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# R . A . I . C JOURNAL

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AS we write, it looks as though Toronto and Montreal were about to get Federal funds for housing 1,000 families in each city. The arrangement, as we read it in the press, seems to be 90 per cent. Federal funds at 3 per cent., and 10 per cent. by Municipal bonds. The Municipal rate is not given, nor is there any mention of an annual Federal subsidy. It all looks so much easier than we had expected. The press makes no reference to Provincial legislation—there is no reference anywhere to the acquisition of the land. If money only is necessary to launch a housing scheme, some of us have been doing an unnecessary amount of research and planning over the past ten years. There are some factors, however, that must affect the rent that the tenants will pay, and they are the present unknowns—the annual Federal subsidy, the interest on Municipal Bonds and the price of the land. It would be a tragedy if the present housing crisis had the effect of rushing Toronto and Montreal into low rental housing before all the physical and financial planning were carefully thought out. These are two important guinea pigs whose future behaviour will be carefully watched by every municipality in Canada. If the experiment fails, low rental housing will receive a blow from which it will not easily recover. One thing is certain and that is that the whole profession must get behind the architects selected, and support them to the limit of our professional knowledge. The architect's position in post-war reconstruction will depend a good deal on the successful carrying out of these projects. The architects' names have not been reported, but we are sure there is none in the Province of Quebec or Ontario who would not freely give them his advice on any point if asked. The Ontario Association of Architects has a Housing and Community Planning Committee, and a similar committee probably exists in other provinces. Until now, the Ontario Committee has been working in a kind of vacuum. It has collected data on legislation in each province and, through its individual members, has collected a substantial amount of material on housing. Obviously, planning was impossible for the committee without a problem and without a site. The provincial committees may now serve an extremely valuable function as a reservoir of material for those architects who, in the war years, may have the good fortune, as well as the responsibility, of designing housing projects.

THE most heartening news on the planning front is the setting up, by Colonel George Drew, of a Department of Planning and Development with Mr. Dana Porter as Minister, and Dr. George Langford as Director. The Sub-Committee on Housing and Community Planning recommended, in its report to the Federal Government, that the provinces be urged to form Provincial Planning Commissions. It was hoped that such commissions would be able to co-ordinate the planning of metropolitan areas with that of adjacent towns and villages, and at the same time co-ordinate the planning proposals of all government departments. The establishment of a separate Department under a Minister is obviously a better proposal, and one that cannot help but have enormous influence on post-war reconstruction and employment. The activities of the new department under its able Minister will be watched with keen interest by every province and, in particular, by members of the architectural profession.

# ORGANIZATION FOR CITY PLANNING

By LAWRENCE M. ORTON

*Planning Commissioner, New York City; Chairman  
Board of Governors, American Institute of Planners*

## CITY PLANNING PROCEDURE

It would be easy to devote an evening to the technical procedures involved in the several items listed by your Committee for the lecture this evening; or to any one of them, for that matter. But all my experience in this field has led to the conclusion that there are other matters of more importance at this point in your course than technical procedures, which will doubtless be covered in detail by the following speakers, in any event.

The preceding speakers have evidently presented the need for city planning. Strangely enough, however great the need—and it is generally conceded to be great—city planning undertakings have no very enviable record of success, or even survival, to date. In fact, their mortality is greater than any comparable activity I can think of; and the percentage of presumably good technical plans gathering dust on city hall shelves is notoriously high. What is the explanation?

I suspect the explanation is somewhat subtle, and yet tremendously important to every one in the city planning field, and I shall therefore devote the body of my talk this evening to it. It would be easier to talk about concrete city problems, with copious illustrations from the many wonderful things we are doing in New York. But if my analysis is correct, this would only serve to perpetuate what I believe to be a fundamental misconception, which is responsible in large part for the failures city planning has suffered. It is my considered opinion that in conceiving of city planning as merely another technical specialty, like super-highway construction or bridge design, or some combination of specialized skills which can be contracted for as one would a lawyer's or a doctor's services, there is a fundamental failure to understand the nature of the process which planning represents. As a result of this misconception there is an equally disastrous failure to give due attention to the machinery required for planning, and to the place it should occupy in the structure of local government, which in turn largely governs its success. Unfortunately the results of these misconceptions are not apparent at once, when the first enthusiasm in which the undertaking is launched still runs high; but they take their toll inevitably later on, when mistaken conceptions and faulty organization make themselves felt.

For these reasons I am addressing myself primarily this evening to the basic planning concept, and to the principles underlying its successful introduction into local government, with only a brief reference to some of the graphic material produced in the course of our planning work in New York.

## CITY PLANNING DEFINED

Shall we start with a definition? I have one which may not sound very exciting, but at least it has the virtue of brevity. To me, city planning is: *The application of informed foresight to the solution of the city's developmental problems.*

Like all definitions, this is more meaty than may appear at first reading, so let us take time to consider it in detail. First comes the word "application". This implies that planning is not merely creative; it means that what is created, to be effective,

must also be applied to something. It means that some new and different agency of government must be created to do the applying. We shall come back to this, under the heading of planning organization.

Next let us consider together the words "informed foresight", for they contain the very essence of planning. Planning obviously has to do with foresight, that is to say, getting ready for the future. But that it shall be forward looking is not enough. So are the Castles in Spain of youth; the pipe dreams of age; the pretty pictures of some of our less inhibited designers; the intriguing but utterly impractical Futurama at our recent World's Fair. No, it must also be "informed" foresight. This one word carries a world of meaning. It means: get the facts first; get all pertinent information as to how things now stand; how they got that way; what trends are apparent; how they may be modified by this or that factor. It implies also the application of appropriate technical skills. It means the use of statistical methods where they will be useful; of the engineer's, the architect's, the landscaper's skills, where their knowledge of materials, costs, standards, and creative design, etc., will be useful. For two words, the phrase "informed foresight" comes nearer to describing the essence of the planner's problem than any others I can think of.

Then there comes the word "solution." We, the planners, are concerned not merely with peering into the future, but with solving something. Our cities are confronted with grave problems, as you all know, and the planner's job is to identify and help solve these problems.

What problems? The definition attempts to characterize these as the "city's developmental problems". The use of the word "city" simply distinguishes the government's level at which we are now pitching our discussion of planning. Practically all we are saying could apply to smaller communities, or to counties, states, provinces, or even the nation itself. We have, however, chosen to talk about cities.

Now as to the word "developmental". It is intended to indicate the emphasis, at least, which is characteristic of the problems with which we, as planners, are concerned. If we omitted it, one could claim that the planner should go to work on educational curricula; civil service salaries; street cleaning. These are all city problems, but they lack that connection with the city's growth, rebuilding, or physical improvement which dominates the things planners do. Not that they are entirely unrelated. Changing educational curricula may have a great deal to do with the city's school building programme. Ours now has in New York. Civil service salaries may have a considerable bearing upon the city's financial picture, and hence upon what it can undertake. The line of division may be a little hazy at times, but it is there nevertheless.

A final comment on the final word—"problems". I might enumerate—as does our New York City Charter—all the usual problems with which planners are supposed to be concerned, and still fall wide of the mark so far as any given city, at any given time, is concerned. The problems with which the planner should concern himself are not fixed, or cut and dried. They vary widely from place to place, and from time to time. Here

it is traffic; there it may be health; now it is transit; but at a later date it may be hospitals, or education, or airports, or housing, or some or all of these. The planner's job is first to ascertain the problems that require attention, and then address himself to them.

I therefore offer you my definition—"planning is the application of informed foresight to the solution of the city's developmental problems"—not as anything you must necessarily accept, but as the best brief statement of the planner's job that I have been able to hit upon. Suppose you, too, accept it tentatively. What does it mean in terms of planning organization?

## PLANNING ORGANIZATION

Thoughtfully considered, this definition of city planning proves the need for an official agency of local government differing from, and added to, the normal agencies of government customarily found in cities. Our definition also goes far toward indicating the nature of this new agency, and its relationship to the rest of the municipal government. Not that there is any one single way of doing those things. I, for one, believe there are many ways, and that a city needs to be studied before the best procedure for that particular place at that particular time can be ascertained. But there are some underlying principles whose application needs to be considered if the undertaking is to measure up to any real conception of planning.

It is easy, for example, to launch a city planning project in such a way that it will duplicate, or appear to be in conflict with, strong existing departments; as for example those dealing with highways, or with parks, or transit. Nothing could be more fatal. If your highways, parks, or other specialized departments are inefficient, the remedy is to make them measure up to their jobs, not superimpose a new and inevitably weak competitor.

It is easy, also, to set up a planning agency which will, for a time, produce interesting plans, but will be without any means of making them effective. In due course, such an agency is certain to languish and die. I leave out of consideration the voluntary or private agency, of which we in the United States have a good many in the planning field, just as we do in other social and welfare fields. Such private agencies can be very useful, and they may be just what is needed for a time, or as a supplement to official action; but they cannot, in the long run, take the place of a satisfactory official planning organization, so we need not consider them further here. What, then, is needed in the way of official planning organization?

### The Agency Itself

What is needed, in the beginning at least, is an agency of the city government which can not only gather and study facts, prepare and design solutions to particular problems, but deliberate and make broad recommendations as to policies and proposals for the future development of the city. In addition it must be prepared to exercise such current, day-to-day responsibilities as may be entrusted to it, including important functions of co-ordination and correlation as between the other specialized departments. For these purposes a multi-member body, or Commission, seems preferable, at least in the beginning, although it is possible that later on a department under a single administrative head may be more satisfactory. As a first step in cities not yet ready for a real planning agency, a mere research office may have its uses. But during the early years of its active functioning, the multi-member board is believed best for planning purposes, assuming that it is properly geared into the daily operation of the municipal government.

In size, such a body should be kept as small as possible without impairing its deliberative function. Specifically, a five or seven member Board is about as large a group as can keep

itself consistently informed on the city's problems, and at the same time have the benefit of group judgment concerning them.

