

THE HISTORY OF THE VANCOUVER PARK SYSTEM 1886-1929

by

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## ABSTRACT

Vancouver has become increasingly covered by brick, steel, concrete and asphalt; yet, her parks have remained as patches of greenery in this apparently hostile environment. Citizens take pride in their parks which many visitors believe give the city a particular beauty. This thesis examines the growth of the city's park system until January 1, 1929 when Vancouver amalgamated with the adjacent municipalities of Point Grey and South Vancouver.

The first urban parks appeared in Britain and were the product not of the interest of the great mass of city-dwellers but of the philanthropic and pragmatic business concerns of the aristocracy and growing business community who considered parks to be pleasant but of limited value. The spread of the city park from Britain to the European continent and North America and the evolution of new ideas represented by Baron Haussmann's grandiose design for central Paris and the schemes of American landscape architects brought only a limited expansion in the park's urban function. The American influence was strong in Vancouver. Indeed, by the 1920's, the city was virtually part of the parks movement of the American Pacific North West.

In Vancouver, the business community was mainly responsible for the creation of the park system which naturally reflected its interests; the larger parks and beaches were pleasant retreats for the local population, but also attracted the lucrative tourist trade. Similarly, neighbourhood parks were valuable recreation centres for nearby residents but also contributed to the attractiveness and value of property. Yet, because the

City Fathers believed that most land should remain in the marketplace, they failed to make parkland more than a peripheral feature of Vancouver's landscape. In spite of a growing lobby, first by the City Beautiful Movement and then by town planners, to make parkland a more fundamental element in the city, there was no major expansion in the role of public green space in Vancouver by the end of the nineteen-twenties. Expansion would have meant major alterations in the prevalent belief that the primary function of the city was as a marketplace. Parkland could be encouraged as an embellishment but not a challenge to private city land.



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Dedicated to Betty who spent many long  
hours typing the earlier drafts of this  
thesis.

## CHAPTER I

### THE HERITAGE

The urban park may be defined as a tract of land maintained in its natural state or an ornamental enclosure kept for the benefit and recreation of city dwellers.<sup>1</sup> From its earliest appearance, the park has acted as an open space within the crowded confines of cities; initially a decorative garden retreat for the more prosperous of city residents, it evolved as well into a recreation ground for the public-at-large. Since the 1890s, the city park--as the site of the supervised children's playground--has been used to shape the character of younger city residents. At the same time, advocates of beautiful, planned cities have endeavoured to make green space a larger part of the urban landscape. Yet, as the example of Vancouver illustrates, parkland has remained a peripheral feature in the city landscape despite its evolving, growing function. In his study, The Park and the Town, George F. Chadwick shows that the city park dates back to the ancient Middle East and Rome, but then virtually disappeared until the rise of the modern industrial metropolis of eighteenth century Britain.

The Industrial Revolution, sparking a massive expansion of industrial production in or near cities, precipitated a flood-tide from country to city of people in search of employment. While some capitalists designed new towns to cope with the large work force required to man the new, burgeoning factories, many communities were unprepared for the

sudden population growth. As water, sewerage and health facilities became overtaxed in most communities, the quality of life deteriorated. At first, no consideration was given to the provision of such social amenities as parks or well-lighted landscaped streets and boulevard systems. The Industrial Town, founded on the principle of the sanctity of the individual (viz. the sanctity of the unrestrained capitalist) and of private enterprise, found it difficult to act for the common weal. Yet, as cities continued to grow and over-crowding reached deplorable levels, the idea of providing urban parks gained a foothold.

The first urban parks of the Industrial Age were private gardens embellishing the residences of the wealthy. In their most sophisticated form, they were large, integrated developments in which private estates were placed on the periphery of large, common green spaces to which only residents were granted access. Intended for the privileged few, they had little or no impact on most city dwellers.

The Crown took the first initiative in transferring "private lands" to the public domain for park purposes. As early as 1635, Charles I had opened Hyde Park for public use; this was however an isolated event. Not until the nineteenth century were further royal hunting and pleasure parks popularized out of generosity or a desire to placate the growing clamour for public green space, and to enrich the landscape in the great and growing capital. Designed for public use from its conception, one of these former royal properties, St. James Park, was the first public park in England.

The pleasure and botanical gardens also contributed to the eventual widespread appearance of public parks. Opened at first during the eighteenth century, privately operated pleasure gardens were used by the

middle and upper classes for promenading, relaxing and education. Since most gardens charged an admission fee, they rarely operated as recreational centres for the working masses. Changing taste and competition from public parks brought their demise by the 1870s. The botanical garden, which had first appeared during the 1600s at Oxford, began to appear across Britain, particularly during the nineteenth century. While developed and operated by private organizations, these facilities were generally open--as a philanthropic gesture--to the public a few days each week, subject to an admission fee. The first public botanical garden opened when the Liverpool Town Council, in an effort to improve the lives of the urban masses, purchased the privilege of unimpeded public access to the local garden two days per week.

Each of the foregoing types of parks--Royal, private estate, pleasure and botanical gardens, contributed to the improvement of urban life. Their numbers were limited and functions often restricted; they were intended primarily to improve the life styles of the more prosperous elements of the local population who, by virtue of their status, needed them the least. On the other hand, the many public parks subsequently created in cities across Great Britain were intended to ameliorate the deteriorating living conditions of the great masses of city dwellers.

By the early decades of the nineteenth century, the migration of people from the countryside into the towns and cities was reaching such proportions, that city populations across Great Britain rose by 200 to 300 per cent between 1801 and 1831. The pervasive urban misery, brought by this rapid growth, awakened a major impulse among educated Victorians to reform the city environment. Parliament acted as a stage for the most vocal reformers. In 1833 the Parliamentary Select Committee on

Public Walks recommended the creation of public walks in large towns to provide cleaner surroundings, more fresh air and an opportunity for more exercise for working people. The Committee observed that such facilities would aid the health of working people and make them more productive. Keeping with the prevailing philosophy that the private sector should be depended upon to provide for the common weal, the Select Committee recommended leaving the funding for walks to the generosity of liberal wealthy individuals rather than to the weak and virtually non-existent local government. Such philanthropy eventually played a major role in the creation of numerous city parks. In 1857, for example, Sir Francis Crossley presented the People's Park to the City of Halifax. In a landmark statement, the 1833 Committee urged that where such individual philanthropy did not occur, the government should fill the breach. In subsequent years, pressure continued to build in Parliament for urban green space, always as a method of improving the health and morals of people compressed into the cities.

The public park movement took a key step with the passage of the Third Improvement Act in 1843 which provided, among other things, for the acquisition of parklands for the first time by an Act of Parliament. Birkenhead Park, which opened soon thereafter, provided facilities for traditional promenading as well as "rural sports and amusements of various kinds."<sup>2</sup> The park was emerging as a popular institution; not only had it become a publicly owned facility, but its function was increasingly oriented toward the public. Instead of remaining as a quiet retreat for the well-to-do, it was evolving into a site for common sport and relaxation. After the opening of Birkenhead Park, similar facilities appeared across Britain. While the national government

provided much of the early initiative for urban reform, including the provision of public parks, later, towns instituted much of the change, for example, the arboretum established by the town of Derby.

Manchester, which had been "the very symbol of civilization, foremost in the march of improvements, a grand incarnation of progress"<sup>3</sup> since the inception of the Industrial Age, played a key role in the evolution of the city park. Although the city was dominated by a class primarily concerned with embellishing its wealth and power,<sup>4</sup> which saw little practical utility in public green space, some of its leading citizens started to lobby for parks. Beginning in 1833, Mark Philips, an enlightened local manufacturer, repeatedly called for public green space. Aided by donations from liberal men like Philips, a group of citizens soon raised sufficient funds to purchase three park sites. Opened in 1846, these parks had a pleasant combination of traditional and more innovative features; in addition to promenading areas, instructive botanical displays and open fields for games were provided, while a women's gymnasium and swimming baths were added later.

Local government, as the authority logically suited to respond to the growing needs of the rising industrial community, increasingly intervened in local life and in the process began to provide public parks. Citing the example of Manchester, enlightened businessmen were instrumental in pushing local authorities to establish city parks. After Glasgow's Town Council purchased its first park for £78,000 in 1852, local governments throughout the country made similar acquisitions. Yet, if public green space was a permanent part, it was still not a major part of the urban scene.

The idea of the public park crossed the Channel to France and the

Atlantic to America. In the 1860s, when Baron Georges-Eugène Haussmann redesigned and rebuilt the core of Paris, his adaptations of British models for the Bois de Boulogne and several other parks, combined with his new system of boulevards and river terraces, formed the world's first city park system. British immigrants brought the idea of the urban public park to the United States, where Americans such as the landscapist Andrew Jackson Downing were already aware of British park experiments through their reading of newspapers, journals and books. The congested cities of the United States were fertile ground for such ideas.

Although cities such as Cincinnati, Chicago and Philadelphia followed Boston's lead of using cemeteries as public walks (1831), it was in New York, the continent's largest urban centre, that the true public park--a green space designed from its inception for public relaxation and recreation--first appeared in North America. At mid-century, Andrew Jackson Downing proposed a major park for New York;<sup>5</sup> soon thereafter the city acquired the land for Central Park. Charles Vaux, an architect, and Frederick Law Olmsted, the city's park superintendent, produced an imaginative design for the 750 acre site, ensuring roads did not completely dissect the park and providing a full spectrum of public recreational facilities.<sup>6</sup> As other cities grew, they too established public parks and improved upon them by establishing such refinements as Philadelphia's Fairmont Parkway, Boston's planned city-wide park system and Chicago's supervised children's playgrounds. The supervised playground marked a new departure; from its traditional passive function as a quiet promenading ground, the park had emerged as a social instrument. It would mould young citizens.

Chicago, at its World's Columbian Exposition of 1893, also gave the City Beautiful Movement to the world. The Movement emerged from the growing understanding that the major landscape achievements at the fair site illustrated that a city could go further than simply providing isolated green spaces for recreation. By gradually rebuilding its entire landscape, the city could conceivably evolve into a pleasant environment. In the subsequent decades, the advocates of this "City Beautiful" traversed North America, and by word and print spread the gospel. They were the vanguard of the City Planning Movement which later swept the continent during the first half of the twentieth century.

From the seed that was planted when man first settled in small villages and left a little common land as a place of meeting and recreation, the idea of the park had thrived. With the birth of the Industrial Age and the subsequent rise of the huge industrial centres, a growing public demand for improved urban living conditions led to the emergence of the public park as a widespread phenomenon. Throughout the nineteenth century, the public park idea spread across the Western World, as the new industrial cities grew. Yet, it was only after its diffusion to the United States that the park was perceived as a significant element of the urban ecology. Americans, confident that they were in the process of creating the highest level of civilization, were capable of such dreams. On the West Coast of Canada, as the City of Vancouver forged her park system, between 1886 and 1929, she adopted from both the original British park experience and subsequent American refinements.

## Chapter I Footnotes

<sup>1</sup>Concise Oxford Dictionary, edition (Oxford: Oxford University Press, 1972), p. 883.

<sup>2</sup>George F. Chadwick, The Park and the Town: Public Landscape in the 19th and 20th Centuries (London: The Architectural Press, 1966), p. 71.

<sup>3</sup>Asa Briggs, The Victorian City (Long Acre, London: Odham's Press Ltd., 1963), p. 83.

<sup>4</sup>Ibid., p. 105.

<sup>5</sup>Downing had ample opportunity to adopt from his British counterparts, having for years pursued a professional correspondence with John Claudius Loudon, a pioneer and giant in the field of garden and park design in the United Kingdom. Downing was later responsible for designing and laying out the grounds of the Capitol, White House and the Smithsonian Institute in Washington. Because the neo-classical themes he imposed on these sites approximated, albeit on a grand scale, contemporary practices of landscape design in Britain, he was probably under British influence.

<sup>6</sup>Another example of probable British influence on early American urban parks occurred in the case of Central Park in New York City. In the case of his work designing the park, Olmsted visited Birkenhead Park which had been a milestone in the evolution of the public park in Britain. Olmsted was deeply impressed by Birkenhead (see Chadwick, p. 183) and the design which he and Vaux subsequently imposed on Central Park suggests the innovative influence of Birkenhead.

## CHAPTER II

### FOUNDATIONS

The little milltown of Granville on the south shore of Burrard Inlet was a squalid ramshackle settlement. Growing with the Hastings Saw Mill in the 1870s and early 1880s, the village was a boisterous, raw frontier town. Its streets, newly carved from the forest, were muddy, rutted paths; its rough and temporary frame buildings were untidily set along the village streets. On the eastern flank of the town stood the extensive operations of Hastings Mill, its saws interminably whining and its chimney belching smoke. In contrast, the surrounding countryside had great natural beauty. Thick coastal rain forest pressed in on the minute clearing of the townsite and covered the blue green hills rising beyond the deep harbour which sheltered ships as they waited their turn at the mill wharf. Beyond the hills, snow capped peaks year round stood as sentinels over the town. Perhaps because they could take it for granted, the residents of Burrard Inlet were not kind to their natural environment. Loggers assaulted the forests; fishermen depleted the adjacent seas and streams; and mill smoke clouded the sky.

The retreat of nature was accelerated after the Canadian Pacific Railway's decision in 1884 to locate the Pacific terminus for its trans-continental line at Granville. The results of this decision were dramatic. Attracted by the prospect of a rising new metropolis and its opportunities, a new population flooded into the town, new businesses

arrived and buildings rose overnight. In April, 1886, the Provincial Legislature incorporated Granville as the City of Vancouver. Two months later a brush fire, set by crews clearing lands to the west of the settlement, burst out of control, levelled the young city and killed some residents. The people of Vancouver, firm in the belief that their city would emerge as Canada's great western metropolis, soon rebuilt at a breathless pace. Less than six months after the fire, the city had 350 buildings assessed at over two and a half million dollars and a population of 2600. During the next four years the dramatic development continued unabated. By 1890 the city had two large iron foundries, one smelter, a sugar refinery, seven lumber mills, three chartered banks, fifty-five hotels, a telephone system and an electric street railway. By that date total civic assessments had reached about \$10,000,000 and the population was 15,000. As the city had spread over the Coal Harbour Peninsula, crossed False Creek and climbed the slopes south of the creek, its young government had endeavoured to keep pace by providing basic public services; by 1890 the city had laid forty-five miles of sidewalks, thirty miles of graded streets, seven and one-half miles of permanent sewers and had constructed a city hall, a jail, two fire halls and five public schools.<sup>1</sup> When it came to establishing parks, however, the city fathers had been faced with a dilemma; the original townsite made no provision for public parks.

When the core of the early city, a six block area just west of Hastings Mill, the Old Granville Townsite, was originally surveyed by the colonial government in 1870, there was no provision made for a village park and it is unlikely that anyone in the wilderness ever thought of it.

Similarly, when the Canadian Pacific Railway townsite was laid out to the west of the provincial townsite in 1885, no provision for park space was made. The railway had been induced by the provincial government to extend its mainline from Port Moody, at the head of Burrard Inlet, west to Granville in return for a generous grant of land adjacent to the new terminus.<sup>2</sup> Lachlan Alexander Hamilton, instructed by the firm to lay out the new townsite for the future metropolis, produced a concentrated grid pattern of north-south and east-west streets, a design common for the time. Aiming to squeeze as much marketable land as possible from the site, he created straight streets of moderate width and made no provision for grand boulevards, plazas or public green space.<sup>3</sup>

Subsequent land surveys and real estate developments in the West End, the East End, on the Fairview slopes and in Mount Pleasant south of False Creek, also made no provision for park space. Only the provincial government established a small park reserve on its lands on the south side of English Bay. It would appear that to the real estate developers of early Vancouver--be they small local firms or the Canadian Pacific Railway--the provision of public green space within a private land development was considered an unnecessary extravagance. As a result, the early city landscape was almost devoid of park reserves.

The people of the city, however, were determined to overcome this obstacle. Their strong British roots included an appreciation of the need for parks and strengthened their resolve.<sup>4</sup> Existing provincial parks and municipal laws made their path easier.<sup>5</sup> By 1876 the provincial government had passed the first substantive parks law, "An Act for the Management of Public Parks."<sup>6</sup> This law empowered the Lieutenant-

Governor to appoint trustees to administer lands transferred from the Crown, "for the establishment or purpose of a public park or pleasure ground for the recreation and enjoyment of the public."<sup>7</sup> The first provincial legislation to refer specifically to the establishment of civic parks had been enacted in 1881, when an amendment to the Municipalities Act empowered municipal councils:

To accept, purchase, and hold lands for the purposes of public parks within or beyond the municipal limits, and to make rules and regulations respecting the same, and to levy rates within the municipality or within the limits of such parks.<sup>8</sup>

To advocates of public parks, this minor clause in the Municipalities Act was a vital law, since it granted local governments the authority to create and govern parks and to acquire parks outside their own boundaries. Finally and significantly, it allowed municipalities to levy rates for park purposes, a key to developing a park system. While this legislation could be considered a visionary measure for a province that still had very few urban centres and was covered with forests, lakes and streams--in effect, a virtual park--British Columbia was probably only adopting from similar legislation elsewhere, for the public park movement was sweeping the continent.

The new park laws were soon applied. In 1882, the provincial government transferred Beacon Hill Park in trust to the City of Victoria for the "use, recreation and enjoyment of the public."<sup>9</sup> In addition, existing provincial legislation provided valuable precedents for the legislature when it granted the City of Vancouver its Charter in 1886. Vancouver's Act of Incorporation, like the Municipalities Act, empowered the city to

alter and repeal by-laws. . . . For obtaining such real and personal property as may be required for the use of the Corporation within the limits of the said city or outside said limits if necessary, for the purposes of establishing . . . parks and said Council shall have the power and authority . . . generally to exercise full powers and control over said . . . parks and other property.<sup>10</sup>

While this clause provided Vancouver with the authority necessary to create and administer a civic park system, it was almost a year before the busy, young metropolis officially delegated authority over parks to anyone. In March, 1887 a civic by-law established a Committee on Works and Property which was charged along with its other duties

To manage and report on all matters connected with the preservation of all grounds set apart for public Parks, Gardens, Walks or Cemeteries and all buildings thereon . . . and the prevention of encroachment on such properties

and;

To report on all matters connected with fencing, ornamenting and fire preserving the Parks, Gardens, Walks or Cemeteries as aforesaid and to carry on all such works connected herewith as the Council may authorize.<sup>11</sup>

A start had thus been made in constructing the apparatus of park administration. Yet, the powers of the Committee on Works were limited to advising Council on park policy and implementing the directives of Council. The real authority still remained with the City Council which, of course, had a multitude of other responsibilities. In the growing young city, the City Council placed greater importance on the provision of such necessities as graded roads, sewers and sidewalks than on the administration and development of parks.

In spite of the relatively low priority given parks, the Committee on Works and Park Administration soon had its hands full. As expenditures and the commitment to Vancouver's first park the Military Reserve at the First Narrows (acquired in mid-1887) mounted, council recognized

the inadequacies of the existing administrative arrangement. The diverse and rapidly increasing responsibilities of the Board of Works meant it could not commit the increased attention required by the city's first park. A civic by-law, passed in September 1888, established a park committee

{ . . . to manage and report upon all matters relating to the improvement, ornamentation and preservation of all Public Parks belonging to the City of Vancouver and to carry out all such works connected therewith as the Council may authorize.<sup>12</sup>

The committee, to be appointed by Council, was to be composed of three aldermen and three "gentlemen citizens." Using the foregoing measures, Council intended to create a committee composed, like Council itself,<sup>13</sup> mainly of businessmen and major landowners. The nominal fee paid members of the committee reinforced this, since the less prosperous could ill afford to provide their time and services for such a meagre reward. As a final means of imposing its control, Council retained its power to appropriate committee funds,<sup>14</sup> although this measure was required in any case by the city Charter. Despite these restrictions, the park committee, as Vancouver's first separate jurisdiction solely concerned with parks, was a significant step toward a comprehensive civic parks department.

Within two years the growth in park acreage and the demand put upon it, made onerous the work load of the Park Committee, particularly its aldermanic members who had additional civic duties. Council therefore passed a by-law (#96), in the spring of 1890, to create an elected, semi-autonomous Board of Park Commissioners whose three members could concentrate on park matters. The new commissioners were empowered to

. . . have absolute control and management of the said Parks and full power to make rules and regulations for the use of the same

by the Public and the power to prosecute any offenders against the same.<sup>15</sup>

Council reserved the right to authorize or disallow any Board measures and remained the source of park funds. These limits were nothing extraordinary, since they were the rule in Council's relations with its boards. In any case, to the supporters of a growing local park system, this by-law was an improvement over its predecessor for a number of reasons: the commissioners of parks were to be elected separately from Council; the Board could appeal directly to the electorate on its policies; two year terms allowed the commissioners to make longer term plans; finally, the Park Board could now present annual estimates and proposals to Council and lobby for their adoption, actions which had been inconceivable under the old committee.

The Board, as designed by Council in 1890, continued to operate for fourteen years, when its membership was expanded to five in response to a dramatic growth in the city park system which placed added responsibilities on the Board. At the same time, Council maintained its tight control over park funds. From 1904 until the end of the 1920s, no further major alterations in the size and powers of the Board occurred as City Council resisted the Board's persistent requests for greater fiscal autonomy and a slight expansion in its authority.

Along with the City Council, the members of the Park Committee and Park Board played the most important role in creating a civic park system. The members of the first Park Committee, as local businessmen and land owners, were typical of the committees and boards until 1928.<sup>16</sup> As the Council had intended, more prosperous individuals constituted the Committee. The three aldermanic members could be considered gentlemen.

R. H. Alexander, a graduate in Classics of the University of Toronto, had come west to Cariboo in the 1860s and later joined the Hastings Mill on Burrard Inlet where he eventually became manager. After the incorporation of Vancouver he had unsuccessfully run for mayor. At the time of his appointment to the Park Committee in 1888, he held the prestigious position of mill manager.

Sam Brighthouse, the son of a well-to-do English farmer, had come to North America in the early 1860s and was soon attracted to the mining camps of British Columbia. He and two associates then came to Burrard Inlet and purchased a 550 acre site that now constitutes Vancouver's West End. Brighthouse was subsequently a pioneering landholder and farmer on Lulu Island and near New Westminster. After the incorporation of the City of Vancouver in 1886, he continued to be a major landholder in the new city, and, as alderman and chairman of the Board of Works, contributed further to its early development.

The third aldermanic member of the first Park Committee was Charles A. L. Coldwell, a civil engineer and road contractor, originally from New Brunswick. Like his associates, he had been attracted to British Columbia in the 1860s in pursuit of gold. His first years on the West Coast were not easy as he travelled from camp to camp in search of success. Coldwell came to Burrard Inlet where he was an early superintendent of Hastings Mill. Later, he became an independent merchant.

The three members of the Park Committee appointed from the public-at-large were also "gentlemen."<sup>17</sup> A. G. Ferguson, the chairman of the Committee, had been a C.P.R. contractor and had built Vancouver's largest office blocks. As early as 1885, he was known locally for his wealth. Another member, H. P. McCraney had graduated from the Ontario Agricultural

College in 1876 and later studied at the Hamilton Business College. In March 1886 he came to Granville and, expecting the phenomenal growth of the town, started a contracting business. By the time of his appointment to the Park Committee, he was a prosperous member of the city's business community. R. G. Tatlow, the final member of the Park Committee, had previously been private secretary to the Honourable A. N. Richards, Lieutenant-Governor of British Columbia, and had subsequently become prominently involved in real estate and financial affairs in Vancouver. Tatlow later became a Member of the Legislative Assembly and Minister of Finance under Richard McBride. At the time of his appointment as a member of the park committee, he was pursuing a career in real estate and insurance.

The same kind of activist businessmen continued to dominate the Board during the balance of the period under study.<sup>18</sup> A. E. Lees, a prominent city clothier, was a Park Commissioner from 1902 to 1917. While Chairman only once, Lees was an active, involved commissioner throughout his years with the Board. Jonathan Rogers, a major city contractor who built one of Vancouver's most prestigious office towers in 1912, joined the Board in 1908. Elected chairman eight times by his fellow commissioners, Rogers was a member of the Board (with the exception of 1914) until 1934. W. C. Shelly, the owner of one of the city's major bakeries, was also involved in the wheat business, mines, oil and lumber, and became the provincial Minister of Finance in the Tolmie Ministry. During five of the years he was on the Park Board, (1920 to 1927) he acted as its Chairman. Fred Crone could also be considered representative of Board members. Founder and President of Crone Storage Limited, one of Vancouver's major cartage firms, he was a Park Commissioner from 1928 to

1933.

These men appear to have regarded parks as a pleasant but not overly important feature of city life. Self-made free enterprisers, they appear to have regarded parks from a business perspective; parks acquired an importance when they assumed a practical function, such as attracting tourists, upgrading adjacent real estate or reducing juvenile delinquency. The following chapters illustrate that the park system they created reflected their pragmatic, limited commitment to urban public green space in Vancouver.

## Chapter II Footnotes

<sup>1</sup>"Vancouver's Progress", Vancouver World Special Issue (Vancouver: McLagan and Co., ca 1891), p. 2, City Archives of Vancouver (unless otherwise noted, all documents subsequently cited are located at the City Archives of Vancouver).

<sup>2</sup>F. W. Howay and E. O. S. Scholefield, British Columbia from the Earliest Times to the Present (Vancouver: S. J. Clark & Co., 1914), volume II, pp. 431-432; Robert E. Cail, Land, Man and the Law (Vancouver: University of British Columbia Press, [c 1974], pp. 143-145.)

<sup>3</sup>The railway firm soon established the C.P.R. Park on the block immediately north of the Hotel Vancouver (i.e., south end block 42, D.L. 541) at the intersection of Granville and Georgia Streets. See Map No. 372. The park intended only for hotel guests, was gradually subdivided and sold during the 1890s.

<sup>4</sup>The urban park had reached the British Colonies on the North West Coast during the gold rush of the 1850s and 1860s. Governor James Douglas had reserved the site for Beacon Hill Park in Victoria in 1858 (see Victoria, Park Department, Beacon Hill Park, 1974) and the Royal Engineers cleared a site for the Cricket Club, New Westminster's first park, in 1861 (see New Westminster, Parks and Recreation Department, The Development of Parks and Recreation in New Westminster, October, 1972).

<sup>5</sup>The legislation itself had its roots in such British legislation as the Third Improvement Act (1843).

<sup>6</sup>An Act for the Management of Public Parks, R.S.B.C. 1876, no. 6.

<sup>7</sup>Ibid.

<sup>8</sup>An Act to Amend and Consolidate the Existing "Municipalities Acts", R.S.B.C. 1881, c. 16.

<sup>9</sup>Victoria, Beacon Hill Park.

<sup>10</sup>An Act to Incorporate the City of Vancouver, R.S.B.C. 1886, c. 32.

<sup>11</sup>City of Vancouver, Ordinances, A By-law Regulating the Proceeding of Council and for defining the duty of the officers of the Corporation of the City of Vancouver, December 5, 1887, By-law No. 32, section 81, subsections 7, 8.

<sup>12</sup>City of Vancouver, Ordinances, A By-law to govern and regulate public parks, September 26, 1888, By-law No. 68.

<sup>13</sup>Appendix 1 illustrates the predominant position held by businessmen on the City Council during nine random years between 1886 and 1928.

<sup>14</sup>By-law No. 68.

<sup>15</sup>City of Vancouver, Ordinances, By-law Relating to Park Commissioners, April 29, 1890, By-law No. 96.

