this committee's work standard zoning and city planning enabling acts have been issued and used widely as a basis for enabling legislation, and thousands of copies of the Zoning Primer and the City Planning Primer have been circulated wherever communities have undertaken zoning and planning enterprises. Public

confidence in planning as a legitimate sphere of municipal activity has been enormously increased. This recognition by the federal government of the economic value of planning as a means of eliminating waste and as a necessary business of community expansion, and the recognition by the courts of planning as a legitimate means of promoting social welfare, have effectually laid the restless ghost of "the City Beautiful" and are now placing in the minds of hard-headed legislators the conviction that haphazard city development is more expensive as well as less attractive and less socially desirable.

In an early chapter there is an important discussion of regional planning, which is now seen to be the logical outcome of the realization that city boundaries are often artificial and mischievous barriers to any large and comprehensive scheme for scientific planning. Under the chapter "Agencies for Regional Planning", a record is given of the regional planning projects already undertaken in the United States, but the section under "Future Development of Regional Planning" shows how far-reaching this movement is destined to become by the pressure of such vital thinking as permeates this book. Much has already been accomplished by regional planning bodies in the United States but these two authors cannot stay with present achievement in the face of manifest opportunities for regional planning which are constantly slipping away before the growing tide of population. They must visualize a national survey of land uses, actual and potential.

The vast neglected opportunities of the country are appalling, even when we add to the influence of actual regional planning agencies, the splendid volunteer work of city plan commissions affecting development of surrounding territory. When we are tempted to congratulate ourselves on the spread of city planning and zoning, we must in the same breath declare the need of enabling legislation for regional planning, as suggested by the Department of Commerce Standard City Planning Act, and for education of public opinion to demand planning of larger areas.

Whether this is to come about through metropolitan federation, through county offices, or through unofficial agencies remains to be seen. The experiments already made and in the making will tell us more in the next five years. Whatever the method, cooperative endeavor will be the keynote.

Regional planning enterprises have brought out the need for fitting regional projects into even larger schemes. Although state and national planning are still conceptions beyond the ken of most of us, aspects of planning on so grand a scale are already becoming familiar in national and state highways, parks, and forests.

The greatest planning need to-day is a national survey of land uses, actual and potential, which may form a basis for a sort of national super-zoning plan and for determining the national trunk lines of transportation to which all state and regional planning enterprises may be effectively related.

Space will only allow us to indicate the further subjects that make up the substance of this valuable book. There are chapters on "State Organizations and State Plans", "Educating the Public to Support City Planning", "Technical Procedure", "Financial Programs", "Comprehensive Plans in Action", "Control of Platting and Land Subdivision", "Zoning", "Major Street Plans and Traffic Relief", "Rapid Transit and Mass Transportation", "Terminals: Rail, Water and Air", "Parks and Recreation", "Civic Centers and the City's Appearance", "It Pays to Plan", "Lines of Future Progress". There are also valuable statistical appendixes covering 80 pages and a large number of admirable illustrations.

ZONING FOR MONTREAL

As a result of studies of the zoning needs of the city of Montreal by the engineering staff of the city, covering a period of five years, Mr. H. A. Terreault, Chief Engineer, has prepared the first zoning map of Montreal, which is to serve as a basis of study by a zoning committee to be formed under the control of the Metropolitan Planning Board. There have been many announcements of the forthcoming planning of Montreal during the last 15 years which have gone no further than the announcement stage. It looks as though the engineering chief realizes that the time for something to happen is much overdue. But a zoning scheme for Montreal is not enough. Montreal should have a great Comprehensive Plan for the city and a Regional Plan for Montreal and environs, covering a radius of twenty miles. A zoning scheme at this stage in the history of planning has no magic—to use the Burnham phrase—to stir men's blood. Experience teaches also that a zoning scheme will go through better as part of a comprehensive plan.

"AMERICAN CIVIC ANNUAL"

The American Civic Association has published a very useful volume of some 300 pages covering the planning movement in the United States—in all its many phases. A series of papers deals with the splendid organization for the planning of the Federal City and its region. There are also short papers on the National Parks, Regional Planning, Famous Highways, Architectural Control, Roadside Improvement, and the control of advertising, City Planning, New Towns etc.—the whole forming a compact desk encyclopaedia for students desiring ready and trustworthy reference to the United States planning movement.

Provincial and State Planning Movements

The provincial planning movement in Alberta (Alberta passed a Town Planning Act in 1913, but no executive was appointed to explain its meaning to the people and carry on the educational campaign needed everywhere for the progress of town planning) was initiated last year by Premier Brownlee. A new Act was passed on broader lines and the premier did not fail to see that an executive, headed by a trained town planner, was needed to interpret the act and to make it operative in the province. It seems to have predicated a positive planning contribution to individual towns and cities on the part of the provincial executive, at least with respect to preliminary studies and advice as to procedure and a special study of highway amenities and the redemption of waste or scenic areas for the purpose of provincial parks, to be developed and maintained by the province. Something has been done already in this direction in the selection of special areas for the purpose indicated. If something is done in actual development of park areas probably the example of the province will inspire the towns to plan their areas to better effect and the balance between this stimulus and the disposition to expect the province to do everything because it has done something will be on the side of progress.

It is said that thirteen towns have already appointed town planning commissions. These commissions may or may not do something useful but it is certain that little will be done of much value unless *ad hoc* commissions are appointed. Even the preliminaries of town planning require more study than a committee of Council can give. Then, too, their value will depend ultimately upon the kind of men and women who are appointed to serve on the commissions. So many town planning commissions in Canada have been useless that it is impossible to get excited by the mere appointment of them. There will be, however, the advantage in Alberta of an energetic town planning director who will probably make it his duty to inquire if the commissions are operating and if not, why not.

A report prepared by Mr. F. L. Olmsted and recently published dealing with the State Park Survey of California shows that unless the State Park authorities watch the park planning situation very closely unfortunate things will happen, due to the "business enterprise" before which we are all expected to bow. First the actual work accomplished at public expense of making areas attractive and beautiful will be largely ruined by the creation of new ugliness on the part of reckless exploiters of public improvements. Lands will be bought in the vicinity and margins of public improvements and used for crude commercial purposes that have no sort of relation to the purpose for which public money is being spent, that is to create order and beauty for the enjoyment of the people. Such lands

we learn are being bought in California on a scale incredible to anyone of a former age or of any other country, where there is no public control over the use to which the land will be put.

In 1928 the people of the State of California passed the Park Bond Act by an overwhelming majority. This provides for the issuance of \$6,000,000 in state bonds to be used for the purchase of park lands provided half the cost is given to the state by contributions in money and land. This is an effort, presumably, to conserve at least some of the unearned increment of public improvements for the public whose money is used to create them. This looks like a process of reasonable bargaining with landowners. The commission will perhaps say: "We will make these improvements if you, who will benefit materially, will contribute to them". If they won't we do not know what will happen. Will the authorities then abandon the proposed improvements and go somewhere else? But perhaps they cannot go somewhere else because nature has created a unique site just there. We do not know if this bargaining method will be very successful. It seems to us that regional planning with legal power over all lands with a view to shaping a region for the best public use is the only solution for such problems as this.

Mr. Olmsted gives an example of destructive exploitation where no thought is given to planning amenities and no thought to anything but quick returns in profit. It is summed up as follows in the *British Journal of the Town Planning Institute*.

To take a single type of this destructive exploitation: Every year thousands of "cabin-site subdivisions" and other residential and pleasure resort developments are being laid out in the pleasantest spots readily available as private speculations with the sole motive of making quick sales and "getting out from under"; and in a considerable proportion of cases in such a crowded and unsatisfactory manner that before half of the lots are actually put to use the natural advantages of the spot for such use are in large part permanently destroyed and the place tends to become a rural slum, in which the occupants fail to get in any satisfactory measure what they hoped and paid for.

Mr. Olmsted comes to the conclusion that the first concern of the state is one of public education and the second is direct prevention of unwarrantably destructive exploitation.