As to its composition, I am inclined to believe that at least a majority of the board should consist of "citizen" members, that is, those holding no other public office. In fact, it is better to have no ex-officio member, except for good and sufficient reason. Such ex-officio members as there are should be limited to officials with general responsibilities in the city government, rather than special interests of any sort. Thus the director of the budget, the chief engineer, or even the corporation counsel might well be considered, but not the heads of specialized departments responsible for a single function, such as highways, water supply, parks or schools. All the members of the commission for that matter, ought to be chosen for their broad general interest in the city, rather than in any attempt to obtain "representation" for particular groups, geographical units, fields of activity, etc. A small body makes such representation impossible, and a large body is undesirable. If there is a single agency doing the design work for a number of other city departments, the head of that agency may well be included, for his regular duties doubtless embrace planning work badly in need of co-ordination with that of the planning agency.

In any agency so constituted the terms and conditions of appointment and service deserve more than passing consideration. One of the issues here is the degree of responsibility to, or independence from the incumbent city administration. There are arguments on both sides. Because the planning agency is being established primarily for the purpose of representing the long-term interests of the city, it seems on the whole desirable that its members be appointed for terms twice the length of that of the appointing officer, and for overlapping periods, and that they be removable only "for cause". In this way, continuity will be established as between administrations, but reasonably close responsibility will also be retained.

The question of compensation should not be ignored, especially in the larger cities. For a long time service on a local planning board was a wholly voluntary matter. But it did not work too well in many instances, and more recently there have been a number of boards whose members are paid either in full or in part for their services. The reason is not far to seek. The problems of a modern city are numerous, complex and continuous. It is not sufficient for a few well-intentioned but busy citizens to consider them briefly at intervals. Instead they demand constant study, consideration and action. In such cases it is only fair to provide sufficient compensation so that the individual can afford, and the city can demand, constant and responsible service. The sooner we get away from the idea that planning is a dilettante affair, to be handled lightly, the better off we shall be. Of course the amounts and the terms all depend on the circumstances, especially the size of the city and the complexity of its problems, but this is a warning not to expect the impossible in the field of planning any more than in any other.

Special consideration should also be given to the chairmanship and the executive direction of the planning board and its work. In some instances recently, these functions have been combined in a single individual, with appropriately increased compensation for the double responsibility. In such cases as I am acquainted with, this has worked well.

### Its Staff and Budget

At this point little more can be said than that "adequate" staff and budget must be provided. Generally speaking, the same requirement applies to staff as to commission members, namely, that the prime essential is for personnel able to comprehend and prescribe for the city's long-term needs. The budget of the Commission must be adequate to obtain a reasonable nucleus of such staff members, together with such

auxiliary services and materials as are necessary for efficient operation. Some money available for consulting services on special matters will probably prove an economy. If the planning agency operates as it should, however, in close co-operation with the specialized city departments, it need not have an excessively large staff. In fact, a modest though reasonably adequate beginning is much to be preferred to one which will have the appearance, and perhaps the effect, of competitive or duplicative relations with other public agencies.

### **Status of the Planning Agency**

There is no question which needs more careful consideration than that of the status which is to be conferred upon the planning agency and its actions. These provisions largely determine its effectiveness and its place in the city government.

The one way to assure that the judgment and constructive contribution of the planning agency will have some practical effect, and be brought to bear on all matters at the time when they will be of some value, is to provide by law that all classes of matters which may be affected by long-term planning considerations must be referred to the planning commission before they are finally settled by other city officials. This "mandatory referral" should embrace all matters affecting the lay-out of streets and parks, including new subdivisions; all locations of public buildings and improvements, and of semi-public and even private improvements upon which public action is necessary. It should include all expenditures of funds for capital improvements by the city and other public agencies, including improvements to be paid for by local assessments. Finally, it should include zoning. This may not be a complete list, but if these matters are all required to be routed through the planning commission office, the utilization of its information and point-of-view will be reasonably well provided for.

Another question having to do with the status of the planning commission relates to public hearings. It is recommended that hearings be required on all matters on which the commission takes significant official action. Only thus can the participation of the public be safely and adequately provided for. Many of these hearings will obviously be routine affairs, but at least they provide an opportunity for the expression of public opinion and for the gathering of facts and establishing a record on an official, rather than a haphazard, basis.

While a vast majority of the Commission's actions will result from the official referral of items originating in other city departments, generous provision should be made for the initiation by the commission of matters on its own motion. Generally speaking, a commission of the sort described here will expect most specific projects to originate in the appropriate departments, but any agency with over-all responsibilities for the city's development must have the opportunity, if it deems it necessary, to put forward proposals of its own. This power should be broad and inclusive enough to include specific projects of all sorts, and general reports and proposals for consideration by the responsible officials.

A word of caution is in order, however, in connection with the assignment of responsibilities to the planning agency. Whatever they are, they must not be such as to prevent its performing its primary function—planning. The unfortunate fact is that a great many planning agencies do not, perhaps cannot, plan. Some are prevented from doing so; some are unable to do so; and many simply find ways of avoiding this primary responsibility, often because of defects in their organization or legal assignment of duties. Something ought to be said, therefore, about the avoidance of unnecessary distractions. More planning agencies have failed because of such distractions than for any other reason, the main one being excessive concern with detailed zoning matters. In principle, the effort should be to

relieve the planning agency of responsibility not essential to its primary function of advising on the broad questions of city development. If carried to excess, this might isolate the planning agency from the rest of the city government. A certain amount of routine, as in connection with the referrals already mentioned, is of course unavoidable. What needs to be avoided, however, is the day-to-day concern with minute procedural and engineering matters best left in the hands of other city agencies.

One cannot be precise about this without examining existing procedures and administrative arrangements in a particular city, but the principle is an important one. It is recommended in general that whatever provisions are made for official "referrals" to the planning commission be held in suspense for a period of from six to eighteen months after the new agency is established. The planning of the city will not be completed in that time, but freedom from routine and current matters during such a period will permit the commission to get under way and actually do some planning before it has to take responsible action on current matters. In this matter I speak from sad personal experience. We had several hundred pending "items" laid on our doorstep the day our New York Commission was established, and others followed in rapid succession. It was a useless and unnecessary handicap in our early days.

### **Status and Effect of the Planning Agency's Actions**

The question inevitably arises as to the degree, if any, of binding effect or authority which should attach to the actions of the planning agency. Again, there are arguments on both sides. In democratic theory, it may be said that an appointive body of this sort ought to remain advisory. However, it is believed that there is justification for something more than this. The planning agency is, after all, established to remedy a demonstrated lack of informed concern on the part of existing city agencies with the long-term development of the city. Granted that the elected officials ought to determine the current actions of the city government, nevertheless there is much to be said in favour of an arrangement which will direct some public attention to those instances in which the elected officials propose to depart from the recommendations of the long-term agency. This is commonly achieved in the United States by the two-thirds or three-quarters councilmanic vote provision, by which the City Council can approve planning commission recommendations by a simple majority, but requires something more than a simple majority to over-rule these recommendations. The exact number of votes is probably unimportant. The principle is believed both important and, on the whole, desirable. It has worked well where it has been tried.

### **Scope—Geographical and Functional**

With limited exceptions, the jurisdiction of an official city agency usually stops at the city limits. Of course the problems of the city do not stop there, especially the larger problems of growth and development with which a planning agency is concerned. Since the next two speakers in this course are taking up this subject, suffice it to say here that effective organization for planning has to take account of the realities of the situation, rather than the arbitrary political divisions. This may be accomplished by special legislation on an official basis: by co-operative, semi-official arrangements; or even by private action. The point is that this, too, requires attention in the establishment of a planning agency.

In respect to subject matter; if the conception embodied in our definition is accepted, there can be no limitations. Since planning is, by definition, concerned with any or all of the city's developmental problems, it is impossible to predict what problems should engage the attention of the planning agency; it must be free to deal with every conceivable field of subject

matter, and sooner or later it probably will. I would have difficulty cataloguing all the subjects which have come up for attention in the two places with which I am most familiar, New York and Puerto Rico, but they range from artificial fish ponds to post-war air freight; from malaria and hook worm to higher education.

### Things to Avoid

Experience throughout the country during the past decade or two has indicated certain things which it is desirable for the planning agency to avoid. The mere statement of some of these would seem conclusive and obvious, yet the fact remains that much lost motion, bad feeling and ineffective operation is chargeable to them.

It is obviously undesirable for one official agency to duplicate the work of another. It is equally clear that the planning agency must consider matters for which many other public agencies are responsible. It therefore becomes necessary to attempt definition of the nature of the consideration to be given by each. This largely resolves itself into the question of the degree of detail into which the Planning Commission shall enter, and the place where various kinds of "planning" shall be done.

It is highly desirable that each agency do the work for which it is best equipped. The specialized official agencies are expert in their own fields. As a rule, they have their own planning staffs which should continue to do the *detailed planning work*, as in the past. What has been lacking too often is the generalized advance planning necessary to establish broadly the scope, the general location, and the inter-relationships of the public improvements for which they are responsible. It is clear that this general advance planning belongs primarily to the Planning Commission. Between these two extremes there remains the stage of *preliminary* or sketch plans for structures, buildings, etc. Generally speaking, these should be prepared by the responsible department, but in close co-operation with the planning agency, so that no money or time will be wasted in the preparation of detailed plans, unless and until there is agreement at the preliminary planning stage.

Obviously, no official agency should go in for irresponsible action. However, many planning agencies have done so, under the mistaken impression that they were somehow independent of the rest of the city government.

The type of agency we are discussing is designed to be an integral part of the machinery of municipal government, close to the responsible centre of its operations. If so constituted, it will not lack opportunities and channels for making its influence felt, assuming that it has solid facts and sound recommendations to make available to the other responsible officials. Specifically, therefore, it is recommended that in general and in detail the set-up of the planning organization be such that it will clearly function through responsible official channels and not be encouraged or tempted to appeal directly to the electorate for support. In a democracy that is the prerogative of the elected official.

So conceived, it should be apparent that city planning runs counter to the prevailing tendency toward specialization which has been an outstanding characteristic of our modern civilization. It uses specialized skills, to be sure, but in essence its function is to correlate and co-ordinate the work of others, particularly of other specialized city departments. It does this from the point of view of an over-all conception of the future city which it, the city planning agency, must largely create. So in a very real sense, the planning agency is unique in that it is a generalizing rather than a specializing force in the city government.