<sup>16</sup>The following biographical data was compiled from Kerr, Biographical Dictionary of Well-Known British Columbians; Howay and Scholefield, British Columbia, Biographical, volumes III and IV: Who's Who in British Columbia and Who's Who Western Canada, various volumes; and relevant City Archives of Vancouver Newspaper Dockets.

<sup>17</sup>In Vancouver's relatively informal society, a gentleman could be loosely defined as a "man of good social position" (The Concise Oxford Dictionary, Oxford: The Clarendon Press, c. 1964.)

## CHAPTER III

### THE BUDGET AND BUREAUCRACY

Before it could maintain and improve the city park system, the Park Board required two essential tools--funds and a bureaucracy. When it created the Park Committee in 1888, City Council retained virtually complete control over the Park Committee's finances. Council alone provided Park funds and the Mayor and Aldermen closely supervised park disbursements. At the same time, the committee could make extra-budgetary expenditures such as parkland purchases only after gaining permission from both Council and the ratepayers. Such measures were standard practice. After Council established the elective Park Board two years later, it retained its firm grip on park finances.

It has not been possible to determine with accuracy appropriations received by the Park Committee, and its successor the Park Board, between 1888 and 1893, since no detailed civic annual financial reports exist for those years. However, the periodic expenditures recorded in the Park Committee and Board minute books for that period suggest minimal grants were provided.

In subsequent years park appropriations crept slowly, if not continuously, upward from \$4500 in 1893 to \$204,000 in 1928.<sup>1</sup> It is not surprising that the Park Committee apparently accepted its minute grants, since all the members of the Park Committee were aldermen or their appointees. Tension arose following the inauguration of the Park Board

which soon found the appropriation system quite unsatisfactory. The Board believed it suffered under a system which gave Council too much power to determine unilaterally the size and content of the parks budget. The fact that Council often failed to pass park appropriations until mid-spring was an additional irritant, since the Board was forced to operate without proper funds and could not plan for the full year until it received its grant.

Council's arbitrary actions periodically drove the Board to express its alarm. For example, an August, 1890, resolution by Council prohibiting proposed Park Board expenditures on a city zoo, inflamed the Commissioners who resolved

That this Board views with regret a recent attempt to interfere with its affairs on the part of the City Council, and as the Board is an independent body, its members being elected by the people, they consider it their duty to protest any interference with Park matters on the part of any outside body or corporation.<sup>2</sup>

The Board also contended it could not count on Council to provide a satisfactory budget. The fortunes of the Board depended upon fluctuations in the economy; during times of recession, for example, Council tended to cut the Board budget arbitrarily. Early in 1893, as a recession deepened, the Park Board advised the Mayor and Aldermen that the proposed appropriation was woefully inadequate.<sup>3</sup> While the Board's forecast was borne out,<sup>4</sup> the following year was worse as the parks appropriation was almost halved. The Board experienced similar drastic cuts in its budget during the next major depression which occurred just prior to and during the First World War. An improved economy, on the other hand, brought increased appropriations, yet not necessarily a happier Park Board. Although it had just experienced several years during which its grant from Council had consistently increased, a slight

drop in its appropriation in 1909, sparked the Park Board to resolve "in the action of the City Council cutting . . . necessary work in the estimates that it was time that this board took some action re securing power to levy a tax rate for their annual expenditures."<sup>5</sup>

Aware that an amendment to the City Charter would be needed if it were to levy its own rates, the Board requested Council's cooperation.<sup>6</sup> In subsequent months, Council referred the Board's request to its Finance Committee, which in turn passed it on to the Charter Amendments Committee. In spite of further requests and the vocal support of some ratepayers, the Board met no success throughout 1910.<sup>7</sup> In his report of the Board's work during that year, Chairman A. E. Lees outlined the reasoning behind the Park Board's new stand.

The system of providing funds for the maintenance of parks, and for all work outside of large permanent construction, by submitting estimates each year to the City Council, could in my opinion be improved by having a fixed mill rate of say three quarters of a mill on the assessment of the city so that the amount which this brought would grow as the city grows and give the Commissioners some rough idea in advance and before the tourist season was upon us, as to what work might be undertaken.<sup>8</sup>

The Board met with no further success in 1911.<sup>9</sup> In their First Annual Report, published that year, the Commissioners noted the growing financial burden imposed by the several new neighbourhood parks and then remarked:

We believe that to effectually carry on the work of the park system, and in the same ratio with other branches of civic work, our revenue should be derived from a fixed tax rate. On several occasions we have urged the City Council to adopt this system as being the best, but as yet it has not seen 'eye to eye' with us on this question. It may be argued that at this period of the history of the city the time is not ripe for such a system. In our opinion such was the case up to within the last year or two but we believe that the time has arrived when it is the only reliable and certain method by which the work can be carried out in a manner that will be a credit to our rapidly growing city.<sup>10</sup>

In a move that reflected Vancouver's growing integration into the mainstream of American culture, the Board surveyed cities across the continent about their method of raising revenues for parks; it discovered that eleven used the fixed tax rate, eight the grant or appropriation and one, both systems. All authorities urged Vancouver to adopt the fixed tax rate system as the most promising and dependable method of deriving revenue.<sup>11</sup> During subsequent years, despite a determined campaign by the Board, Council failed to alter the system by which the Board derived its revenue. Perhaps successive Mayors and Aldermen perceived the surrender of taxing powers to the Park Board as an erosion of their own authority. On the other hand, the Councillors simply may have believed that the imposition of an additional tax for such a frill as parks would be politically ill-conceived.

Regardless of how the Park Board derived its funds, it also needed a bureaucracy to operate the park system. Since the birth of the park system in the 1880s, the superintendent, in various guises, has been the key position in the bureaucracy. The position pre-dates the Park Committee as the city hired a Keeper of Stanley Park in the late summer of 1887. Due to the small size of the city and the primitive nature of the park, the responsibilities of the Keeper, Henry Avison (who was soon re-designated the Park Ranger) were elementary. Aside from protecting the park, he did some simple landscaping. When not improving the park, Avison busied himself gardening around his cottage near the park's entrance. Yet this relatively idyllic situation was not to last; the growth in the city's population, especially after the turn of the century, led to increased public use of Stanley Park, an expansion in the park system and the employment of other park personnel, such as labourers and

gardeners, all of which Avison's successor, George Eldon, was charged to manage. In recognition of the expanded and altered duties of the Ranger, the position was renamed Superintendent of Parks in 1904.<sup>12</sup> By elevating the Ranger to a separate managerial role, in name at least, the Park Board had opened the door for the eventual introduction of a professional park administration between itself and its employees working in the field. In a move reflecting the further divorce of the Superintendent from manual work and the growth in park administration, in early 1909 the Commissioners appointed an Assistant Superintendent, who was to remain in the field most of the time.<sup>13</sup>

Following the resignation of George Eldon as superintendent another change, reflecting the rising American influence on the city's parks, occurred. Because of its growing interest in and respect for the personnel and operations of park boards in nearby American cities, the Board contacted and hired an employee of the Seattle Board of Parks, Alfred Balmer, as superintendent in late 1909.<sup>14</sup> How much of a personal imprint Balmer made during his tenure over the next three years is impossible to assess, because no specific record of his contribution has survived. However, he supervised the expansion of the Board's operations to unprecedented proportions; park acreage expanded, the Board's office operations were upgraded and its park regulations were formalized.

Because of the growing park system and office operations, the work load of the Superintendent of Parks grew. In May, 1913, therefore, the Board appointed W. S. Rawlings as "official Superintendent of the whole park system" and Balmer as Assistant Superintendent.<sup>15</sup> Formerly a pupil and assistant to the town engineer in Bradford-upon-Avon, a county surveyor for Wiltshire and Secretary to the Vancouver Park Board since

1911, Rawlings had been interested in all phases of park operations, from clerical procedures to landscaping.<sup>16</sup> To the Board, he was an ideal choice to be the first manager of the entire system. Balmer, who did not measure up to Rawlings in the eyes of the Board, was demoted to Assistant Superintendent. Within a week he had left his new position and was replaced.<sup>17</sup> Since the new Assistant Superintendent, A. S. Wootton, was a trained engineer who was concerned mainly with physically designing and constructing park sites, his position was renamed the Engineer of Works.

Recession and war meant that there was no further expansion in the bureaucracy until the 1920s, when peace and prosperity returned. The Board appears to have been satisfied in any case with the management system it had devised, since it thereafter retained it with minimal alteration. The most significant development of the post-war era was the continuing integration of the Park Board and its management into the American park movement. In the past, the Commissioners and Superintendent had attended various American park conferences. Vancouver park officials had also periodically visited and studied the park systems of several American cities, particularly those in the Pacific North West. In late 1916, Vancouver played a key role in the formation of the international Pacific Coast Park Superintendents Association. In a letter to J. W. Thompson, Superintendent of the Seattle Board of Parks, Rawlings expressed the sense of common interest which drew Vancouver towards the cities of the American Pacific North West.

The fact that several men from the Coast are unable to get away for the National Association meetings, especially when held in the East, seems to me to point to the need of an association here, which would enable us to get together occasionally and discuss matters in which we are all interested.

The members of my Board have often mentioned this subject, and have expressed the view that the officials should get together more often to discuss problems which perhaps are peculiar to the Pacific Coast, and in which we are particularly interested and concerned. If such an association is formed I can assure you of the hearty support of my Board.<sup>18</sup>

After the Association was formed, Rawlings and Wootton attended and hosted its conferences and maintained a useful correspondence with their American counterparts. In 1919, on Rawling's recommendation, Vancouver hosted a meeting of park commissioners from Pacific Coast cities to discuss formation of a commissioners' association. As a result, the International Association of Park Commissioners of the Pacific Coast was formed. Once again, Vancouver took an active role, sending delegates and speakers to conferences. In 1927, when it hosted the annual convention of the organization for a second time, the Association Chairman was W. C. Shelly, Chairman of the Vancouver Park Board. The contacts it established with its American counterparts proved valuable since the Commissioners and Superintendent were enabled to correspond on a personal level with their American counterparts on every subject from the most suitable turf to the design of golf courses. The Vancouver Park Board's membership in both organizations illustrates more than anything else its growing integration with the American park movement during the post-war years.

The efficient operation of a civic park system could not depend solely on the leadership of the Board and the Superintendent. It was necessary to establish an efficient office operation, and regularize the Board's relations with both its employees and the public. At its inception, the Park Board had used the secretarial services of the City Clerk, but as its responsibilities increased it acquired the services of

a part-time volunteer secretary. Yet, with the growth of its work load, especially after the park system expanded after the turn of the century, the Board hired a part-time professional, A. L. Blanchet in 1907.<sup>19</sup> Within another four years its responsibilities had grown so much that the Board established the position of permanent secretary,<sup>20</sup> appointing W. S. Rawlings who later became superintendent. He soon moved into his office, supplied by City Council,<sup>21</sup> and acquired the necessary furniture and business phone.<sup>22</sup> From this point, the Board's correspondence and daily records were filed and retained systematically.<sup>23</sup>

In 1911, the Board decided to publish its First Annual Report. Probably upon the recommendation of Superintendent Balmer so recently arrived from Seattle, the Board instructed its Secretary to enquire of the Seattle Park Commission the cost of producing its annual parks report.<sup>24</sup> Once it had gained the details from Seattle, the Board went ahead with publication. Later, Secretary Rawlings remarked to the Seattle Board that the Vancouver Park Commission

was unanimously of the opinion that your report, both in appearance and matter, was certainly ahead of any other report we had before us, so that it was felt we could not do better than take your last report as a pattern and we feel the result has justified our choice.<sup>25</sup>

This was another instance of the enveloping American influence under which the Vancouver park system was falling.

In the report's introduction, the Board explained its intention to advertise the contribution of the city park system to Vancouver's reputation as a prominent Pacific Coast city which attracted both business and new residents.<sup>26</sup> The Board however, had a more immediate purpose:

. . . to assist in stimulating that interest, support and cooperation of our citizens which we believe to be vital and necessary if our park system is ever to attain to the standard which we, as

a Board, desire it to reach. Again, with the increasing expenditure in this Branch of civic work we feel that the ratepayers, who provide the money, should have the opportunity of seeing how the funds are provided for City Parks have been spent. A report of this nature allows for that opportunity. It further enables the Board to put before the citizens its defined policy in regard to future development, which allows one to take an intelligent interest in that branch of work and at the same time to form a fair judgment when called upon to vote on the questions of money bylaws or upon other matters of importance.<sup>27</sup>

The Board conceived of its Annual Report as a propaganda tool, perhaps for use in its campaign to have a fixed tax for park purposes.

Since the appointment of its first employee, the Keeper of Stanley Park, the Park Committee and its successor arbitrarily assigned wages to individual employees. In 1911, in an innovative move, the Board decided to pay its employees at the same rates as other city workers, and that all matters relating to wages would be handled by the Superintendent.<sup>28</sup> This relationship was institutionalized with the unionization of the Board's employees in the post-war years.

As Vancouver expanded, especially after 1900, the Board imposed more formality in its dealings with the public. Thus, in 1903, when the Commissioners established a schedule for their meetings, they formally invited the press to make a practice of attending.<sup>29</sup> The Board consolidated existing parks regulations in an attempt to cope with soaring public use of its park and beach system. The revised regulations, passed by the Board at a meeting in early November, 1906, were the most comprehensive set of park rules in city history, encompassing every aspect of park affairs from the protection of the natural environment to the regulation of bathing attire on public beaches.<sup>30</sup> A number of

rules dealt with the regulation of the automobile, which the Board believed could disturb and even damage the park. The Board simply restricted the field and times of its operations in city parks. The Board also provided a policeman to patrol Stanley Park with a mount, "so that it would be possible to patrol all parts of the park expeditiously."<sup>31</sup>

In 1911, the Board halted the previous casual practice of meeting with representatives of city athletic clubs to allot the available playing fields. In its place, the Board required all clubs to submit, by a firm deadline, written applications for the use of playing fields.<sup>32</sup> By 1912, the process of formalizing Park Board operations was largely complete.

Although such an approach appears to have made the operations of the Park Commissioners less personal, and more mechanical, it was only part of the efforts of the business-dominated Board and its superintendent to engineer a more efficient, businesslike park system.

## Chapter III Footnotes

<sup>1</sup>Appendix 3 provides a complete list of appropriations for parks and several other departments between 1893 and 1928.

<sup>2</sup>City of Vancouver, Park Committee, Minutes, volume 1, August 13, 1890, p. 30. (Hereafter papers in the Vancouver Park Committee or Park Board public record unit will be cited as R.G. 7 [Record Group 7]).

<sup>3</sup>City of Vancouver, Office of the City Clerk, Inward Correspondence, volume 6, City Officials 1893 file, T. F. McGuigan, Secretary to the Park Board, to the City Council, April 24, 1893. (Hereafter City Clerk's Inward Correspondence will be cited as R.G. 2 A1 [Record Group 2, Series A1]).

<sup>4</sup>R.G. 7, Minutes, volume 2, September 22, 1893, p. 41.

<sup>5</sup>R.G. 7, Minutes, volume 3, April 14, 1909, p. 38.

<sup>6</sup>Ibid., May 12, 1909, p. 47.

<sup>7</sup>Ibid., February 2, 1910, p. 80.

<sup>8</sup>R.G. 7, Correspondence, 1908-1910 file, Chairman's Report 1910.

<sup>9</sup>R.G. 7, Minutes, volume 3, November 22, 1911, pp. 298-99.

<sup>10</sup>City of Vancouver, Park Board, First Annual Report, 1911, p. 27.

<sup>11</sup>R.G. 2 A1, volume 41, Park Board 1912 file, W. S. Rawlings, Secretary to the Park Board, to Alderman Ramsay, October 24, 1912, enclosure: Memorandum re Fixed Tax Rate on the Dollar for Park Maintenance.

<sup>12</sup>R.G. 7, Minutes, volume 2, January 30, 1904, p. 242.

<sup>13</sup>R.G. 7, Minutes, volume 3, February 10, 1909, p. 23.

<sup>14</sup>Ibid., October 13, 1909, p. 63.

<sup>15</sup>Ibid., May 22, 1913, p. 499.

<sup>16</sup>Rawlings, W. S. Newsclipping Docket.

<sup>17</sup>R.G. 7, Minutes, volume 4, June 11, 1913, pp. 8-9.

<sup>18</sup>R.G. 7, Correspondence, 1916-17 General file, W. S. Rawlings to J. W. Thompson, Superintendent, Seattle Board of Parks, December 21, 1916.

<sup>19</sup>R.G. 7, Minutes, volume 2, January 9, 1907, p. 317.

<sup>20</sup>R.G. 7, Minutes, volume 3, March 8, 1911, p. 190.

<sup>21</sup>Park Board, First Annual Report, p. 16.

<sup>22</sup>R.G. 7, Minutes, volume 3, April 26, 1911, p. 212.

<sup>23</sup>Rawlings cannot be held solely responsible for the systematic retention of park records. The Board's acquisition of a permanent office made the task of organizing and retaining Board records possible.

<sup>24</sup>R.G. 7, Minutes, volume 3, August 9, 1911, p. 264.

<sup>25</sup>R.G. 7, Correspondence, Annual Report file - 1911, Secretary, Vancouver Park Board, to Roland Cotterill, Secretary, Board of Parks, Seattle.

<sup>26</sup>Park Board, First Annual Report, p. 16.

<sup>27</sup>Ibid.

<sup>28</sup>R.G. 7, Minutes, volume 3, April 26, 1911, p. 209.

<sup>29</sup>R.G. 7, Minutes, volume 2, January 30, 1904, pp. 242-243.

<sup>30</sup>Ibid., November 7, 1906, pp. 312-313.

<sup>31</sup>Ibid., May 8, 1907, p. 331.

<sup>32</sup>R.G. 7, Minutes, volume 3, April 12, 1911, p. 202.

## CHAPTER IV

### STANLEY PARK

#### i

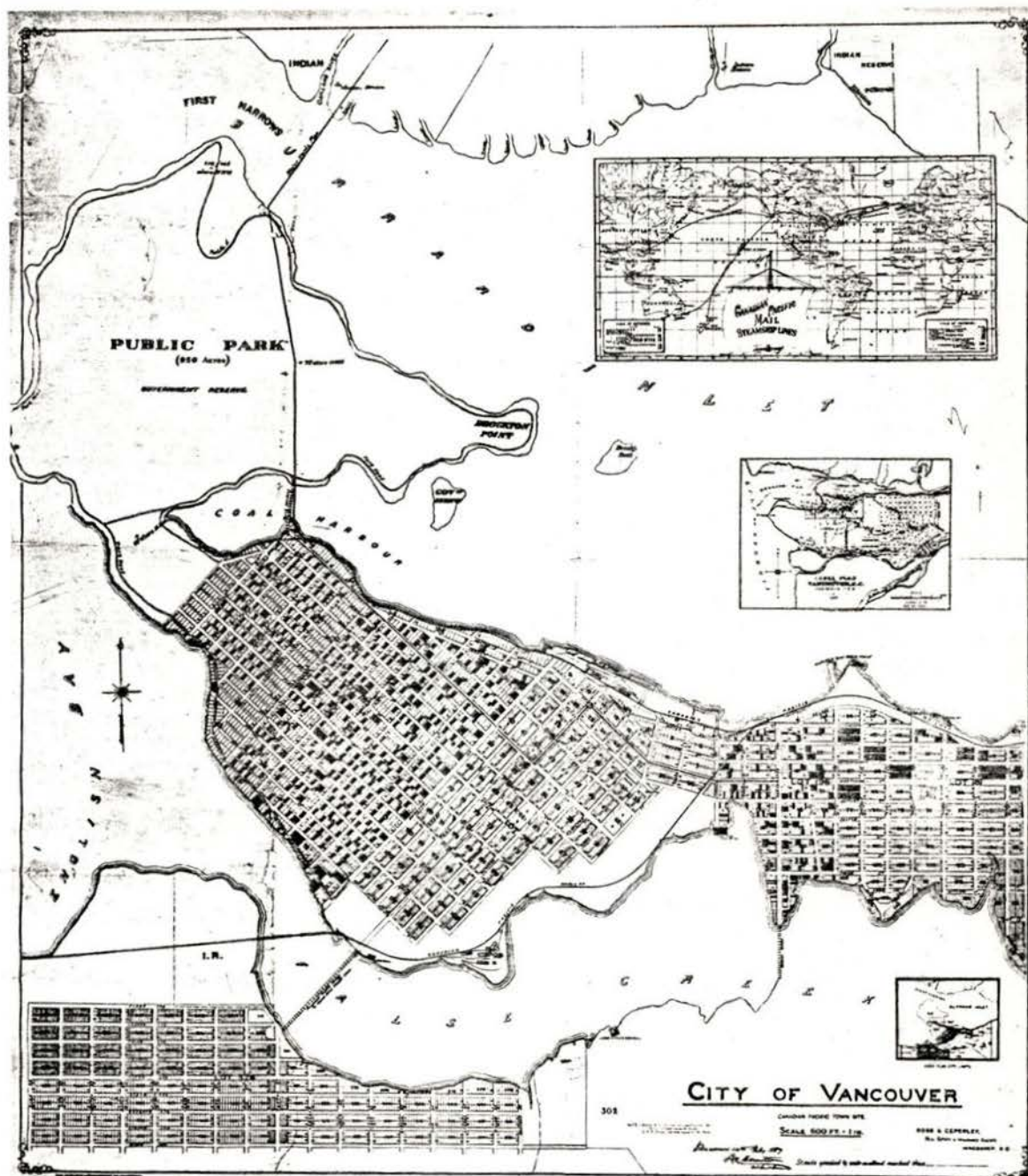
Vancouver entered the parks field with the acquisition of Stanley Park, located on the north-western periphery of the city near the First Narrows, in 1887. The large and wooded peninsula site had fortuitously been reserved for military purposes--securing it from the axes of private loggers--by Colonel Richard Moody, Chief Commissioner of Lands and Works in the Colony of British Columbia, in 1863. While the reserve was subsequently coveted as the site for a sawmill, warehouses, wharves and railway lines and used as a graveyard, picnic ground and bathing site, it was still under military control at Vancouver's birth in 1886.

Responsibility for the acquisition of the reserve by the city for park purposes has been assigned traditionally to David Oppenheimer, a prominent local merchant, alderman and the city's second mayor. While he eventually opened the park, others apparently played the key roles acquiring the park. The second meeting of the City Council on May 12, 1886, considered a letter from A. W. Ross, a local real estate broker, requesting that the federal government be petitioned to give the First Narrows reserve to the City for park purposes.<sup>1</sup> Known more for a commitment to land speculation than a concern for the quality of city life, Ross had probably been motivated by commercial considerations.<sup>2</sup> Since the reserve was unavailable for speculation he probably believed

that, as a park, it would drive up the price of adjacent real estate and draw an increasing number of tourists to the city. As a real estate agent and businessman Ross would have profited from such developments.<sup>3</sup> City Council supported a motion proposed by L. A. Hamilton, an alderman and the local land commissioner for the C.P.R., to petition the Dominion government. The petition, signed by the city's first mayor, Malcolm A. Maclean, Ross' brother-in-law, was forwarded for consideration to the Office of the Secretary of State.

After a normal delay as the request was considered, the Minister of Militia and Defence, who had jurisdiction over the reserve, accepted, provided "the Corporation keep the Park in proper order and the Dominion Government retain the right to resume the property when required at any time."<sup>4</sup> The transfer was intended as only a temporary measure, the Minister stressed, since the military would eventually need the reserve. He insisted that its natural integrity should be disturbed as little as possible; to the military a forested site as a source of timbers and a point of defence would be of greater use than a barren site. By mid 1887, the Privy Council approved the grant.

Thus, the City of Vancouver had acquired its first park, and what a jewel it was. Consisting of a 950 acre peninsula, thickly clothed by a rain forest of cedar, spruce and hemlock and encompassing a small beaver lake, the new park was one of the greatest assets of the young city. It was not until September 27, 1888, the day after the Park Committee's appointment that Mayor David Oppenheimer formally opened the new park at First Narrows. At the public ceremony, attended by the Provincial Premier, the Provincial Secretary, the Mayor of Victoria and the C.P.R. Superintendent in Vancouver, Oppenheimer announced that the



Map 1 Stanley Park, 1887

new Governor General of Canada, Lord Stanley, had agreed to allow the park to be named Stanley Park. The attendance of several very prominent British Columbians at the opening and the park's being honoured with the name of the Queen's representative boded well for the future; both were a commitment that this park would assuredly become the great park of a future metropolis. However, in the summer of 1887, the new park was still a dense forest relatively inaccessible beyond its shoreline fringes; the problem facing the City Fathers was how to administer and develop it effectively.

## ii

Even prior to the appointment of the first Park Committee and the formal opening of the park, the city had started to carve a park out of the virgin forest. In October 1887, the public agreed, in a plebiscite, to spend \$20,000 to construct a road around the park and initiate basic landscaping.<sup>5</sup> In a related step, Council empowered the Board of Works to construct a bridge across Coal Harbour to make the park more accessible to the city centre. By mid-1888 construction had started on athletic grounds near Brockton Point which were leased to the new Brockton Point Athletic Club.<sup>6</sup> The new athletic grounds quickly became a focus for the city's rugby and cricket teams, examples of the strong British presence in the early city--and a site of large festivals and picnics.<sup>7</sup>

After an extended pause as an economic recession cut into all city revenues, forcing civic departments such as the Park Board to reduce budgets, the Board began to push the development of the park in the new century. A zoo soon held a wide range of exotic fauna. In 1911, the Board started construction of a bandstand and a commodious refreshment pavilion.

Plans were also made for a botanical garden in Stanley Park. In February 1912, the Park Board appealed to the Provincial Minister of Lands to assist in procuring "such native trees, bushes, [and] shrubs [as are] typical of the growth of British Columbia" since the Park Commissioners believed that, "Stanley Park should be made thoroughly representative of the Province of British Columbia in vegetation and tree life . . ."<sup>8</sup> The Provincial Botanist, John Davidson, was anxious to cooperate in establishing a botanical garden for the education of the public and as a site for provincial botanical research. The Board selected a site near the Esplanade in the eastern part of the park, but development of this scheme, like so many other park plans, was arrested by the economic downturn and war.<sup>9</sup> Nevertheless, during the First World War, the Board initiated construction of a causeway traversing Coal Harbour and a sea wall along part of the English Bay and First Narrows shorelines of the park.<sup>10</sup>

While the Board paid for most improvements, the public was also willing to dip into its pocket to upgrade the zoo. A new bear pit, opened in 1904, was financed almost exclusively by public subscription. In 1912, the Lumbermen's and Shinglemen's Association gave the park an arch commemorating the visit of the Governor General to Vancouver.

In addition to providing new recreational facilities, the Board also endeavoured to civilize the natural forested section of the park. No longer could the visitor wend his way along unrefined paths carved from the mysterious forest gloom; by the summer of 1911, he was directed down The Esplanade, Tatlow Walk or Tisdall Walk.<sup>11</sup> That fall, the Board decided to construct a large greenhouse and propagating facilities, to cultivate more shrubs for the park. Symbolic of the efforts of the city

to civilize Stanley Park was its response in the fall of 1911 to a wild cougar which killed several animals in the park; the alarmed Park Superintendent had laid traps but to no avail. Finally, a group of expert hunters was able to locate and kill the cougar.<sup>12</sup> The cat, representative of uncontrolled nature, could not survive in the increasingly civilized environment of Stanley Park.