The chief means of prevention are:—proprietary control; projective restrictions or easements on private land; and regulation under the Police Power (this does not involve compensation). These various methods are all discussed.

One interesting suggestion is the prescription

of a Building Line to the sea coast, which it is suggested could be done under the Police Power. Also that it should be decreed that private marginal lands along the beaches shall not be used for certain purposes to which they are naturally ill adapted.

The dangers of exploiting land along the highways are referred to. It is said that the vast majority of the land is not and cannot be used for any other economic purpose than before and is raised but a fraction in its rentable and taxable value by the better transportation. But along the margin of the road there rapidly spring up new uses, partly parasitic on the pleasure traffic, partly serving real needs of that traffic; both too often done in places and in ways which progressively ruin the quality of the landscape visible from the road.

Mr. Olmsted proposes control of the foregrounds of the more notable and valuable landscape enjoyable from the road. Also that the highways should be supplemented by a park strip publicly owned and maintained and by securing from the private owner an agreement that he will not use his frontage lands so as to blockade or impair the view across it from the

highway, although free to use it in any other way.

It is also important to provide temporary stopping places, in the form of turn-outs, short spurs, or loops, for enjoyment of views in quiet, or for picnics, so arranged as to give a maximum of pleasantness and privacy to those who use them and a minimum of interference of such use and enjoyment of the highway by through travel and with the use and protection of adjoining land.

The distribution and character of the more notable resources of the State of scenic, recreational and related kinds are described.

The chief criteria for determining which of them should be included in an ultimate comprehensive state park system are given.

Projects for upwards of 330 distinct and separate state parks were placed before the Commission and studied by the survey staff. As a result of this study the number that remained for favourable discussion in the report was 125, all of which are said to be worth inclusion in a comprehensive state park system, if possible. These are described with some detail in the report and are illustrated by a plan and photographs.

United States Government to Build a Model Town on Leasehold Principle

Will the costly and useless competition in armaments between Great Britain and the United States be replaced by a more wholesome competition in advanced social science? There are signs pointing in this direction. So far the town planners and sociologists of the United States have hesitated to adopt the garden city idea in its complete form. They were not quite sure that it was quite American—involving as it does the public ownership of land. They have built Mariemont and other new towns, planned for utility and beauty and they are now building Radburn and incorporating, as we have said, priceless ideas in new-town building. The November issue of *The American City* has an excellent illustrated article on the Radburn development. At present Radburn promises to attract universal attention as the latest American "shot" at the garden city idea, but with reservations in favour of private ownership of land and prices for houses that much exclude the low-paid wage-earning community. But the ideas, wrought into the substance of Radburn—surely new-American ideas—will doubtless be utilized in some cheaper form when Radburn has justified itself as a middle-class housing experiment.

But Radburn itself proves that there is nothing static about American traditions of town building.

The traditional "boisterous frontier town" is not so American that it cannot be discarded when it is seen to be stupid and too boisterous for civilized living. Radburn is showing that.

And, moreover, it is distinctly new-American for the Federal Government to undertake the task of building a "model town", with leasehold tenure, continuing only on the good behaviour of the tenants. Yet this is what is happening, according to an article in *The American City* entitled "A Model Town to Look Out Upon the World's Greatest Artificial Lake."

We have recorded the latest effort of the English Garden City group to persuade the British Government to adopt the garden city principle as a national policy and to assist in the financing of such undertakings.

The United States Federal Government are doing just this. A great dam is to be built on the Colorado River, which will employ 1,000 men and bring together some 4,000 people. The Government officials have no desire to witness the birth of an old-time construction shack-town. They have made arrangement to build *themselves* a model town, under their own control and management, with leasehold tenure. The town will not be a wilderness of debris and a riot of land speculation, but a town of "simple homes,

gardens with fruits and flowers, schools and playgrounds—a wholesome American community," and part of a new popular tourist route. Surely the new social science of better town building is moving from college text-books into practical life. We quote from *The American City*:

A new type of frontier town, to be built on the brink of the Colorado River, for the housing of the workmen who will construct Boulder Dam, is being planned by the Department of the Interior as a model community which is expected to live after the construction period has passed.

Secretary Wilbur and Elwood Mead, Commissioner of Reclamation, selected the site for this town when they visited the Colorado early in the summer. It is on the Nevada side of the river on the nearest level land and a little more than a mile from the dam site. They have often conferred regarding the project since that time, and experts are working on details of the town plan.

The new model community will be located at a point where Black Canyon widens out and affords a favorable setting. The dam itself will be a mile away over a chaos of broken hills. The bottom of the canyon where the work must begin and where the greater part of it must be done, will be at a level of 1,600 feet below the rim and the town. Into the bottom of the great canyon there will go every day a thousand men who will emerge again when their work is done and return to the town.

The task of lowering these men into the canyon and bringing them out again presents in itself a bit of spectacular engineering. It will be accomplished through the installation of huge elevators which will lift their passengers a perpendicular 1,000 feet, which is practically twice as great a lift as that which carries passengers to the top floors of our tallest skyscrapers.

The Federal Government will retain ownership of the land on which the town is to be built, and will lease it to those who live on it or use it for commercial purposes. One of the features of these leases will be that they will continue only under the period of good behavior of the tenant. It is the intention of the Government that the bootlegger or other law violator shall not interfere with the well-being of its workmen while assigned to this huge task. The power to terminate leases, and therefore residence, in this town will be used as one of the means of enforcing proper conduct. Instead of a boisterous frontier town, it is hoped that here simple homes, gardens with fruits and flowers, schools and playgrounds, will make this a wholesome American community.

The construction of the great works at Black Canyon will require a period of eight years.

Something like a thousand workmen will be constantly employed. With their families and those who are drawn to the dam site by the general activity, it is estimated that this town will have a population of some 4,000 people. It should be borne in mind, however, that there is no employment at present nor will there be any for, perhaps, another year.

When the reservoir is full, the water will come up the valley almost to the town, and the great lake will stretch away a hundred miles through a region of rare scenic beauty. The region is one of admirable healthfulness and it is thought that a popular resort may grow up here when the reservoir has been so developed as to provide its incidental attractions.

Plans are already well developed for construction of automobile highways from Las Vegas, Nev., and Kingman, Ariz., to the dam. When the dam is completed, it will become a bridge as well and link these two roads together. It will then become possible to come past this dam and see the reservoir on a transcontinental trip with little or no increase on the distance traveled. Eventually this will doubtless be a popular tourist route which will develop possibilities for the model town that is to look out upon the world's greatest artificial lake.

TOWN PLANNING DISTRICT CONFERENCE, ALBERTA

Red Deer was the scene of the first District Town Planning Conference under the new Alberta Town Planning Act. Representatives of neighbouring Town Planning Commissions, municipal councils, horticultural societies and similar bodies were called together in November for conference, when Mr. H. L. Seymour, provincial Town Planning director, outlined a proposed new provincial Horticultural Society Act, intended to encourage horticultural societies, by financial assistance, to forward the work of town planning.

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COMPREHENSIVE CITY PLAN, ROANOKE, VIRGINIA

We have received a copy of Mr. John Nolen's "Comprehensive Plan" for the city of Roanoke, Virginia, a handsome volume, abundantly illustrated with maps, diagrams, and photographs and presented with the wise and cultivated reasoning that characterizes all Mr. Nolen's work. The volume is one more evidence, not only of the remarkable extension of the planning movement in the United States but of the passing of the movement from the restricted zoning concept—which is but a part of planning and should really come last in the development of a plan—to the more philosophical concept of comprehensive planning of town, city and region.

Twelfth Conference International Federation for Housing and Town Planning at Rome.

The International Federation for Housing and Town Planning has become a world parliament for these two important activities. The twelfth annual conference was held in Rome last September. There was a record attendance of 1500 members "of all nations" it is reported, but unfortunately there was no representation from Canada. This will probably not be remedied until there is a stronger organization at the centre and a livelier apprehension in Canada of the place which town planning has taken in the counsels of the nations. The thirteenth conference will be held in London and the Institute should consider at its next annual meeting some practical ways and means for Canadian representation at this important gathering of town planners from all parts of the world.