It is this generalizing, co-ordinating and correlating function which makes it especially necessary to consider the nature and composition of the planning board itself, and of its staff, and its relationship to other public authorities. Otherwise, however good its work, it will sooner or later find itself fundamentally misunderstood, and in open or hidden conflict with various parts of the official family. Nor need you be too greatly concerned if the specific suggestions made do not seem directly and immediately applicable to your situation in Toronto or in Canada. The chief advantage in an outsider's point of view is that it is not limited by existing local conditions. If the line of thought is valid, ways can doubtless be found to give it local application.

### PRINCIPAL PLANNING INSTRUMENTS

Thus far we have been concerned with organization for planning. With due allowance for tailoring to fit varying local situations, the conception is clearly that of a responsible official agency, fulfilling functions that have been too long relatively unrecognized and neglected.

Whatever the form of the planning agency, it is not surprising that it needs certain new instruments in the development and conduct of its work. Among these the Master Plan, the financial plan, and zoning deserve comment.

#### The Master Plan

It is quite conceivable that a planning agency could do an acceptable job without benefit of anything identified officially as a Master Plan. It could conduct its studies, draw its conclusions, prepare its proposals, and report upon all referrals whether or not there existed any official documents entitled the Master Plan. In such case, the studies and proposals would simply be office documents from which the Commission would draw in making its recommendations, and against which it would check proposals referred to it from other agencies.

However, it is not believed that this is as fair or democratic a procedure as is desirable. The basis upon which most planning agencies have been established is that they shall prepare something to be known as a Master Plan, which shall be given certain official status, and in whose preparation other agencies and even interested individuals may participate. It is believed that such a Master Plan is eminently desirable, but it is just as important as in the case of the planning agency itself, to consider the essential function, nature, and status of this plan.

The real purpose of such a plan is often obscured by its name. The very words "master plan" may seem to imply a degree of rigidity and finality which does not belong to such a plan. It might, therefore, be referred to more accurately as a "general" plan. Whatever its name, this plan has the following principal purposes: (a) to serve as a medium for presenting the ideas and proposals of the Commission as to the city's desirable future development; (b) to gather together and show in their inter-relationships the proposals of other agencies which are consistent with, and should become a part of, the over-all plan of the city; (c) to serve as a medium through which not only the planning commission, but other official and private agencies and the citizens at large may think about the city's future; (d) to serve as a medium through which these several agencies and individuals may be notified and officially advised of the plans developed by the Commission for the city; (e) and perhaps most important—to serve as the base or reference point against which all proposals referred to the Commission are to be considered. Lest the mere statement of these purposes also seem to endow the Master Plan with finality or rigidity, it should be added that it must be readily modifiable by the Planning Commission at any time.

As to the content of the Master Plan, the judgment of the Planning Commission should at all times prevail. It probably is desirable to enumerate the usual elements of a Master Plan, but great care should be taken to provide that the Planning Commission may include in it any subject matter which at any time is believed desirable for the broad purposes for which it is established, namely, the comprehensive planning of the future city.

No attempt should be made in legislation to fix the form of the Master Plan. This should reside entirely in the discretion of the Commission. It should not be restricted to graphic items, but may include text, statistics, as well as maps, graphs, and charts. Even the maps should be subject to the full discretion of the Commission as to number, scale, etc.

Enough has been said above, perhaps, by way of a general introduction to the Master Plan concept, to indicate that it does not, and must not be given, any binding effect. As to official status, it may best be described as "an advisory instrument to an essentially advisory agency" (the Planning Commission). As such it cannot bind the action of any other public agencies, except as report on individual matters by the Planning Commission may affect action by the responsible officials.

Despite these limitations, it is believed desirable to specify certain procedures and to give certain official status to the Master Plan. One of these is the holding of public hearings. From many points of view it is desirable to provide that before anything is officially incorporated in the Master Plan, or removed therefrom, or modified, it shall be the subject of a public hearing. This both serves notice of the proposed action and affords fair and equal opportunity for all to be heard.

Next, there is a question as to the filing of adopted portions of the plan. Of course they must be available in the office of the Planning Commission. It is probably desirable that certified copies also be required to be filed in certain other offices, notably the city engineer's office.

Probably there should also be a provision that action contrary to the Master Plan by elected officials should have the same effect as voluntary modification of the plan by the Commission. This is necessary to prevent obvious discrepancies from continuing indefinitely.

## THE FINANCIAL PLAN

The desirability of establishing some fiscal programme to accompany and reflect, and in some instances to limit as well as schedulize, the physical improvement plan, should be obvious. Until a Master Plan has been translated into dollar values, and assigned some time limits, it has a curious aura of unreality. The city is subject to definite limitations in its financial operations. Unless based upon some responsible proposals for modifying these limitations, a plan must obviously have some practical relationship to the existing financial limitations. Most cities have been as lacking in such over-all and long-term financial schedules as they have in physical improvement programmes. The inclusion of good provisions for financial planning and programming is at least as important as any other aspect of the city's planning set-up. Such financial calculations should go hand in hand with the research and the thinking which enters into the preparation of the Master Plan. In fact there is no better discipline than to require the Planning Commission to consider the available resources as well as the desirable channels of expenditure for public funds.

## Content and Form

Various types of municipal financial planning and budgeting have been tried in recent years in my country. One method is

to limit the consideration of the Planning Commission to capital expenditures. In New York City this even extends to the initiation and preparation of the official Capital Budget by the Planning Commission. This requires its separation from the current expense budget, which may not be desirable, especially in smaller cities. Furthermore, experience with capital expenditures shows that they are closely inter-related with the expense budget.

It is assumed that a well-administered city has an effective annual budget procedure covering both expense and capital items. If this is the case, it is believed that the responsibility of the Planning Commission for financial planning should be its long-term aspects, namely the supplementation of the current budget by a programme, for, say, five additional years. If this is done, there is no interference with the handling of current fiscal problems by the responsible officials. At the same time, there is brought into view the anticipated financial status and operations of the city for a much longer period. By annual revision that is kept consistent with the city's current situation.

## Zoning

Zoning often dominates planning organizations and discussions, and is frequently given special status in planning set-ups. Generally speaking, it is believed that the same sort of consideration ought to be given to all matters which come before the Planning Commission, and with the same effect, namely an essentially advisory recommendation to the elected officials. In many instances, however, planning agencies are given special responsibility for zoning. There may be some justification for this, and the following arguments at least deserve consideration.

Zoning differs from most other matters in that it has not been the concern of well-established operating agencies of city governments. Also, it has to do primarily with the regulation of private land, rather than the provision of public facilities. Finally, it, perhaps more than anything else, has to do with the basic pattern of the city's development; that is, the location of its industrial, business and residential areas, and the distribution of its population.

For all these reasons, it probably is desirable to give the Planning Commission the power of official initiation of amendments to the zoning ordinance and maps. This power should not be exclusive, that is, opportunities to petition for changes should remain with property owners, and perhaps with members of the legislative body.

In any event, all matters affecting zoning should be required to be routed through the Planning Commission for hearing and report, and the recommendation of the Commission should probably have the same effect as in other matters.

In New York a device has been introduced for limiting the amount of time the Planning Commission will have to give to minor zoning matters. This is done by restricting the submission of petitions to a single month, April. It has worked well thus far.

It is also believed desirable to separate the adoption and amendment of zoning ordinances and maps from the consideration of appeals based on hardship in individual cases. The latter is essentially a judicial procedure, for which independent machinery should be maintained. In its larger aspects, however, zoning is basic to most that is done in the name of city planning, for it has to do with the direction of private development in conformity with a broad conception of the future city. As such it affords an appropriate introduction to my final topic, namely the basic technical procedures required in city planning.

## TECHNICAL PROCEDURES

It should by now be apparent why city planning, while it deals with the same streets and parks and buildings which are the concern of existing departments of the city government, nevertheless requires an entirely new agency, and new and different technical procedures, which lead in turn to a unique contribution to the public welfare.

Existing agencies are usually responsible for a single function, and whether it be schools or transit or what not, they study it in relation to the existing city. The planning agency, on the other hand, is concerned with the entire city—what it is; what it is becoming; what it *should* become—and only then with the provision and adjustment of public services to that evolving city.

Hence its initial technical procedures should be directed toward an understanding of the city—past, present and future. Armed with such a conception it can contribute something essential to the planning of all the elements of the city, both geographic and functional. So far as the exigencies of the situation have permitted, this is what we have done in New York. It is for this reason that I have reserved such few exhibits as time permits for a consecutive showing of certain of the preliminary studies, the derived conceptions, and the specific Master Plan items which we have produced.

In a series of coloured maps, the semi-official Mayor's Committee which preceded our Commission analyzed the material gathered in the Real Property Survey, and showed graphically just what our city consists of.

In a series of derived maps, the City Planning Commission projected the pattern of the city into the future, against a background of existing and proposed super-highways. These maps are not officially adopted, but serve as a basis for comprehensive revision of the city's zoning, in which we are now engaged.

Zoning, in turn, exerts that legal control over the city's growth which links the conception of the future city with the actual proposals for its development. It is here, too, that the popula-

tion outlook, both as to the total number of people expected to live in the city, and their distribution, should be brought into the picture.

In a final series of officially adopted elements of the Master Plan, there are indicated some of the services and facilities required for the city, now and in future. These are by no means complete, either as a showing of what we have done, or should do, but to the extent that they are valid, and are supported by sound economic and financial schedules, they provide us, and the city of New York, with a better chart for its future, and a better basis for its official actions, than it has ever had in the past.

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*A lecture in the course of Planning, given by the School of Architecture of the University of Toronto.*

## OBITUARY

### CHARLES HENRY CHALLENGOR WRIGHT

B.A.Sc., F.R.A.I.C., Honorary Member, O.A.A., Professor Emeritus of Architecture

In the death of Professor C. H. C. Wright on March 27th, 1944, there passed one of the pioneers in Engineering and Architectural education in Ontario.