Despite the obvious trend toward trimming rough edges from the park, the forest remained a spectacular sight, treasured by Vancouverites and visitors alike. The Vancouver Board of Trade, always cognizant of the value of the forest wilderness in drawing tourist dollars to the city, was a vocal defender of the park's natural beauty. In April, 1910, the Board of Trade protested what it described as the wholesale slaughter of trees on the peninsula. The Park Board, in fact, was clearing and underbrushing various sections of the park. Indeed, the Park Board persistently advanced the theme of the widely acclaimed majesty and gentle beauty of the park. Not only did it proudly report the discovery of the two largest living trees in the park, but it reproduced the laudatory accounts of two notable travellers to Stanley Park in its First Annual Report (1911). The comment of Elbert Hubbard that "There are parks and parks, but there is no park in the world that will exhaust your stock of adjectives and subdue you to silence like Stanley Park in Vancouver,"<sup>13</sup> was proudly quoted alongside the observation of Lady Doughty, published in an English newspaper.

Within the city limits spreads Stanley Park, surely one of the finest natural city parks in the world, with the monster trees of the Pacific slope rising to dizzy heights and boasting extraordinary diameter measurement. One drives or motors through the shady avenues of the park on an early August noon and sees the fine lacework of foliage overhead where the sun seeks to enter. Close by the paths are the moist lichens and ferns, mosses and brushwood

of forest life--always green and cool and fresh to the eye or hand. The park extends for twelve miles, its trees ever rivalling each other in height, in foliage, in verdant tones, the underwood even more fairy-like in its tender and dainty forms.<sup>14</sup>

To cope with the volume of traffic in Stanley Park, which had grown since the park had opened, the Board continued to improve the park drive.<sup>15</sup> During the 1890s it resurfaced the original soil surface with sea-shells. While this was adequate for the horse-driven carriages of that era, shell roads could not sustain the growing number of automobiles which were allowed to enter the park after 1905. As a consequence, the Board was forced to hard-surface roads; by 1911 eight and one-half miles had been macadamized. This move was especially warranted since, although a proposal to provide street car service around the park was rejected, a motorized bus service around the park began in May of 1911.

Because the Park Board valued the park so much and was investing large amounts of money in its development, it attempted to secure Stanley Park from both man-made and natural disasters. As early as 1887 the city hired Henry Avison as Keeper of the Park, to safeguard it and carry out some landscaping.<sup>16</sup> Avison and his successors were later assisted by police patrols. From the summer of 1910, the Board, obviously concerned that human encroachment on the park could lead to a tragic forest fire, began to press Council for the funds to install a system of fire hydrants<sup>17</sup> and established a committee to plan it. Although the funds were not immediately available, by 1912 the Board had initiated construction and acquired a chemical fire engine.<sup>18</sup> Twelve years later, the original small system of hydrants and watermains was complemented by a comprehensive, permanent system.

The threat to the park did not come solely from fire. After a

severe storm in late 1912 blew down numerous trees and exposed their decrepit condition, the outgoing Park Board recommended that an expert forester examine the park.<sup>19</sup> Its awareness of "the ravages made by insect pests" led the next Board to ask the two senior governments to provide experts in entomology and forestry to examine "the nature of the pests destroying the trees, and present in a report the best means of protecting the tree life of the Park."<sup>20</sup> Both governments sent experts and subsequent Boards followed their recommendations by spraying against the insect pests, underbrushing and removing dead timber.

The greatest threat to the park was not posed by fire or insect pests, both of which could be countered with minimal foresight. Man, increasingly encroaching on the park, was the worst threat. In 1889, for example, when the local Rifle Association requested that a strip of park twenty yards wide by 700 to 1000 yards long be set aside near Brockton Point for its use, the Park Committee felt impelled to respond "that while every member of the Committee is in favor of a Rifle Association they consider that the park is not adapted for such purposes. . . ."<sup>21</sup> The human threat did not recede but persisted. Promoters repeatedly approached the Board proposing schemes such as coal mining, aerial tramways and street car systems which would have detracted from the beauty of the peninsula. The most persistent and successful suggestion was to construct a bridge at the First Narrows to be reached by a new road cut through the heart of Stanley Park. A bridge had been discussed as early as 1893, although the city did not give it serious consideration until the 1920s.<sup>22</sup> A proposal to carve an access road through the park to a proposed bridge was solidly rejected as incompatible with the park by the voters at a June 1927 plebiscite.<sup>23</sup> This was, however, not the

death, but only a setback for the scheme. In the early 'thirties in the midst of depression, a privately financed project was welcomed as a means of opening the western section of the North Shore for suburban development and as a source of employment. The Lions Gate Bridge, reached by a highway cut through the centre of the park, was opened in 1938, permanently cutting the peninsula in half and bringing the automobile into the depth of the forest.

## iii

In addition to attempting to cope with the possible threat of fire and insect pest and man's attempts to completely civilize the Stanley Park peninsula for many years, the Board also had to direct much of its energy to establish its title to Stanley Park. Beginning in the early 1890s, numerous squatters took custody of parts of the park; later in the decade a dispute arose over the title to Deadman's Island located in Coal Harbour and considered by the Board to be a part of Stanley Park.

The city became uneasy about the extent of its title to Stanley Park soon after the June 1887 federal Order-in-Council permitted the City of Vancouver "to use the Dominion Government Reserve within the limits of said Corporation for a Public Park."<sup>24</sup> Because the terms of transfer were both vague and impermanent, in the spring of 1888 the city asked Ottawa if it proposed to give Vancouver a long term lease to the reserve. The same communication stressed the inadequacy of the Order-in-Council in defining the extent of civic control over the peninsula and forecast problems keeping it in "proper order" and excluding squatters.<sup>25</sup> In February, 1889, the Federal Government replied "that no other title could be given for said Park except the Order-in-Council

already furnished."<sup>26</sup> Thus, the city had relatively weak grounds on which to defend its claim to the park against intruders.

Its claim to undisputed control over the park was further complicated because the peninsula had been occupied long before Vancouver was incorporated. The Indians, who had long resided at several sites on the peninsula believed it was their permanent home. With the arrival of the Europeans at Burrard Inlet in the mid-nineteenth century, the peninsula was of course reserved for military use. When Moodyville and Granville developed on the inlet, Europeans and people of mixed Indian and European blood, joined the original occupants settled along the shores of the reserve. Therefore, from the moment the reserve was conveyed to the city in 1888, Vancouver was forced to contend with people it considered to be illegal squatters. Although it demanded, within days of receiving the park, that the squatters leave, no notable exodus occurred.

Later that fall, after a smallpox epidemic led the Board of Health to quarantine numerous residents of Brockton Point, the City Council seized the opportunity to try to expel the squatters in the area,<sup>27</sup> but to no avail. Ottawa refused to act against the squatters.<sup>28</sup> During the 1890s, there was no resolution to the problem. When the City Council asked the federal authorities, in August, 1898, for greater powers over the park, Ottawa would not comply.

Success, however, occurred after the turn of the century. The Park Board, in February 1904, began pressing the City Council to request a ninety-nine year lease to the park.<sup>29</sup> Council, noting Vancouver's large investment in the park, the fast disappearance of forests in the vicinity of the city and its wish to preserve the Stanley Park forest in

perpetuity, asked for the Crown Grant of the site.<sup>30</sup> In the spring of 1905, the Dominion agreed to comply with the request. Three years later the requisite Order-in-Council empowered the Minister of Militia and Defence "to lease the said property to the City of Vancouver for park purposes for a period of ninety-nine years renewable."<sup>31</sup> Mayor Alexander Bethune and the City Clerk, who had gone to Ottawa in the fall of 1908 to oversee the final leasing arrangements, signed the indenture on November 1, 1908. The city's title to the park, subject to the conditions of the indenture, was finally enshrined on paper and proceedings could be initiated against the squatters. Perhaps because of the security of its new title to the park or because its attentions were soon directed to the greater problems of war and depression, or simply because squatting soon became a common sight as the wartime depression lasted, the city did not immediately attempt to expel the squatters at Stanley Park. Then, in 1922, realizing that some squatters could soon "press their claim to title by reason of the effluxion of the statutory period of sixty years (which is the period required to establish title against the Crown),"<sup>32</sup> the city, with the concurrence of the Solicitor General of Canada, initiated a court action to eject all squatters. In 1925, after a tortuous struggle, which reached the Supreme Court of Canada, the city won its case. Of nine squatters, only Mariah Kulkalem, known locally as Aunt Sally, established title to her property. The city subsequently purchased the Kulkalem property, freeing Stanley Park from its last encumbrance.<sup>33</sup>

To the city, perhaps the greatest threat posed to Stanley Park came not on the peninsula itself, but on Deadman's Island, a reserve in Coal Harbour which it regarded as part of the park. The threat was posed by the federal government which asserted that the island was still a government reserve, not part of Stanley Park. The city contended the loss of the island as parkland would threaten Stanley Park itself. The roots of the controversy lay in an ambiguity in the Dominion grant of the park to the city. In the 1860s, when a detachment of Royal Engineers had surveyed Burrard Inlet and had designated the Stanley Park peninsula a military reserve, they had described Deadman's Island as an "Island-Reserve." Whether they intended that the island reserve should be separate or part of the larger, adjacent reserve was not clear. In 1887, when transferring the First Narrows reserve to the city, the Dominion government did not specifically include the island.<sup>34</sup> Although many local people assumed the island was included in the transfer, their claim was weakened since another local faction believed it was not part of Stanley Park and could be used for governmental, industrial or mercantile purposes.

Even before Stanley Park had been officially opened, in May 1888, there was controversy when the Department of Militia and Defence announced it was considering using the island as a powder magazine. This plan drew a protest from the Vancouver Board of Trade and, in time, the proposal was dropped. This was the first of the many times the Board defended Stanley Park. To the pragmatic businessmen who composed the Board, the park was an irreplaceable civic asset which was drawing increasing numbers of tourists and their business to the city. The

Board therefore opposed any scheme which threatened the park.<sup>35</sup>

In late 1889, the Park Committee moved to assume control over the island, asking Council "to place a sufficient sum in the Estimates next year for the construction of a footbridge to Deadman's Island."<sup>36</sup> Although the construction of the bridge would insure that the island was an integral part of the park, a controversy then arose within the city government over projected uses for the island. City Council, its dispute with Ottawa over title unresolved, applied to the Province to grant the island. Council proposed to use the location as a quarantine station for the victims of a smallpox epidemic then raging in Vancouver. The Provincial Government agreed to cooperate if the city provided proof that title to Deadman's Island was indeed vested in the Province of British Columbia. Despite its inability to provide such proof, the city simply constructed the quarantine facilities in the face of the smallpox outbreak. The Park Board was aghast and repeatedly voiced its opposition to the intrusion on park property. After the smallpox threat passed, the quarantine facilities were dismantled and silence returned once more to the little island.

In 1895, a brief flurry of excitement arose over a proposal to place a marine railway on Deadman's Island; the Park Board vehemently opposed the project and it was shelved. The Board's chances of gaining custody or at least preventing the industrialization of the island appeared to improve as the City Council chose to support its position in 1898. Council dramatically shifted its opinion because it apparently no longer needed the site and, like the Board of Trade, saw its value as a tourist mecca. The Mayor and Aldermen also may have decided the City would gain control of the island only if they presented a united

front to Ottawa; since the Park Commissioners insisted that the island was part of Stanley Park, the logical course was to support their position.

Then, in the spring of 1899, the City of Vancouver was shocked to discover that the federal government was asserting its claim in order to use the island as an industrial site. In mid-February federal authorities signed a twenty-five year lease, effective March 1, 1899, with an American industrialist Theodore Ludgate, who proposed to develop a sawmill on the island. Reaction to the agreement was immediate and vocal. Six days after the lease had been signed, a delegation from the Board of Trade urged Council to convey its opposition to the lease to Ottawa. Campbell Sweeny, manager of the local branch of the Bank of Montreal--and thus one of the most important businessmen in the city--also spoke out against the Ludgate lease. Finally, A. E. Tregent, a local broker, submitted a petition signed by over 2000 citizens opposing the lease and supporting the claim of the Park Board to Deadman's Island.

On Council, Alderman W. J. McGuigan summarized the viewpoint of his colleagues opposed to the lease, when he declared "the integrity of the park should be maintained" by ensuring that Deadman's Island was not alienated for industrial purposes but maintained as an integral part of the park. Another alderman agreed, "the park was a unique possession throughout the continent and the rights over it should not be lightly waived."<sup>37</sup>

There was, however, a vocal minority on Council supporting the lease. Alderman Donald McPhaiden was still mindful of the recent depression. While admitting the utility of a "fine park", he believed

the proposed sawmill a better asset, capable of attracting more traffic to the city's harbour. McPhaiden believed those who opposed the mill "were not friends of Vancouver."<sup>38</sup> Alderman Alexander Bruce, agreeing that the economic benefits of the Ludgate scheme outweighed the need to conserve the natural environment of Deadman's Island, vigorously argued that, "The thought of objection to the sawmill was ridiculous. What harm was a sawmill going to do? None at all, but rather good. The City required all the industries it could to pay off the heavy debt under which it was labouring." Similarly, Alderman William Brown suggested that parkland was wasted space since "a man never got a square meal off scenery." He believed Ludgate's proposal should be accepted, otherwise Vancouver would lose a major industry, and all for sentiment.<sup>39</sup> Thus, just as the opponents of the lease saw the island as part of the greater park, its supporters saw the mill as part of the city-wide network of industry. In the end, the opponents of the lease carried the day, Council voting six to four in favour of the retention of the island as part of Stanley Park.

Outside Council the lines of battle were also drawn. The Liberal Member of Parliament for Vancouver, G. R. Maxwell, a strong upholder of the lease, believed the mill would alleviate Vancouver's unemployment. On the other hand, both the Board of Trade and the Vancouver and District Trades and Labour Council opposed the lease. To the Labour Council, this was one more case of government, dominated by big business, surrendering the birthright of the people to private interests.<sup>40</sup> In addition, many citizens believed Ludgate was a speculator and agent of American capital, come to remove the wealth of Canada.<sup>41</sup>

As tempers rose, a public meeting was convened on February 27th to debate the issue. After a stormy four hours of discussion, it overwhelmingly adopted the motion of Charles Woodward, a prominent local merchant, "That this mass meeting of the citizens of Vancouver heartily approves of the leasing of Deadman's Island for manufactory purposes."<sup>42</sup> The meeting then ended with ovations for Maxwell and Ludgate. The following day, the Vancouver Daily News-Advertiser, a vocal opponent of the Ludgate scheme, denounced the meeting as a sham, rigged by the supporters and minions of the industrialist.<sup>43</sup> The newspaper contended that the City Council, Board of Trade and Trades and Labour Council spoke for the vast majority of the citizens by opposing Ludgate.<sup>44</sup> The community was nevertheless clearly divided as legal custody of the island passed to Ludgate on March 1st.

Several weeks later, Ludgate announced his intention to occupy the island and build his mill. However, when he arrived with several of his employees to take control of the site on the 24th of April, a determined Mayor accompanied by a large force of city police advised him not to cut a single tree. When he ignored the order, Ludgate and several of his associates were temporarily taken into custody.

That same day the Department of Militia and Defence advised Council it had transferred the lease to Ludgate. Anxious for an immediate resolution to the dispute, the Council proposed that the two parties discuss the de facto situation. The city proposed that Ludgate not surrender the island, but recognize Vancouver's claim to jurisdiction and sign an appropriate lease. Ludgate would not agree.

Two days later another public meeting was held but, as the News-Advertiser reported, "The meeting though large and orderly, practically

represented only the thorough going supporters of the original leasing proposal."<sup>45</sup> Prominent local merchant Charles Woodward again supported the mill proposition and the meeting overwhelmingly endorsed his motion that Mayor James Garden and Council resign, since in obstructing Ludgate's progress they were obviously "opposed to [the] interests of the people of Vancouver."<sup>46</sup> City Council did not comply.

In the aftermath of that tumultuous week, a telegram from the Minister of Militia, repeating the government's insistence on the validity of the Ludgate lease but indicating that it "was disposed to facilitate agreement between Ludgate and the city by every proper means" briefly raised the city's hopes.<sup>47</sup> On the same day, however, solicitors for Ludgate, sensing the strength of their client's position, refused to negotiate any more with the current city Council.<sup>48</sup>

For the city, the situation deteriorated further the following week as Ludgate and his men started clearing the mill site. Yet their tools were soon downed as the Province, finally convinced of its title, announced it would go to court to restrain Ludgate from trespassing and to acquire a declaration that the title to Deadman's Island was in the Crown in the right of the Province of British Columbia. Although this action did not commence until 1901, the axes had been at least temporarily halted.

Ludgate judiciously retreated to Seattle, but did not surrender his claim as legal lessee of the site. Remaining in Seattle except for several brief forays to Vancouver, he waited while his dispute with the city over the island was settled in the Courts. The provincial action continued for several years. In July, 1906, the Privy Council affirmed that Deadman's Island was a military reserve and therefore in the right

of the Dominion. Ludgate, understanding that the confirmation of Dominion title over the island meant his lease was valid, then reasserted his rights to the island. By the fall of 1908 he was offering his rights for sale for \$250,000, even to the City of Vancouver. The city would not accept his offer.

A month after the Privy Council judgement the City Council had resolved, "that the Dominion Government be requested to include Deadman's Island in the (proposed) lease of Stanley Park to the City."<sup>49</sup> Although the subsequent lease excluded the island, the city continued to press its claim. When a rumour circulated in the spring of 1909 that the Federal Government was contemplating constructing grain elevators on the island, the Park Board vociferously protested this incursion into Stanley Park. Charles Tisdall, Chairman of the Park Board, wrote Ottawa strongly protesting, "against industries of any kind being built on (Deadman's) island, as destroying the unrivalled natural beauties of Stanley Park."<sup>50</sup> In April, Council noted that the 1887 Order-in-Council granting the reserve to the city for use as a park had included Deadman's Island and had, as yet, not been rescinded; Ottawa was requested, "not to take any action which will affect the City's position . . ."<sup>51</sup> Two days later, in a move reflecting the "strong feeling of the Board as to their right of lease of this property," the Board assigned two employees "to remain in possession of this property for the Board and to remain there day and night." They constructed the necessary shelter and passed the time clearing trails.<sup>52</sup> When Ludgate's lawyers failed to remove the employees either through a writ of ejectment or by a direct appeal to the Board, a force of his men occupied the island and prepared to clear it for the mill site. The city responded quickly. A force of

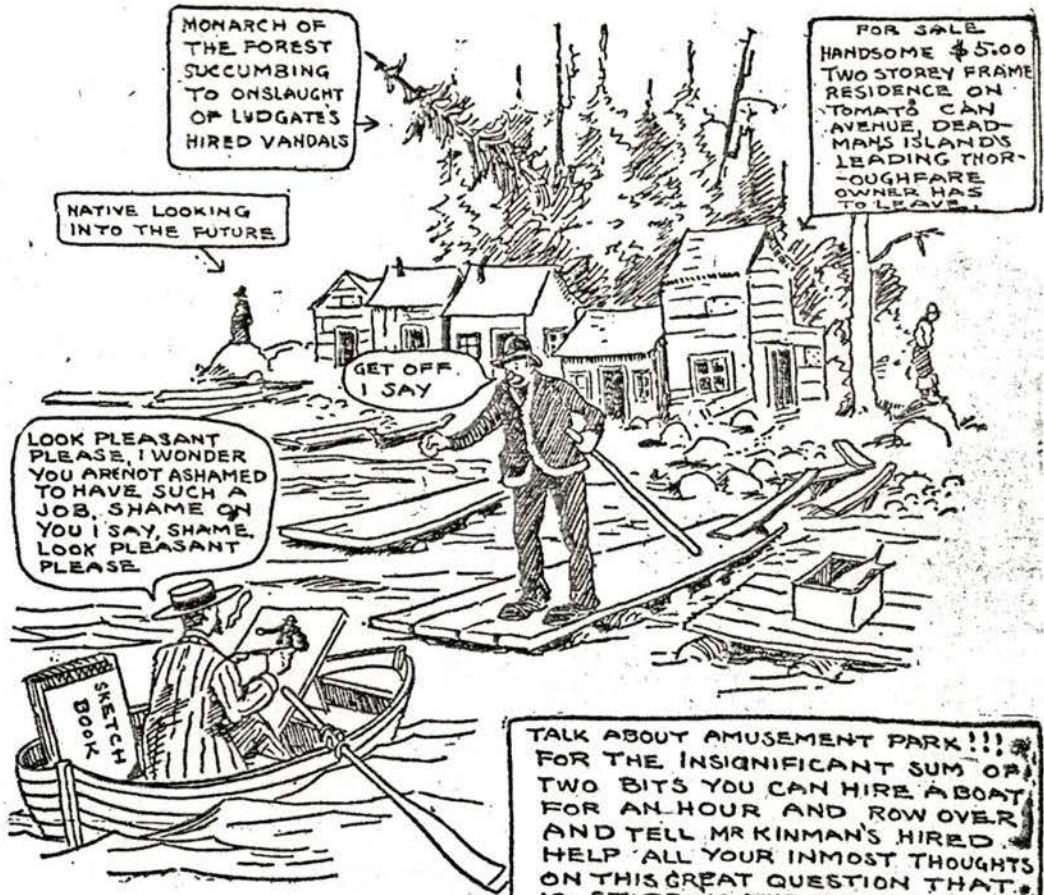
policemen, under the Mayor and several other civic officials, arrived to evict the Ludgate party. When they met with resistance, the police occupied Deadman's Island and arrested several of Ludgate's employees. Ludgate, who had fled the scene, was not captured. Some policemen stayed on the island to protect the Park Board employees and assert the city's claim.<sup>53</sup>

Lawyers for Ludgate initiated legal action to confirm his title to the property in September, 1909. The case, which dragged on until late 1911, confirmed his claim, and in mid-October Ludgate, accompanied by the Deputy Sheriff and twenty-six other men, reoccupied the island, evicted squatters and announced his intent to start clearing. To the supporters of parks in the city, this was a particularly dark day, since they believed part of Stanley Park itself had been stolen.

The significance of this prolonged struggle over Deadman's Island does not lie in the voluminous and intricate decisions of the Courts, although they were important. What is vitally important is the persistence and dedication of both sides involved in the fight. This was a battle, albeit microcosmic, in the war that had been going on between industrialists and conservationists across North America over the natural heritage of this continent. Granted the conservationist group was largely composed of pragmatic businessmen who valued the Stanley Park forest not for itself but as a valuable tourist attraction. Nevertheless, these same people could be considered conservationists, regardless of their motives, since they believed in preserving the forest wilderness of the park. Both sides were determined to win, at almost any cost; hence, the battle reached to the highest court in the Empire. Despite the fact that many members of the merchant and industrial elite of the



Police Force occupying Deadman's Island, 1909



MAY 29 1943



EVERY HOLLOW STUMP CONCEALS AN ARMED BANDIT

TALK ABOUT AMUSEMENT PARK !!!  
 FOR THE INSIGNIFICANT SUM OF TWO BITS YOU CAN HIRE A BOAT FOR AN HOUR AND ROW OVER AND TELL MR KINMAN'S HIRED HELP ALL YOUR INMOST THOUGHTS ON THIS GREAT QUESTION THAT IS STIRRING THE HEARTS OF THE PEOPLE AS THEY NEVER STIRRED BEFORE - ALL FOR TWO BITS - WHERE ELSE CAN YOU GET THE SAME VALUE FOR YOUR MONEY?



AND IN THE MEANTIME WHEN THE QUESTION OF OWNERSHIP IS FINALLY SETTLED DEADMAN'S ISLAND WILL LOOK LIKE THIS

Here is the sketch made by the late J. B. Fitzmaurice, Daily Province cartoonist, during the "Battle of Deadman's Island," 34 years ago.

Cartoon depicting Deadman's Island, 1909

city supported the Park Board, the conservationists lost Deadman's Island. In late November, the Vancouver Province graphically summarized their unrest.

The last tree has been cut down on "the isle of dreams", or Deadman's Island, and desolate and pathetic it lies across the entrance to Coal Harbour, shivering in its nakedness, a monument to materialism, vandalism and stupidity, cleverness and illegality.<sup>54</sup>

Having fought so long to assert his claim to Deadman's Island, Ludgate lived only another six years. When his estate failed to pay the rent, the island reverted once more to the Dominion Government. With title to the site finally unencumbered, the Federal Government generously leased the island to the city. It was a hollow victory for Vancouver, since Ludgate had wrought damage which would take at least a generation to heal. Furthermore, the Dominion reserved the right to repossess the island at any time.<sup>55</sup>

There is no question that the acquisition of Stanley Park was a most fortuitous event. It provided Vancouverites with an incomparable forested wilderness in the heart of the city. It also attracted innumerable tourists to the city. Yet, because of the park's outstanding quality, the city focussed most of its energies in the parks field on Stanley Park, often at the expense of other civic green space. Looking at the park with his practiced, critical eye in the later nineteen-twenties, the American townplanner Harland Bartholomew stated

There is a disposition to overbuild in Stanley Park to use it for a repository for animal collections, gardens, antiquities, statues and fountains.<sup>56</sup>

The result of such a policy was a very unbalanced civic park system, in which an inordinate number of park amenities, such as the zoo, recreational grounds, statues and memorials were largely placed in one park, ironically known for its unspoiled sylvan beauty.



Deadman's Island, 1898



Vancouver ca 1911, Deadman's Island upper left

## Chapter IV Footnotes

<sup>1</sup>City of Vancouver, Council Minutes, volume 1, p. 4 (Hereafter, Council Minutes, which are part of the records of the City Clerk, will be cited as R.G. 2 B1 [Record Group 2, Series B1]).

<sup>2</sup>Ross came west in 1877 and was called to the Manitoba bar the following year. He had accumulated over \$600,000 in Winnipeg land boom of 1881-82, but lost the fortune when the boom collapsed. He then returned to land speculation and adroitly accumulated another modest fortune. In 1882, he was elected as the Member of Parliament from Lisgar, Manitoba, and became such an advocate of C.P.R. interests that he was known as the "C.P.R. Member of Parliament." In 1884, he arrived in British Columbia and acquired property at Granville, believing that the C.P.R. would be extending its main line to the town. Ross then worked as an agent for other speculators and took some credit for convincing the railway company to establish its Pacific terminus at Granville. In 1886, he joined H. T. Ceperley in a partnership to sell real estate and sell fire insurance in the growing city, which had been renamed Vancouver. In 1891, Ross sold his interest in the prosperous business and returned to Winnipeg. J. B. Ker, Biographical Dictionary of Well-Known British Columbians (Vancouver: Ker and Begg, 1890), pp. 280-81.

<sup>3</sup>The evidence to suggest that Ross acted out of self-interest is only circumstantial but significant. The City of Vancouver Tax Assessment Rolls for 1886 and 1887, which would provide a record of ratepayers (i.e., landowners) in the West End near the park, have not survived. The Assessment Rolls for 1888 and 1889 do not show A. W. Ross as a landowner in District Lot 185 (the West End). Provincial Land Registry records, which could also provide a picture of the registered owners of West End lands were unavailable. Therefore the writer could not prove that Ross was acting as a West End landowner.

On the other hand, Ross and Ceperley produced a map of Vancouver in 1887 advertising the advantages of buying land in the young city, suggesting that the firm's interests, both as agents and property owners, were distributed across Vancouver including the West End. The fact that they noted on one edition of the map the outstanding features of the new park would suggest that Ross and partner believed the park would attract prospective property owners to the city. Furthermore, Ross and Ceperley advertised themselves as sales agents for C.P.R. lands, presumably including those in the West End.

In writing to Council, Ross may have also been a spokesman for several interested businessmen; it is clear, for example, that the park could attract more traffic for Oppenheimer's street railway.

