

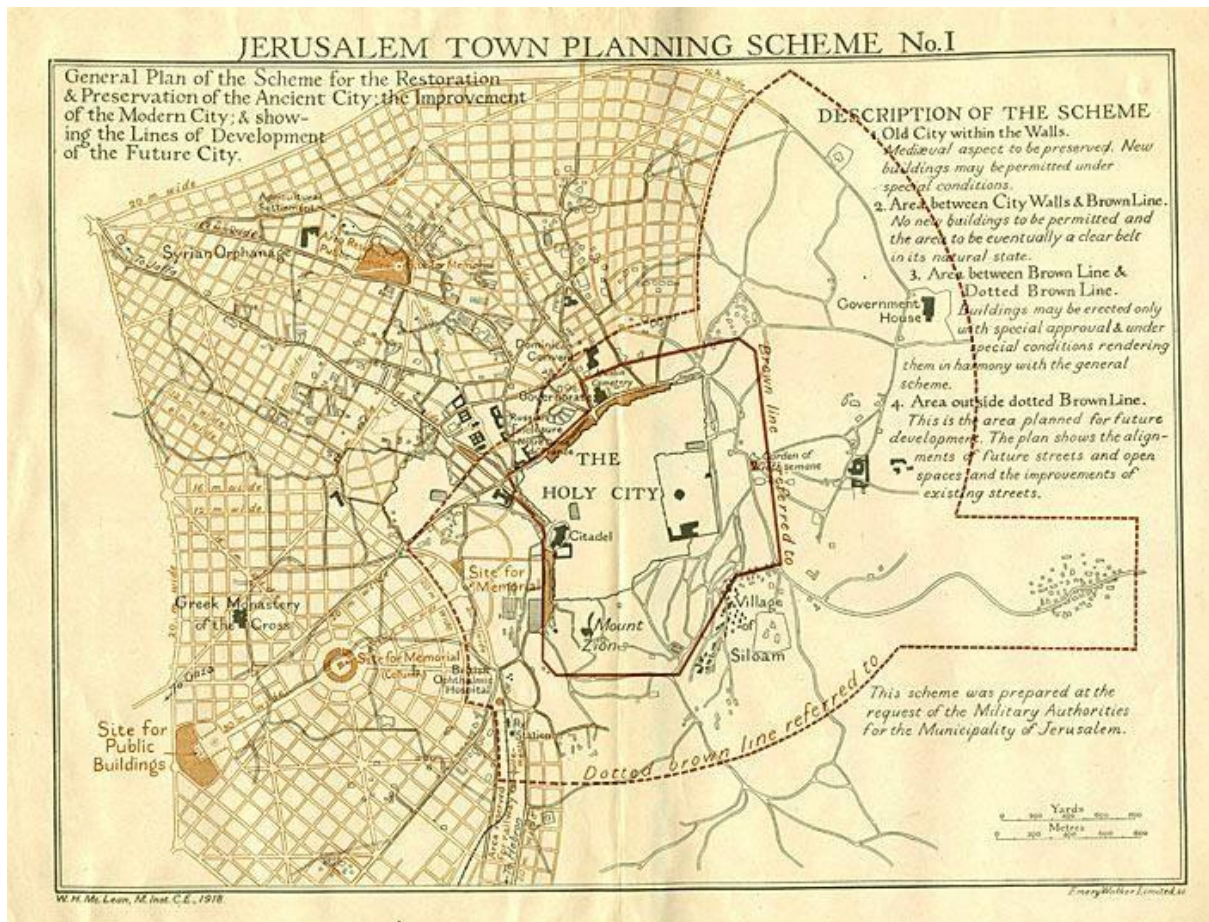
## **Part 1: The Birth of Fragmentation and the Origins of Zoning 1918-**

**1944**

### **Antecedents to Kendal**

On December 9<sup>th</sup> 1917, during the final stages of World War One, the British military seized Jerusalem from the Ottoman Empire, terminating their four-hundred year rule of the city. The new rulers immediately set into motion ambitious and long-term urban planning schemes intended to preserve the city that is holy to the three monotheistic religions, while simultaneously transforming it into a Modern city fit for the twentieth century. During the thirty-year Mandate in Palestine, numerous urban schemes were prepared by successive British planners, including William McLean (1918), Patrick Geddes (1919), Charles Ashbee (1922) and Henry Kendall (1944). The great importance attributed by the British to town planning within the city of Jerusalem is evident in the three extensive publications prepared during this period.

McLean's ambitious plan to develop the western side of the city included the imposition of a grid of streets connecting monuments and governmental institutions - a clear manifestation of British policies, and their aspiration for long-term domination of the region.