The son of a sea captain, he was born on a British ship in Boston harbour. His home was in Digby, Nova Scotia, until after the loss of his father at sea, when he was five years old. He received his early education at Pickering College and graduated from the School of Practical Science in 1888 in Civil Engineering, the only course offered in Engineering at that time.

The increasing number of students in the School of Practical Science necessitated additions to the staff and after two years of experience on construction work, he was appointed a lecturer in 1890. He organized the Department of Architecture and was appointed Professor of Architecture in 1901 which position he held until his retirement in 1934. Until 1923 he was also head of the Department of Engineering Drawing and lectured to students in all departments. From the beginning of his teaching career he gave enthusiastic support to the development of the "School" at a time when engineering education was often decried and frequently opposed.

His genial and friendly manner and his keen interest in the students made him their friend and counsellor. He was inter-

ested not only in their academic work but also in their extra curricular activities, particularly sport.

He had been a keen athlete and as a student was a member of the University Soccer team. As a member of the staff he took part in the organization of the Athletic Association. He served as a member of the Directorate almost continuously until his retirement and was president during 1912-13, 1913-14 and 1915-16.

Much credit is due to him for the arrangement of the Athletic wing of Hart House, still one of the outstanding buildings of its kind on the continent. Accompanied by Dr. J. W. Barton, he visited a number of American Universities to obtain the latest information on gymnasium requirements. He was also instrumental in getting the Varsity Arena built on Devonshire Place.

Professor Wright played a prominent part in the development of the Architectural profession through the professional bodies in the province. For several years he was a member of the Council of the Ontario Association of Architects and was vice-chairman of the Registration Board from its formation in 1931.

He is survived by his widow Helen L. M. Wright, a son Professor W. J. T. Wright, and three daughters, Minnie J. Lougheed, Elizabeth H. Wright and Helen M. Carswell.

*H. H. Madill, Professor of Architecture.*



# MARGINAL COMMENT

By HAROLD NICOLSON

Much has been written this week upon the themes of *Lutyens* the great architect and *Lutyens* the entrancing companion. By the public he will be remembered as the designer of the Cenotaph, and indeed the speed with which he improvised that simple but intricate memorial seemed to those who watched him working to be borne upon the wings of genius. The lay-out of New Delhi, which might have provided the finest processional way in all the world, was marred by departmental economies; but we may be sure that the Viceroy's House at least will remain as one of the most notable examples of English applied architecture. It will be years before we can tell whether the Catholic Cathedral at Liverpool will justify the high promise of its model and designs. In any case, *Lutyens* is certain to rank with Norman Shaw and Philip Webb as among the greatest British architects of the last hundred years. It was only late in his life that he acquired the scope, the ardour and the ambition of an architect on the grand scale, and even then his fulfilment was hampered by two great wars and the penury and delays which they produced. The larger proportion of his life (the full force certainly of his adult invention) was devoted to domestic architecture and to the designing of small and perishable things. Yet it is interesting to observe how between 1888 and 1913 he developed from the picturesque, through the traditional towards the classic. And one is surprised to discover that throughout these marked variations of intention and method there ran a curiously distinctive strain; an emphasis, a sense of proportions and an ingenuity which were wholly personal.

His picturesque, or Surrey, period showed a rapid development. Crooksbury, which he built in 1891, is certainly an unsuccessful house; but even here the steps which lead to the porch are drawn with something of the *Lutyens* swing and swagger. Munsted Corner, which followed in half-timber and tile-hanging, seems to have led him to repudiate for ever such facile and unauthentic materials. In the design of the cloister at Orchards he showed how even in 1899 he could develop a conventional theme with lavish originality. And in Grey Walls and Little Thakeham (1902) he was able to crown his picturesque period by two buildings which combined extreme ingenuity with simplicity and strength. It was not long, however, before he tired of the gables and mullions of the Tudor tradition, and began to work in hipped roofs and sliding sashes. The little house at Monkton, with its wonderful view and curious design, enabled him to exploit that gift of gaiety which, in more solemn associations, was often developed into a fault. The *Salutation*, Sandwich, was more successful in that it achieved happiness while avoiding whimsicality; and the steps which lead down from its garden front are the true forebears of the vast *propylaea* which adorn the facade at Delhi. In 1906 *Lutyens* made his first major experiment in the Palladian manner. He was given a free hand to construct, upon an impossible site, a mansion of his own design. *Heathcote* at Ilkley was an ambitious enterprise, from the construction of which *Lutyens* learnt many lessons and acquired a few tricks. The result is honourable rather than triumphant, and the garden front is marred by one of *Lutyens*' strange quirks of flippancy in the shape of a foolish window where a pediment should have been. None the less, *Heathcote* marks his development from a designer of charming houses to an architect on the grand scale.

The genius of *Lutyens* was always being impeded by his cleverness. He was an admirable restorer, and his work at *Lindisfarne* or *Great Dixter* is fine indeed. Under the influence of *Miss Jekyll* he brought his architecture tumbling into the garden, and we find the unfortunate masonry of *Hestercombe* or the intricate heaviness of the sunk garden at *Marshcourt*. From *Philip Webb* he had derived a deep respect for natural materials, and with his accustomed ingenuity he studied their application, sometimes unfortunately and sometimes with

success. Original as was his combination of chalk and brick and flint at *Marshcourt*, the resultant effect was brilliant rather than satisfactory; only at *Daneshill* did his experiments with small bricks prove, during his middle period, a complete success. There were times when his gift for using material in unexpected ways produced results which were not justified by the expense; he had a most extravagant habit of constructing garden paths from slates arranged like a pack of cards upon their sides. His architectural humour (as at *Nashdom*) was not always frivolous; his inventiveness (as at *Papillon Hall*) was something more than whimsical, he could construct secondary buildings (such as the *Dormy House* at *Walton Heath* or the memorial lodges at *Leicester*) which had all the charm of small things and all the dignity of great. He was apt, it was said, to think more of his elevations than of his plans and to cause thereby great inconvenience of his clients. Even the *Palace at Delhi*, superb though it is, was designed with slight consideration for the needs of *Vicereines*; and the *Embassy at Washington*, which has both grandeur and charm, is not adapted either to the domestic or to the official life of an Ambassador. *Lutyens*, who was himself indifferent to comfort, seldom seemed to realize that great works of architecture were sometimes places in which men and women and servants were expected to live.

It seemed strange to his clients that somebody so gentle should be so obstinate; that a man so considerate in the small affairs of life should be so relentless when it came to stones or staircases; that a man who regarded his own genius with such simple delight, and who viewed the solemnity of architecture with such awestruck veneration, should so frequently introduce into his buildings the jokes that he made in conversation. Never, however, since the days of *Sheridan* or *Goldsmith* has a man of genius been so widely beloved. Even the most sedate company, even the most imposing personages, would relax at the sight of that round figure, those round spectacles, that round and beaming face. He would intrude upon *Kings* and *Cabinets* with that bland certainty of proving delightful which one finds in a gay child. His pockets would be stuffed with little pipes, with little pencils, with pruning knives to sharpen them, with scribbling blocks on which to illustrate his witticisms or ideas. His puns crackled around one like the firecrackers of *Guy Fawkes*' night. "Have I shown you this?" he would ask—and out of his pocket would come the scribbling block, and then a pipe, and then two boxes of matches, and then a broken pencil, and then the pruning knife. Puffing slightly from the exertion of getting these many possessions into their correct order, already beginning to giggle at the joke he was about to illustrate, he would at last get pencil to paper, and in a few rapid strokes would sketch, either a proposed mausoleum for some unpopular statesman, or else a schoolboy drawing joke, or else, quite suddenly, an idea which had occurred to him in the taxi for the readjustment of *Trafalgar Square*. With eyes of unbelievable innocence he would gaze up above his spectacles to see whether he was being a success. He could be pleased so easily; sometimes, quite unexpectedly, he could be easily hurt.

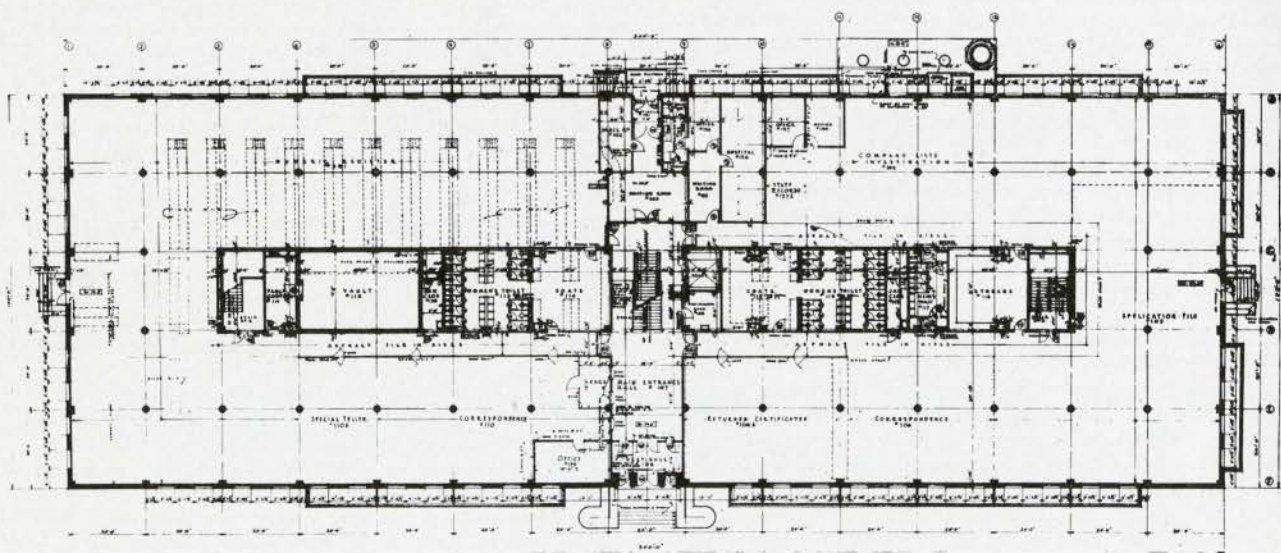
*Lutyens* possessed the faculty of making everybody feel much younger. He adopted an identical attitude of bubbling friendliness whether he was talking to a *Queen Dowager* or a cigarette girl, a *Cardinal* or a schoolboy. He would on occasions disconcert the elderly by intruding with outrageous flippancy upon conversations which were intended to be sedate. When reproved for those excursions he would show the most disarming contrition and begin all over again. His puns were unending; his gaiety irrepressible; his affections universal. He was a most lovable man. It is not surprising that the country should mourn the loss of so great an architect, and in the ears of those who knew him will echo always *Tennyson*'s superb lament:

"The passing of the sweetest soul  
That ever looked with human eyes."