<sup>4</sup>J. S. Matthews Collection, Unaccessioned Stanley Park Acquisition File, Memorandum, "Acquisition of Stanley Park". (Hereafter the J. S. Matthews Collection will be cited as Add. MSS 54 [Additional Manuscript 54]).

<sup>5</sup>R. G. 2 B1, volume 2, August 29, 1887, p. 64. For such a young community, Vancouver was committing a large block of funds to parks. It was not until 1889, that the much older community of Victoria appropriated \$25,000 for the development of Beacon Hill Park.

<sup>6</sup>R.G. 2 B1, volume 2, May 14, 1888, p. 329; June 4, 1888, pp. 346, 354.

<sup>7</sup>In his newsclipping docket on baseball, J. S. Matthews reports that the sport was first played in Vancouver by the "Terminals" in 1887. Yet, as late as 1905, the Board dealt with only two baseball clubs when it allotted recreation grounds for the season. (Source: R.G. 7, Minutes, volume 2, April 12, 1905, p. 272; June 14, 1905, p. 277).

<sup>8</sup>R.G. 7, Minutes, volume 3, February 14, 1912, p. 322.

<sup>9</sup>Although the development of the site in Stanley Park was held up, the Vancouver area was soon to have a botanical garden. In 1912, the Provincial Government set aside two acres at its Colony Farm at Essondale for such a facility. After laying the groundwork at Essondale, Professor John Davidson moved the garden to the University of British Columbia in 1916. Under his continuing direction, the U.B.C. site became the first full botanical garden in the Lower Mainland. Mary Gruchy Collection (Add. MSS 253) and U.B.C. Botanical Gardens Pamphlet issued by the Nitobe Gardens, University of British Columbia.

<sup>10</sup>The causeway and seawall are examined further in Chapter 7 of this paper.

<sup>11</sup>R.G. 7, Minutes, volume 3, June 28, 1911, p. 247.

<sup>12</sup>Ibid., November 8, 1911, p. 294.

<sup>13</sup>Park Board, First Annual Report, p. 53.

<sup>14</sup>Ibid., p. 56.

<sup>15</sup>The number of people and vehicles using the park had soared in the first decade of the new century. The number of people recorded as entering the park during a two week period climbed from 14,664 in 1905 to 23,251 in 1907 to 32,840 in 1909. At the same time, the number of automobiles jumped from 38 to 383.

<sup>16</sup>In August, 1887, the city had hired John Hurst as the first park employee. Since Hurst did not assume his position, the city hired Avison the following month.

<sup>17</sup>R.G. 7, Minutes, volume 3, August 10, 1910, p. 135.

<sup>18</sup>Ibid., May 22, 1912, p. 366; July 24, 1912, p. 395; and, March 12, 1913, p. 469.

<sup>19</sup>Ibid., January 8, 1913, p. 447.

<sup>20</sup>R.G. 7, Minutes, volume 4, Superintendent's Report, January 5, 1914, p. 12 of insert facing p. 74.

<sup>21</sup>R.G. 7, Minutes, volume 1, January 23, 1889, p. 5.

<sup>22</sup>R.G. 2 A1, volume 6, 1893 D-G file, F. S. Dobson to T. F. McGuigan, City Clerk, July 17, 1893.

<sup>23</sup>City of Vancouver, Park Board, Annual Report for 1927, p. 4. Office of the Superintendent of Parks and Recreation, Vancouver.

<sup>24</sup>R.G. 7, Minutes, volume 1, enclosure: Thos. F. McGuigan, City Clerk, to the Honorable Sir A. P. Caron, Minister of Militia and Defence, March 9, 1888.

<sup>25</sup>Ibid.

<sup>26</sup>R.G. 2 B1, volume 2, February 4, 1889, p. 677.

<sup>27</sup>Ibid., December 17, 1888, p. 610.

<sup>28</sup>R.G. 7, Minutes, volume 1, March 28, 1889, p. 13.

<sup>29</sup>R.G. 2 B1, volume 12, February 22, 1904, p. 224.

<sup>30</sup>Ibid., March 14, 1904, p. 283.

<sup>31</sup>1908 Indenture to Stanley Park. Offices of the Board of Parks and Recreation, Vancouver.

<sup>32</sup>City of Vancouver, Park Board, Annual Report for 1923, pp. 4-5. Office of the Superintendent of Parks and Recreation, Vancouver.

<sup>33</sup>For a history of this interesting, protracted case, readers are referred to articles in the Park Board Annual Reports from 1922 to 1925. When the purchase of the property by the city appeared to be dragging, W. C. Shelly, who was Chairman of the Park Board, personally acquired the property in November, 1925. He aimed to secure the property from other private interests and retain it for the city. Soon thereafter he transferred the property to the city and was reimbursed.

<sup>34</sup>In retrospect, it is not clear whether the federal government intended to surrender the island to the city in 1887, although it later denied transferring it. The claimed deletion of the island from the lease may or may not have been conscious. It may also have reflected Ottawa's ignorance of the island's existence.

<sup>35</sup>There is no record of controversy within the Board on this issue. Later, in 1889, the city's business community--from which the commissioners came--was divided over the disposition of Deadman's Island. Some businessmen saw the practical value to be derived from protecting Stanley Park, including the island, while others believed more value could be gained by turning it into an industrial site. The Board members,

apparently more committed than many members of the business community to the park, presented a unified front against such challenges.

<sup>36</sup>R.G. 7, Minutes, volume 1, December 26, 1889, p. 21.

<sup>37</sup>"City Council", Vancouver Daily News-Advertiser, February 21, 1899, p. 4.

<sup>38</sup>Ibid., p. 1.

<sup>39</sup>Ibid., p. 4.

<sup>40</sup>The local Trades and Labour Council decided to oppose Ludgate's scheme, perhaps because it was not going to be a big employer compared to Hastings Saw Mill and Moodyville, and it threatened part of one of the few city parks.

<sup>41</sup>"City Council", News Advertiser, February 21, 1899, p. 4.

<sup>42</sup>"Stormy Mass Meeting", News Advertiser, February 28, 1899, p. 4.

<sup>43</sup>Ibid.

<sup>44</sup>"Monday Night's Meeting," News Advertiser, March 1, 1899, p. 4.

<sup>45</sup>"Last Night's Meeting," News Advertiser, April 28, 1899, p. 1. The Vancouver Daily World of the same date concurred with its rival. In an editorial on page 4, The World stated:

No great significance can be attached to the meeting at City Hall on Thursday evening. It was a one-sided affair, those who are working to preserve the city's rights having nothing to do with it whatever. They ignored it altogether and it can therefore only be looked upon as a gathering of Ludgate's boosters who are willing to give him Deadman's Island and Stanley Park mainland as well if he wants it. In fact they would vote tomorrow to allow him to establish a logging camp in the Park if he asked for it. It was only natural that they should vote for the resolution submitted, no matter how outrageous its terms might be.

<sup>46</sup>"The Public Meeting," Ibid., p. 5.

<sup>47</sup>R.G. 2 B1, volume 9, May 1, 1899, p. 90.

<sup>48</sup>Ibid. It was on this day that the City Council rejected the demand of the recent public meeting for its resignation.

<sup>49</sup>R.G. 2 B1, volume 14, August 6, 1906, p. 244.

<sup>50</sup>R.G. 7, Minutes, volume 3, March 4, 1909, pp. 28-29.

<sup>51</sup>R.G. 2 B1, volume 16, April 19, 1909, p. 163.

<sup>52</sup>R.G. 7, Minutes, volume 3, April 21, 1909, p. 45.

<sup>53</sup>For a colourful account of these events, refer to "Battle of Deadman's Island Recalled," Vancouver Daily Province, May 29, 1943, p. 20.

<sup>54</sup>"Deadman's Island," Vancouver Daily Province, November 28, 1911, p. 12.

<sup>55</sup>With the advent of the Second World War, the Department of Defence took advantage of this proviso and occupied the island. Deadman's Island has remained a naval reserve ever since.

<sup>56</sup>R.G. 7, Correspondence, General Reports 1929 file, E. G. Baynes to Vancouver Park Board re Report of L. Deming Tilton, landscape architect with H. Bartholomew and Associates.

## CHAPTER V

### HASTINGS PARK

Within months of acquiring Stanley Park, the city started to lobby the province to grant some of its lands in Hastings Townsite for a park site. Recent provincial legislation had made such a transfer possible. Furthermore, there was a precedent, the province having granted its lands at Beacon Hill to the City of Victoria for a park. In late January, 1888, City Council reminded the provincial government

. . . That the Port of the City of Vancouver has a large and constantly growing population.

That in view of the almost certain increase natural and otherwise of the said population, it will be necessary and expedient that public parks and open spaces be provided for the people of that city.

That the Hastings townsite affords an excellent site for a public park for the recreation of the people of that city.

Your memorialists therefore pray that sixty-four acres of the said townsite be set aside and granted by your Honourable Body for the use . . . of the people of this City for ever.<sup>1</sup>

The Provincial Commissioner of Lands and Works, F. G. Vernon, soon informed the city that the province would grant 160 acres in the townsite, subject to the city's extending a main street from its boundary to the park site.<sup>2</sup> He offered 160 rather than 64 acres probably to induce the city to extend the street, giving the province an access road between its property in Hastings Townsite and the City of Vancouver.<sup>3</sup> In the exuberant real estate atmosphere of the 1880s, such a road would have virtually assured the province of good profits from the sale of lands heretofore relatively isolated from the lucrative Vancouver real estate

market.

The city was also bound to gain from the transfer as proposed by Victoria. Merely by extending one of its streets, it was to acquire a major new recreational area. Furthermore, the city's second park would not be carved from valuable taxable real estate near the city-centre. Agreeing to the provincial terms, the city received the deed to the East End Park in the late summer of 1889.

Even before the city had received the park, the foundations of a struggle over the course of its future development were being laid. Rather than assign the park to the Park Committee and let it determine the design of the site, Council decided on August 5, 1889, "That tenders be called for the clearing, close cutting and burning of about 23 acres of land at Hastings for Exhibition Grounds . . ."<sup>4</sup> For the moment, the Park Committee did not register a complaint, perhaps because the proposal involved only a small portion of the 160 acre park site. The exhibition proposal reflected the ambition of the young city. New Westminster, the metropolis of the British Columbia mainland, was only thirteen miles away and had been granted land for an exhibition and park by the province in 1886. Four years later, New Westminster held the First Provincial Exhibition. Vancouver believed that as it emerged as the great entrepôt of Western Canada, the province would abandon the fair in the Royal City in favour of a Vancouver Exhibition. However, provincial insistence that the Exhibition remain in New Westminster arrested Vancouver's plans until the early 1900s.<sup>5</sup>

In spite of this setback, Council did not pass jurisdiction over the park to the Park Board. Rather, one of its next steps was to lease acreage within the park to the British Columbia Jockey Club as a site

for its race course. This was not abnormal; in granting such special privileges, Council was simply following a pattern it had set by leasing lands in Stanley Park to the Brockton Point Athletic Association. Council's willingness to allow private organizations to provide facilities such as the athletic grounds and the race track reflected the prevalent belief that the role of local government should be limited. Individuals and private organizations were to be depended upon to provide many city facilities such as the racetrack. However, since such facilities were thereafter operated as private clubs, they were of little use to the general public.

The lease with the Jockey Club did not signal the immediate obliteration of all of the rich forest at the East End Park. During the nineties and first few years of the new century, the only other development was the clearing of several trails through the forested part of the grounds. The lack of development can be attributed to the recession of the 1890s when the funds and enthusiasm to develop the site must have dissipated. The lack of population in the area sufficient to warrant the site's development as a neighbourhood park probably contributed to the delay. The return of prosperity and rapid population growth after the turn of the century produced a core of interested businessmen, stock breeders and farmers who could afford to establish an exhibition. Therefore, on May 31st, 1907, a meeting of interested citizens resolved

That . . . the time has arrived for the establishment of an Exhibition Association for Vancouver to embrace fat stock, horses, (cattle), dogs, poultry also horticultural agricultural and industrial interests and also for the object of maintaining the City of Vancouver in that leading position she by rights should occupy . . .<sup>6</sup>

As a result of this resolution, the Vancouver Exhibition

Association, with J. J. Miller as Provisional President, was founded. Among its charter members were Mayor Alexander Bethune, Aldermen Bird, Heaps and McSpadden, future mayor L. D. Taylor, Edward Odlum, a politically active resident of Grandview, and Charles Woodward, a prominent merchant.<sup>7</sup> The Treasurer was Thomas Duke, while J. Field-Johnson, "the moving spirit in the project"<sup>8</sup> was chosen for the important post of Secretary.

In July, the Association initiated its campaign for part of Hastings Park<sup>9</sup> and a civic grant.<sup>10</sup> In spite of the repeated opposition of the Park Board<sup>11</sup> and numerous ratepayers,<sup>12</sup> City Council, led by Alderman McSpadden, agreed to lease part of the park to the Association for five years<sup>13</sup> and to hold a plebiscite on a grant to the Exhibition. The lease was executed in March, 1909. The plebiscite, held in January, passed by a healthy margin. Not for the first or last time had sectionalism played a role, as city residents nearest the park provided the highest level of support for the measure.<sup>14</sup> On the recommendation of the civic Finance Committee, which was responsible for appropriating the bylaw monies, City Council placed two aldermen on the board of the Association<sup>15</sup> to oversee the interests of the city.

With the lease in hand and \$50,000 available for improvements, the Exhibition Association proceeded to develop the grounds. Clearing and grading were started almost immediately, so that by early summer ten acres had been opened and the tender for construction of the main building accepted.<sup>16</sup> The Association, realizing the immensity of its task, had already decided to postpone the First Vancouver Annual Exhibition until the late summer of 1910. Another plebiscite, held at the request of the Association, to raise \$85,000 passed by a margin of better than

two to one in early 1910.<sup>17</sup> The electorate probably provided the measure with such support because of the prosperous times.

The first Exhibition, opened by Prime Minister Wilfrid Laurier, was a resounding success. The attendance was an amazing 68,000, and from receipts of almost \$42,000 the Exhibition garnered a profit of almost \$9,000.<sup>18</sup> Aside from providing displays on various aspects of the local economy, the fair also acted as a major convention centre. During the Exhibition, no less than six major organizations--the United Farmers of Alberta, the Retail Grocers Association of British Columbia, the Dairymen's Association of British Columbia, the Stockbreeders' Association of British Columbia, the Horticulturalists' Association of British Columbia and the Poultry Association of British Columbia held their conventions on the grounds.<sup>19</sup> The Exhibition, drawing as it did so many people and organizations, including one from out of the province, was emerging as a significant feature of the city.

In early October, buoyed by their success, the Exhibition Association requested an extension of the area covered by their lease which would leave only a small sector of the park south of Hastings Street for other uses.<sup>20</sup> City Council, impressed by the record of Vancouver's first fair, quickly agreed to sign a lease for additional acreage.<sup>21</sup> This decision rekindled the Park Board's opposition to the expansion of the Exhibition grounds in Hastings Park.<sup>22</sup> Council, although impressed by the claim of the Exhibition Association, admitted that the Park Board's claim was also valid. A joint meeting in November, of Council's Board of Works, the Exhibition Association and the Park Board concluded an agreement dividing the park roughly in half, the northern sector going to the Exhibition Association and the southern to the Park Board.<sup>23</sup>

Although they had lost title to half of the park, the Board could at least be satisfied that the city had finally officially ceded the other half to their jurisdiction.

Almost immediately, the Exhibition Association pressed for further development of its grounds. On December 16, in a report to the Association, President J. J. Miller stated that major funds would soon be needed for the construction of several major buildings and landscaping, in order to "make the Exhibition Grounds the annual meeting place of the people and the playground of the people, and a place they will be proud of."<sup>24</sup> In January 1911, another successful plebiscite, to raise \$115,000 for improvements to the Exhibition grounds,<sup>25</sup> ensured that Miller's proposals could proceed.

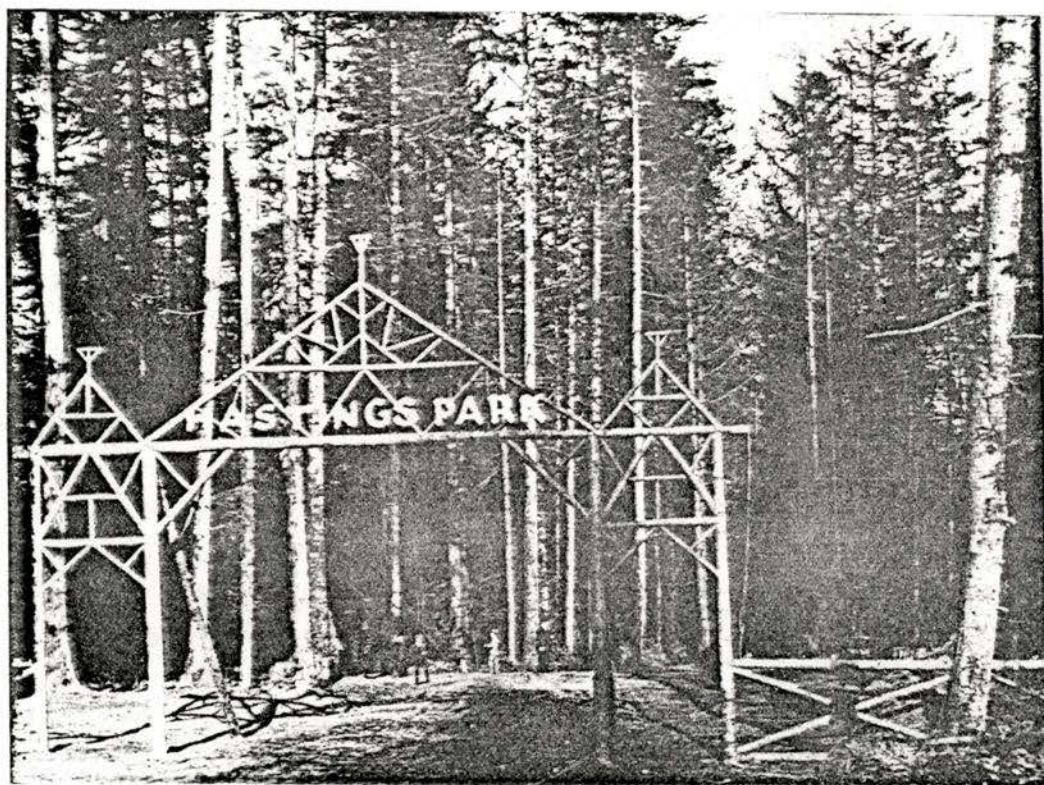
Since it had lost half of Hastings Park, the Park Board was convinced of the need to proceed with the development of its portion of the park, especially since the residents of Hastings Townsite, which was amalgamated with the city in January, were lobbying for neighbourhood parks.<sup>26</sup> The Board laid out roads, built two rustic bridges and cut trails "through the different parts of the Park making it accessible at all points." At the end of 1911 the Board boasted:

This park was handed over to us by the City in 1910, and has now been opened up, to the delight of the residents in Hastings Park and the East. It is a fine natural park, heavily timbered, and resembling Stanley Park in its grandeur. Driveways have been constructed and the very heart of the forest has been tapped by the opening of trails. The front facing Hastings Street East has been prepared and laid out for a future ornamental garden, while the work of clearing and grading for a playground is well under way.<sup>27</sup>

In spite of the optimism of the Board, its future in Hastings Park was far from certain. The 1911 Exhibition had attracted 68,000 and earned a surplus of over \$59,000, and the 1912 Fair produced similarly

impressive results.<sup>28</sup> As a result, the Manager of the Exhibition Association asked Council for the lease of additional park property in January 1913. Speaking for the Park Board, Superintendent W. S. Rawlings, argued that as the major function of the Exhibition was not recreational, it was not conforming to the terms of the 1889 provincial grant of the park to the city. Moreover, he contended, the Park Board had already spent over \$30,000 on the property and the ratepayers had approved the expenditure of a further \$10,000. Rawlings also noted that if the balance of the park were transferred to the Exhibition Association, the ratepayers of Ward 7 (the Hastings Townsite), already poorly served by parks, would have only one potential park site.<sup>29</sup> He observed that Ward 7 ratepayers "had gone on record as being opposed to any further portion of this park being taken from the public for exhibition purposes."<sup>30</sup> Stressing the need to preserve wooded areas, he argued that the Exhibition Association could, as an alternative to expanding, use its grounds more efficiently. Yet, after the ratepayers of the city enthusiastically agreed with its proposal to spend \$165,000 on the Exhibition, either because they saw the economic benefits to be derived from a larger exhibition or simply enjoyed the Fair,<sup>31</sup> Council allowed the Association to extend its grounds south to Hastings Street in February 1913.<sup>32</sup>

Once the transfer had been effected, the Board and Exhibition Association debated the disposition of about \$12,000 in funds authorized for improvements in Hastings Park. After lengthy debate, the City Council decided to spend most of this money on landscaping the Exhibition Grounds and to use the balance to improve the southern remnant of Hastings Park. The Park Board's acceptance of this arrangement and its

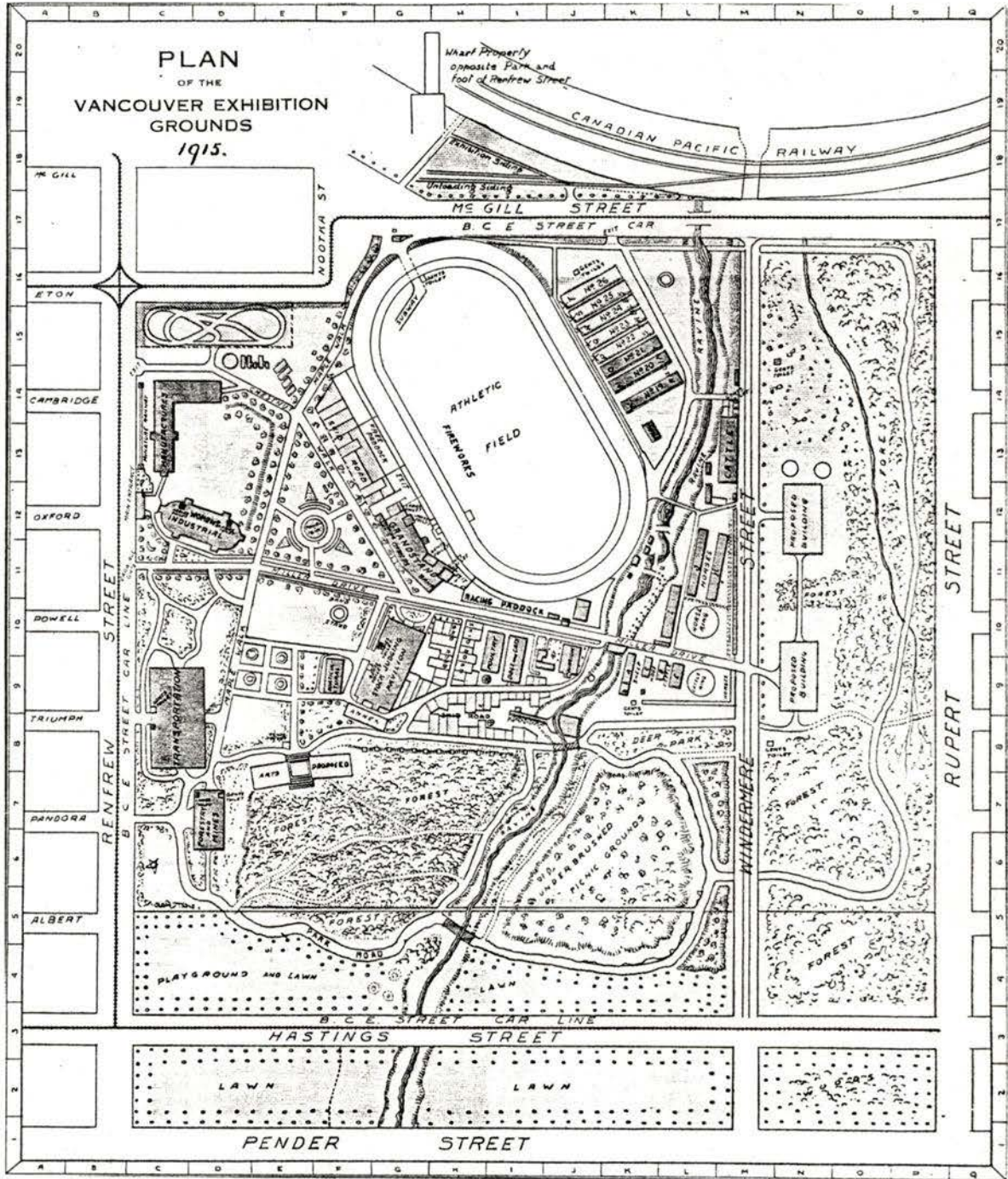


Hastings Park, 1911

willingness to abandon even the remnant of the park under its control, signalled the end of the Board's ties to Hastings Park.<sup>33</sup>

Until 1913, when it too was affected by the depression, the Fair grew and attendance rose, the number of displays increased and their quality improved, and the agricultural competitions drew contestants from farther and farther afield.

Much of the work of the Exhibition Association both during these earlier years, and after prosperity had returned in the nineteen-twenties, was deeply influenced by the American example. The Exhibition Association joined several Canadian and American fair associations, sending delegates to such meetings as that of the British Columbia Fair Association and the Western Canada Fair Managers Association. Because the American Pacific North West and California were so close (particularly since Vancouver was linked by rail with the American North West)<sup>34</sup> and the businessmen who controlled the Vancouver Exhibition shared many of the same interests of their counterparts across the border, the Vancouver fair was quickly integrated into the western American fair system rather than the dispersed network of Canadian fairs. Thus, the Vancouver Exhibition Association became an active member of four American-controlled organizations, the Pacific Grand Fair and Racing Circuit, the Congress of Festivals, the North Pacific Fairs Association and the International Circuits Association; the Manager of the Vancouver Exhibition Association, H. S. Rolston, was President of the latter two groups in 1912.<sup>35</sup> As a result of its growing ties with the nearby U.S. fair circuits, the Vancouver Fair began to offer many of the same features, such as very specialized stock displays, circuses and the midway.



Map 2 Hastings Park, 1915

When its lease was renewed for another ten years in 1923, the Association decided to construct the city's first public golf course. Once again, American experience probably served as the model. Four years previous, the Park Board had asked its counterparts in the American Pacific Northwest to furnish information on their golf operations.<sup>36</sup> The Exhibition Association, like the Park Board strongly tied to its U.S. counterparts, probably made similar contacts when designing its facilities. Since Vancouver already had several private golf clubs but needed a public course, the Association built a public course which opened in 1925.

The Park Board had lost Vancouver's second park, on the one hand because the businessmen who controlled the city's government believed Hastings Park could be best used as an exhibition site, where the industrial, agricultural and mercantile wealth of the city and the province could be displayed, and on the other hand, because the city voters increasingly supported the Exhibition. While the Park Board claimed that the city was losing a precious forested site and that the park had been taken from the people, such was not the case. In addition to its annual function as the site of the Exhibition, Hastings Park was a centre for horse racing, walking and picnicing. In 1925, it also provided the first public golf links, a facility the Park Board did not offer in its park system until the 1930s. To the pragmatic members of City Council, who ultimately determined all features of civic policy including parks, Hastings Park was most valuable as an exhibition site, just as Stanley Park was best used as a forest. To City Council and

apparently most ratepayers, Vancouver had not lost, but had gained a particularly diversified park.

## Chapter V Footnotes

<sup>1</sup>R.G. 2 B1, volume 2, January 23, 1888, p. 178.

