

## Zoning Cities For To-Morrow

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The zoning or districting of towns and cities is to my mind not only an integral part of town planning, but even the fundamental basis on which all town planning must rest. This becomes apparent when one defines zoning as the determination of the character and intensity of the use to which lands within any given area is to be put. To be sure, zoning has been carried on in Canadian and American cities with little or no reference to town planning, and town planning has frequently been attempted without detailed consideration of the purposes to which the area is to be put.

### The Niagara Falls, N. Y. Zoning Plan.

In order to secure a clear understanding of what zoning actually is, it seems wise to explain what one city, Niagara Falls, New York, proposes to do. One of the first projects undertaken after the preparation of the final city plan was the adoption of a zoning scheme. Note that a city plan had been prepared or at least almost completed first. The zoning may which was prepared frankly recognized the plan and the use to which lands may be put in Niagara Falls, will keep in mind the general plan. This zoning plan provides for different uses for different sections of the city and for varying degrees of intensity of use in different sections. After all, city planning is fundamentally a recognition of the fact that there must be differentiation between sections of a city. The Niagara Falls plan provides for six classes of zones or districts, for which different conditions of use, height and area of buildings are provided.

(a) First, residence districts for a single family dwelling only, occupying an area of not over 30 per cent of the lot, not more than 45 feet high and with side lots of ten feet.

(b) Second, residence districts devoted to residence purposes including two family and group houses for not more than ten families, occupying an area not over 50 per cent of the lot, not over 45 feet high, and with side lots of ten feet.

(c) Apartment house districts, devoted to apartment houses and "tenements" with a height not exceeding the width of the street on which they face.

(d) Commercial districts devoted to retail and wholesale trade, and incidental industry, requiring not more than five employees.

(e) Industrial districts in which so called "light" industry not emitting undesirable noise, fumes, or smoke are permitted.

(f) Unrestricted districts in which any industry however disagreeable or dangerous may locate.

In any of these classes of districts, uses permitted in a more restricted district are allowed. For each class of district, there are refinements as to use, area and height of buildings which we need not discuss here, but which in the practical application of the proposed zoning ordinance, occasion a great deal of discussion and call for a great deal of careful consideration and careful and patient explanation and educational work.

The word "zoning" is doubtless somewhat misleading. I have already observed that in Canada some people think of it as some sort of procedure for controlling the growth of the environs of growing cities. I wish its application might be extended to cover such a purpose in American cities, but I think that more progress is likely to be made in that direction in Canada than in the United States. This use of the word originated in Germany where districting efforts gradually assumed the character of zones, the care of which often proved to be the area within the original walled town. A glance at any zoning map in the United States would give little indication of "zoning" in the German sense, but our "zones" are merely districts varying widely in area and location.

Despite the effort of professional city planners to popularize the more accurate word "districting," the people where districting work has been carried on persist in using the word "zoning," so let the people rule, "zoning" it shall be.

### Dispendence of Zoning on City Planning.

It is worth recalling that the Niagara Falls zoning ordinance was prepared as an integral part of a city plan for Niagara Falls. Unfortunately, this is not true of all other cities. I do not believe that it is true of any Canadian city with the possible exception of Halifax, or of most American cities. You will be interested to know I am sure, that in America, Nova Scotia was first to provide for the districting of towns and cities as early as 1904. In 1909, Los Angeles passed an ordinance controlling the use of lands, making the ordinance retroactive. That ordinance has been declared constitutional, not only by the Supreme Court of California, but also by the Supreme Court of the United States as a proper exercise of the police power. Of course, many municipalities had long ago created fire and building districts in the interests of public safety, but the extension of districting to include health and general welfare has been of this recent origin.

When Berkeley Cal adopted an ordinance in 1913, it provided for an optional districting plan. The ordinance provided for a large number of residence districts and permitted the citizens to petition for restrictions. An Ontario Law for cities of over 100,000 provides for the establishment of residence districts on petition from which apartments, industries, etc., are excluded. More recent state laws and city ordinances provide for the zoning of the whole town or city.

Now, it is evident that petition ordinances and laws, such as exist in Ontario, do not anticipate any ordered planning of a city. Districting done under such laws is surely spontaneous, undirected and sporadic. It may be actually unwise and undesirable as experience in Berkeley has actually proven. Home owning petitioners seem prone to ask too little for the protection of their neighborhoods, though some have been known to ask too much. The difficulty in both cases is that the petitions were not based on a considered and sound interpretation of town planning fundamentals.

Basic, in any town planning work is a knowledge of the topographical background on the basis of which the main lines of transportation are likely to be determined. The availability of water transportation is very likely to determine the location of industry, especially heavy industry. Industry seems to naturally seek low-lying lands and waterfronts. Residences seek higher and dry areas. Topographical conditions are certain to affect the direction of prevailing winds by which smoke and fumes are carried. Mountains and hills, lakes and rivers are likely to determine in part the location of parks and public recreation grounds. All of these factors, especially the location of railroads and industry, affect very definitely the use to which lands are likely to be put. It is necessary to argue, therefore, that zoning is an integral part of city planning and that zoning does not happen to grow out of town planning, the preparation for zoning should be so intensive as to relate the work to every phase of city building and particularly those phases which are affected directly by topographical features.

### Zoning as a Basis of Intensive Town Planning.

But there are many phases of town planning that are of secondary importance and very dependent upon the character and intensity of the use to which lands are to be put. If we could tell in advance just how all the land in and about Hamilton will be used, five, ten to twenty-five years hence, how much easier it would be to plan properly for parks and open spaces, for school grounds and play grounds, for sewers and water and gas mains, for arterial streets and for parkways and quiet residence streets and for car lines and industrial switching tracks and belt lines, as well as for public buildings.

Presuming that having once determined on the main principles of a plan for the city, based on a topographical and other natural conditions, it is possible to also determine with reasonable certainty, the likely economical use of all land in the city, let us consider a few advantages to be gained.

### The Claims of Industry.

Consider for a moment the interrelation of all these men. Having once determined the proper general location for

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