## McLean Scheme

Jerusalem Town Planning Scheme No. 1, prepared by W.H. McLean in 1918 for the Municipality of Jerusalem by request of the British Military. In addition to setting guidelines for the “Restoration and Preservation of the Ancient City”, the plan proposes “Lines of Development of the Future City.”

Map source: <http://www.kings.cam.ac.uk/archive-centre/archive-month/october-2010.html>

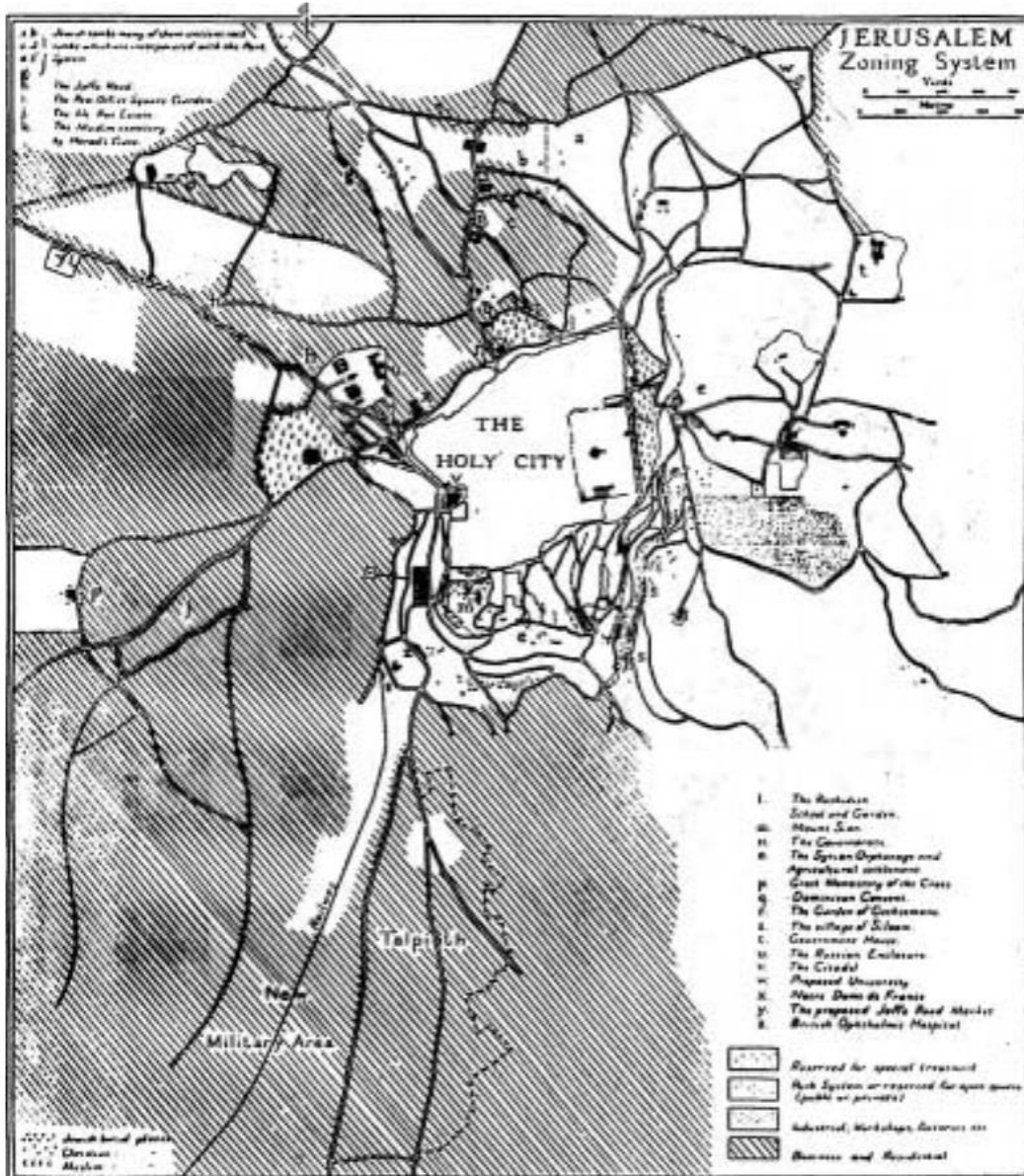
Following dissatisfaction with McLean’s plan, which had been exhibited at the Royal Academy in London in 1919 and criticized for being inappropriate to the region’s hilly topography, Patrick Geddes was commissioned to prepare a new town plan scheme. Whereas both schemes emphasized strict preservation of the Old City and its surrounding green belts to the east, they differed fundamentally regarding the development of the city to the west. Geddes’s scheme was more fluid and concentric, conforming to the existing urban fabric and the hilly topography.