<sup>2</sup>R.G. 2 A1, volume 1, 1888 Provincial Government file, F. G. Vernon to David Oppenheimer, Mayor, November 20, 1888.

<sup>3</sup>The province had set a precedent in the mid-1880s by granting the C.P.R. over 6000 acres in the vicinity of Granville to induce the railway to extend its line from Port Moody to Granville. The province held lands around Granville and probably expected to make a good profit from the increase in their value brought about by the extension of the rail line down the inlet.

<sup>4</sup>R.G. 2 B1, volume 3, August 5, 1889, p. 89.

<sup>5</sup>While Vancouver's plans were arrested, they were not abandoned. In 1890, Mayor David Oppenheimer urged Council to proceed with the clearing of a site for a first exhibition planned for 1892. See: R. G. 2 B1, volume 4, November 10, 1890, p. 109. An aldermanic committee was struck, but no further action was taken. Although the measure was raised periodically in the ensuing years, nothing occurred until 1907, when the Vancouver Exhibition Association was formed.

<sup>6</sup>Pacific National Exhibition Collection volume 1A, p. 1. Hereafter the P.N.E. Collection will be cited as Add. MSS 281.

<sup>7</sup>Ibid.

<sup>8</sup>J. S. Matthews, Early History of the Vancouver Exhibition Association (Vancouver: City Archives, 1958), p. 3.

<sup>9</sup>Add. MSS 281, vol. 1A, p. 10; R.G. 2 B1, volume 14, July 22, 1907, p. 635.

<sup>10</sup>Add. MSS 281, volume 1A, July 5, 1907, p. 10.

<sup>11</sup>R.G. 2 B1, volume 15, June 15, 1908, p. 401.

<sup>12</sup>Ibid., September 21, 1908, p. 526; *ibid.*, November 20, 1908, p. 621; *ibid.*, December 14, 1908, p. 660.

<sup>13</sup>Add. MSS 281, volume 1A, December 21, 1908, p. 41.

<sup>14</sup>The residents of Hastings did not vote, since Hastings Townsite was not yet officially part of the City of Vancouver.

<sup>15</sup>R.G. 2 B1, volume 16, April 26, 1909, p. 178.

<sup>16</sup>Ibid., July 5, 1909, p. 297.

<sup>17</sup>City of Vancouver, Record of Elections, 1886-1924, January 13, 1910, p. 240 (Hereafter, the Record of Elections will be cited as R.G. 2 D2 [Record Group 2 Series D2]).

<sup>18</sup>J. S. Matthews, Early History of Vancouver Exhibition Association (Vancouver: City Archives, 1958), pp. 20-22.

<sup>19</sup>Add. MSS 281, volume 1A, December 16, 1910, p. 166.

<sup>20</sup>R.G. 2 B1, volume 17, October 10, 1910, p. 375.

<sup>21</sup>Ibid.

<sup>22</sup>R.G. 2 B1, volume 16, February 14, 1910, p. 643.

<sup>23</sup>R.G. 7, Minutes, volume 3, December 14, 1910, p. 169.

<sup>24</sup>Add. MSS 281, volume 1A, December 16, 1910, p. 170.

<sup>25</sup>R.G. 2 D2, January 12, 1911, p. 265.

<sup>26</sup>R.G. 7, Minutes, volume 3, April 12, 1911, p. 201; August 9, 1911, p. 262.

<sup>27</sup>Park Board, First Annual Report, p. 20.

<sup>28</sup>Add. MSS 281, volume 147, Bulletin No. 15, 1924, p. 16.

<sup>29</sup>R.G. 2 A1, volume 47, Park Board 1913 file, Superintendent W. S. Rawlings to City Clerk, February 10, 1913.

<sup>30</sup>Ibid.

<sup>31</sup>R.G. 2 D2, volume 1, January 9, 1913, pp. 300-301.

<sup>32</sup>R.G. 2 B1, volume 19, February 24, 1913, p. 298.

<sup>33</sup>R.G. 2 A1, volume 52, Park Board 1914 file, W. H. Boggs, Secretary, Park Board to Mayor, May 14, 1914.

<sup>34</sup>The rail link between Vancouver and the U.S. had been accomplished with the completion of the Mission railway bridge in 1891. Communications with the U.S. were improved with the completion of the New Westminster railway bridge in 1904 (source: Map #417).

<sup>35</sup>Add. MSS 281, volume 145, Vancouver Exhibition Association Third Bulletin, Manager's Report, pp. 27-29.

<sup>36</sup>R.G. 7, Correspondence, Bowling Greens and Golf Links file, W. S. Rawlings, Superintendent, to G. A. Hill, Superintendent of Parks, Tacoma, April 2, 1919; W. S. Rawlings, Superintendent, to Park Board Superintendent, Portland, April 2, 1919. In his circular letter, Rawlings illustrated the strong links which were developing between the

operations in Vancouver and those in the Pacific North West in every field including golf course design. Rawlings acknowledged that he had read an article by Superintendent Cotterill of Seattle, in the January 1918 issue of Parks and Recreation, on Seattle's civic golf course. He requested any further information on golf links in the North West.

## CHAPTER VI

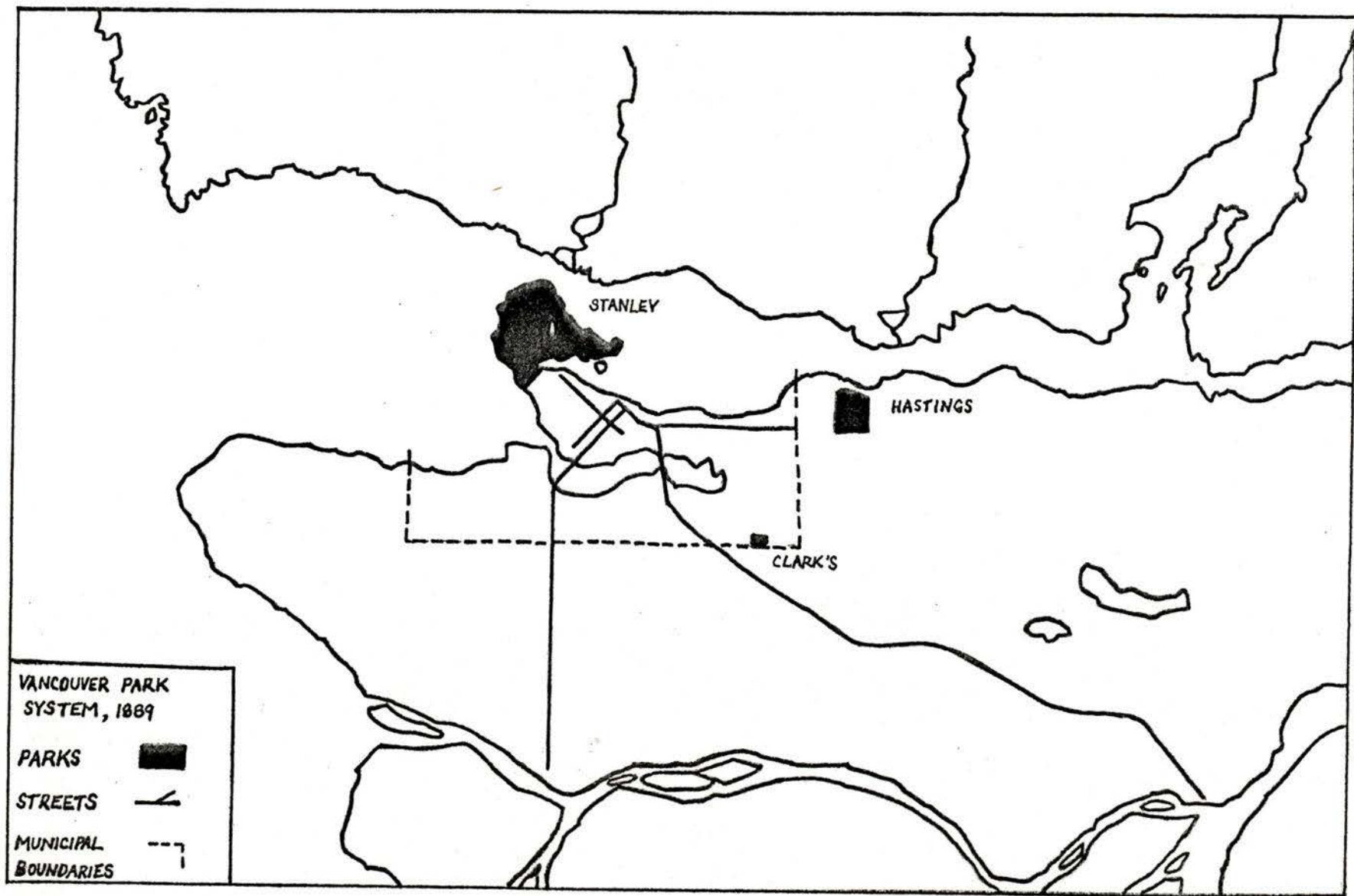
### DIVERSIFICATION

In spite of their size and diversity, Stanley and Hastings parks could not constitute a full park system for a growing metropolis like Vancouver. Along with such show pieces, the city required a growing number of neighbourhood parks and beaches in addition to several specialized green spaces. Nevertheless it took Vancouver some years before it turned its attention, particularly from Stanley Park, to the development of a city-wide system of parks.

#### i

Vancouver's first park designed to serve a neighbourhood was in fact acquired not as the result of a civic initiative but as a gift from Toronto realtor E. J. Clark.<sup>1</sup> Perhaps reflecting the low importance it attached to the acquisition of smaller parks during its formative years, the city neglected to acknowledge Clark's first offer of property on Vancouver's southeastern periphery in 1888. Only after a reminder from the Board of Works, which had recently held responsibility for city parks, did Council accept the offer.<sup>2</sup>

For the next thirteen years, the city did not acquire further parklands. As mentioned previously, the depressed economy of the eighteen-nineties was not conducive to an expansive civic parks policy. The static situation, and the fact that none of the city's parks was



located even near the more populated districts of the city, made some citizens restive.<sup>3</sup> Alderman H. P. McCraney, who was distressed that the growing district of Fairview south of False Creek did not have a park, unsuccessfully attempted to acquire the necessary land from the C.P.R. in 1892.<sup>4</sup> In May, 1894, several residents of the East End asked the City to purchase a "block of land between Dunlevy and Jackson Avenues south of Powell Street for public park purposes."<sup>5</sup> While acknowledging its responsibility to provide public parks, Council was unable to do so because of a lack of funds.<sup>6</sup> Finally, since one available recreation ground, at Cambie and Georgia, was only rented by the city and the other, at Brockton Point, was leased to a private club, the Vancouver Trades and Labour Council repeatedly urged the city to establish a public recreation ground. The Trades and Labour Council and others also pointed out the desirability of buying the Cambie Street Grounds. Such requests suggest that by the end of the eighteen-nineties, there was an urgent need for more parks. The doubling of the city's population, between 1891 and 1901, had exerted a growing pressure on the city's existing facilities and lent weight to demands for more parkland.

When the city's economy improved after the turn of the century, Vancouver acquired property for parks. The C.P.R., having granted the city an option to purchase the Cambie site, Council asked the ratepayers' permission to raise the requisite \$25,000 by debenture. After the voters approved 897 to 419 in January 1902, Vancouver purchased the site,<sup>7</sup> the first in the city's central district. This was also the first time Vancouver had actually paid for parkland. Nine months later, Council gained the public's approval to raise \$125,000 to purchase further park properties.<sup>8</sup> As a result, three sites, the Bridge Street Grounds on

Cambie Street south of False Creek, and the Powell Street and Harris Street Grounds in the East End were acquired. The site in Fairview, like that at Cambie and Georgia, was purchased from the ubiquitous C.P.R. The city was fortunate it acquired these sites just before land prices soared. Because of these purchases, the city's older residential districts were finally served by local parks.

Yet, because Vancouver was growing so quickly, these few purchases were soon inadequate. The newer sections of the city quickly emerged as centres advocating more neighbourhood parks. As people flooded into Vancouver, many were drawn to the relatively new residential districts of Kitsilano, on the south shore of English Bay, and Grandview, east of the head of False Creek. Because the rapid growth of these districts outpaced civic efforts to provide basic services, they were ideal breeding grounds for activist politics. However, the key to the growth of local political activism in these districts lay in the nature of their local population. The people who had purchased lots and built homes and small businesses in Kitsilano and Grandview had come to Vancouver with aspirations for a better life, and sought to make their neighbourhoods pleasant and prosperous. Ratepayers and merchants soon formed themselves into such groups as the Kitsilano Improvement Association, the Kitsilano Ratepayers' Association, the Grandview Ratepayers' Association and the Grandview Chamber of Commerce which quickly became foci for demands for civic improvements. When the city designated Kitsilano and Grandview as separate civic wards on January 1, 1904, their ratepayers and merchants acquired a viable territorial base from which to lobby for civic attention. They soon pressed for new and improved parks.

The city quickly responded. Using \$10,000 authorized by the electors for the purchase of park sites, the city acquired the site of Tatlow Park in western Kitsilano in early 1907. The impetus for providing a further park site in Kitsilano came in mid-February from the Park Board itself, when Commissioner Dr. C. H. Gatewood proposed that the city acquire part of Greer's Beach near Kitsilano Point as a park reserve. The Chairman of the Board subsequently contacted the owners of the property, the C.P.R. In response, the local agent of the railway, Robert Marpole, proposed to lease a narrow strip along the beach for a period of 21 years with the proviso that the company could terminate the lease after five years. To ensure that the railway did not end up subsidizing the park, the city was to pay fifty dollars per month "based on the present assessment of the Kitsilano property if this is increased at any time the rental to be increased in like ratio."<sup>9</sup> By June, Marpole's offer had been accepted. Although it only had a lease, the city had gained a toe hold. Perhaps the city fathers believed that the C.P.R. would eventually provide them with an option to buy, as it had with the Cambie Street Grounds.

Having acquired the property, the city consulted local ratepayers about its future development. A meeting held in December between the Park Board and ratepayers from Kitsilano and Fairview discussed and endorsed Board plans for a bathing pavilion and beach house at Kitsilano Beach, which were completed the following summer.<sup>10</sup> By fall several thousand dollars had been or were to be spent on grading and drainage in addition to planting a lawn and shade trees on the property behind the beach. The city was obviously placing a growing emphasis on Kitsilano Beach, as a facility for both residents of the district and the city at

large.

Although the city had readily accepted the lease, it did not have the support of all local ratepayers. In the spring of 1909, some Kitsilano residents, who were dissatisfied with the lease, raised \$1500 and purchased acreage behind the beach to be used as a public park.<sup>11</sup> Pressed by such activism, the city subsequently acquired the property and returned the \$1500 to the subscribers. It later also acquired adjacent acreage for \$63,000,<sup>12</sup> making Kitsilano Beach a major public park. The determined Kitsilano Improvement Association then pressed the Park Board to develop the site as quickly as possible.<sup>13</sup> As a result of such pressure and because it had acquired the new park property, the Board initiated its long-term improvement programme for the park.

To maintain the support of Kitsilano residents whose votes helped to approve its fund raising activities, the Board was quick to respond to local pressure. It granted the Improvement Association's request that it deny an amusement company a licence to operate at Kitsilano Beach.<sup>14</sup> It was also quick to enforce its by-law prohibiting religious services when a number of area residents complained of the nuisance "caused by a certain sect holding religious services on Kitsilano Beach . . ."<sup>15</sup> In the same fashion, during 1911 it immediately endorsed proposals made by the local Improvement Association that a contemplated change of name of Kitsilano Beach to Ocean Park be dropped; that a by-law for the purchase of further C.P.R. lands south and east of the beach be planned, and; that a set of floodlights be provided on the boardwalk at the beach.<sup>16</sup>

While the minor political ferment in Kitsilano had focussed on the acquisition and subsequent development of Kitsilano Beach Park, this

was not the only park acquired in the district between 1902 and 1911. Tatlow Park in western Kitsilano had been purchased in 1907. In addition, early in 1911, after many years of unsuccessful applications by the city, Victoria granted Blocks A and B in District Lot 540, on the sparsely settled western periphery of Kitsilano for park use. Thus, urged by its own members and by organized local ratepayers, the Park Board by 1911 had acquired and was developing three park sites in Kitsilano, one of Vancouver's newest districts.

In Grandview, the ratepayers also played a role in ensuring the provision of parks in their district. By March, 1908, Grandview and East Mount Pleasant ratepayers petitioned the Board to improve Clark's Park, which the city had hardly developed since acquiring it in 1889. In response, the Board inspected the park and considered possible improvements.<sup>17</sup> Meanwhile, by the early summer of 1908 the ratepayers and merchants in Grandview also began to campaign for the establishment of a park within the central part of their district. Edward Odum, Secretary for the Grandview Progress Association, asked City Council about civic plans for acquiring a block for recreation in the district.<sup>18</sup> Although the Mayor and Aldermen eventually endorsed the proposal, they first needed to raise the necessary funds.

In January, 1909, the Board asked the electorate for permission to borrow almost \$300,000 for parks throughout the city. Because the Board proposed to purchase park lands in every ward except ward 2, and presented a comprehensive plan rather than local options, the measure passed by a very wide margin.<sup>19</sup> Two results were the acquisition of Victoria Park in Grandview and improvements to Clark's Park.<sup>20</sup> Having achieved their short-term goals, the people of Grandview were not about

to rest.

Their next concern was to insure the development of the newly acquired park at the intersection of Bismarck and Grant Streets in the centre of their district. A debate which reflected the much larger British debate of the previous century between the populist advocates of recreational parks and the more genteel supporters of the traditional aesthetic park soon began. Almost immediately the Grandview Ratepayers Association started lobbying the Park Board to have the new site made into a floral park. The athletically inclined people of the district rallied to counter this proposal, asserting that the site was needed for sports, since there was no other local athletic ground. In its petition to the Park Commissioners, the Grandview Athletic Association claimed that the Board had conceded to the wishes of the ratepayers who it contended were but a small segment of the local population. Although the athletic group urged a local plebiscite to determine the future of the park,<sup>21</sup> the Park Board would not concur. In the spring of 1910, perhaps because it was aware of the political power wielded by organized ratepayers, and because they were drawn from the same propertied group and probably shared its values, the Board requested the Ratepayers' Association to canvas their district and arrive at a consensus on the future of Victoria Park.<sup>22</sup> As could be expected, the Association subsequently petitioned for a floral park. As a result, by 1911 the Board had constructed an ornamental park designed to make Grandview a more attractive neighbourhood.

At the same time that the Board was providing parks in Kitsilano and Grandview in response in part to pressure exerted by vocal, organized ratepayers, it did not ignore the rest of the city. Between 1909

and 1913, the Park Commissioners repeatedly approached city ratepayers for permission to raise funds for park purchases and improvements. Each time, the public granted enthusiastic support to the Board's proposals, particularly in 1912 and 1913 when they agreed to let the Board raise over one million dollars for the purchase and improvement of city parks.<sup>23</sup> During those five years the Board acquired land for nine parks in Mount Pleasant, at China Creek on the boundary of Mount Pleasant and Grandview, in the East End, on the southern perimeter of the city and, once again, in Fairview and Kitsilano. This impressive expansion was scheduled to continue when the beginning of economic recession in 1913 brought it to a halt.<sup>24</sup> In spite of this turn of events, the repeated public readiness to support Board plebiscites illustrated the importance ratepayers were attaching to the local park.<sup>25</sup>

After the end of the First World War, during which the purchase of parks (considered an unnecessary expenditure during wartime) had been postponed, the Board reopened its park purchase programme. The year 1923 was a signal year for park acquisitions. Three years previous a Park Board memorandum had pointed to the absence of parks in the city's crowded West End. For several years, residents of the Mount Pleasant district had urged the expansion of Robson Park. In October, 1922, Superintendent Rawlings wrote to the City Clerk William McQueen urging that "The shortage of ball grounds in the City is so great, every opportunity should be taken so that the areas under the Board's control should be made use of . . ."<sup>26</sup> Rawlings proposed to expand available facilities. Since the city was growing rapidly, Council purchased seven further sites for parks in May 1923. The acquisitions were in the West End, a site near Granville and Sixteenth Avenue, additional

property at Robson Park in Mount Pleasant, a site in District Lot 301 on the southern boundary of Vancouver and three parcels in the Hastings Townsite which had joined the city in 1911.

After nine years of negotiations, the Park Board acquired a large tract at Trout Lake at a nominal price from the Salvation Army and Hastings Sawmill Company in 1926.<sup>27</sup> These and subsequent purchases produced a park of approximately thirty-five acres.

Despite these impressive accomplishments the city was burgeoning and consequently ratepayers continued to barrage the Board with demands for park improvements and acquisitions. As usual the political activists of Grandview and Kitsilano pressed for improved park services in their areas. Following the necessary plebiscite, the city purchased three additional sites: Grandview, in that District; Renfrew Ball ground in the Hastings Townsite and Dunbar Park on the periphery of Kitsilano. As a result of public pressure and the interest of the Park Board, most districts had acquired parks by 1928.<sup>28</sup>

In addition to neighbourhood or district parks, the Board also acquired a couple of specialized parks. Ever since the province had transferred its court operations from the old court house, located at Cambie and Hastings, to the new provincial court house on Georgia Street in 1909, the Park Board had coveted the old court house grounds. With the conclusion of the First World War, the province granted the city a long-term lease on the property, which was then developed as the site of a cenotaph commemorating the victims of the recent war. In 1924 the property was named Victory Square. In the years prior to and during the First World War, the head of False Creek between Main Street and Clark Drive had been filled as the site for railway terminals. After

protracted negotiations, the Canadian National Railways granted the city the land in front of its new station for public parkland. Two years later, in 1924, the city named the site Thornton Park in honour of Sir Henry Thornton, President of the C.N.R. The new park operated as an imposing square embellishing the station, but rarely as a park for local residents, perhaps because it was soon surrounded by industry.

## ii

The Park Board made no specific provision for the recreational needs of the city's children in the park system until well after the turn of the century. Possibly because the idea of playgrounds was relatively new, the Board hesitated to adopt it. Furthermore, the School Board had pressed the city in the past for the funds for children's recreational facilities, which it believed were part of its responsibilities.<sup>29</sup> Then, in 1906, because the quickly growing school age population of Vancouver clearly needed playgrounds, the Park Commission acted. In the fall it asked the School Board for the use of the Lord Roberts School grounds as a children's playground.<sup>30</sup> This started a close relationship between the two boards as they endeavoured to meet the playground needs of Vancouver's children. The next spring the Park Commissioners turned to their own property, providing six swings at a children's playground at Second Beach in Stanley Park.<sup>31</sup>

In the spring of 1908, the total lack of play fields for children in the city's East End led the Park Board to press Council to acquire the needed property.<sup>32</sup> As a result, a committee was struck by Council to select a suitable site, but by the end of 1911 property had not been acquired.

The seriousness with which some citizens regarded the general

absence of children's playgrounds was reflected in the growing stream of mail received by the Park Board requesting action. The first demands for the establishment of supervised children's playgrounds arrived in July 1908. In two letters, one to the City Council and the other to the Park Board, George H. Healey, Chairman of the Playgrounds Committee of the Vancouver Juvenile Protection Association, requested that the City investigate the poor playground situation in Vancouver. Referring to the outstanding examples extant in San Francisco and Los Angeles, he recommended that the city establish supervised playgrounds.<sup>33</sup> Healey's letters were representative of correspondence received by the Board during the next three years. In the fall of 1910, a joint committee of the Park and School Boards was struck to find the property for such grounds.<sup>34</sup>

Yet, by the end of 1910 little visible progress could be claimed towards the establishment of a set of playgrounds, let alone a set of supervised playgrounds. In his report on the Parks Board's work for 1910, and its hopes for 1911, Chairman A. E. Lees said

There is a crying need for more small playgrounds where children can enjoy outdoor games. Our very efficient Chief of Police informs me that he is continually besought to stop the boys playing on streets and lanes. 'But', said he 'I cannot compel them to stay in their homes all the time, and what am I to do?'

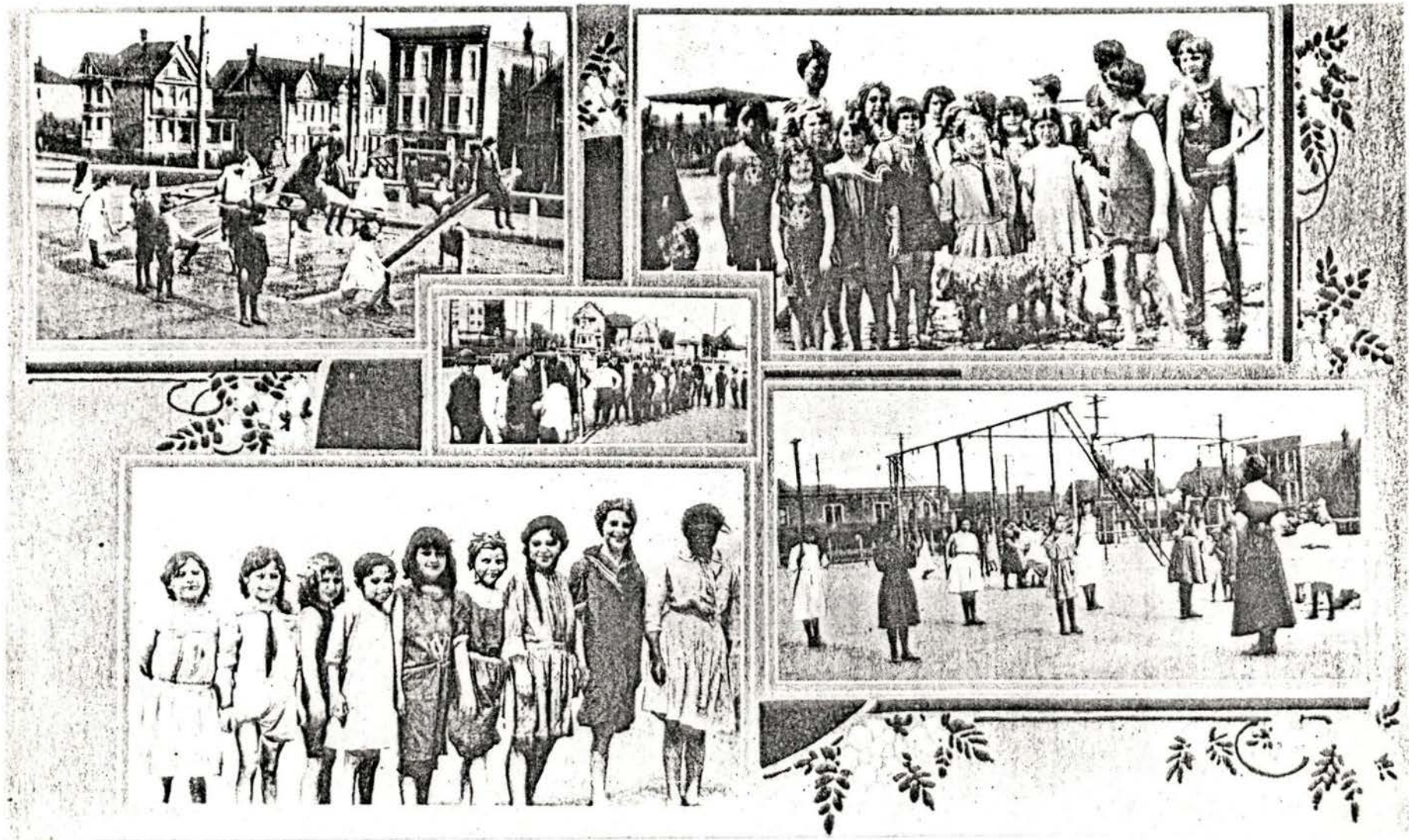
The parks board have appointed a committee to work in conjunction with a like committee from the School Board with the object of obtaining more playgrounds, and I hope that such representations may be made to our City Council as will result in the purchase of additional grounds so urgently required . . .<sup>35</sup>

The pressure for the establishment of supervised children's playgrounds persisted. Finally, when a delegation from the Juvenile Protection Association approached the Board in March requesting the provision of such a facility at the Harris Street Grounds, it met with some success.<sup>36</sup> The Chairman of the Park Board informed the delegation that while no

appropriation for such a facility existed, the Board would discuss the future provision of such grounds. Within weeks, spurred by the obvious need for a supervised children's playground and by the suitability of the Harris Street Grounds--potentially it could serve one of the most densely populated areas of Vancouver--the Board decided on the Harris Street property as the scene of Vancouver's first experiment in supervised children's playgrounds. Accordingly, Superintendent Balmer was instructed to prepare plans for the conversion of the site. Because Council had not provided the Board with funds for the construction of such facilities during 1911, the Board deferred the scheme. It was finally opened at the Harris Street Grounds, renamed MacLean Park, in July 1912.