The Federation published well in advance of the conference a volume of 500 pages containing the addresses delivered and the reports from various committees, in English, French, German and Italian. Summaries are also given of the papers printed in the languages other than that in which they were delivered. The delegates therefore know in advance the character and arguments of the papers and are thus given ample opportunity for prepared discussion. There are also "Reporters General" who summarize the papers and reports of committees with a view to conserving what is essential in the voluminous discussions. This means that an effort is made at scientific organization of the conference to prevent as far as possible the intellectual indigestion which is the common result of the loosely organized conventions with which we are all familiar.

The conference also covered visits to Venice, Naples, Capri, Pompeii and various tours about Rome, and an extensive exhibition of housing and town planning developments in all parts of the world. The main topics of the conference included:

Replanning Old and Historic Towns to Meet Modern Conditions.

Methods of Planning for the Expansion of Towns, with Special Reference to Old and Historic Towns.

Financing Working Class and Middle Class Housing, with Special Reference to Methods of Attracting New Capital.

Planning Apartment Housing Schemes in Large Towns.

Two special lectures on:

The Historical Development of the Plan of Rome and its Significance for Modern Town Planners

The Development of Milan.

Under each of these main heads a group of papers was presented by representatives from different countries.

It was decided that the next conference should be held in London and be devoted to two practical questions (1) Regional Planning, particularly in relation to devising means for the realization of plans (2) Town Planning applied to built areas including slum clearance.

The best summary of the conference we have seen was contributed to the British *Journal of the Town Planning Institute* by Mr. G. L. Pepler, Chief of the British Town Planning Department under the Ministry of Health. The report touches at various points on subjects that will have to be dealt with sooner or later in Canada and has critical periods indicative of the British way of looking at certain questions. Mr. Pepler mentions for instance that the housing section related chiefly to tenement buildings of a character not suited to England. Whilst most nations are adopting tenement dwellings for the housing of working families the British group are solidly in favour of cottage dwellings in newly-created satellite towns or garden suburbs or garden cities. They regard the tenement as a temporary makeshift which should not be depended on as a permanent solution of a great social problem.

In Canada we are suffering from unfamiliarity with the world view of housing and town planning. Our shack-view still persists for housing working families of severely limited incomes. Meanwhile, tuberculosis and penitentiary authorities are tracing their troubles back to bad housing. We are constantly assured that the British brick-cottage would not suit our climate and yet thousands of families in towns like Hull, (P.Q.) and St. John's (N.B.) pass their lives in flimsy wooden shacks which are fire menaces to whole neighbourhoods. We reprint Mr. Pepler's report with only a few omissions.

The Conference.

The conference was divided into two sections—Housing and Town Planning—which met simultaneously. As I attended the Town Planning sessions I only know by hearsay what happened in the other Hall, but the result summarised by Prof. Albertini indicated a desire to investigate more closely and scientifically the Tenement question.

Certainly the tenements we visited in Rome with their great height and entire absence of play space for children, or vegetable garden space for adults, were not attractive.

The two Town Planning subjects were closely related:—

- (1) Replanning Old and Historic Towns to Meet Modern Conditions:
- (2) Methods of Planning for the Expansion of Towns, with Special Reference to Old and Historic Towns.

Replanning Old and Historic Towns to meet Modern Conditions.

The Reporter General for the first was Signor Marcello Piacentini, and for the second, Mr. T. P. Frank.

The papers were published beforehand and several of them were illustrated. Few kept to the point.

With reference to the first subject, most authors agreed that a careful preliminary survey was essential, on which to form a judgment as to the type of planning suited to local characteristics and potentialities. In general, the type of plan favoured was one which ringed the old core with a boulevard road which should both show up the old walls, if such remain, and provide a buffer for the absorption and distribution of traffic.

By such means the old centre may be relieved of traffic pressure and be given breathing space to continue to function as the business and historic centre.

The subject was introduced by a fascinating paper (illustrated) on the development of Rome during the twenty-seven centuries of its existence, by Prof. Ing. Gustavo Giovannoni, Director of the School of Architecture at Rome.

The great buildings of Rome were clearly not sited according to any general plan and each generation was inclined to be ruthless with the works of past ages. For example, the spoiling of Pagan Temples to enrich Christian Churches has its comic side.

Prof. Giovannoni said that so far as real town plans were concerned they only knew of those prepared during the reign of Nero (54-63 A.D.) for the reconstruction of the eight districts destroyed by the Fire. In the time of Constantine (301-337 A.D.) a programme was developed which was based on two main principles, viz. decentralisation and definite division into zones. The central area near the Forum was kept free from all traffic and reserved for meetings, ceremonies, etc.

Development began again during the Renaissance with the Vatican as the centre of influence. The plans carried out by Sixtus V, Alexander VI and Julius II can be called Town Plans in the modern sense of the word. They provided for a fan-shaped net of roads on each side of the Saint Angelo bridge, meeting at the bridge head.

The Plan of Sextus V, in the second half of the sixteenth century, was conceived by Domenico Fontana. It included proposals to join the great sanctuaries by straight roads and to lay them out so that there would be fine views of public buildings and street furnishings, such as obelisks.

Later, Baron Hausmann was consulted and recommended the construction of modern Rome outside Ancient Rome, either on the South-East or on the North. This scheme, which would have kept intact the historical centre while providing for development

outside, could not be carried out for political reasons and hygienic reasons, on account of the malaria in the surrounding districts which has only been overcome in the present day. Consequently the new was built over the old.

The present proposals, supported by Signor Mussolini, were based on the principle that first necessities must be met and then grandeur must be fostered. Freeing Ancient Rome of its mediocrities will be part of the task of creating the great Rome of the twentieth century that will be worthy of its past.

Experience had emphasised the value of the following principles for planning historic towns.

Instead of mixing ancient and modern development it is preferable to try, either by town plans or by roads of communication, to encourage the development of new centres towards the suburbs, so as to permit both the old and the new towns to exist side by side without their needs and character suffering thereby. By this solution one is able to respect the artistic necessities of the one without sacrificing the needs of the other, which is impossible if one attempts to change the central zone.

In old quarters where changes are absolutely necessary it is wise to avoid demolition on a large scale and rather to seek to improve hygienic and architectural conditions by restoration work carried out by the owners of the property. In this way one could often restore to old quarters their original dignity, logic and hygiene.

Colonel Lafontaine dealt with the matter from the English point of view. He laid stress on the importance of the civic survey and of taking advantage of the help of local civic societies. He also recommended, with reference to the upkeep of buildings of architectural value, that the Local Authorities should be given the right to purchase and maintain in the event of the owner failing to maintain.

He drew attention to the need for the extension of the English Town Planning Act to built upon areas.

Prof. Dr. Ing. Jobst Siedler of Germany included among his recommendations one to the effect that, when old quarters of a town are demolished, it is best to leave them as open spaces. If it is essential to rebuild, then it must be considered from the point of view of modern needs and be carried out in the modern way.

Mr. K. van Lohuizen, Town Planning Officer for the City of Amsterdam, advocated ring roads in order to protect old centres from excessive traffic.

Mr. Laslo Warga of Budapest expressed the view that when new roads and new squares have to be provided in existing towns, it is advisable to acquire the whole area concerned so that it may be developed as one scheme, provided that the additional value created be sufficient to cover at least a part of the integral cost.

They had no law providing for building and distributing parts, but it could be done by arrangement.

Mr. Luigi Piccinato, Architect of *Rome*, contributed a paper, illustrated by plans and diagrams. He expressed the view that one must replan only to a limited extent and that by diverting traffic and building from the old quarters. Only a general study and a detailed plan that took into account the removal of vital centres from historical quarters and provided for a strict policy of zoning could relieve congestion by decentralisation.

Building authorities should be able to decide as to when demolition was indispensable.

Mr. Harold Hals, Town Planning Director of Oslo, *Norway*, contributed a paper on Oslo, and advocated absorption of additional growth into garden cities.