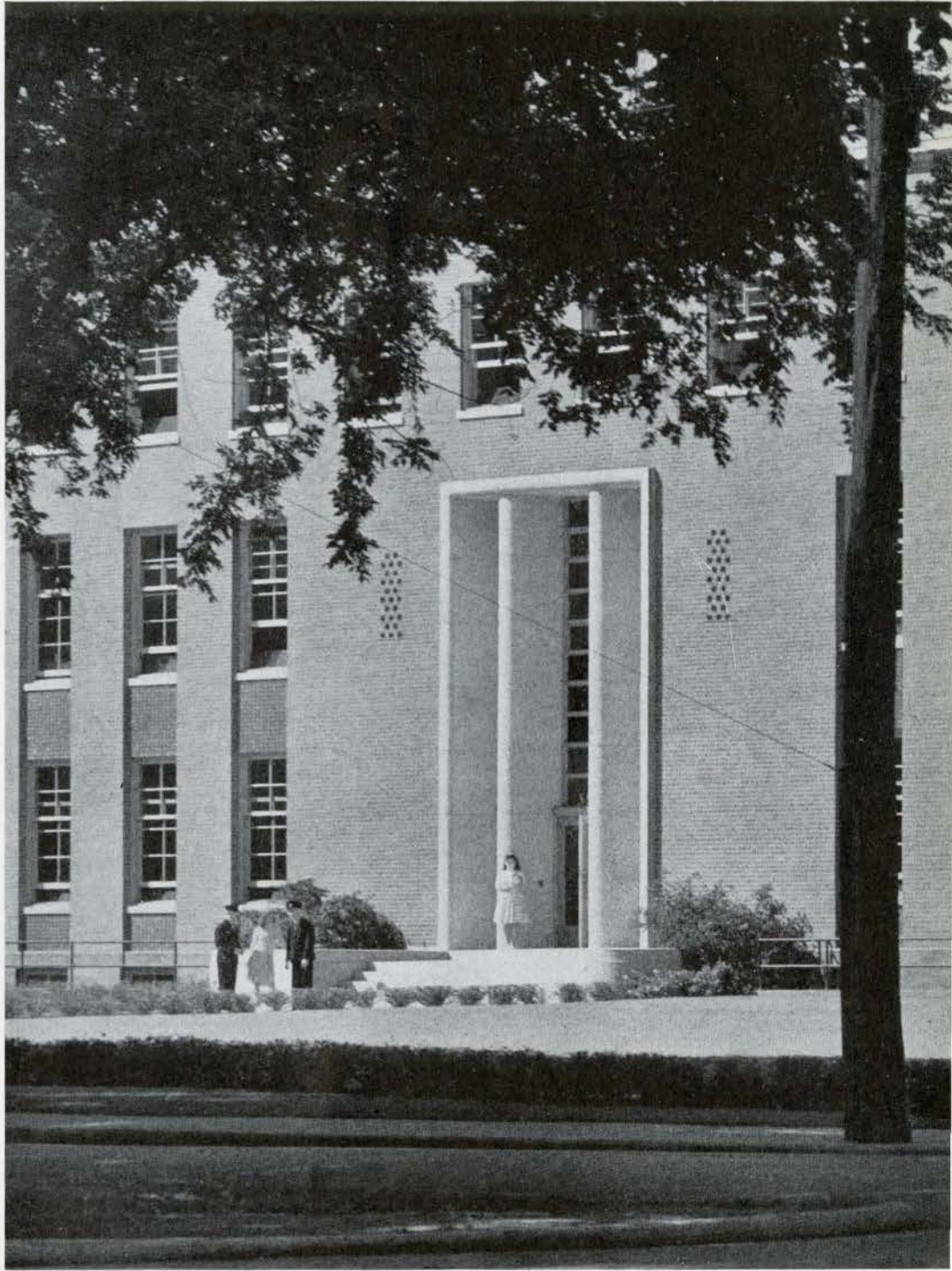
—*The Spectator*, London, England, January 7th, 1944.



KING EDWARD AVENUE BUILDING, BANK OF CANADA, OTTAWA, ONTARIO  
 MARANI AND MORRIS, ARCHITECTS



FIRST FLOOR PLAN



ENTRANCE DETAIL



NUMERIC REGISTER  
DEPARTMENT



C A F E T E R I A



ACCOUNTING DEPARTMENT



THIRD FLOOR WORK SPACE



RESEARCH ENTERPRISES LIMITED, LEASIDE, ONTARIO  
ALLWARD AND GOINLOCK, ARCHITECTS



MEN'S DORMITORY, NORTON COMPANY LIMITED, CHIPPAWA, ONTARIO  
PRACK AND PRACK, ARCHITECTS

# WAR MEMORIALS

*"The Man Who Has Done Justice to the Best of His Time Has Lived for all Time."*

Within a few short months the American people may be facing quite definitely, for the second time in a generation, the question of how best to commemorate the patriotism and devotion of men and women who have served in a world war.

In 1918, just before the end of the first world war, *The American City* advanced a plea for living memorials—memorials which would not only perpetuate the memory of those who had fallen, but would also implement the living ideals which had motivated their sacrifices.

The suggestion found ready response, and from one end of our country to the other a new spirit of commemoration found expression. From Grand Rapids to Berkeley and back to Newport News came suggestions to build community houses, to plant memorial trees, to lay out parks, widen streets, and construct memorial highways, even to create entire civic centres.

To many, accustomed to the traditional idea of heroic monuments, there was something startling in the thought of dedicating a swimming pool, a tower with chimes, or an opera house to our fallen heroes. Heated discussions followed. Many of the greatest authorities in the fields of art, landscaping, and city planning spoke frankly on the subject . . . What constituted a memorial? Could the spirit of commemoration and of utility be joined? Were the two objectives not entirely distinct? The discussion was widespread and continued for some years, bringing clarity and breadth to the American conception of memorials. The choice of a memorial became at length an individual and democratic problem for each community. There was, however, a general preference for the living memorial and the American people took a long step away from the old-fashioned monument of Civil War days.

At this time, in the light of the world's experience in the recent past, *The American City* ventures to propose a still broader approach to the subject.

## **A Broader Approach Suggested**

We went to war in 1917 "to make the world safe for democracy". The ensuing years brought disillusionment to many, bitterness to some, and a second world war to all. Did we really fight the first war to save democracy? Many doubted. It has taken a second world war to clarify our purpose and our place in the world, and to show us that we have not only fought both wars for the principles of democracy, but that our struggle must continue in some form until democracy is established throughout the world in practice as well as in name.

In 1919, we did not realize that we had a job to do after the Armistice. Only the few called out to us—and we did not hear—that democracy is ours only when we have enjoyed its benefits and accepted its responsibilities. Shall we have a third world war, or will we carry through the epic effort which lies between ourselves and a world of peace and justice?

*In simplest terms, democracy is living and working together fruitfully—in our homes, in our communities, in our nation, and in the world.* To do this is an individual and a world obligation. But above all it is a community task. Only a community is both large and small enough to forge a common will for a fruitful peace which can influence both the world at large and shape the purpose of its individual citizens. Great power for good lies in the hands of every city and town and village.

*The American City* suggests that our memorials serve in some measure this high purpose of building a fruitful peace. Let us create memorials that will bring our people together in common understanding, affection, and purpose. Let us search out individ-

ually the haven which unites us. If we are a musical people such as, for instance, the Americans of Scandinavian or Welsh stock, we may find a community chorus our most effectual memorial. In many a small town, a community library and forum for forthright discussions might quicken its life as nothing else could. Similarly, a memorial flower garden or a clock-tower may bring people together through the magic of fragrance, sight, and sound. There must be memorials large and small, imposing and simple, but with our motive clearly drawn, each will be suited to its place and need.

## **Community Houses and Civic Centres**

If we glance for a moment at the memorials created after the last war, none perhaps embodies more effectively the purpose we have outlined than the community houses and civic centres built in great numbers across our land. The civic centre has an ancient heritage. It reaches far back into the past and in all ages has been a leading factor in shaping the character of life in its time. On the acropolis of the Greek city men discussed and matured their civic and ethical ideals. The Roman Forum was the centre of the Roman Republic and later of the Roman Empire. It both encompassed and nourished all its parts. During the troubled Middle Ages the castle was the focus of life on the feudal fief—for high and low alike. When trade again flourished in Europe, each town developed its great town-square where the government and business of its people were transacted, and where every person in the town shared the pageantry and neighbourliness of the age. The early American villages had their commons and greens where much of the life of the community was carried on. When pioneers pushed west and built towns, this form of town planning was often carried by them and survives today in the many town-squares dominated by the central court-house. But too many of these town centres have lost their civic meaning and stand rather like functionless ghosts of a more vital past.

To-day life is diffused. In the midst of abundance we lack unity and direction. Our communities have lost, or never possessed, a dynamic communal spirit such as that which had its focus in the civic centres of the past. We need to make a place in our community plans for forging anew the community will, one which can give character and purpose to our towns and cities and shape the ideals of our citizens. Our people need to cultivate clarity and judgment by discussions; spontaneity and co-ordination by healthful play; imagination and new capacities by study and performance; and wider sympathies by sharing together the good things of the mind and spirit.