The appearance of Vancouver's first supervised children's playground was of some local significance. It was a direct result of the escalating tensions engendered by the city's sudden growth. The Juvenile Protection Association, which had led the struggle for the establishment of such playgrounds, clearly considered them a most vital humane part of the battle against the increasing juvenile delinquency the city was experiencing. To the members and supporters of the Association, the city's parks needed to become more than areas for outdoor recreation. If they achieved their goal, parks would no longer function solely for the sake of recreation; with the advent of the supervised children's playground, part of the park system would function as a tool for socializing youth through supervised recreation.

In another sense the introduction of the supervised children's playground to Vancouver was important because it represented another instance of the growing American influence on Vancouver, specifically on



MacLean Playground

its park system. The idea of such supervised facilities had emerged from the Chicago World's Exposition of 1893 and had subsequently spread across the continent. It was then picked up by the Juvenile Protection Association of Vancouver from American sources and conveyed to the Park Board.

The new facility was heavily used from the day it opened.<sup>37</sup> So pleased was the Board that in 1913 it called for the establishment of similar facilities to "provide instruction and recreation" for the children of all other neighbourhoods.<sup>38</sup> Unfortunately, the subsequent cut in the Board's appropriations prevented it from embarking on a second supervised playground planned for Robson Park in Mount Pleasant.

By 1920 the need for further supervised children's playgrounds was abundantly clear to the Park Board. Civic stringency, caused by depression and war, had caused the deterioration of the city's only supervised playground. Population growth, particularly since 1916, had imposed an increasing demand upon that playground and available school yards. In February, the Board determined that "the need exist[ed] for at least two small tracts of land for children's playgrounds in the West End of the city, rendered particularly necessary by reason of the large number of apartment houses in such locality. . . ." Action had to be deferred until the necessary funds came available.<sup>39</sup> Across Vancouver there was a growing clamour for supervised children's playgrounds.

A men's service club finally provided the impetus for a city-wide network of such facilities. In late 1922 the Vancouver Gyro Club, borrowing an idea from its American counterparts, informed the Board that in order to carry "into practical effect the Supervised Children's Playground movement," it proposed to construct at least two fully equipped

playgrounds and provide a supervisor for the first unit. The Club asked the Board to provide a site in Kitsilano Beach for "Gyro Playground #1."<sup>40</sup> The Board having gratefully concurred, construction of the Kitsilano playground was started and completed by the following year. By the spring of 1924 the Gyro Club had provided the city with another three facilities. The Gyro Club, as part of a large American-based organization, was acting as a further instrument of American cultural penetration.

Pushed by ratepayers from across the city, the civic government also started providing playgrounds. In the late spring of 1922, Council agreed to provide the Park Board with funds to construct playgrounds at four parks in the East End.<sup>41</sup> Later that year, the Board examined the supervised playground facilities in Portland, Oregon; the widow of H. T. Ceperley, a prominent real estate broker, had left the city the funds to construct a playground similar to those she had seen in Portland. The Ceperley playground, adjacent to Second Beach, was subsequently constructed. By 1924 the City of Vancouver had six supervised children's playgrounds in operation. The Park Board reported that attendance had reached over 250,000 for that year.<sup>42</sup> By 1928, attendance had topped 400,000. The supervised children's playground, unknown before 1912 in Vancouver, had emerged as a key element in the city park system.

### iii

Vancouver, being a seaside city, gradually incorporated beaches into its park system. Even before the city had acquired its first park in 1887, local residents were using the site of the future Second Beach

in the Government Reserve as a public beach. People also bathed at Greer's Beach in the future Kitsilano district, although neither was city-owned. As Vancouver grew, such primitive limited facilities quickly became inadequate. As early as August, 1891, the Vancouver Trades and Labour Council had complained to the City Council about the lack of cleared beaches. Civic action was slow in coming, perhaps because the City Fathers were complacent about the need for city-owned beaches--there being so many natural beaches in the area.

Spurred by the Vancouver Trades and Labour Council<sup>43</sup> and probably the prosperous residents of the West End, who must have preferred a public beach to industry on the English Bay shoreline near their homes, the city approached the Federal Government in 1895 for the title to the foreshore. When the Deputy Minister of Marine advised the city that it would need authorization from shoreline property-owners, the city temporarily abandoned the scheme. It may have believed it could not afford to purchase the necessary permission from the property-owners in question, given the depressed economy. With the return of a buoyant economy and increased civic revenues, the city initiated a long term project of purchasing lots along Beach Avenue as they became available, as land for a shoreline beach-park and to gain title to the adjacent foreshore.

In 1904 the Park Board ascertained that the English Bay Beach (in fact, only part of today's beach) was in city hands. It then invited representatives from the City Council, Board of Trade, Trades and Labour Council and Tourist Association to discuss and propose improvements to the Beach. By referring to these groups, the Board was recognizing their influential role in city affairs. By referring

to the Tourist Association the Board also revealed that it believed the English Bay Beach could be considered not only an amenity for residents, but as another tourist attraction. A subsequent plebiscite, which asked the taxpayers for permission to raise funds needed to improve the beach and adjacent park, failed when it did not gain a sufficient percentage of the vote. Most opposition to the scheme came from those wards farthest from the Beach, who possibly would gain the least.<sup>44</sup>

The situation changed in early June 1907, when the electorate endorsed a civic request for permission to raise \$25,000 for the improvement to the beach. Although voters in the southern and south-eastern sectors of Vancouver still opposed the measure, voters in Ward 2, between Howe and Abbott Streets, and Ward 3, along the Powell Street axis, joined those in the West End to pass the issue. Several factors explained the shift in voting patterns. Greater prosperity probably encouraged the electorate to allow the city to assume the additional tax burden. Improved street car access made English Bay more accessible. Thirdly, the Park Board had now presented a specific plan including an attractive pier and bathing pavilion. Thus, despite the misgivings of residents distant from the beach, Vancouver was finally able to develop a public bathing beach on English Bay.

A subsequent plan to construct an indoor swimming pool at the English Bay Beach died with the advent of depression and then the World War. It was eventually resurrected during the 1920s. Yet, when other park projects took precedence it was left to private enterprise. In 1929, the Connaught Club opened an indoor pool on the shores of English Bay. When the club failed to attract a sufficient number of private members, it opened the pool to the public. Eventually, in 1939, the

city acquired the facility which was then named Crystal Pool.

English Bay Beach was not the only public bathing beach. Second Beach, in Stanley Park, had been developed along with the rest of the park. Greer's Beach had also been acquired. As noted earlier in this chapter, the city had started to acquire parklands in the vicinity of Greer's Beach as early as 1907. While it only leased some of the park at first, it gradually purchased the property. Soon the Kitsilano Beach park was operating not only as a neighbourhood park, but as a beach for people from throughout the city. With its pleasant mixture of beach, bathhouse, stretches of lawn for picnics and shady trees, Kitsilano Beach was drawing more people every year. Later in the summer of 1914, a Park Board survey revealed it would soon surpass English Bay as the most popular beach in town.<sup>45</sup> Elaborate plans for a pier and formal gardens were made, but the slump in the economy and wartime stringency meant their demise. After the war, the Park Board endeavoured to expand its properties at Kitsilano, so that by 1923 it could report:

this area is now second in importance to Stanley Park both as to size and popularity, judging by the large crowds making use of it. [It has] fifteen tennis courts, ballground, band stand, and its big stretch of lawn and floral area, to say nothing of the vast bathing beach.<sup>46</sup>

Reflecting the importance they attached to the beach, ratepayers agreed the following year to construct a \$35,000 beachhouse. In 1928, the city acquired the Kitsilano Point Hotel Reserve from the C.P.R. and a property owner donated several shoreline lots immediately east of the point. In spite of a growing city-wide interest in acquiring the Kitsilano Indian Reserve at the entrance to False Creek for parkland, civic applications to both the federal and provincial governments failed for the time being, since neither senior government was certain of its

jurisdiction over the reserve. Further expansions of the park being blocked for the foreseeable future, the Board turned its attentions during the next decade to the improvement of the beach itself, constructing what it claimed was the world's largest salt-water pool.

## iv

In an effort to provide for the future and create a more comprehensive park system, the city also acquired several parks outside its municipal boundaries. Of most immediate value was a 100 acre tract of land located at Little Mountain, about twelve blocks beyond Vancouver's southern limit. To the City of Vancouver and the adjacent municipalities of South Vancouver and Point Grey, who surrounded the site, Little Mountain could become a major urban park. The Canadian Pacific Railway, which owned the site, considered it to be potentially profitable real estate. Clearly, if the city and two municipalities wanted the land, they would have to buy it. When Reeve Francis Bowser of Point Grey approached the city early in July 1910 with a suggestion that the three communities discuss purchasing the site,<sup>47</sup> Vancouver agreed and approached Robert Marpole, the C.P.R.'s chief officer in the city. The C.P.R. was willing to cooperate if the city were to allow the company to push a road past the city reservoir at Little Mountain, making nearby C.P.R. lands more accessible and valuable.<sup>48</sup> In October, Marpole quoted a definite price of \$1250.00 per acre for the property.<sup>49</sup> The three governments then failed to agree on the terms of purchase. Finally, in 1928, the company gave the city a long term lease on 90 acres. This was not soon enough, since the city was already encompassing the Little Mountain district.

Vancouver acquired several totally rural sites outside its boundaries as picnicing and camping grounds. While completing negotiations for the lease to Stanley Park in September 1908, the city obtained a perpetual lease from Ottawa of the Admiralty Reserve on the North Arm of Burrard Inlet, across from Barnet.<sup>50</sup> Although the site was only slowly developed as a picnic-camp ground, its acquisition was noteworthy. By acquiring a park site so far afield, the Board was demonstrating some foresight about the park needs of the future metropolis. Of more immediate concern for the Board was the opportunity to develop a civic picnic-camp ground not too isolated from the city. In 1914, the Board finally began constructing a picnic facility.<sup>51</sup> The great seasonal exodus of city people into the wilderness for brief vacations, which had previously swept the United States, was finally making an impression on the people who formulated the park policy in Vancouver.<sup>52</sup>

During the nineteen-twenties, the city turned its attention to the Capilano Canyon, a spectacular, forested area famous for its fishery, located north of the First Narrows. The Capilano Parks Association, a committee of the Vancouver Board of Trade, led the campaign in the early 'twenties, to acquire property along the canyon from the B.C. Electric Railway Company. The firm had acquired the property in 1907, intending it to become a park. Its aim was to induce many city residents and tourists to use a streetcar line it proposed to run to the canyon. In 1924, pressed by the Capilano Park Association, aware of the positive publicity to be accrued from such a move, and probably convinced it could win the tram traffic without financing park maintenance, the B.C. Electric transferred the property to the Vancouver

Board of Trade. The Board of Trade, conscious that the canyon could rival Stanley Park as a local tourist attraction, assured the firm the canyon would remain parkland. It then held the property until the 1940s when it, along with adjacent lands owned by the Greater Vancouver Water District, was given to the City of Vancouver. Capilano Canyon emerged as one of Vancouver's best-known and heavily used tourist attractions.

Finally, the city also assumed an interest in the preservation of a forested site in Surrey. In June 1923, the Park Board received a letter from R. J. Cromie of the Sun Publishing Company asking it to endorse the preservation of "the green timber" located on the Pacific Highway in Surrey. The Board concurred, stating

. . . this green timber provides one of the Province's most valuable assets from a scenic and advertising point of view, and strongly urges the [Provincial] Government to take such steps as will preserve this valuable heritage for the people of British Columbia.<sup>53</sup>

The Board's concern was mirrored by Professor Frank Buck of the Agriculture Department at the University of British Columbia, who organized a persistent campaign to save the timbers.<sup>54</sup> Despite the efforts of Buck and the Park Board and publicity from the Sun, Premier John Oliver refused to act, claiming the Provincial Government did not possess the power to halt the logging of the timber or acquire private property for such ends.<sup>55</sup> When the Federal Government also refused to purchase the site, loggers soon destroyed most of the Green Timbers.

The campaigns to preserve the Capilano Canyon and Green Timbers were of course motivated by a concern that the city of the future would possess sufficient green space. Frank Buck represented a school which wished to preserve the forest in its original state simply as a measure of conservation. Other men had more practical considerations, believing



Capilano Canyon



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MOORE

Green Timbers, ca. 1922

that such natural reserves could only help increase the valuable tourist business of the city. Whether espousing the philosophy of noted American conservationist John Muir or the materialist attitudes of the tourist trade, Vancouverites were once again parroting Americans.

Although not as well known as either Stanley or Hastings parks, the many smaller parks of Vancouver performed vital, pragmatic functions. To the ratepayers of districts such as Kitsilano they provided welcome local recreational facilities. They also upgraded neighbourhoods, increasing the value of adjacent real estate. Some parks such as Kitsilano provided the city with beachfront and acted as tourist attractions. Finally, some more secluded sites like the Capilano Canyon acted as major tourist attractions. In many cases the smaller parks played more than a simple recreational function.

Unfortunately, the network of neighbourhood parks was not planned. Parks were provided in response to pressures applied by the more vocal ratepayers. In Grandview, for example, the Park Board provided a floral park largely in response to the demands of the well-organized, vocal Grandview Ratepayers and Progress Associations. The Board also acquired lands not according to a well-ordered scheme, but as properties became available. Furthermore, the Board made no effort to assess scientifically the optimum size needed for a neighbourhood park. As a result, by 1928 the city had a rather loosely constructed network of local parks.

## Chapter VI Footnotes

<sup>1</sup>Ephraim J. Clark owned substantial property near the proposed park in the south east sector of Vancouver, in the late 1880s (City of Vancouver, Assessment Rolls, 1888, 1889). He was perhaps motivated to give land for a local park to improve the value of his adjacent lands. As an experienced realtor, (Letter to the writer, R. Scott James, City Archivist, City of Toronto, March 19, 1976) Clark would have been conscious of the practical benefits--i.e., higher adjacent property values--to be derived from the provision of neighbourhood parks.

<sup>2</sup>R.G. 2 B1, volume 2, October 22, 1888, p. 545; November 5, 1888, p. 556. It is of interest that the new Park Committee did not press Council to accept Clark's offer. Since three of the committee members were aldermen, they were probably aware of the proposed gift. Perhaps the Committee was too busy with Stanley Park to be concerned with an isolated, small potential park. On the other hand, the Board of Works, by reminding Council of Clark's offer, was simply following up old business.

<sup>3</sup>Public dissatisfaction with the existing park system must have been reinforced by the fact that the only city-centre parkland was a small, rough playground at Cambie and Georgia, which had been rented from the C.P.R. since the 1880s. As rented property, there was no guarantee that it would continue to be a park.

<sup>4</sup>R.G. 2 B1, volume 4, April 4, 1892, p. 731.

<sup>5</sup>R.G. 2 B1, volume 6, May 28, 1894, p. 95.

<sup>6</sup>Ibid.

<sup>7</sup>R.G. 2 D2, volume 1, January 9, 1902, p. 162. Because the vote was not noted by ward, it is not possible to record the support given the measure in each district. There is in any case, no record of opposition in the Park Board and City Council minutes. The measure was probably popular because the Cambie Street Grounds were the only sport grounds in the city, except for the isolated Brockton Point Grounds.

<sup>8</sup>Ibid., September 20, 1902, p. 165. The measure passed by a margin of better than two to one. There was no record of public debate over such a major expenditure on parks. Those who voted "no" probably feared an increase in taxes. Those who voted "yes" clearly believed the city needed further parkland and could easily afford to buy it.

<sup>9</sup>R.G. 7, Minutes, volume 2, May 22, 1907, pp. 333-34.

<sup>10</sup>Ibid., December 30, 1907, p. 363.

<sup>11</sup>Add. MSS 54, Unaccessioned subject files, George M. Endacott.

<sup>12</sup>R.G. 2 B1, volume 16, May 25, 1909, p. 235; Park Board, First Annual Report, p. 13.

<sup>13</sup>R.G. 7, Minutes, volume 3, May 25, 1910, p. 110; *ibid.*, August 10, 1910, p. 132; *ibid.*, September 14, 1910, p. 143.

<sup>14</sup>*Ibid.*, April 12, 1911, pp. 199-200.

<sup>15</sup>*Ibid.*, May 25, 1911, p. 227.

<sup>16</sup>*Ibid.*, October 25, 1911, pp. 287-288. R.G. 7, Correspondence, 1911-12 General file, Secretary, Park Board to G. M. Endacott, Kitsilano Improvement Association, n.d.

<sup>17</sup>R.G. 7, Minutes, volume 2, March 11, 1903, p. 376; R.G.7, Correspondence, 1908-11 file, 1908 Petition. Since virtually no Park Board correspondence files prior to 1908 have survived and the Park Board minutes prior to that date do not record correspondence between Grandview and the city on parks, it may be assumed that the Grandview ratepayers started their park campaign about 1908.

<sup>18</sup>R.G. 2 B1, volume 15, June 3, 1908, p. 367.

<sup>19</sup>R.G. 2 D2, volume 1, January 14, 1909, p. 231.

<sup>20</sup>*Ibid.*

<sup>21</sup>R.G. 7, Correspondence, 1908-10 file, Petition from Grandview Athletic Association to Park Board, n.d.

<sup>22</sup>R.G. 7, Minutes, volume 3, April 1, 1910, p. 94.

<sup>23</sup>R.G. 2 B1, volume 18, March 19, 1912, p. 580; R.G. 2 D2, volume 1, January 11, 1912, p. 285; *ibid.*, January 9, 1913, pp. 300-301.

<sup>24</sup>Refer to Appendix 4 for a list of park acquisition and relevant dates.

<sup>25</sup>See Map 1.

<sup>26</sup>R.G. 7, Correspondence, Small Parks 1921-11 file, Superintendent, Park Board, to Wm. McQueen, City Clerk, October 28, 1922.

<sup>27</sup>Eric Hamber, President of B.C. Mills, Timber and Trading Company, which owned Hastings Sawmill, agreed to sell their property at Trout Lake for \$2000 if the money, matched by a similar amount from the Park Board, were expended on bridle trails in Stanley Park, and the new park were named after John Hendry, a principal of B.C. Mills, Timber and Trading Co.

<sup>28</sup>See Map 2.

<sup>29</sup>R.G. 2 B1, volume 2, October 17, 1887, p. 85; October 24, 1887, p. 94.

<sup>30</sup>R.G. 7, Minutes, volume 2, September 13, 1906, p. 307.

<sup>31</sup>Ibid., April 10, 1907, p. 328.

<sup>32</sup>R.G. 2 A1, volume 23, Park Sites 1908-12 file, A. L. Blanchet, Secretary, Park Board to Alexander Bethune, Mayor, May 14, 1908.

<sup>33</sup>R.G. 7, Correspondence, 1908-10 file, George H. Healey to Chairman, Park Board, July 31, 1908; R.G. 2 1A, volume 23, Park Sites 1908-12 file, George H. Healey to Mayor and Council, July 31, 1908.

<sup>34</sup>R.G. 7, Correspondence, 1910 Miscellaneous file, C. W. Murray, Secretary, Vancouver School Board to Park Board, October 26, 1910; R.G. 7, Minutes, volume 3, November 9, 1910, p. 156.

<sup>35</sup>R.G. 7, Correspondence, 1908-10 file, Chairman's Report, 1910.

<sup>36</sup>R.G. 7, Minutes, volume 3, March 22, 1911, p. 192.

<sup>37</sup>R.G. 7, Correspondence, Park Sites 1911 file, Superintendent, Park Board to W. K. McKibben, Managing Editor, "Welfare", Seattle, Washington, October 9, 1913. In 1913, use of the playground actually dropped from 2800 children per week in 1912 to 2200 per week. Since the Park Board provided no explanation and the district did not change radically during that year, the drop in attendance probably occurred because the novelty had worn off.

<sup>38</sup>Park Board, Third Annual Report, 1913, p. 22.

<sup>39</sup>R.G. 7, Minutes, volume 6, February 11, 1920, p. 113.

<sup>40</sup>R.G. 7, Minutes, volume 7, February 28, 1922, p. 10.

<sup>41</sup>R.G. 7, Correspondence, General 1922 file, Wm. McQueen, City Clerk to Secretary, Park Board, May 10, 1922.

<sup>42</sup>Park Board, Annual Report for 1924, p. 30. Office of the Superintendent of Parks and Recreation.

<sup>43</sup>R.G. 2 B1, volume 4, November 23, 1891, p. 577.

<sup>44</sup>R.G. 2 D2, volume 1, June 3, 1905, p. 190.

<sup>45</sup>R.G. 7, Minutes, volume 4, August 26, 1914, p. 4 of insert facing p. 194.

<sup>46</sup>Park Board, 1923 Annual Report, p. 23, Office of the Superintendent of Parks and Recreation.

<sup>47</sup>R.G. 2 B1, volume 17, July 4, 1910, p. 158.

<sup>48</sup>Ibid., September 12, 1910, p. 325.

<sup>49</sup>Ibid., October 24, 1910, p. 387.

<sup>50</sup>R.G. 2 B1, volume 15, September 28, 1908, p. 543.

<sup>51</sup>R.G. 7, Minutes, volume 4, October 14, 1914, p. 210.

<sup>52</sup>Peter J. Schmitt, Back to Nature: The Arcadian Myth in Urban America (New York: Oxford University Press, 1969).

<sup>53</sup>R.G. 7, Minutes, volume 7, June 12, 1923, p. 98.

<sup>54</sup>Add. MSS 54, Unaccessioned subject files, Frank Buck.

<sup>55</sup>R.G. 7, Minutes, volume 7, July 10, 1923, p. 103.

## CHAPTER VII

### THE CITY BEAUTIFUL

i

While the City of Vancouver was incorporated in 1886, it was not until after the turn of the century that it clearly emerged as a major metropolis. The years 1902 to 1912 were an era of unprecedented growth and achievement as Vancouver shared in the wave of rapid growth sweeping through the cities of North America. Between the census years 1901 and 1911, its population jumped from about 27,000 to over 100,000,<sup>1</sup> its business district boomed--some of the highest buildings in the British Empire were rising to dominate its skyline--new neighbourhoods were being quickly carved from the forest south and east of the city, and its transit system expanded to meet the increasing demand. In a laudatory survey of the history and prospects of the province, Henry J. Boam articulated the prevalent optimism about Vancouver's future when he wrote:

There is not reason to suppose . . . that the advance which has so rapidly and consistently been made in every department of business and commercial life is not destined to continue. As the resources of British Columbia are developed, so Vancouver must progress, and it is not improbable that the next thirty years may witness a growth in the wealth and power of the city in every way comparable to anything that has been achieved since 1886. Vancouver is still 'a city of the future'.<sup>2</sup>

During those years, the Park Board had constructed a relatively balanced park system, incorporating central, neighbourhood and a few decorative

parks, more remote forested parks intended as picnicing, camping and hiking facilities, and a number of public beaches, and was planning further expansion.

In response to the phenomenal, unplanned growth which had been occurring in the city, a growing body of Vancouverites started pressing, about 1910, for the creation not only of a larger, but a more beautiful city in which public green space would play a larger role. The idea of the City Beautiful--an urban community which had charm as well as function--had originated at the Chicago World's Fair of 1893. The Vancouver Council of Women, interested in advocating any measure which would improve the community, initiated public discussion of the idea locally, when it asked the Park Board to meet and discuss "Beautiful Vancouver."<sup>3</sup> The Board concurred and sent a representative to the inaugural meeting of the Vancouver Beautiful Organization in early 1912.<sup>4</sup>

Because some businessmen saw the value of a more beautiful city, they quickly assumed control of the local movement. This turn of events was not surprising. In the past, many businessmen had, through the Board of Trade, been staunch protectors of Stanley Park and Deadman's Island, since they appreciated their value in attracting tourist dollars to the city. In 1902 city businessmen had been instrumental in organizing the Vancouver Tourist Association, which advertised the beauty of Vancouver's parks, beaches and mountains across the continent.<sup>5</sup>

It was a natural step therefore for local businessmen to assume leadership of the campaign for the City Beautiful. H. A. Stone, Managing Director of Gault Brothers' Wholesale Drygoods and a past-president of the Board of Trade,<sup>6</sup> convinced the Board to provide the

City Beautiful people with offices and the secretarial services of its accountant, W. E. Payne.<sup>7</sup> The first executive of the new City Beautiful Association consisted of J. J. Banfield, prominent real estate and insurance broker, a key member of the Board of Trade and past president of the Tourist Association, who was President; local clothier A. E. Lees, a member of the Board of Trade and Park Commissioner, who was Vice-President; and W. E. Payne who was, of course, Secretary. As a further gesture of the support city businessmen were giving, the Board of Trade contributed twenty-five dollars to the movement.

Perhaps because of the leadership of such influential men as J. J. Banfield, the new Association achieved some influence. While its predecessor had fought with little effect against a proposal to construct a massive stadium in Stanley Park near Coal Harbour,<sup>8</sup> the new group contributed to the demise of the scheme. The City Beautiful Association's campaign to beautify the city property on the waterfront at English Bay also succeeded. In response to an October 1913 request by the Association, the Board removed buildings from its waterfront property and upgraded city-owned street-ends at English Bay.<sup>9</sup> In another case, the City Beautiful advocates supported the Park Board's campaign to establish a civic boulevard system.<sup>10</sup> In its germinal years then, the City Beautiful movement was able to claim at least a modicum of success. Yet even though the City Beautiful Association had established a solid base in the most powerful constituency in civic affairs, the business community, the movement had a short life. The interest in creating a City Beautiful assumed less importance when the economic boom, which had been building since the turn of the century, collapsed in 1912, and war arrived in 1914; as a result, the

Association disappeared.

Interest in creating a beautiful city re-emerged near the war's end, as the Park Board circulated a letter in 1917 to city organizations stating:

There appears to be a general feeling that Vancouver should adopt a floral emblem to be regarded as typical of the City, just as Portland has the Rose, Tacoma the Aster, Aurora the Sunflower, France the Lily, Ireland the Shamrock, Japan the Chrysanthemum and so on.<sup>11</sup>

Perhaps because of the war and post-war recession, discussion of the Board's proposal dragged on. In 1920, Commissioner W. C. Shelly outlined Portland's history as the "Rose City" to his colleagues and suggested that Vancouver might become the "Rose City of Canada."<sup>12</sup> Although the Park Board later sent Shelly and Park Superintendent Rawlings to confer with Rose officials in Portland, the scheme never came to fruition.