Prof. Cincinat Sfintescu of *Bucarest*, mentioned that although there was an Act of 1913 for the Preservation and Restoration of Historic Monuments and a Commission to carry out its provisions, use had not been made in Bucarest of Article 11, which gives powers of expropriation of buildings and land where preservation is merited. This law provided for an inventory to be made (and revised every five years) of all buildings to be preserved. Generally, historical buildings were spread throughout a town and rarely grouped. In such cases it would be advisable that replanning should be achieved by cutting new arteries through the less developed areas and expropriating zones. In Bucarest most of the main roads have been made in this way, permitting rapid and economical execution, e.g., the new Boulevard Bratianu, 1330 metres long with width varying from 30 to 50 metres and costing about £7 per square metre.

Dr. Albert Lilienberg (Hon. M.), Town Planning Director of *Stockholm*, presented a paper on the "Replanning of Old and Historic Towns in Sweden." His paper referred principally to Stockholm and to the traffic difficulties with which that city is faced, and the necessity for new bridges.

In order to ascertain the destination of traffic an investigation was made on October 28th, 1924, between 7 a.m. and 8 p.m.. Every vehicle was stopped and the driver was asked whence he came, his last stop for any business, his first subsequent stop and his ultimate destination. An ordinary traffic census was taken on the general route at the same time.

The main reason for the investigation was to find out the best position for a new bridge, but it also showed the relation between traffic and density of population. This information was plotted on maps and a comparison of them indicates that a large population in a particular part of the city does not necessarily cause a corresponding traffic. Traffic depends mainly on other factors, such as the situation of harbours, warehouses, banks, public buildings, central railway stations, etc.

This question was summarised by Marcello Piacentini, Professor of Town Planning of the Royal

School of Architecture, *Rome*. He said that the papers indicate that usually the old centre becomes the modern business centre and in such cases everyone agrees that the best method of protecting it is to surround it with concentric ring roads, when possible taking advantage of old ramparts, ditches, etc.

The replanning of the centre of an old town is more frequently occasioned by traffic needs than by hygienic requirements.

Widening an existing street fronted by historic buildings by widening one side only has a disadvantage that the old buildings on one side will be faced by modern buildings on the other, entirely out of harmony in their character and proportion.

Mr. G. L. Pepler said that it would be very interesting if their German colleagues would give them information as to the provisions of Lex Adickes and to what extent it had been applied to built upon areas.

In reply, Dr. Robert Schmidt said that Lex Adickes had not been applied to built upon land. This law provided that when replotting took place, 35 per cent. could be claimed for public purposes, such as roads and open spaces. In Cologne there was a special law which allowed 50 per cent. to be retained in the green belt.

Dr. Anst, the Surveyor of Cologne, afterwards explained, privately, that in the green belt of Cologne they had carried out the largest Lex Adickes scheme. It covered about 900 acres, affected about 800 owners and had taken 10 years to get through. Dr. Arnst also explained his zoning system by which the number of storeys of a building was related to the proportion of site to be left uncovered, according to the class of zone. For example, in the best class two storeys only were allowed and only one-fifth of the site might be covered. He said that even inside the city the majority was zoned for the third class, which allowed three storeys only and not more than two-fifths of the site to be covered. He expressed the view that the erection of high buildings in the centre of the city no longer paid and that the tendency was all towards spreading out at lower heights and densities.

At the concluding meeting, the Reporter General said that the papers and discussions had revealed general agreement on the following points:—

- (1) That historic centres should be left intact and the traffic diverted away from them;
- (2) that local authorities should be given power to expropriate all necessary land;
- (3) that any central plan must be part of a regional plan and that this part of the subject should be developed further at the next Congress.

Mr. Piacentini sums up the following principles for replanning old towns:

1. Dealing with the Centre of the Town.

(a) In towns where the centre has changed frequently during development, in those built on hills and in those that form an isolated citadel one should

not endeavour to put obstacles in the way of their traditional tendencies but should encourage rather the creation and development of new centres; replanning in the old quarters should be limited to enhancing the artistic and historic value of buildings and to hygienic improvements, without proceeding to large scale demolitions that would only be necessitated by a great amount of traffic.

(b) In the towns with a centralised system, with concentric and radial arteries, ring roads should be planned to divert the traffic from the centre and lead it to quarters on the periphery. The ring road nearest the centre should mark the extreme limit of radical transformations.

In the enclosed area (which is richest in historic and artistic buildings) telephone wires should be taken away, trams replaced by omnibuses, and historic monuments and buildings isolated but, unlike what happens in (a) the old centre should remain the heart of the town. The large buildings necessitated by modern life demands could be situated in the zone resulting from the formation of the ring road, or in the exterior zones. The interior zone should be reserved for older and traditional institutions, government and educational buildings, museums, etc.

The complete transformation of a central area is justifiable when it contains nothing of interest, and hygienic conditions are unsatisfactory.

2. Isolation of Monuments.

An effort should be made to isolate old and historic buildings by surrounding them with gardens. Buildings dating from the Middle Ages or the Renaissance should be freed from buildings that have been superimposed on them during later periods and restored as far as possible to their original state; one should not forget that remoteness from the noise of traffic increases their charm. We must respect not only the buildings but also the general character of their setting. New buildings should be in harmony with existing ones, not by a base imitation of their style but in their proportions, colour, lines and size, which still leaves complete freedom to the genius of their creator.

3. Traffic Arteries.

When new arteries must be cut through old quarters one should proceed with extreme caution and only demolish old buildings that have little importance. Old buildings of value should not be demolished and care should be taken to preserve their setting and the general character of the whole quarter. New architectural creations should be reserved for modern districts.

4. Open Spaces, etc.

In addition to gardens and flower beds surrounding historic buildings and the parks that already exist or will be laid out at a later date, one should

also have green belts round the old ramparts and open spaces wherever possible. This increases the charm of old quarters and restricts intensive building development to the suburbs and new centres.

5. Finance.

The generally accepted method, is that the municipality should acquire not only the land required for new roads, but land for building purposes also, so that the whole area may be developed as one scheme and the increase in the value of the sites pays a large part of the compensation for expropriation.

Methods of Planning for the Expansion of Towns, with special reference to Old Historic Towns.

Dr. Franz Musil, Town Planning Officer of Vienna, expressed the view that town development in wedge formation followed the best traffic lines. Between these wedges land of lower value should be devoted to green spaces. There was no reason why a green girdle should be in an unbroken ring; the essential condition was that there should be a sufficient number of green spaces easily reached from all parts of the town.

Old towns should avoid increasing traffic difficulties by unnecessarily high buildings in the centre, as their existing street system could not be changed to cope with the traffic which sky-scrappers would bring.

Dr. Otakar Fierlinger, Ministry of Public Works, Prague, and Max Urban, Architect to the State Commission for the Town Planning of Prague, contributed an illustrated paper.

They said that the application of Town Planning principles is hindered by the lack of legal powers for growing towns to force their neighbouring communes to co-operate in planning.

In 1920, by a special Act, a State Town Planning Commission was constituted for the City of Prague.

This Commission has drawn up a list of all historic structures and is considering the system of communications, the park system, the heights and elevations of building (particularly where delicate questions are involved bearing on the adaption of new buildings to the old town). Many valuable historic buildings and street pictures are being saved by the construction of arcades and passages.

The work done by the Commission is largely influenced by the Old Prague Club and the Historical Buildings Office.

Provision is to be made by which building will not be permitted that would affect the essential character of the town and the historic or artistic buildings and natural monuments.

Traffic will be removed from the protected parts by means of circular roads. One circle is insufficient for a town with a population of a million and therefore, a second has to be provided. There are obstacles to the construction of this second road, such as railway station wedged at ground level into the plan

of the town, also long continuous blocks of houses.

A passage over the site of the railway has been obtained by a reconstruction of the whole problem of railway stations in Prague, in consequence of which the railway station will be pulled down where it interferes with the new circular road.