A long step in this direction was taken after the last war through the creation of many community buildings and centres which have furthered the mingling of our people in their various communities. But much remains to be done. In some towns and cities the problem of building a suitable civic centre is complicated by the existing location of various city departments in different parts of the town. In many small communities no adequate meeting place for all its citizens exists, and the cost of building one may seem a burden too great to be undertaken. Many solutions to these problems will be found in time. Where there are scattered municipal buildings, a community house for social and civic activities might well become the first unit in a fully planned future civic centre. The small town might find its solution in equipping an adequate auditorium in the public school or library, or by the addition of a library and assembly room for community use in the school.

*(Continued on page 109)*

## MEXICO TAKES LEAD IN HOSPITAL BUILDING PROGRAMME

The hospital construction programme in Mexico, now well under way, might well be given serious consideration by those interested in hospitals in other countries. The President of the Mexican Republic, General Manuel Villa Camacho, during the three years of his government has taken a most active interest in the social welfare of the people and has strongly supported the health programme of his Minister of Welfare, Dr. Gustavo Baz. Speaking at the Buffalo convention of the American Hospital Association, Dr. Baz, who is a noted neuro-surgeon in his professional activity, referred to the intensive governmental programme as one of "economic recovery and social rehabilitation based on a modern system, scientifically conceived and efficiently carried out". Speaking of the plan he stated: "The Government of my country is building important highways on a large scale, greatly increasing the number of schools, providing ample systems of irrigation and, in addition, is putting into practice all measures tending to complete the process of balancing the economic structure of the nation. During these difficult and distressing times, the mind and spirit of all people who are conscious of their responsibility, and every government which loves and values freedom and the other individual rights of man, must be utilized exclusively and to the fullest extent as a contribution to victory and the final triumph of justice over those who try to crush mankind under the yoke of degrading slavery." With reference to the health and social welfare programme Dr. Baz noted: "We have modernized the methods of social welfare for children and the socially weak, such as the mentally defective, the blind, the deaf mutes and so forth. The Government of my country is deeply conscious of the urgent and growing necessity of providing its people with medical care. Geographical and climatic characteristics of Mexico contribute to the inherent problems of epidemic and endemic diseases such as malaria, intestinal parasitism and other grave maladies such as onchocercosis; and these constitutes, in some zones of the country, a major source of physical impairment of the inhabitants and economic instability."

A complete network of modern hospitals covering the whole country is now under construction. It was quickly found that the old institutions were quite unable to meet the needs of the people or to furnish good medical service. After long and careful study a series of new hospitals was designed by a group of architects and physicians who had specialized in hospital construction. The newest ideas in Europe and the Americas were studied and plans developed which embodied their most desirable features, but which could be considered as distinctly Mexican. A study of the illustrations bears testimony to the fact that the architects did not hesitate to discard conventions and to reach into the future in laying out their buildings. "Each unit has been studied as to its specific and individual purpose and in its relation to the community. The economic possibilities, the cultural and ethnical, the physical and climatic characteristics have been considered, taking full advantage of any favourable natural elements. Natural sites have been selected. Sunshine,

winds and rainfall have been studied in the different parts of the country so that these may be fully utilized."

A feature of this vast hospital construction programme is the setting up in Mexico City of a large Medical Centre which will include a large general hospital of 1,200 beds, a 600-bed City Emergency Hospital, two maternity units, one of 300 beds and one of 200 beds, a 300-bed infectious diseases hospital, a 120-bed cardiac institute, a 600-bed children's hospital, a private clinic, a medical school and a dental college. In all there will be some twelve units, including a convalescent hospital in the suburbs.

The Children's Hospital is already functioning, and the Institute of Cardiology has recently been opened. The Mundet Maternity Home and the Infectious Diseases Hospital are now under construction. The plans and designs for the central General Hospital, the scientific centre of this group of buildings, have been completed and it is anticipated that construction will start shortly. Plans for the City Emergency Hospital are almost finished.

Three large hospitals in other parts of the country have already been completed—the hospital at Monterrey with 500 beds, the hospital for chronic patients in Tepexpan with 750 beds and the hospital of Manzanillo with 150 beds. Rapid progress is being made in the construction of six more hospitals in San Luis Potosi, Tuxtla Gutierrez, Salvatierra, Puebla, Saltillo and Tampico; as well as the Home for Mentally Defective Patients in Leon, the Maternity Homes of Chihuahua and Parral and the Prenatal and Postnatal Clinic in Mexico City.

The construction has already begun of eight more hospitals in Veracruz, Jalapa, Tuxpam, Cosamaloapan, Coatzacoalcos, Hermosillo, Mazatlan and Tepic, and of the Prenatal and Postnatal Clinic in Tacubaya. The authorities are at present studying the plans and designs for eleven hospitals in Acapulco, Tlaxcala, Tulancingo, Ometepe, Merida, Campeche, Guadalajara, Yahualica, Papantla, Monclova and Colima.

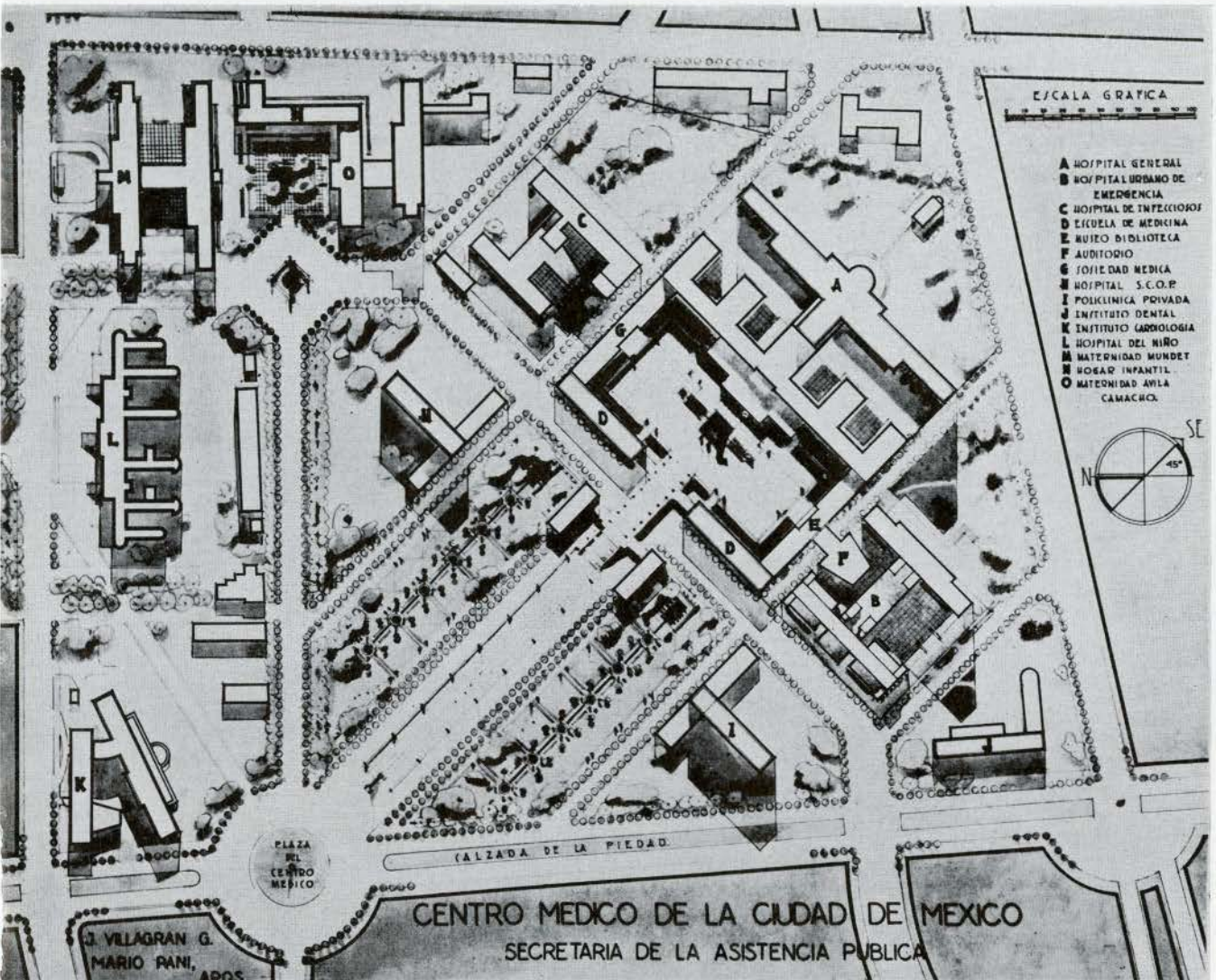
Among the architects who have participated in the designing of these plans are: Enrique del Moral, Enrique Carral, Mario Pani, Alonso Mariscal, Carlos Tarditi, Jose Villagran Garcia and Mauricio M. Campos.

Consultants: Doctors Samuel Morones, Norberto Trevino, Esteban Dominguez, M. Salazar, Gustavo Viniegra, Antonio Sordo Noriega, and Pedro D. Martinez.