Discussion of the City Beautiful reappeared in the early 1920s, when the Vancouver Kiwanis Club provided a forum for discussion of the subject. In February 1921, Thomas Adams, Housing and Town Planning advisor to the federal Commission on Conservation and Department of Health, spoke to the Club on the City Beautiful.<sup>13</sup> Later Professor John Davidson, Provincial Botanist, also spoke on "Vancouver as the City Beautiful."<sup>14</sup> In 1923 Park Superintendent W. S. Rawlings talked to the Club also on the City Beautiful. In apparent reference to the Kiwanians' forum and Stanley Park Rose Garden project, Rawlings commended the Club for "having sponsored the [City Beautiful] movement in which so much good work has already been accomplished . . ." The Superintendent stressed how this movement helped the Vancouver Publicity Bureau's efforts to advertise the value of the city as a tourist centre.<sup>15</sup>

In addition to providing a forum for the advocates of the City Beautiful, the Kiwanis Club lobbied the city government to provide a more beautiful environment. No doubt, like their pre-war counterparts, the Kiwanian City Beautiful advocates were probably motivated in part by pragmatic business considerations, since a more beautiful city was certain to improve the value of their property and bring more tourist dollars to Vancouver. At the same time, they were at least partly motivated by a charitable belief that a more beautiful city would be a healthier environment for all.

Whatever its motivations, the City Beautiful movement had a limited success. Perhaps because it had an interrupted life, its leadership was not constant and it did not have a set of defined long-term goals, the movement dissipated its energies on short-term projects. Its campaigns, however, probably awakened many people to the fact that some improvement in the city landscape might be possible.

The town planning movement, which appeared in the city about 1912, took the next step by defining those goals and pushing for their implementation. J. Alexander Walker, a pioneer in the Vancouver town planning movement, remembered:

At the peak of the real estate boom in Vancouver in 1912, a handful of thoughtful citizens realizing the fallacy of the prevailing method of urban and suburban development began to draw the attention of the public to the serious state of affairs. One man in particular, a journalist on the staff of the News-Advertiser, wrote a series of articles condemning the then universal grid-iron or rectangular system of subdivision and advocated the adoption of Town Planning legislation. This gentleman, Mr. Alfred Buckley . . . practically lost his position with his paper owing to the ire he aroused among the real estate men who were very extensive advertisers.<sup>16</sup>

Having swept Great Britain and the United States, and been adopted by the Canadian Commission on Conservation, the town planning movement was

not about to bypass Vancouver because of the opposition of local real estate men. As a result of publicity attending the work of the Commission on Conservation and the Third Annual Convention of the National Conference on Town Planning held in Toronto in 1914, interest in town planning expanded in Vancouver.

Following the war, during which the town planning concept had been shelved, a group of Vancouver residents established the local branch of the Town Planning Institute of Canada. This group, composed of civil engineers, lawyers, realtors and men from various other professions, contended that a planned city would be efficient as well as beautiful. They believed that such an approach would ensure that residential, commercial and industrial segments of the urban landscape would not encroach upon one another. They also believed that urban green space should have a limited, but assured place in the urban morphology. As a result of pressure exerted by the Vancouver town planners and other interested parties, the Legislature passed the first British Columbia Town Planning Act in 1925.

In the following months, the City of Vancouver established a Town Planning Commission and passed an interim zoning bylaw. The respected American planning firm, Harland Bartholomew and Associates of St. Louis, Missouri, was hired to produce a comprehensive plan of the city.<sup>17</sup> Bartholomew's report, issued in 1928, condemned, among other things, the city's previous approach to urban green space. He contended that the entire park system was unplanned. As noted in a previous chapter, he believed that Vancouver had been using its main park, Stanley Park, as a dumping ground for every civic statue and artifact. He also claimed that the Park Board had concentrated on Stanley Park at the expense of

the rest of the park system. Bartholomew contended that most of the other parks, those designed to serve neighbourhoods, were simply too small to be of any value to the surrounding community. Drawing on models from mid-western American cities, he proposed Vancouver construct a hierarchical network of parks, their distribution and size to be based on his arbitrary calculations. He proposed that several parkways would link the city's parks, and the acquisition of lands outside Vancouver, such as Burnaby Mountain, as future park sites. His park and boulevard proposals were impressive, yet remained largely unimplemented for many years as the city slipped into depression and war.

In spite of this turn of events, the emergence of town planning in the city, which culminated in the publication of the Bartholomew Report, was a major step toward a greener city. Furthermore, for the first time, someone had articulated a comprehensive plan for Vancouver's park system.

ii

While the public had lobbied for the establishment of the City Beautiful and the implementation of town planning in Vancouver, the Park Board actually endeavoured to incorporate such ideas within its own operations. It was, after all, in a better position than most to create part of a planned, beautiful city environment.

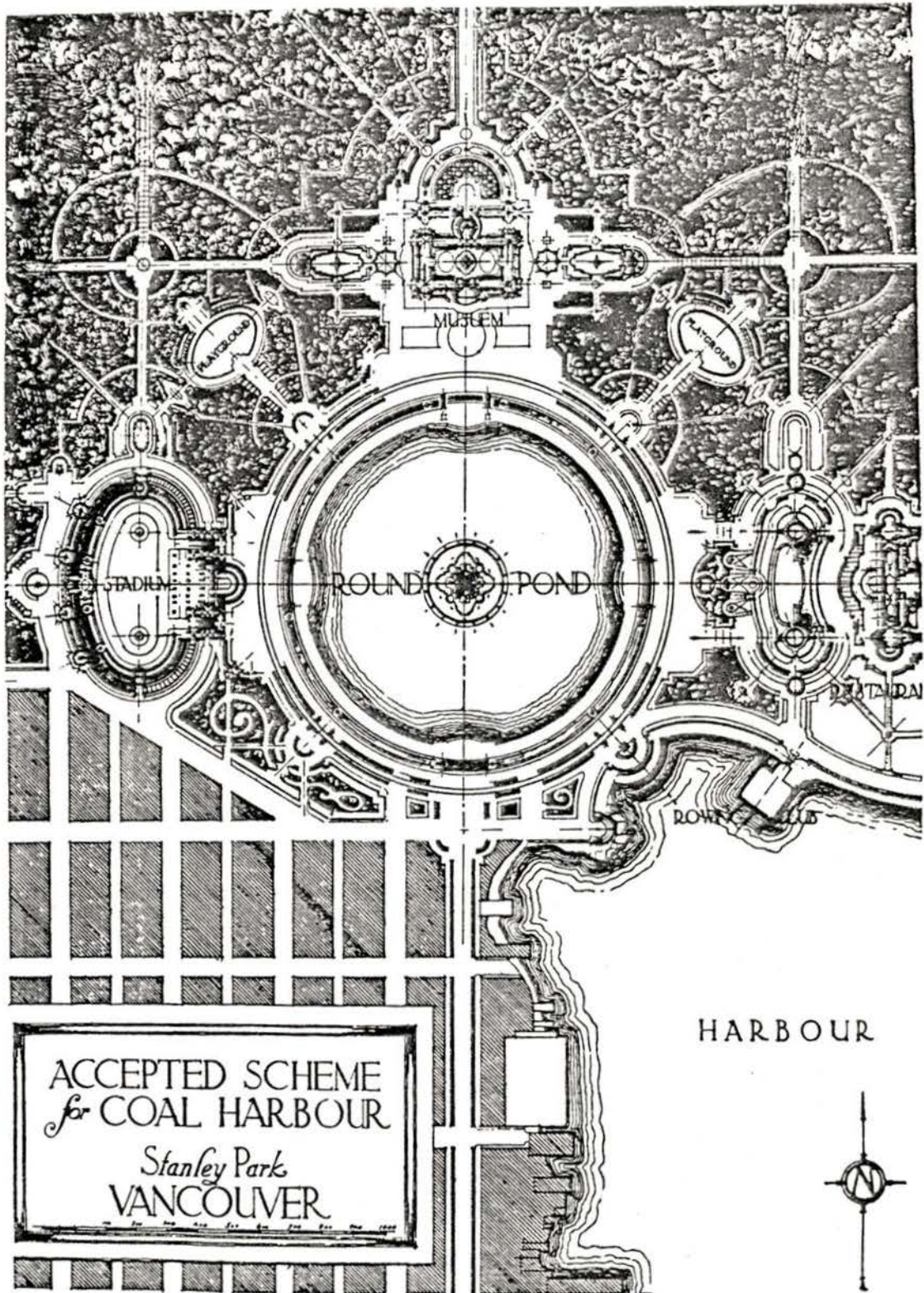
Its most dramatic project entailed a proposal to replace the unsophisticated, piecemeal development of its most important park, Stanley Park, by the systematic design and landscaping of the head of Coal Harbour (at low tide ugly, foul-smelling mud flats at the park's entrance) and the eastern busier half of the park. The aim was to

create a landscape befitting Stanley Park's role as the city's major park and primary tourist attraction.

Improvements to Coal Harbour had been proposed as early as 1905 when a ratepayer suggested the Park Board fill "in the basin west of Stanley Park Bridge and [make] the same into athletic grounds . . . and driveways."<sup>18</sup> Although it agreed, the Board did not possess the funds to proceed. Five years later, however, when Commissioner W. R. Owen made a similar suggestion, the Board was more receptive, although it recommended as an alternative a causeway with sluice gates which would both eliminate the offensive tidal mud flats and create a pleasant salt water lake at the park's entrance.<sup>19</sup> For over a year however, the causeway remained only a plan. The Board approached Ottawa, requesting the grant of the Coal Harbour basin, a prerequisite to any scheme which proposed to alter the harbour.<sup>20</sup> In early 1912 it gained the consent of the ratepayers to raise the funds for the scheme.

Within a month of the plebiscite, the Park Commissioners hired the pre-eminent English landscape architect Thomas H. Mawson to design the improvements both to Coal Harbour and the eastern sector of the park. The North American representatives of Mawson, who had been brought to Canada by the Commission on Conservation to advise on the development of the park system in the national capital, had taken the initiative the previous fall of informing the Vancouver Park Board that their principal was prepared to design improvements to Stanley Park.<sup>21</sup> The Board, mindful of Mawson's expertise, had been receptive and acquired his services as soon as possible.

Mawson's preliminary report stressed his dissatisfaction with the fact that his study was restricted to Coal Harbour and the eastern



Map 4 Mawson Scheme for Coal Harbour

portion of the park. He advised that the Park Board would have "secured greater advantage" from his presence by commissioning him to study the entire civic park system.<sup>22</sup> The Board would not widen the scope of his commission. To have allowed him to impose his formal landscaping style on the western portion of the park, an area most valued for its untrammelled wilderness, would have been to accept the desecration of Stanley Park. As for commissioning him to study the entire park system, the Board did not possess the necessary funds. Furthermore, the City Beautiful movement and town planners who agreed with his general philosophy, and could have lobbied for him, were only beginning their work.

As Mawson's work proceeded, city residents debated the future of upper Coal Harbour. While it was generally agreed that a causeway rather than a bridge should traverse Coal Harbour, the public was divided over whether the upper basin should be retained as a salt water lake or filled and converted into recreational land. Organized labour was so disturbed that the city might choose to create a decorative artificial lake rather than sadly needed playgrounds, that it organized a massive campaign. Every individual union from the carpenters' to the cigar makers', as well as the Vancouver Trades and Labour Council itself, expressed themselves against the salt water lake and favoured a vast playground.<sup>23</sup> Implicit in these protests was a dissatisfaction with the inadequate number of playgrounds.

Perhaps as a result of this campaign, Mawson proposed three alternative schemes in June, 1912: retaining the original outline of Coal Harbour; filling in the upper portion of Coal Harbour and converting it into a giant sports ground; and, altering the upper harbour into

a great circular pond embellished by a central monumental shaft and surrounded by neo-classical buildings housing a restaurant and natural history museum. The Board requested that he incorporate improved facilities for vehicular traffic in his plans.

Since his final report, submitted that fall, constituted a grand design--including a new, more natural zoo, a rock water and wild flower garden, an upgraded park drive incorporating viewpoints and an improved Brockton Point Athletic Grounds--Mawson stressed that the proposed improvements could only be considered a long-term project.<sup>24</sup> In late October the Park Board formally adopted Mawson's plan for an artificial lake and improvements to the eastern section of the park.<sup>25</sup> In spite of the widespread opposition which had emerged during the previous year to the lake scheme, the Board chose it perhaps because the artificial lake with its neo-classical embellishments fit the Board's image of Stanley Park as the city's grand centrepiece.

Once the Dominion had granted the city a lease to the sea bed of upper Coal Harbour in late 1912 and the Minister of Militia and Defence approved of Mawson's plans for Stanley Park early in 1913, Vancouver was free to proceed. Underbrushing for the new zoo was initiated and the Board pressed the federal authorities to conform the lighthouse and signal house improvements it was contemplating for Brockton and Prospect Points to Mawson's designs for those areas. Although it seemed that his plans were coming to fruition, the arrival of depression and then war in 1914 was responsible for their demise.

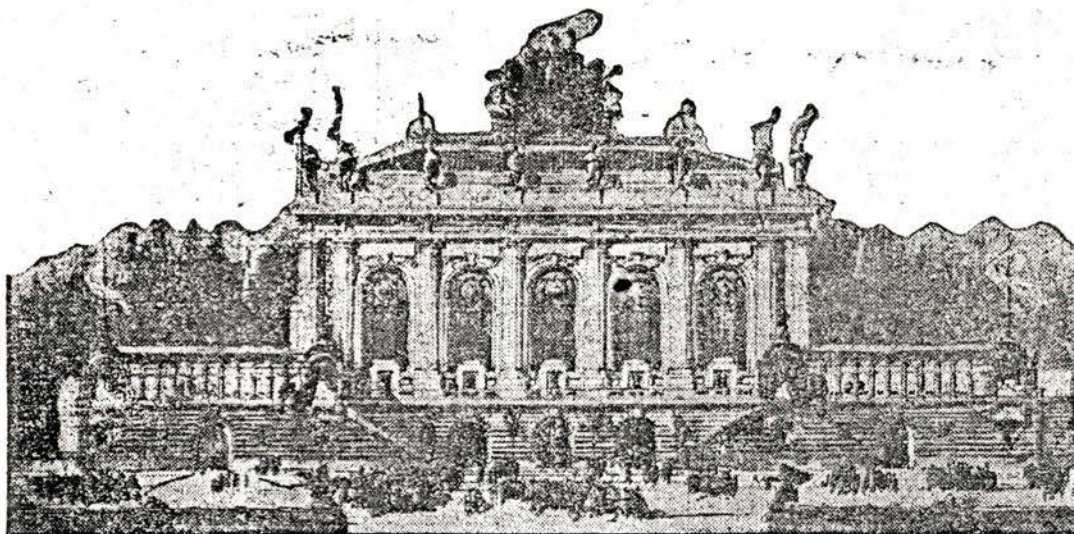
Only three major projects--the lighthouses, a seawall along part of the park shoreline and a less grandiose version of the Coal Harbour causeway--proceeded during the war. During 1914 and 1915, the Board

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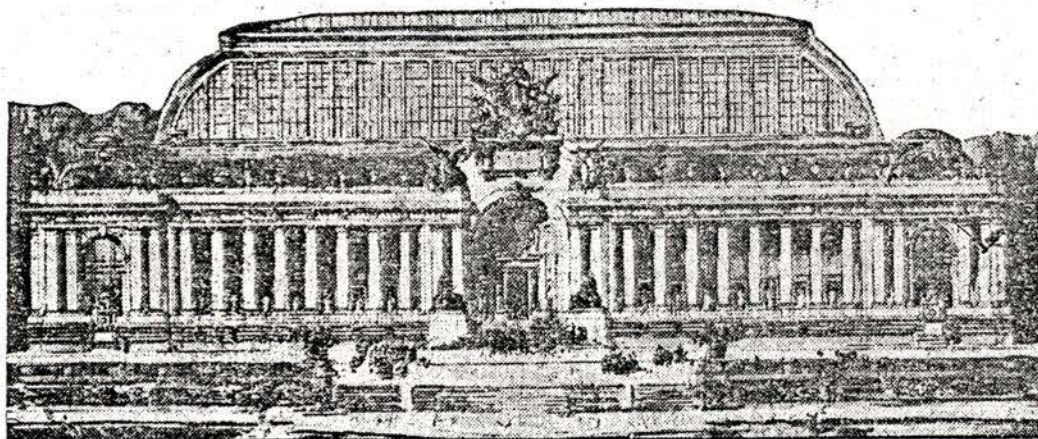
THURSDAY, SEPTEMBER 26, 1912—26 PAGES.

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## HOW MR. MAWSON WOULD IMPROVE COAL HARBOR

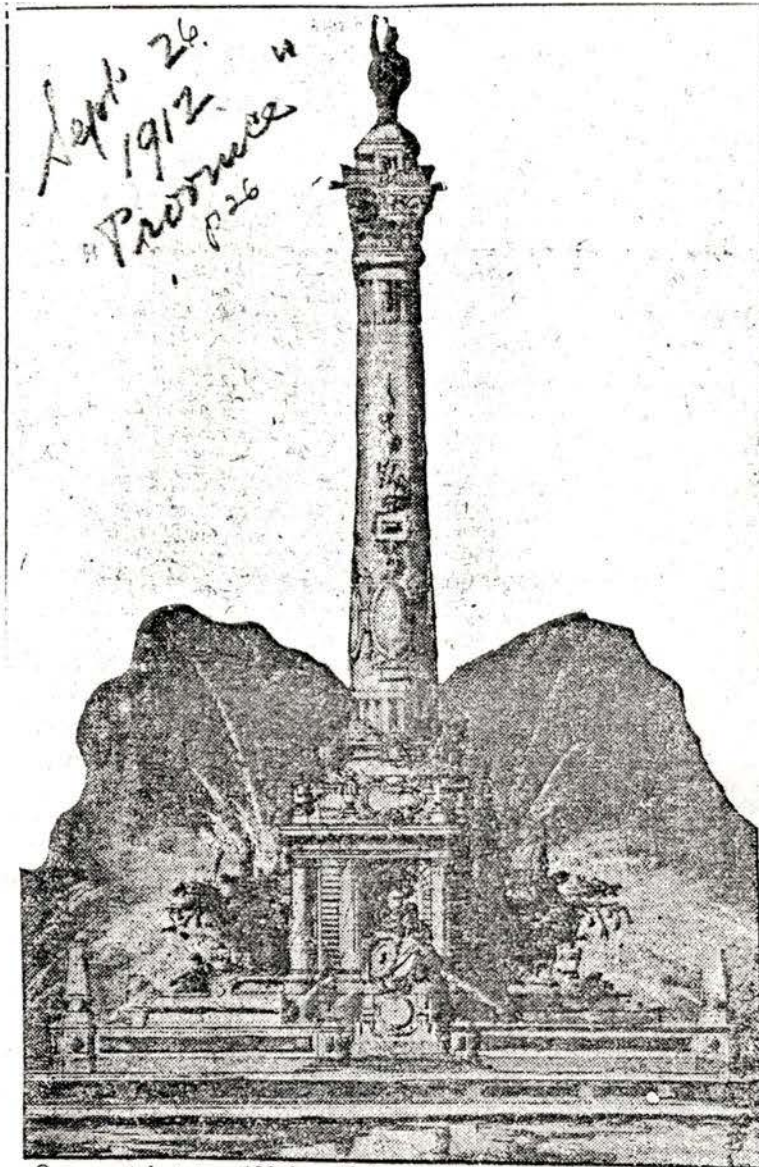


This represents the magnificent entrance to a proposed huge stadium planned to seat 40,000 people. Mr. Mawson plans to convert the upper end of Coal Harbor into a fresh water lake. To the southwest he would build a stadium, somewhat on the lines here suggested. Reference to the last page of this paper will show an outline plan of the layout of this section of the park as Mr. Mawson would make it over on a comprehensive scheme extending over many years. The stadium is shown as the semi-circular enclosure near the centre of the lower part of the plan on page 26.



Mr. Mawson proposes to have this building placed on a line with Georgia street across the proposed fresh water lake. It would serve as a natural history museum for British Columbia for all time, he says.

Mawson Plans for Upper Coal Harbour



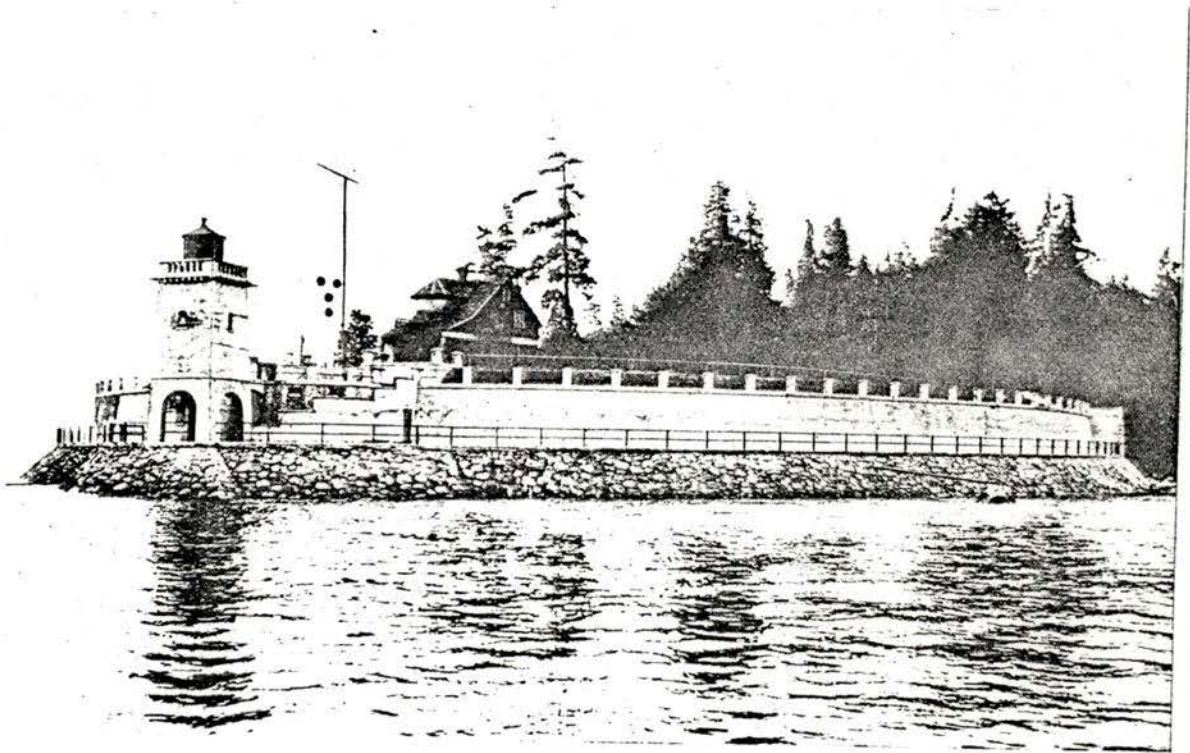
Ornamental statue, 180 feet high, to rise from the centre of the proposed fresh water lake in Coal Harbor. This statue would be placed in a line with the centre of Georgia street.

Mawson Plans for Upper Coal Harbour

oversaw the improvement of Brockton and Prospect Point largely with funds provided by Ottawa. Having already started a seawall on the park's English Bay shoreline to counter erosion by natural wave action, the Board won federal assistance for the construction of a seawall to protect the First Narrows shoreline from erosion caused by ships' waves. Admitting its jurisdiction over shipping and its ownership of the park, Ottawa provided \$70,000 for the project.

Abandoning its previous grandiose design for upper Coal Harbour, the Park Board had the City Engineering Department dump its ashes and sanitary fill near both ends of the Coal Harbour Bridge, beginning in 1916. The Board was in no rush; at the end of a decade's work, the causeway had been completed and was being landscaped. As contributions to a more beautiful Vancouver, these projects had a limited impact. They were isolated schemes and did not match the grandiose pre-war plans. They were furthermore limited to Stanley Park.

The Board's persistent struggle to establish a city-wide system of uniform boulevards, preferably under its jurisdiction, was not as dramatic as the Mawson proposals but was probably of more significance to the city. Since its birth, Vancouver had paid little attention to the provision of street boulevards of uniform width and vegetation. The particularly rapid growth which Vancouver had experienced since the turn of the century had, of course, spread the system of irregular boulevards throughout the metropolis. The Park Board's boulevard policy, formulated about 1909, aimed to affect a major transformation in the city landscape. To begin with, by recommending that the city insist upon the creation of uniform boulevards, the Park Commissioners were attempting to bring a form of elementary town planning to the city.



Brockton Point Lighthouse

At the same time, the Board was proposing to make much of Vancouver greener and more beautiful.

Members of the Park Commission perceived the provision of uniform curbs, lawns and trees on city boulevards as the rational extension of their work. As a first step to asserting its claim to city boulevards, the Board advised City Council in February, 1909, "that the Maintenance of City Boulevards [should] be done in a systematic and uniform way . . ."<sup>25</sup> That same winter, the Park Board enquired of its counterparts in Winnipeg and Seattle about their policy on boulevards. In both cities the Park Boards "had the power of levying a tax sufficient for their needs for maintenance of Parks, Boulevards etc." As a result, the Park Board approached Council to secure an amendment to the City Charter granting the Park Board similar powers.<sup>26</sup> For the time being, Council was not prepared to accede to this request.

Nevertheless, the Park Commissioners maintained their interest. In 1910, the Commissioners and the Board of Works met to determine some mode of maintaining boulevards, but nothing conclusive emerged. Two months later, the City Engineer informed the Board that no action could be taken until the Board of Works installed curbs.<sup>27</sup> With the Chief Engineer insisting that the laying of curbs was a separate issue from the development and upkeep of boulevards, rather than part of a total scheme encompassing everything from laying the curb to planting the trees and grass, the Park Board continued to have trouble establishing a comprehensive civic policy on boulevards.

In its First Annual Report, the Board pointed to the need for some civic action. After referring to its unsuccessful previous efforts to gain the cooperation of Council, the Board contended that a city

controlled system of boulevards, operated by the Park Board and funded by a frontage tax, would benefit Vancouver immensely. Citing specific examples from other Canadian and American cities, the Annual Report noted that a uniformly constructed boulevard system beautified streets, enhanced the value of adjacent property and helped attract settlers from those visiting the city.<sup>28</sup>

Perhaps as a result of such statements and pressure exerted by influential members of the City Beautiful movement and the vocal Kitsilano Improvement Association,<sup>29</sup> Council won an amendment to the City Charter enabling it to levy a frontage tax. By late 1913, several boulevards had actually been turned over to the Park Board. Because of the economic slump, Council hesitated to impose a further tax burden on ratepayers. With no funds to finance its boulevard scheme, the Board was forced to place its plans in abeyance.

Although it declared a Civic Arbor Day in 1917, Council only appropriated \$500 for boulevards. The Board, concerned that boulevard funding should not be derived from the regular appropriation intended for parks, continued pressing Council to impose a frontage tax. With pressure mounting from citizens interested in the City Beautiful and town planning, and its income soaring during the prosperous nineteen-twenties, Council finally granted the Board \$5000 for several model boulevards in 1926. By 1928 no further progress had occurred.

Considering the persistence of the Park Board and interested citizens, the campaign had not had much success, for the token civic investment in model boulevards had hardly affected the city landscape. Council perhaps believed that the additional tax levy proposed by the

Board was for an unimportant frill and not worth the political risk. The Board had achieved some success nevertheless, since it had after all convinced Council to commit some funds to a civic boulevard system. By obtaining Council's limited commitment, the Board was of course acting once again as a rather effective, if unconscious agent of American cultural penetration, since the idea of the civic park and boulevard system had come from the United States.