Mr. A. Bjerre, City Engineer of *Copenhagen*, put forward a diagram suggesting ringing the old town with roads and creating garden cities on the periphery.

Prof. P. Abercrombie presented an illustrated paper in which he analysed the condition of the average old town in England, which had suffered from commercial expansion.

He expressed the opinion that the first step to be taken, was the preparation of a civic survey, and suggested that the defects which would be revealed, would in many cases group themselves into four categories:—Zoning, Communications, Housing and Open Spaces.

In providing for the future growth of the town, the grouping of the population, based upon facilities for work and movement, was a fundamental consideration.

With a swift means of locomotion at our disposal, it should be possible to group a large part of the future growth in satellites, which would be of two kinds, the purely dormitory and the quasi self-contained industrial satellite.

At present in England there was a direct opposition of financial interest between the county (including the smaller towns) on the one hand and the county boroughs on the other. One of the chief problems with which we were faced in England, was that of ribbon development.

Mr. Marcel Poete, of *Paris*, said that the principles that should govern the expansion of a large and historic town were a green belt with, at a sufficient distance from it, satellite towns for the decentralisation of population.

Prof. Heilingenthal of *Karlsruhe*, was of the opinion, that there was only one system for the expansion of modern large towns that corresponded to the character of their economic and technical development, namely, radial expansion along lines of communication (main and suburban railway lines, tramways, etc.) with large open spaces between these stretches of urban development. The fact that the later fortifications of large towns had been in the form of a circle had led people to the mistaken view that development in a widening circle was the best form of town expansion.

One of the most important considerations for the arrangement of the inner area, was the encouragement of subsidiary business centres.

Dr. J. Stubben (*Hon. M.*), pioneer Town Planner, *Germany*, advocated special communications of four kinds, namely for special roads for motor traffic, local roads, residential roads and park walks. In the centre of the town it was necessary to provide for

pedestrians by special parkways cut through building blocks.

Mr. Laslo Warga of *Budapest*, presented a paper describing the growth of that city. He advocated the necessity for a policy for keeping land prices at a normal level, and said that the municipality had always done all in its power to acquire and to lease rather than to sell it.

Prof. Cesare Chiodi of *Milan*, furnished an illustrated paper in which he described the planning of Milan and Rome.

He said that the national government had given to Italian towns, powers to regulate their expansion without hindrance by incorporating large areas of the neighbouring communes. The problem now was to devise the right form of plan.

During the last half century, most Italian towns had developed like "stains of oil," i.e., by spreading out without interruption. They were endeavouring to substitute for this "monocentric" development, i.e., a method of expansion by self-contained units separated by large open spaces.

Radial, wedge-shaped open spaces coming to a point near the centre of the town were the most practical form.

Their Town Planning Act provided for the fusion of small plots to be replotted in a practical shape. It was also proposed that municipalities should have greater powers for regulating building progress chronologically.

Prof. Aubrey Tealdi, Professor of Landscape Design at the University of *Michigan*, referred to experience in the United States. He said that if the preservation of the individuality and interest of a town was the main aim of the planner, it was evident that there must be some definite division between the old and the new in order to preserve the unity of the old. He advocated the provision of one acre of park area for each hundred people.

Mr. T. P. Frank was Reporter General for this section and summarised the chief points made by the writers of the paper. He suggested that discussion might be focussed on the following points:—

- (1) In what ways can future urban growth be provided for? If satellite development is to be substituted for suburban accretion, at what stage of growth of the city should this be done? How can new commercial (as part from industrial) centres be provided for?
- (2) Is it desirable that national action be taken to direct the flow of population from large towns to small towns?
- (3) Should local authorities have power (a) to regulate building progress chronologically and (b) to prevent the erection of buildings in unplanned areas?
- (4) What are the advantages and disadvantages of different types of roads (ring, radial, overhead and underground roads, pedestrian thoroughfares, etc.) in large towns and what are the

relations between type of road and method of expansion?

(5) Should open spaces be provided in wedge shaped radial areas, or in a peripheral belt, or by a combination of both methods?

(6) What are the appropriate town planning methods for preventing an undue increase of land values in particular areas?

It will be noted that there was a good deal of opinion in favour of confining development to the vicinity of the main arteries so that large wedges of open land might be left free from building. This appears to advocate ribbon development about which there has been such an outcry in England, but it must be remembered that conditions on the Continent and in England are entirely different. For one thing, our country comprises a small island and, for another, it is already covered by a network of excellent subsidiary roads to a far greater extent than is normal on the Continent. Ribbon development confined to a few main arteries is one thing, but applied to any good road is entirely another proposition.

In winding up the discussion on this subject, Mr. Frank drew attention to two *competitions*, which were about to be held, viz., one in relation to Madrid and another in relation to Pier Head area at Liverpool. In the latter case, the first prize offered was £1,000 and the second prize £500.

Prof. Cesare Albertini stated that the City of Milan had set aside the sum of 40,000,000 lire for distributing the population outside the City.

Delegates generally spoke in favour of expansion by means of satellite towns.

An interesting discussion took place on the papers which was opened by Dr. Raymond Unwin. He said that what was crippling Town Planning was that they were planning on a background of potential building land and this made the cost prohibitive. It should be the other way round, namely, that they should plan on a background of open land which would only be permitted to acquire potential building value in so far as it was allotted to building by the plan. Legislation was needed in all countries to meet this fundamental point.

Prof. Heilingenthal also stressed the need for legislation.

Dr. Gibbon emphasised the importance of Regional Planning and said that they could only replan the city effectively as part of such a plan. Radial development might not be ideal, but it was taking place and Town Planners should give more attention to directing its form of growth on the best possible lines.

The Need for Research in Town Planning.

A paper on this subject was presented by Dr. I. G. Gibbon, under the following main headings:—Social Geography, Compensation, “Rationalisation” in Land Ownership, Units of Measurements, the

Growth of Towns, Ribbon Development, Industrial Site Planning, and The Town Planner.

Dr. Gibbon expressed the view that there should be a body of knowledge behind town planning, a science behind art, just as there is a body of knowledge, of mechanics and the rest, behind engineering. There was need for more specific research. A great deal was being done by planners in dealing with individual schemes; more was required, and what was being done needed to be systematised.

The debate on Dr. Gibbon's paper was opened by Dr. Schmidt, who gave some interesting information about the Ruhr. He said that 16 new towns had been built in the Rhur in the last 20 years, and 8 of them had more than 200,000 inhabitants. Dr. Schmidt had called the mine owners together and had got them to say what they wanted and had made his Plan accordingly. Dr. Schmidt said that we wanted ideas more than we needed plans.

Dr. Gibbon referred to the necessity for knowledge on which to found a body of doctrine. He suggested that a Committee should be appointed to discuss how research could be advanced by the Federation.

Dr. Unwin said that the essence of Town Planning was design.

Mr. G. L. Pepler referred to the difficulty in England of getting industrialists and business men to treat Town Planners seriously and give them the necessary information on which to base their Plans. The need for research was so that they could arrive at a solution of cause and effect. A great deal of information was available: the problem was its selection and comparison. He suggested that if money was to be provided to enable research to be undertaken, it would probably be better that it should be raised voluntarily with the help of the industrialists and business men—as had been done in the United States—rather than that it should be a government institution. He thought that the industrialists and business men would have more confidence in information for the supply of which they had subscribed.

Mr. Rigby of *Melbourne* emphasised the importance of endowing research.

Mr. F. M. Elgood said that research was also needed into the technicalities of housing.

Visits.

Our hosts kindly drove us round the outskirts of *Rome*, but the new work we were shown was not very attractive. It consisted principally of large blocks of tall flats, with no provision for outdoor recreation for the children. The absence of playgrounds was noticeable as one drove round, and in *Rome* itself it is remarkable how many busy streets have no footpaths and even the *Corso* is very inadequately served in this respect. One bright spot was a small civic centre in one of the suburbs visited—a suburb still physically separate from *Rome*. The

civic centre was on the main street with a church placed opposite the main approach access, and a bank, a school, and a cinema already erected.