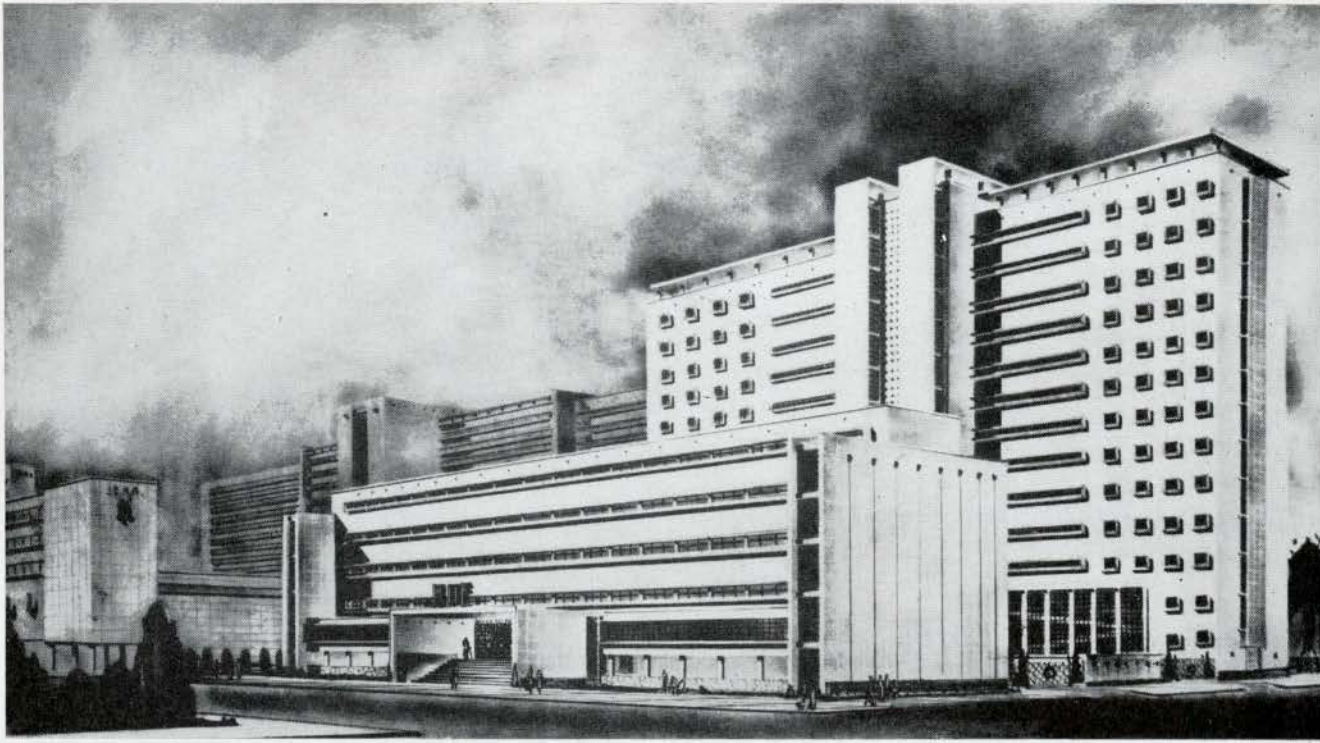
In paying tribute to the achievement of those who have been responsible for this remarkable programme of hospital expansion, Dr. Baz stated: "It is most gratifying to us that the foundations of the Mexican School of Hospital Architecture have been laid as the result of the enthusiasm and vigorous action of this valuable group of experts who have created the new Mexican technique of hospital construction and operation."

We are indebted to the Canadian Hospital Association for permission to use the above and the illustrations from their journal of January, 1944.





PLAN OF MEDICAL CENTRE OF MEXICO CITY



CITY EMERGENCY HOSPITAL  
MEXICO CITY (See B on plan)



INFECTIOUS DISEASES HOSPITAL  
MEXICO CITY (See C on plan)



ARTURO MUNDET MATERNITY HOME  
MEXICO CITY (See M on plan)



SUN BALCONIES ON REAR  
OF CHILDREN'S HOSPITAL  
MEXICO CITY (See L on plan)

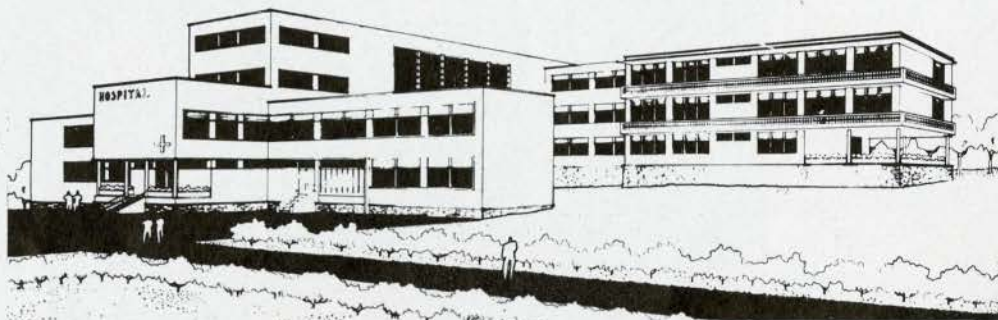


REAR VIEW OF CARDIAC  
INSTITUTE SHOWING PORCHES  
AND RAMPS. FROM PORCH  
OF CHILDREN'S HOSPITAL  
MEXICO CITY (See K on plan)

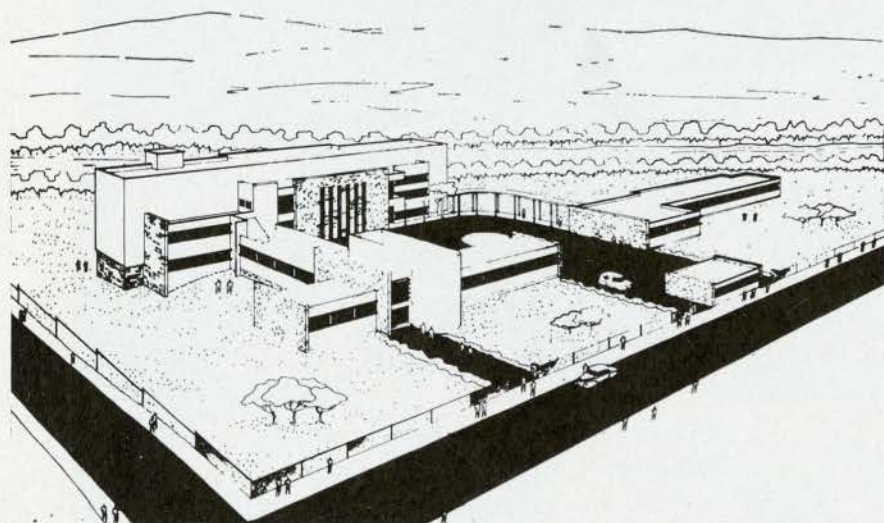
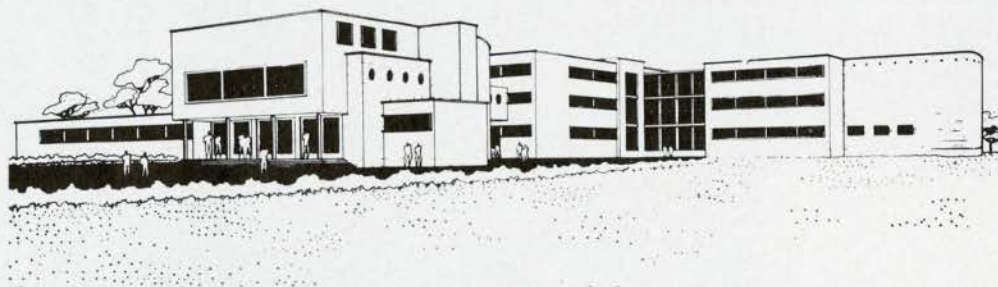


160-BED HOSPITAL UNDER  
CONSTRUCTION AT TEZIUTLAN,  
PUE. MEXICO

245-BED HOSPITAL UNDER  
CONSTRUCTION AT  
MAZATLAN, SIN. MEXICO

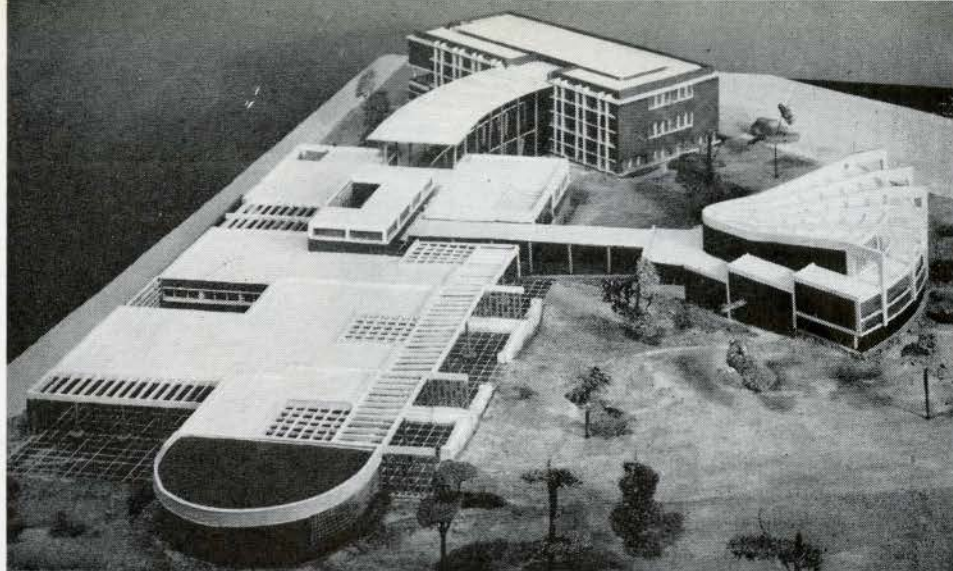


116-BED HOSPITAL UNDER  
CONSTRUCTION AT  
MONCLOVA, COH. MEXICO



64-BED SUBURBAN HOSPITAL  
PROPOSED AT TULANCINGO,  
HGO. MEXICO

DESIGN FOR A BUILDING FOR  
SUBACUTE OR CONVALESCENT  
PATIENTS. NOTE AMPLE OPEN-AIR  
SPACE, EITHER IN OR PRO-  
TECTED FROM THE SUN; ALSO  
COVERED RAMPS BETWEEN BUILDINGS



300-BED HOSPITAL AT  
SALTILLO, COAH. MEXICO



130-BED HOSPITAL AT  
COATZACOALCOS, VER. MEXICO



# THE PROVINCIAL PAGE

## ALBERTA

Quite a number of books have appeared recently on the subject of town planning. Eliel Saarinen's "The City; Its Growth; Its Decay; Its Future", is one that will repay careful study because it calls attention to most of the difficulties upon which many town planning schemes have been shipwrecked in the past and on which many more are likely to meet the same fate in the future. Saarinen is an idealist who proposes a complete solution to the problem of the self-strangling processes of civic development which have brought so many cities into what appears to be an almost hopeless situation to-day. In brief, this solution of Saarinen's is "Organic Decentralization".