Charles Ashbee's plan for Jerusalem was presented in 1922. Ashbee's theories, manifested in his 1917 book *'Where the Great City Stands'* argues for modern town planning, whilst echoing the earlier ideals of the Arts and Crafts, Garden City, and City Beautiful movements. In contrast to his two predecessors, Ashbee introduces into his scheme the concept of a *zoning system*. Possibly based on the 1916 zoning scheme for New York City, the city would be divided by function into residential, commercial and industrial areas.



### Geddes Scheme

Jerusalem Town Planning Scheme No. 2, prepared by Patrick Geddes in 1919. From *C.R. Ashbee, Jerusalem 1918-1920: being the records of the Pro-Jerusalem Council during the period of the British Military Administration* edited by C.R. Ashbee (London: J. Murray for the council of the Pro-Jerusalem Society, 1921).



### Ashbee's Plan

Jerusalem Zoning System, prepared by Charles Ashbee in 1922. The plan consisted of five zoned land uses, including roads, parks and open spaces, special treatment area, business, residential, industry and workshops. This plan formed the basis for future plans, including that of Henry Kendall in 1944. Source: *Arts and Crafts and the Great City: Hysler Rubin, Noah, Charles Robert Ashbee in Jerusalem*, Planning Perspectives 21(4), Routledge, October 2006.

### The 1944 Scheme



Henry Kendall was commissioned as the Government Town Planner of Palestine in 1935 and held this position until 1948, the final year of the British Mandate. His 1948 book, *Jerusalem: The City Plan, Preservation and Development during the British Mandate 1918-1948* provides a comprehensive survey of the previous planning schemes, and charts the city's development during this period.

The book includes Kendall's elaborate documentation of the existing city, including the built fabric, population distribution, road system and open spaces. He then presents his own scheme, consisting of numerous urban interventions, including a new road network and his version of the zoning system.

Perhaps the greatest departure from the previous Mandatory planning schemes is reflected in Kendall's plan entitled *Grouping of Neighborhood Units*. In this plan, cellular neighborhood units are delineated as floating organic shapes linked by a proposed new road system. At the center of each Neighborhood Unit, a commercial zone surrounds shops and a school, establishing a concentric zoned organization.



## Henry Kendall

### The 1944 Scheme - Grouping of Neighbourhood Units

*“There can be no doubt at all that in a self-contained unit the inhabitants will be better housed, healthier and, therefore, happier than in a haphazard built area since it is for their social well- being that the unit is planned from the beginning”*

Henry Kendall, Jerusalem: The City Plan 1918-1948



## Henry Kendall

### Diagram of Built-Up Area in 1944

This diagram clearly illustrates the organic urban fabric that existed in the Jerusalem during the first part of the twentieth century.

From *Jerusalem: the City Plan 1918-1948*, Henry Kendall

As Kendall himself attests, the nature of his planning scheme reflects contemporary British planning theories:

*“The neighbourhood unit conception is no new thing in planning circles. The principles established by Ebenezer Howard, Raymond Unwin, Abercrombie and others are sufficiently well known without having to describe them here in full”*

The similarities between Kendall’s Neighbourhood Unit Plan and Patrick Abercrombie’s 1944 Plan for the City of London are striking. Both diagrams present an urban structure composed of organically-shaped elements, reminiscent of biological cells, floating within a vacuous

substrate. Both plans indicate central, nucleus-like structures representing commercial zones and schools.

Kendall's neighborhood plan is composed of three types of units; existing units (dark brown), existing units to be expanded (dark brown and beige) and new units (all beige).

Kendall's statement, emphasizing that his conception is "no new thing in planning circles" could be inversely interpreted as stating that his proposal is introducing a novel concept into the planning of Jerusalem.

Can a new planning concept of this scale and nature be artificially imposed onto a pre-existing urban fabric?

The implications of this new planning concept and the methods by which it may be achieved merit a closer look. As shown in the following diagrams, superimposing Kendall's Population Distribution plan onto The Neighborhood Unit plan yields interesting findings. In order to achieve a morphology composed of floating organic shapes, the existing urban fabric between the neighborhood units that does not comply with this geometry needs to be eradicated. Although this is not explicitly stated anywhere in Kendall's words, the act of eradication is essential to achieving this goal.