A most interesting visit was also paid to *Ostia*, the old port of Rome, where the excavations laid bare the old town.

After Rome, the Conference adjourned to Naples, and the first afternoon was devoted to a study visit. The things shown were one or two blocks of modern tenements, but principally the party were taken to view points from which could be seen the city and its beautiful surroundings on the famous bay of Naples.

Naples possesses a fine arcade of shops, the Colonnade built in 1890, which is similar to the one in Milan and better than the one more recently erected in Rome. It is cruciform in shape with arms about 50 ft. wide and a large circle at the crossing. It is very lofty and altogether makes an attractive shopping centre, free from vehicular traffic.

A visit was paid to *Pompeii*, via the new Autostrade and it was immensely interesting to study the lay-out and detail of a Roman town which had a population of about 20,000 for whom were provided a Forum, Basilica and three Theatres.

The visit to *Capri* could not strictly be called Town Planning, but was a memorable and enjoyable experience.

The Conference then adjourned to Milan, but as I had visited that city on a similar errand three years ago, I did not feel justified in sparing the time for another visit to that enterprising city, the Town Plan for which had already been studied in the exhibition at Rome.

Everywhere we went we were most hospitably entertained and cannot adequately express the thanks we would render to our Italian hosts and to Mr. Chapman, the Secretary of the Federation.

Almost the greatest value one gains from such conferences is the renewal of personal contact with Town Planners in other lands. Dr. R. Schmidt of the Rhur was very willing to submit to friendly cross-examination and explained that the new law which separated the Government of the Urban and Rural areas only affected administration and would not hamper the carrying out of schemes, because the Regional Planning Law provided for the pooling of resources for that purpose.

G. L. PEPLER.

NEWS AND NOTES

RADBURN, THE AMERICAN "GARDEN CITY".

Radburn is advertising as follows:

Radburn is growing up. Now you can begin to see what this new model town near Hackensack and Ridgewood, N.J. is really like, wherein it differs from the usual suburban development. A new kind of town plan provides play-

grounds and parks that connect with every house.

And the houses! Now you can appreciate their distinctive appeal. The prices range from \$8,100 to \$18,500, and an unique payment plan makes it easy to buy out of income.

Are you tired of crowds? Tired of worrying about your children when they go into the street to play? Radburn offers you a way out. Write for complete information about Radburn and how easy it is for you to own a home there.

Radburn is doubtless destined to influence profoundly the American conception of the right of way to build a modern city. It embodies ideas of priceless value. But it is obviously not intended for low-paid wage-earners or refugees from the slum quarters of the congested city. The houses must be bought and the lowest price mentioned is \$8,100.

In the English Garden cities a working family can enter a new cottage without capital, at a rent of \$8.50 a month or less and buy a cottage by small payments at a cost of \$2,250, and ample garden space, playroom for children, protection from traffic danger (which can never be serious because of the spaciousness of the planning) are provided.

Doubtless the Radburn authorities would say that they should not be criticized for not doing what they are not planning to do—that is to provide better housing for poor people. Nevertheless it is necessary to point out that the English Garden City is contributing to the solution of this grave problem and that it was founded chiefly for this purpose. The term "garden" is merely incidental to a social movement which aims at the abolition of slum dwelling by providing a different environment of spacious and healthy living even for families which have no margin to their incomes. It involves also the public ownership of the land and public services, so that the "usufruct" of these assets may go to the benefit of the community and thus decrease the cost of living. It has its base and significance in a new sociology, and yet it remains a "business" experiment because it pays its way. Only it is a new kind of business that does not give all profit to one man or a small group of men but shares it, reasonably and ethically, with those who created it.

The English *Builder* once wrote:

We are very far from saying that the Government should not give a helping hand to the working man or anybody else who, through circumstances beyond his control, is actually in want; but this is not business, it is Christianity. It is not a constructive policy.

Perhaps this generation, or the next, may accept the task of proving that scientific humanism is a constructive policy. The "business" methods of the past have left 150,000 families in London applying for homes only to be told there are no homes for them.

THE TOWN PLANNING FACTOR IN THE STRUGGLE FOR TRADE

A shrewd writer in the *Canadian Engineer* points out that the future struggle for the markets of the world may be affected by economical town planning of urban centres and the better housing and better social conditions of the workers even more than by small differences in the efficiency of a trade machine or the relative cost of power. And this in connection with the city and regional plan now in course of development for the commercial metropolis of Japan.

Before the disastrous earthquake and fire of 1923 Japanese business men and civic authorities were no wiser than their western confrères who can see no trade value in town planning, not to speak of social and aesthetic values. To be in fashion they invited an American planner to prepare a plan for Tokyo, but later wore out his patience. Came an earthquake and fire, destroying the city, which perhaps were regarded as a gesture from Above, or perhaps the authorities had heard the story of the rejection of Wren's plan of London by the omniscient and omnipotent business men after the great fire of 1666. They recalled the American planner and now a report has been published:

..Showing how much has already been achieved, and it is interesting to note that in the burned out area of Tokyo there have now been provided three large and 51 small parks. The commercial metropolis of Japan is not however Tokyo, but Osaka, with a population of over two million, and this city had issued its city improvement plan so far back as 1919, and was proceeding to carry it out when the lessons of the earthquake demanded some readjustment. In May, 1928, the second revised plan was chartered and officially published by the Imperial Government, but a great amount of work has already been accomplished under the first plan. Our allies thus show us that no city plan need be so binding that it cannot be altered, and that because a plan has been found in some ways lacking, is no reason to discard it altogether. A summary of what has already been accomplished may be stimulating to those who flatter themselves that they live in a more progressive part of the world.

The plan for Greater Osaka includes the city proper, two towns and nine villages, and is thus a regional plan covering an aggregate area of 85 square miles. The area, with the exception of 25 percent, has been divided into three districts—residential, industrial and commercial. Over 55 miles of streets are to be improved or constructed, including one boulevard 114 ft. wide, half a mile of which has been completed, but which will ultimately extend to nearly three miles; 147 acres of existing

streets are to be paved, and, because the city is built on a delta, the new street system involves the construction of over 90 bridges. A municipal high speed electric railway is planned with a mileage of over 33 miles, and the sewerage system is expected to cost some \$80,000,000. An imposing civic centre has been created with a handsome building for municipal offices, some 46 new parks are planned, with twelve miles of parkways, and 270 burial grounds within the area are to be improved and set in order.

The recital of these accomplishments and proposals may make little impression on those who have seen so much accomplished in the municipal development of this western world, where we are on our way if we don't know where we are going, but in the future struggle for the markets of the world, who can say whether the economical planning of urban communities, the housing and social conditions of the workers, may not be a more vital factor than a small difference in the efficiency of a machine or the cost of power. The Japanese are carrying the principles which have made them a military, naval, and industrial power into municipal administration.

Clearly Japan, expensively busy for many years in the competition of armaments and general military and naval swagger, promises to be ready, if these costly preparations for the "Next War" are declared to be useless and magnificently silly, so to plan their great centres of commercial, industrial and communal life that in the more sensible struggle for world trade and social civilization, that fascinating country may be reckoned second to none.

All the same it would scarcely be wise for Canadian towns and cities to wait for an earthquake and general conflagration before arranging for a more efficient planning of their areas. Peer Gynt remarked on the destruction of his naval enemies that no doubt God was his Father but economically he certainly was not. It is a mistake to expect too much from Providence. At present the city of Ottawa has no zoning plan, after five years of "discussion". It was remarked by an Ottawa city alderman, when the zoning plan was presented, that the scheme must receive public approval "even if it took five years". Well, five years have gone by and still there is no zoning plan for Ottawa and the public has not been asked for its approval. The reason is supposed to be that the provincial government has rendered the zoning law of Ontario sterile by excluding the word "location" from the enabling act. But other cities have got over the difficulty by amending their building bylaws. Ottawa could do the same if the city council were really convinced of the necessity and utility of a zoning bylaw, and if they are not con-

vinced by their own recurring difficulties in dealing with jumble building or by the zoning activities of the United States and England—more than 800 towns and cities in each country are now under zoning law—it would be difficult to convince them even though one rose from the dead.