All are probably agreed that the loosening up of the very general congestion of our cities is a prime necessity. One may set out with the idea that this congestion may be relieved by opening up spaces as parks or open garden areas. The first result of this process would be to produce a network of buildings with a series of open loop-holes in the network. Saarinen's idea goes much farther. He would have a city consist of a complete continuous network of open protected space encircling the built-over areas, the continuity to be in the open areas, not in the built-over areas. "Organic decentralization strives to dissolve the existing civic compactness into a system of individual townships surrounded by protective belts of green land". He would further have the various use-districts within the individual townships inter-penetrated by open spaces. This is certainly a tough proposition to set before a town planner. It does not daunt Saarinen. He sets himself to discuss and attack the various formidable difficulties in the way. Possibly he does not sufficiently emphasize the fact that his ideal calls for open space adjoining the main arteries which connect his townships, whereas strong natural tendencies at present cause these arteries to be most continuously built up and most difficult to transform into open areas. It is the intermediate wedges between these main radial roads that lend themselves more easily to opening up, since they tend to be less closely built upon.

The great interest of the book, however, consists in the writer's handling of the difficulties that stand in the way of effective town planning. He realizes their full force, sets them out clearly and proceeds to advise as to what must be done about them. They are summarized under seven headings: 1. Obligatory planning; 2. Broadened jurisdiction; 3. Control of land price; 4. Broadened law of condemnation; 5. Legislation on transference; 6. Legislation on protective areas; 7. Control of building design.

It is not possible in this place to set forth Saarinen's detailed and carefully stated arguments. The need for legislation on a new basis is, in his view, quite essential to progress. If this kind of compulsory legislation "really is intrusion into one's rights and privileges then almost nothing can be done for civic improvement."

In these days when town planning acts are under discussion the point so much insisted on in this work "that common rights are superior to private rights" must be kept in mind. Those who are occupying themselves with such legislation will find much in Saarinen's book to aid them with guidance and direction. Under the heading of "Obligatory Planning" he well insists on this being a "continuous and dynamic process", "independent of political and government shiftings" and on planning being flexible and such that "the development of the individual communities in a spirit of 'home rule' must be the life interest and pride of these communities".

To have any chance of carrying out a programme of town planning we require a machinery of administration capable of holding fast to a policy through the stresses and strains of many years.

*Cecil S. Burgess.*

## MANITOBA

There is little to report to the Manitoba Members from the last meeting of the Council. However, one very important matter was informally discussed and that was regarding the appointment of a new City Engineer to Winnipeg and possible consequence of the readjustment of departments.

It was felt that it should be urgently brought to the attention of the City Council that not only from a practical standpoint but in fairness to the citizens at large, and also due to the interest of the general public in town planning and housing, that an architect or an engineer should be appointed to head the department that has the responsibility of carrying out the building by-laws of the City.

A City of the size of Winnipeg realizes its pride in the buildings erected, of all kinds, and should see that the by-laws are fully complied with and that proper plans and specifications are filed. The Dominion has issued a National Building Code; this was prepared under the joint sponsorship of The National Housing Administration Department of Finance and the Codes and Specifications Section National Research Council of Canada and this should be made use of. It was felt that all the members of the Association should use their influence in getting the City Council to give this matter their earnest consideration, as it is only in this way that the public will have uniformly fair treatment. All architects and the building trades generally are vitally interested in this being satisfactorily adjusted.

It was a shock to the profession to hear of the death of Mr. W. P. Over, who passed away on April 11th. While he had not been well for the last few months, it was thought by us all that he was well on the way to recover. However, it was ordained otherwise. He was an original member of the Manitoba Association of Architects and served on the Council at various times from its conception to the present day. He had always worked loyally for the profession, and was extremely modest and retiring in his work. He came from Toronto; was representative for the firm of Darling and Pearson who were doing considerable work in the early 1900's in the West, and on completion of their work went into private practice. He gave a great deal of his time to matters of art and was untiring in helping with the organization and development of Winnipeg Art Gallery. His passing is a great loss to the profession as well as to his intimate friends.

*C. W. U. Chivers.*

## ONTARIO

Most communities are to-day talking and thinking about post-war Housing and Town Planning. It is, therefore, not surprising that the City of Hamilton has shown signs of awakening interest.

Situated as it is at the portals of historic Niagara Peninsula, Hamilton enjoys a heritage of natural beauty, and to the Board of Parks Commissioners goes the credit of recognizing these natural advantages.

The western entrance, of which the citizens are justly proud, opens up a panorama over Lake Ontario and the beautiful Dundas Valley. From the margin of marsh, which is now a bird sanctuary, the verdant hills slope to the heights of Rock Chapel.

These beauty spots have been developed and made accessible to the citizens at large. There is still much to be done but the important thing is that the public approve of and appreciate these developments.

The city proper is relatively free from the usual acute problems confronting the larger cities. Wartime Housing has done much to cope with the influx of war workers, providing housing, staff houses and schools.

Due largely to the publicity given to the activities of the City Planning Board of Toronto, a delegation of civic officials visited Toronto to obtain first-hand information on the aims and objects of planning and to view the Master Plan.

As a result of this visit a meeting was arranged at which civic bodies and interested citizens had the opportunity to hear Dr. Faludi of the Toronto City Planning office, speak on Town Planning. A similar address was given at a later date to the members of "The New Educational Fellowship".

It has been said that "Vague and nebulous is the beginning of all things but not their end, that life and all that lives is conceived in the mists." This might well be applied to post-war planning and housing. When the mists that now envelop it are dissipated, we might well expect a larger share of public interest.

In my opinion this can only come about when Provincial and Dominion Governments formulate and announce their policy in regard to planning and low cost housing in the post-war period. Much has been said of the great importance of new housing as an immediate post-war as well as a permanent means of providing employment. Housing is a basic necessity and is by far the greatest factor in providing employment for the building trades.

A policy that should encourage home ownership, by the removal of all present restrictions and discriminatory taxation. The removal of the burden of the cost of relief, hospitalization, education and all social services. These are responsibilities that should be borne by the community at large. The imposition of municipal taxes on all public utilities and Government-owned buildings to the same extent as privately owned properties, would be a step in the right direction.

Should this ever come about, I believe the Dominion-wide housing shortage would in due course be substantially overcome.

R. E. McDonnell.

## UNUSUAL PROBLEMS IN PRACTICE

### "PREPARATION OF WALLS BEFORE DECORATING"

It happened in 1935 in a house on Strathearn Blvd. Shortly after the house was completed and the clients installed, they complained that there were bumps of various sizes on the walls.

I examined the walls, which were papered in some rooms and cottoned in others, and had to admit to myself that the clients weren't super sensitive as clients sometimes are with a new house. The bumps were there and very noticeable with artificial light on them.

The decorator was called in and he pronounced the cause to be poor plaster work. The plasterer was then called and he denied all responsibility, saying the insulating plaster board was the cause. The company which had supplied the insulating board denied any fault with their product. At this point all interested parties were called together and a very careful examination was made of several of the worst bumps. The paper was cut and the plaster examined for spalling or unevenness. The only thing found at each bump was a tiny piece of grit and the mystery was solved.

It was then recalled that the clients, being in a desperate hurry to move into their new house, had started the decorator on one floor before the contractor's forces were through and, as there was a very industrious sweeper on the job at that time, the clouds of dust raised on one floor as the sizing was being applied to the walls on another settled firmly in the sizing.

Stretching paper or cotton over particles of grit produces an amazing bump in the covering. Since this case I make sure that the building is comparatively dustless before the decorator comes on the job.

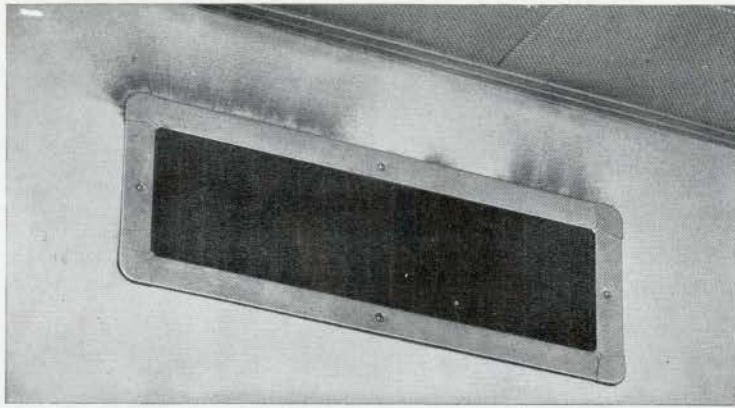
## WAR MEMORIALS

(Continued from page 101)

### A Symbol of an Ideal

The civic centre is a symbol of an ideal. The ideal must first live in our hearts and then it will find expression in all that we do. Innumerable memorials of great variety will at length be found to serve this end . . . The spirit of unity and purpose for a community is also the spirit of unity and purpose for the world. If we put our hand to the immediate community task before us, we shall also serve "the great task remaining before us," the establishment of a fruitful peace for all men, and those who have served so nobly in this war will live and work again with us.

—The American City, New York, January, 1944.



## ELECTRO-STATIC AIR CLEANING PREVENTS THIS

Ordinarily air conditioning systems with air filters may do a good job of catching dirt that used to settle in a layer of dust on desks and ledges but microscopic particles of smoke carbon and silicon are much too fine for mechanical trapping. WESTINGHOUSE PRECIPITRON harnesses the electronic principle which effectively deals with particles as small as 1/250,000 of an inch.

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Precipitron cells are produced in units of standard capacity to clean so many cubic feet of air per minute. They are installed inside the main duct of any existing or proposed ventilating or Air Conditioning System.

Actuating the cells is a low wattage, high voltage, direct current Power Pack. High voltage current is fed to fine wires strung on the entering side so that dust and smoke particles passing through the electrical "field" between the highly charged wires at (A) receive a positive charge. Then as the air passes on through the plates section of the cells which are charged with opposite polarity by the Power Pack, the particles are attracted irre-

sistibly to the surface of plates (B) where they are held until flushed down the drain with ordinary water hose. Current consumption is negligible and, there being no mechanical action, maintenance is nil.

Write for Bulletin DMF-1019.

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