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CONSTRUCTIVE POLICY IN HOUSING

Said the *English Builder* eight years ago, "We are very far from saying that the Government should not give a helping hand to the working man or anybody else who, through circumstances beyond his control, is actually in want; but this is not business, it is Christianity. It is not a constructive policy."

During the past twelve months, (says *Everyman*) 156,000 applicants for houses and flats have been told by the officials of the London County Council that there is nothing for them. Let us try to translate this figure into terms of hope and despair. Every applicant represents on an average three people at least. We must therefore conclude that nearly half a million people had in one year to learn from the L.C.C. alone that they cannot expect to find decent houseroom. The building of 150,000 houses might be undertaken in the London area now and the whole be finished by next spring, to the benefit and joy of everybody and with enormous trade advantages all round. But it will not be done, and we all know why.

Doubtless, according to the philosophy of *The Builder* a constructive policy would mean waiting humbly for the nod of the economic god Demand and Supply, and no interference with private enterprise. Yet private enterprise had so far failed to "construct" homes for British working families that Christianity, or at least civilized humanism, had to take on the job in the form of a Government policy, which has resulted in the construction of nearly a million cottage dwellings for rent and sale, by Government initiative and this by consent of all political parties. Yet half a million people cannot find decent house room in London, though the Council has built 34,000 dwellings during the last 15 years and erected 10,000 during the year 1928. It is a pity that *Everyman* did not "tell the world" just why the needed houses are not built. Is it that some group of aristocratic persons has a strangle-hold on the land? Is it that builders will not build because there is not enough profit in providing homes for working families, and have enough influence to prevent others from doing it? Possibly Christianity—say of the type of the Apostle James—may yet turn out to be a more constructive policy than worship of the "Great God Brown."

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THE SKYSCRAPER SCHOOL

The *Montreal Star* of November 16 published a somewhat hectic despatch from London, containing

at least one one-legged comparative, as will be seen in the final paragraph:

Stirring defences of the skyscraper of New York were given last night when the architecture club met here for its sixteenth dinner. Under the topic "American Architecture; present and future," William Adams Delano, president of the American Institute of Architects, Prof. C. H. Reilly of the Liverpool University School of Architecture, Harvey Wiley Corbett, fellow of the American Institute of Architects, and Thomas Adams director of the New York Regional Plan Commission, were principal speakers.

Each speaker agreed that the skyscraper had gone farther in solving New York's efficiency problem and expressed the belief that it is the unlimited hope of solving New York's social and economic problems.

Mr. Corbett, always amusing and stimulating, appears to be forming a skyscraper school. The occasion seems to have been a banquet and in London there is no "prohibition". Even the reporter sounds hilarious. The skyscraper as a solution of New York's social problem! But perhaps absolute birth control is predicated. Certainly the skyscraper is achieving architectural beauty and the best examples would be quite fascinating on an acre of ground surrounded by lawns and gardens and might thus serve excellently for offices and perhaps even for childless homes where the occupants are busy with careers and desire only the minimum of housekeeping worry. There is no sense in deerring absolutely apartment dwellings. They have been accepted for certain utilities and conveniences and strong advocates of separate homes are often found living in them.

But skyscrapers, as they are rising in New York—like giant trees in a trackless forest withering at their bases for want of light and air—as a solution of the social problem of New York! That is indeed a challenge to sober thinking.

But perhaps the skyscraper school were merely hilarious and wished to shock sober people. Yet the social problem in New York is no joke for those who have families to rear on inadequate incomes. Fourteen dollars a room apartments, with no playroom for children does not suggest a limit beyond which social science cannot go.

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CALGARY APPOINTS TOWN PLANNER

The Town Planning Commission of Calgary has appointed Mr. J. Doughty Davis of Victoria, B.C. to prepare a Zoning survey of Calgary during a period of two months. The commission suggests that an appropriation of \$7,000 should be set aside for the work. Mr. Davis has already commenced the survey.

CHAIR OF REGIONAL PLANNING AT HARVARD

Professor Henry V. Hubbard has been named the first incumbent of the Norton Chair of Regional Planning in the new School of City Planning at Harvard University.

Says The *American City*:

The degree of Master in City Planning, the first of its kind to be offered by any American university, has been established by Harvard University, and Professor Henry V. Hubbard, of the Faculty of Landscape Architecture, has been named as the first incumbent of the new Charles D. Norton Chair of Regional Planning, and will direct the School of City Planning, it was announced at University Hall on October 21.

Preliminary plans for the location at Harvard of the first graduate school of city planning opened in this country was mentioned in this magazine last month. The chair was founded by the gift of James P. Curtis, of New York City. The Rockefeller Foundation was announced as the donor of a sum large enough to enable the opening of the School.

Professor Hubbard is chief editor of *City Planning*, the official magazine of the profession and a member of the firm of Olmsted Brothers, landscape architects and city planners. Last year he received a grant from the Harvard Milton Fund for Research to enable him to make a field study of city planning and zoning progress in the United States. The results of this study are just being published in a volume entitled "Our Cities Today and Tomorrow."

Upon learning of the vote of the Corporation, the School of City Planning made public the prescribed curriculum for the School. Many of the courses offered by the School are open to students in the School of Architecture and the School of Landscape Architecture, and certain of the courses are required for the degree in all three schools, to insure that the student may have a broad view of the three fields on graduation. The curriculum during the three years of study for the degree is as follows:

FIRST YEAR

Theory of design with special reference to landscape architecture and city planning.

Principles of construction

Horticulture and plant materials in relation to city planning.

Historical development and principles of city planning

Elementary drafting

Field methods in preparation of topographic maps

Elementary architectural history, drawing, design, etc.

Freehand drawing

Principles of landscape architecture, illustrated by a critical study of examples
History of medieval, renaissance, and modern art

SECOND YEAR

Practice in city planning design
Principles of construction (second course)
Municipal construction
Municipal planting design
City planning (advanced course)
Freehand drawing
Housing problems and the social aspects of Town planning.

THIRD YEAR

Practice in city planning design (advanced course).

Professional practice, contracts and specifications.

Modeling
Municipal government
Municipal administration
Materials and methods of buildings construction.

A fourth year, not required for the degree, covers a course of special study for competent graduate students.

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PLAN FOR SOUTH VANCOUVER

The incorporation of South Vancouver in the City of Vancouver has carried with it the decision on the part of the new authority to prepare a Plan of the area—which covers 14 square miles—intended to form an integral part of the new Plan of Vancouver.

In the original layout of the district almost every possible planning mistake was perpetrated, owing to unregulated land speculation and general ignorance of planning principles. The work of planning anew must have been arduous and difficult, accentuated as it has been, by the blunders of the past. It has been executed with commendable dispatch and has been already presented to the city council for approval or criticism. It is hardly conceivable that the council, now thoroughly alive to the value of planning by intimate experience of the Plan of Vancouver, will hold up the South Vancouver scheme to any unreasonable extent. We understand that Mr. J. Alexander Walker has had the major responsibility in the execution of the Plan. The report states that owing to the poor plotting of the earlier subdivisions and the cost of expropriating certain properties which will be necessary to carry out even the most obvious improvements, authority should be secured under the Act to re-plot certain areas that have been badly laid out.

The history of South Vancouver has a number of morals for those responsible for the planning of

new-town areas and one of them seems to be that the cost of laying out a district will have to be more than duplicated if the planning is badly done. And another is that subdivisions should be under control of a competent planning authority and not at the mercy of the land speculator in a hurry to unload his holdings on to unwary home-makers before provision has been made for the necessary utilities of decent living. In England no house is allowed to be occupied until the "developper" has provided these necessities of wholesome existence.

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JOHN BURNS ON TOWN PLANNING—1914

"If you look back over a hundred years or so you will find the idealists the only practical men. This Town Planning is one of the few reforms of many submitted to me daily that over a year may look expensive, over five years proves to be profitable, and over fifty years will be an investment which in subsequent days will make the community regret that it did not adopt it sooner . . . In four years only, 200 local authorities, mainly large towns and cities, are moving definitely in the matter of Town Planning. Fifty of the 200—with a population of over five millions, not including London—have so far applied to us for permission to prepare 66 schemes. Of these 66 schemes, two have been finally approved, three are before us for final approval, and 47 have been authorised to be prepared. Some 150 local authorities are at work in preliminary or progressive stages. I may say that no country in the world is making such general and rapid progress in this matter, and I am constantly being asked for information and advice on this subject by architects, engineers, and surveyors, by legislators and municipal councillors all over the world with a view to adapting to local circumstances a measure of this particular kind."

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TOWN PLANNING IN PRESCOTT

The appointment of a town planning commission by the municipal council of Prescott means that the members of that body are fully alive to the value of a proper layout of any extension to the town which may be brought about by the establishment of the Great Lakes Grain Terminal and accompanying works. It is highly probable that before many more months have passed Prescott will have a fairly populous suburb to the east of the town, with the possibility of its incorporation in the present municipality at a later date, and it will then be highly advantageous to have such an extension to the town laid out in a proper manner.

If such a thing as town planning had been in existence a century or more ago when the chief towns along the St. Lawrence were in process of establishment, the crowding together of houses and the hodge-podge

of their architecture would never have been permitted. It must always remain a puzzle why, in such days of cheap and ample land, the builders of houses in Brockville should have chosen to establish dwellings in great measure upon the very edge of street lines and even to build two houses where only one should have been erected. And it must also remain a puzzle why such narrow street allowances should have been marked out. Land was then easily procurable and at a relatively cheap price. Hence there was no necessity for carrying out such crowding, and had greater space been left around the houses, the result would be seen in much more attractive streets than some of those existing in the town.

Town planning has now become an essential accompaniment of the opening of any new townsite or of an extension to an existing townsite. Its work is for the future as well as for the present. It aims at some deviation from the traditional rectangular layout of any community, at the creation of harmony, with ample space for recreation and beautification. Prescott is showing wisdom in moving towards an adoption of its principles in any extension to the municipality and other municipalities which are similarly looking forward to an addition to their boundaries will do well to follow its example. *Brockville Recorder.*

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BIBLIOGRAPHY OF TOWN PLANNING

The American National Housing Association (105 East 22nd St., New York) have issued a useful brochure of 33 pages entitled "Recent Books and Reports on Housing, Zoning and Town Planning." It covers not only important recent books, such as "How to Abolish the Slums" and "Regional Survey of New York and Its Environs" but a multitude of pamphlets, reports, and articles dealing with planning and housing problems in the United States, Canada and European countries. It is published at 50c. and is a valuable time-saving desk-book for all who wish to keep informed on housing and town planning literature.

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LAND VALUES WHERE THEY BELONG

"The Method of purchasing land hindered road schemes, because the unearned increment from money spent by municipalities and the Government went into other people's pockets. It was intended to ask the House this session to pass legislation doing away with these difficulties."

Rt. Hon. J. H. Thomas, Press Dispatch.

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FIFTEEN NEW TOWNSITES IN SASKATCHEWAN

Fifteen new Townsites in Saskatchewan received the approval of the Provincial Town Planning Director during the last year. This means that town planning oversight is being exercised in Saskatchewan at the point where it is most needed; that is at the beginning of town development where most of the expensive mistakes of past planning have been perpetrated.

811 TOWN PLANNING SCHEMES IN ENGLAND

England has now 811 Town Planning schemes at some stage of development. There are 395 projects connected with towns and cities with 20,000 population or more. These are under direct legal obligation to plan their unbuilt areas; in other words, under compulsory legislation. The compulsion does not appear to offend their sensibilities any longer since they have come to see that "private rights should cease when they become public wrongs." (See "Industry and Humanity" by W. L. Mackenzie King, P. 518). In other words, that when land is used for private profit only, in defiance of public convenience and public welfare, it should be put under public control by zoning law.

There are 416 projects with populations under 20,000 where legislation is permissive, i.e. where the local authorities are left to decide whether to plan or not.

As we have pointed out before, the figures may seem to prove that permissive legislation is the better plan. But this would be a hasty conclusion. The volunteers have had the example before them of towns planned under legal compulsion. They have seen the social advantages of planning and have taken action to protect themselves from haphazard development at the will of land-dealers. It does not follow that they would have taken action without educative object lessons.

Canada is a proof of this. There are few object lessons of scientific planning in Canada on the main routes of traffic. Some of the new industrial towns like Pine Falls, Manitoba, are making a beginning in scientific planning, as company towns, and this is all to the good. They are under autocratic control but the autocracy is intelligent and humane. But there are no examples of comprehensive scientific planning under democratic control. Vancouver promises to show Canada how this can be done.

Some of the Canadian provinces followed the example of England and passed obligatory Acts. But they failed to appoint town planning executives charged with the duties of making the Acts intelligible and operative, i.e. of educating local authorities. Consequently these Acts have been sterile. Where there might have been object lessons for those towns not under compulsion to plan their areas scientifically there are none.

Alberta is the first province to realize the potency of a provincial educational agency at the centre charged with the duty of visiting towns and persuading local authorities to take town planning action.

So, compulsory legislation may fail. Permissive legislation may fail. Permissive legislation will fail where there is no provincial educational agency, competent and eager to explain to local authorities the local advantages of taking town planning action. Where a local council is poor in ideas and knowledge someone with ideas, knowledge and social enthusiasm

is necessary to show them what ideas can do. England has now some 513 local authorities inoculated with the desire to plan. The total acreage under planning prospect or actual development is 4,664,066.

But England appointed a town planning executive, as an educational agency, when the first Act was passed in 1909. Any town wishing to plan could have the advice and assistance of government experts. It was realized that town planning was no more everyman's subject than engineering and architecture.

Our Maritime provinces have Town Planning Acts, both obligatory and permissive. But no provincial agencies have been appointed to popularize and explain the Acts to the local councils and the people. Consequently nothing is being done in scientific planning. In some places tenement and slum development is a disgrace to civilization. If a settled Peace turns public attention to the national need of scientific planning and decent housing for working families then indeed it will be a boon—a boon greater than all the patrioteering of intemperate patriots, whether women or men.

Whereas European towns are achieving ownership of land in order to plan it hygienically and artistically for decent housing for working families our City Councils seem to think the only thing to do with land that comes into their possession is to get rid of it at any price and as quickly as possible. British local authorities passed through this stage, too, but they had to recognize that the "incentive of gain" would not give the families of the low-paid wage-earners civilized homes and that dependence upon so called "business principles" had left the country with a shortage of millions of homes for working families. Civilization and public health demanded higher standards for home purposes; laws were passed to meet these demands; private enterprise would not build to these standards because there was not enough money in the job. National housing followed, with the consent of all parties, and the chief responsibility was placed upon local authorities, town and city councils. Then the local authorities were obliged to acquire all the land they could secure for house-building and house-planning and houses were built, more than a million and a quarter, to higher standard than in the past and for renting as well as sale and renting as low as \$5.00 a month. Industry had made fortunes for a few individuals but it had not paid such wages to its workers that they could house their families in decency and comfort. The nation is now paying the bill for past neglect and laissez-faire and will go on paying it for the next 50 years.

In the midst of all the Prosperity propaganda issuing from the United States the U.S. Minister of Labour declared last year that 86% of the American people were poor, and the Ottawa Citizen says "The most astonishing piece of news last week was that in the United States, the paradise of the plumber, only one in 20 has a bathtub." National Defence may have to take on the form of defending working families from unspeakable living conditions. The magic of science has not yet been applied to the homes of the poor. It has been applied to fighting, which is a relic of barbarism. It was not in England for 100 years and now the country is paying a bill estimated at \$6000.000.000. "The scientific method" says Premier Mackenzie King, "is the method of appeal to Reason."