## iii

Since the turn of the century, the Board had certainly stayed within the main stream of progressive thought which contended that public green space should become a larger, more pervasive feature of the urban scene. It had actively attempted to bring that idea to fruition in Vancouver. It had a very limited success because of the circumstances beyond its control. Both periodic economic recession and the disinterest of City Council impeded the efforts of the Board, the City Beautiful Association and the local branch of the Town Planning Institute of Canada, to achieve their goals. It would appear from Council's limited support for the Board's attempts to make a greener, more beautiful city, that Vancouver had a marginal commitment to the idea. Except for some businessmen (including Board members) and labour leaders who saw the practical value to be derived from a prettier city, much of the city did not care.

## Chapter VII Footnotes

- <sup>1</sup>Census of Canada 1901, 1911.
- <sup>2</sup>Henry J. Boam, British Columbia, Its History, People, Commerce, Industries and Resources (London: Sells, 1912), p. 173.
- <sup>3</sup>R.G. 7, Minutes, volume 3, February 28, 1911, p. 325.
- <sup>4</sup>R.G. 7, Correspondence, General 1912 file, Secretary, Park Board, to Mrs. McNaughton, President, Local Council of Women, February 1912.
- <sup>5</sup>Vancouver Tourist Association, pamphlets 1903-1; 1903-2; 1904-15; 1906-1.
- <sup>6</sup>F. Howay and E. O. S. Scholefield, British Columbia, from the Earliest Times to the Present, Biographical, volume III (Vancouver: S. J. Clarke Publishing Company, 1914), pp. 67-68.
- <sup>7</sup>Vancouver Board of Trade Collection, volume 3, April 3, 1913, p. 168. (Hereafter the Board of Trade Collection will be cited as Add. MSS. 300).
- <sup>8</sup>R.G. 7, Minutes, volume 3, December 30, 1912, p. 442.
- <sup>9</sup>R.G. 7, Minutes, volume 4, October 22, 1913, p. 56; Park Board, Fourth Annual Report, 1914-15, pp. 27-28.
- <sup>10</sup>The Park Board's campaign for a civic boulevard system is examined in greater detail later in this chapter.
- <sup>11</sup>R.G. 2 A1, volume 66, 1917 Park Board file re adoption of floral emblem for Vancouver, W. S. Rawlings, Superintendent, Park Board to City Clerk, March 23, 1917.
- <sup>12</sup>R.G. 7, Minutes, volume 6, April 28, 1920, p. 145.
- <sup>13</sup>R.G. 7, Correspondence, General 1920-21 file, Harry Nobbs, Secretary, Vancouver Kiwanis Club to W. S. Rawlings, February 7, 1921.
- <sup>14</sup>Ibid., Harry Nobbs to W. S. Rawlings, April 12, 1921.
- <sup>15</sup>Ibid., General 1923 file, A Talk on the "City Beautiful" Movement, by W. S. Rawlings, to the Kiwanis Club, October 11, 1923.
- <sup>16</sup>J. Alexander Walker, C. E., B. C. L. S., Secretary, Vancouver Town Planning Commission, Paper on the History of Town Planning in Vancouver to the Corporation of B.C. Land Surveyors, Annual Meeting, 1927, Victoria. Much of the subsequent examination of town planning in Vancouver was based on this source and on Frank E. Buck, Some Early Pioneers of the Town and Rural Planning Movement in Canada. Both papers are located in Add. MSS 54, Unaccessioned subject files.

<sup>17</sup>The following study is based on Harland Bartholomew and Associates, A Plan for the City of Vancouver (Vancouver: Town Planning Commission, 1928).

<sup>18</sup>R.G. 7, Minutes, volume 2, November 8, 1905, p. 284.

<sup>19</sup>R.G. 7, Minutes, volume 3, August 24, 1910, p. 139.

<sup>20</sup>R.G. 7, Correspondence, Coal Harbour 1912-21 file, Secretary, Park Board, to H. H. Stevens, M.P., Vancouver, November 7, 1911.

<sup>21</sup>R.G. 7, Correspondence, Coal Harbour 1912-21 file, R. A. Pope, U.S.A. Representative for T. H. Mawson, New York, to Mayor, Vancouver, October 4, 1911; R.G. 7, Minutes volume 3, October 25, 1911, p. 289; R.G. 7, Correspondence, Coal Harbour 1912-21 file, H. B. Dunington-Grubb, Landscape Architect, Toronto, to J. Rogers, Vancouver, November 10, 1911.

<sup>22</sup>R.G. 7, Correspondence, Coal Harbour 1912-21 file, First Report by T. H. Mawson on Stanley Park and Coal Harbour Improvements to the Vancouver Park Board, April 17, 1912.

<sup>23</sup>R.G. 7, Correspondence, Coal Harbour 1912-21 file, Recommendation of the Vancouver Trades and Labour Council, June 6, 1912; R.G. 7, Minutes, volume 3, July 24, 1912, pp. 390, 394.

<sup>24</sup>Add. MSS 54, Unaccessioned subject files, Stanley Park, T. H. Mawson, "Report on Alternate Schemes for the Improvement of Coal Harbour and Stanley Park," Vancouver, October 16, 1912.

<sup>25</sup>R.G. 7, Minutes, volume 3, February 17, 1909, p. 26.

<sup>26</sup>Ibid., March 24, 1909, p. 36.

<sup>27</sup>Ibid., April 13, 1910, p. 100.

<sup>28</sup>Park Board, First Annual Report, 1911, p. 32.

<sup>29</sup>R.G. 7, Correspondence, Boulevards 1911-17 file, T. H. Cross, Secretary, Kitsilano Improvement Association to Board of Works, February 8, 1912.

## CHAPTER VIII

### CONCLUSION

#### i

Since Vancouver's earliest days, its citizens have smugly contended that the city's park system, particularly Stanley Park, is one of the world's wonders. Not content to share this belief among themselves, they have dutifully informed every tourist that Stanley Park is the world's largest and probably most beautiful park. At the same time, they have advertised its glories to the world. In 1904, for instance, a pamphlet on Vancouver, entitled Sunset Doorway of the Dominion, announced, "The people of Vancouver are not afraid of being called boasters when they say their park is the gem of the world. The globe-trotter who has seen all the much talked and written about parks of London, Paris and New York, with all their artistic landscape beauty, feels new emotion upon entering Stanley Park."<sup>1</sup> The enthusiastic reports on the park by world travellers like Elbert Hubbard have served to reinforce the image of Vancouver as a city with a special commitment to and endowment of parkland.

This popular image inaccurately reflected the actual parkland situation in Vancouver from its birth in 1886 to 1928. Although the city constructed a pleasant and growing network of parks, this was not the result of an extraordinary appreciation for parkland nor was the city park system without its faults.

The city can take little of the credit for the fact that the renowned wilderness of Stanley Park, the centrepiece and pride of the entire civic park system, was secured from obliteration by the logger's axe. The decision taken by the Royal Engineers in 1863 to reserve the peninsula for the colonial government removed the property from the market place, and the transfer of the site to the Government of Canada following Confederation, for use as a military reserve, virtually ensured the survival of the forest on the peninsula. From the time it acquired the park in 1887 until the present, Vancouver has held Stanley Park in trust, conditional upon the preservation of the wilderness.

The city can take little more credit for securing its second most important park, at Hastings in 1889. In spite of a civic request for approximately 64 acres, the Provincial Commissioner of Lands granted the city a quarter-section (160 acres). Vancouver was just as nonchalant in the acquisition of its first neighbourhood park, Clark's Park; having ignored E. J. Clark's proffered gift of land in the city's south-east sector for several months, Council accepted the offer only after it was pressed to do so by the civic Board of Works, which had held responsibility for civic parks during Vancouver's first two years.

Perhaps the discrepancy between the image projected by Vancouver as a city proud of its parkland and its apparently limited commitment to parklands can be explained by analyzing the political structure which determined the course of development of the city park system up to 1928.

The Park Board was dominated by the city's business community. Approximately 79 per cent of the positions on the Board between 1888 and 1928 were occupied by men who listed themselves as contractors and builders, merchants, proprietors of businesses, real estate brokers and

speculators, insurance brokers, capitalists and managers. A further seven per cent were professionals such as pharmacists, dentists, doctors and an engineer. Less than one per cent of the members could be classified as workmen.<sup>2</sup> Business' domination of the Board was reinforced by the support the Park Commissioners obtained on numerous occasions from the Vancouver Board of Trade, the Vancouver Tourist Association and the Vancouver City Beautiful Association, all of which were controlled by members of the local business community. City Council, which retained ultimate fiscal control over the Park Board and therefore played a vital role in the determination of civic parks policy, was similarly dominated by businessmen.<sup>3</sup> Finally, the Vancouver Exhibition Association, which eventually assumed control over most of Hastings Park, was also controlled by business interests.

To assert that business dominated the development of the city park system is not to claim that other sectors of the population did not affect civic park policies. Both the Park Board and City Council, being elective bodies, responded to the claims of citizens' groups pressing for parks. The most prominent and successful of these groups were the ratepayers. The two most vocal groups, in Kitsilano and Grandview, achieved some success in having parks placed in their districts probably because they wielded substantial political influence in their respective wards during civic elections. Their relative success may also be attributed to the fact that many of their supporters were members of the powerful business constituency.

The city was not as responsive to organized labour's proposals for city parks. Mayors, aldermen and park commissioners, hesitantly recognizing the growing political role that organized labour was

assuming, periodically canvassed the Vancouver Trades and Labour Council for its opinion but rarely accepted its requests for the development of particular parklands. For example, the Trades and Labour Council failed to convince the Park Board to construct a playfield near Second Beach in the 1890s and early 1900s, despite a persistent campaign. A subsequent labour attempt to have the head of Coal Harbour filled and converted into a playfield met with a similar fate.

As a result of the extensive influence exercised by business and allied ratepayers groups, the city established a park system which served the interests of those groups well. The major parks--Stanley Park, English Bay and Kitsilano Beaches and the Capilano Canyon Park--served as recreation centres for everyone. They were, on the other hand, advertised widely as points of special beauty and used to improve the vital tourist trade.<sup>4</sup> Hastings Park was similarly used as a tool to induce tourists and even industry to Vancouver. The neighbourhood parks were distributed across the community more in response to the availability of property at an acceptable price and to political pressure applied by district ratepayers' organizations, than to the relative needs of various sections of the city. While they were considered local recreational facilities, they were also regarded as a means of upgrading adjacent real estate.

The limited role assigned parkland within the over-all city setting was a product of the power exercised by property owners and businessmen, who were often the same people. Vancouver society, like that across North America, was firmly based on the twin beliefs that most city lands should be owned privately and that government should provide only limited, essential services. As a result, public parkland

was not allowed to intrude too much on the predominantly private city landscape. While the city park was to act as a limited recreation space, it was also intended to embellish neighbourhoods and improve the city's image conveyed to tourists, settlers and capitalists, who would bring additional funds to the city.

The result of this limited, pragmatic attachment to parks was a steady decline in per capita parkland acreage in the city from 1888 to the end of the nineteen-twenties. Although park appropriations rose and declined with fluctuations in the city's economy, the park grant jumped from about \$4500 in 1893 to over \$200,000 in 1928.<sup>5</sup> Some years the park grant rose even faster than those for several other departments. In the process, the per capita grant for parks climbed from approximately \$.30 to \$1.37. This increase was less impressive in light of the dramatic increases in population and high rate of inflation the city experienced from about 1904 to 1913 and again in the 1920s. Recognizing this, the Park Board repeatedly asked Council to levy a separate fixed tax rate for park purposes, the proceeds of which would climb with the city's rising population. The Board did not succeed, probably a further indication of the low priority Council placed on parks. All the time, potential parkland was growing progressively more expensive. Concurrently, per capita acreage of actual parkland dropped from approximately .156 of an acre in 1888 to .009 of an acre in 1928.<sup>6</sup> For a city boasting of its parks, this was a sad statistic. Clearly, Vancouver was still relying on Stanley Park to sustain most of the park use in 1928, despite the city's dramatic growth.

A byproduct of the city's limited image of public parks was its tendency from the earliest days to delegate much of the responsibility

for providing specialized park services to private organizations. As early as the 1880s, when it leased land in Stanley Park to the private Brockton Point Athletic Association and property at Hastings Park to the British Columbia Jockey Club, the city alienated valuable public property. In generously providing land to the clubs of the city's more prosperous element, the City of Vancouver absolved itself, for many years at least, of providing similar facilities for less prosperous and influential citizens, who constituted the bulk of Vancouver's population.

In later years, the Board even allowed private groups to provide facilities for the public. The Gyro Club, for instance, funded most of the city's earliest supervised children's playgrounds and the local Kiwanis Club provided the Stanley Park Rose Garden. These examples could be interpreted as public involvement in the development of the city's park system. On the other hand, they were further instances of businessmen determining the course of development of the city's park system and indicate a concomitant civic hesitancy to provide such facilities.

This pragmatic and limited commitment to park development produced a civic park system composed of two show pieces, Stanley and Hastings Parks, and a network of isolated, small neighbourhood parks. Parkland remained essentially an alien feature in the overwhelmingly private landscape of Vancouver.

ii

In the process of examining the history of Vancouver's park system, the present study reveals the city's colonial dependence upon foreign models as it forged its park system prior to 1929. It is clear that as they conceived and shaped the park system, Vancouver's city fathers

borrowed many ideas from the metropolitan centre, which was initially Great Britain and then the United States. The first chapter outlines the British origins of the urban public park. Whether the members of Vancouver's earliest park boards came from Britain, Eastern Canada or the United States, they were consciously or otherwise conveying ideas, about the need for parks in cities, which had originated in Great Britain.

Near the turn of the century, Vancouver began to turn increasingly toward the United States for new ideas for its park system. The rise of the United States, as a military, industrial, commercial and cultural power, during the previous century, led many Canadians to believe that they might do well to follow the obviously successful American model. This was as true in the park as in the commercial and industrial field. Chicago's World's Columbia Exposition of 1893 was an impressive display of American achievement in many fields, and had its influence on the West Coast city. The City Beautiful idea, for example, which some Vancouver residents advocated both before and after the First World War had its origin in the Chicago Exposition. In another case, the supervised children's playground, which was adopted in Vancouver, had also originated in Chicago.

Vancouver's increasing absorption of American park concepts was not passively achieved, since the city's leaders actively sought and copied from their U.S. counterparts, especially in the American Pacific Northwest. Superintendents, for example, corresponded with colleagues in Bellingham on the most suitable strain of grass for Northwest parks. In 1911, Vancouver overtly adapted from a Seattle report when it produced the first local Park Board Annual Report. Vancouverites

similarly copied Portland when they attempted to have Vancouver designated "The Rose City of Canada."

The Superintendents and Park Commissioners reinforced Vancouver's incorporation into the American Park Movement by joining U.S. national and regional parks organizations. Vancouver representatives travelled to the U.S. Mid-West and Southern states to attend national conventions. It was, for example, as a result of information gathered on such a trip, that beach lighting was introduced to Vancouver. Vancouver's Park Board, Park Superintendent and Exhibition Association established particularly strong links with North West and West Coast park and fair movements. At conventions and through correspondence, the city was able to monitor and adapt new developments in Seattle, Tacoma and Portland, some of which have been listed previously. Finally, Vancouver even emerged as a regional power in the park and fair movements by the end of the 1920s.

In contrast to the strong bonds it established with the American Park Movement, especially in Bellingham, Seattle and Portland, Vancouver had almost no links with park systems in Central Canada. Minimal correspondence was carried on between Vancouver's park officials and their counterparts in Toronto and personal contact was almost unknown. Existing records indicate that Vancouver was a member of a national Canadian park movement during only one year between 1886 and 1928. If the case of the city's park system is taken as representative of all facets of life in Vancouver (and there appears to be no reason to doubt this thesis), then Vancouver was culturally an American rather than a Canadian city by 1928.

Since 1929, the City of Vancouver has seen its park system dramatically expand and diversify. Yet, as spectacular as the growth may appear, it is simply the product of park policies initiated during the previous forty-two years, and is the result of the same pragmatic, limited commitment to parks which has constituted the local philosophy on urban green space since the city's earliest days. Nevertheless, as a result of recent increasing support for so-called people-oriented cities--a world-wide phenomenon not restricted to Vancouver--the old, limited image of the city park is gradually being abandoned. In the process, the role of urban parks has expanded subtly.

Following Vancouver's amalgamation with the adjacent municipalities of Point Grey and South Vancouver on January 1, 1929, the city's boundaries were extended west to the University Endowment Lands on Point Grey and south to the Fraser River, and the parks of the former municipalities were incorporated into the park system of the new city. Park facilities in the new, larger city were inequitably distributed. Those sites in the former South Vancouver were, as a practice, randomly located, undeveloped former tax sale lots. In Point Grey, on the other hand, the city acquired planned parks and boulevards. For reasons of time and space, an analysis of the explanation for the dramatic differences between the park systems in South Vancouver and Point Grey must await future study.<sup>7</sup> In any case, by 1930, Vancouver's 240,000 residents could boast 65 parks with a total area of 3423 acres. Depression and later war inhibited any further, spectacular growth for approximately fifteen years. The establishment of public golf links, the opening of "the world's largest salt water swimming pool" at Kitsilano

and the civic acquisition of Crystal Pool were perhaps the outstanding achievements of the Board during this era.

Post-Second World War prosperity provided the means to expand and diversify the park system. The Park Board's programme developing community recreation centres in various city districts was another idea borrowed directly from the American Park Movement. Providing gyms, hobby rooms, swimming pools, tennis courts and ice rinks, together with the necessary instructional staff, for potentially every member of the community, these facilities were a natural extension of the supervised children's playground and were similarly adapted from Mid-Western American models. Reflecting an increasing civic willingness to expand the function of the park, the initiative and financing for these sophisticated facilities came from the city itself. The most recently opened centres, in Grandview and the West End, which incorporate integrated senior citizens' and teenagers' recreational facilities, day care centres and libraries in addition to such amenities as saunas, have been acclaimed by community recreation experts from across North America, as models which other cities should monitor.

Since 1945, there has been a concurrent expansion of city parkland. Spanish Banks beach-park has been upgraded and expanded, so that it incorporates almost the entire northwest shoreline of Vancouver. Little Mountain, renamed Queen Elizabeth Park in 1939, was improved, beginning in 1953. The old rock quarries on the north slope of the hill have been converted into gardens and the city reservoir has been covered by a plaza which includes sculpture by Henry Moore. In the early sixties, the city finally acquired permanent title to the 30 acre Kitsilano Air Force Base, formerly Kitsilano Indian Reserve, and in 1972,

the federal government pledged the Jericho Defence Lands to the city for parkland. When fully developed, Jericho will be one of Vancouver's most versatile parks, as its recent use as the site for Habitat Forum suggests. In recent years, the Greater Vancouver Regional District has acquired regional parks--some much larger than Stanley Park--for the growing Vancouver metropolitan region, which contained approximately 1,250,000 residents by 1975.

During these years, the city has been fortunate to acquire specialized park facilities, including an aquarium (in 1956), a maritime museum (in 1958), the Centennial Museum and H. R. MacMillan Planetarium (in 1967), the Bloedel Conservatory (in 1969), and the Van Dusen Botanical Gardens (in 1975). The dramatic appearance of such diversified and specialized facilities has not however meant that the city has suddenly expanded its park commitment, since much of the initiative and funding for most of these facilities has been provided by private sources. For either philanthropic reasons, publicity or an interest in promoting tourism, private citizens have taken the initiative.

Funds from the federal and provincial governments have also been used to finance local recreation and green space projects. Empire Stadium, for instance, constructed in Hastings Park for the British Empire Games, was partially funded by the federal government. The new civic square, currently in the course of construction in the Central Business District, is being financed by the provincial government, which is building court and office space on an adjacent block. The province has also proposed to provide the funds for a park at Melville and Burrard Streets in the heart of the main business district.

It would appear then, in 1976, the city is only very slowly

abandoning its image of the limited function of the urban park and its unwillingness to invest in special park facilities. Whether the incorporation of parklands, a public boardwalk, and seawall in the city's massive False Creek housing scheme reflects a new approach to the urban park in Vancouver, only the passage of time will tell.

## Chapter VIII Footnotes

<sup>1</sup>The Sunset Doorway of the Dominion, Vancouver: Tourist Association, 1904, pp. 11-12.

<sup>2</sup>See Appendix 2, which provides a list of all Park Commissioners and their occupations, up to 1928.

<sup>3</sup>See Appendix 1, which provides a list of nine randomly chosen City Councils prior to 1928; listed are Council members, their positions and occupations.

<sup>4</sup>See pamphlets 1903-1, 1903-2, 1904-2, 1906-1, 1908-16, 1908-17, 1910-22, 1915-32, 1923-23.

<sup>5</sup>See Appendix 5, which is a list of appropriations to major civic departments from 1893 to 1928.

<sup>6</sup>See Appendix 3 which lists park acquisition dates and acreage and Appendix 4 which lists per capita park acreage.

<sup>7</sup>For one interpretation, see Edward Gibson, *The Impact of Social Belief on Landscape*, Ph.D. Dissertation, University of British Columbia, 1971.

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Eldon, George  
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Ferguson, A. G.  
Gatewood, Dr. C. H.  
Hobson, C. G.  
Horne, J. W.  
Logan, M. S.  
McCraney, H. P.  
Mackay, Geo. G.  
Owen, W. R.  
Rogers, Jonathan  
Tatlow, R. G.  
Tisdall, C. E.  
Wootton, A. S.

## APPENDIX 1

City Councils: A random selection

Year	Members	Position	Occupation
1886	MacLean, M. A.	Mayor	Real estate agent
	Balfour, Robert	Alderman	Grocer
	Coldwell, Chas. A.	Alderman	Foreman, H.S.M. Co.
	Cordiner, Peter	Alderman	Blacksmith, H.S.M. Co.
	Dunn, Thos.	Alderman	Hardware dealer
	Griffith, Joseph	Alderman	Real estate agent
	Humphries, Joseph	Alderman	Agt. Moodyville S.M. Co.
	Hemlow, Harry	Alderman	Leasor, Sunnyside Hotel
	Hamilton, E. P.	Alderman	Contractor & builder
	Hamilton, L. A.	Alderman	Asst. land comm'r.
	Northcott, Joseph	Alderman	Merchant
1887	MacLean, M. A.	Mayor	Real estate agent
	Hamilton, L. A.	Alderman	Asst. land comm'r. C.P.R.
	Lefevre, J. M.	Alderman	M.D./surgeon
	Humphries, Joseph	Alderman	Agt. Moodyville S.M. Co.
	Mannion, Joseph	Alderman	Hotel keeper
	Alexander, R. H.	Alderman	Manager H.S.M. Co.
	Clark, Robert	Alderman	Merchant, gents. furnish'gs
	Sanders, Edwin	Alderman	Unknown
	Lockerby, Geo. H.	Alderman	Machinist
	Oppenheimer, D.	Alderman	Merchant
	Oppenheimer, I.	Alderman	Merchant
1895	Collins, Henry	Mayor	Dry goods merchant
	Coupland, Joseph	Alderman	Unknown
	Gallagher, W. H.	Alderman	Real estate agent
	McCraney, H. P.	Alderman	Real est. & Ins. broker
	Thomas, G. W.	Alderman	Carpenter
	Brown, W. P.	Alderman	Carpenter
1902	Neelands, Thos. F.	Mayor	Secy. Pacific Bldg. Supply
	Bethune, Alex	Alderman	Builder
	Skene, Wm.	Alderman	Commission agent
	McQueen, Jas.	Alderman	Agent
	Cook, Edw.	Alderman	Expressman
	Wilson, C. H.	Alderman	Unknown
	McGuigan, W. J.	Alderman	M.D.
	Brown, Wm. (P.?)	Alderman	Carpenter
	Foreman, C. F.	Alderman	Board & sale stable
	Wood, W. J. Jr.	Alderman	Accountant
		Wylie, Peter	Alderman

## Appendix 1 continued

Year	Members	Position	Occupation
1907	Bethune, Alex	Mayor	Builder
	Stewart, D. M.	Alderman	B'nessman, Prop. Pioneer Steam Laundry
	Campbell, J. B.	Alderman	Sec. Tr. Supply & Contracting Co.
	McSpadden, Geo.	Alderman	Real est., ins. etc. agts.
	MacDonald, Angus	Alderman	President of Co.
	Mills, Richd.	Alderman	Retired
	Brydone-Jack, W. D.	Alderman	M.D.
	Bird, J. E.	Alderman	Barrister
	Calland, T. H.	Alderman	Real estate
1912	Findlay, James	Mayor	Businessman
	Ramsay, James	Alderman	Manager
	Crowe, S. J.	Alderman	Crowe & Wilson
	McNeill, J. D.	Alderman	Mgr. Grt. North Trans. Co.
	Enright, Charles W.	Alderman	Unknown
	Kirkpatrick, Thos.	Alderman	Shingle manufacturer
	King, Geo.	Alderman	Real estate
	McSpadden, Geo.	Alderman	Real estate
	Williamson, Geo. E.	Alderman	Pres. Imp. Inv. Co. Ltd.
	Baxter, T. S. (A.)	Alderman	Merchant
	White, James	Alderman	Unknown
	Cameron, W. S.	Alderman	Mgr. dir. Fed. Invest. Ltd.
	McBeath, Malcolm	Alderman	Mgr. dir. Nor. Set. Ltd.
	Woodside, F. E.	Alderman	Real estate
Trimble, F.	Alderman	Merchant	
Miller, Sidney	Alderman	Post Master	
1916	McBeath, Malcolm	Mayor	Company Manager
	Kirk, Thos.	Alderman	Retired
	Hamilton, W. R.	Alderman	Financial Broker
	Marshall, W. C.	Alderman	Retired
	McIntosh, J. W.	Alderman	Physician
	Mahon, C. E.	Alderman	Broker
	Gale, R. H.	Alderman	Merchant
	Woodside, F. E.	Alderman	Miner
	Rogers, F. P.	Alderman	Builder & Contractor
1923	Tisdall, C. E.	Mayor	Merchant
	Almond, H. E.	Alderman	Pres., Almond's Ltd.
	Crone, Fred	Alderman	Pres., Indep. Van & Stge.
	Gibbens, P. C.	Alderman	Broker
	Owen, W. R.	Alderman	Hardware Merchant
	Pettipiece, R. P.	Alderman	Printer
	Rogers, F. P.	Alderman	Contractor & Builder
	Scribbins, W. J.	Alderman	Clerk
	Tracy, T. H.	Alderman	Civil Engineer

## Appendix 1 continued

Year	Members	Position	Occupation
1926	Taylor, L. D.	Mayor	Journalist
	Dean, E. W.	Alderman	Merchant
	Gibbens, P. C.	Alderman	Broker
	Garbutt, J. A.	Alderman	Valuator
	Worthington, G. H.	Alderman	Physician
	Woodside, F. E.	Alderman	Miner
	MacInnis, Angus	Alderman	St. Railway Conductor
	Almond, H. E.	Alderman	Manufacturer
	Bennett, John	Alderman	Estate Manager

Sources: R.G. 2 D2; B.C. Directories; J. S. Matthews Newsclipping  
Dockets

## APPENDIX 2

Park Board, 1888-1928

Year	Members	Position	Occupation
1888	Ferguson, A. G. Alexander, R. H. Brighthouse, S. Coldwell, Chas. A. McCraney, H. P. Tatlow, R. G.	Chairman Committee man Committee man Committee man Committee man Committee man	Contractor Mgr. Hastings S.M. Co. Real estate/farmer Merchant Contractor/real estate Real estate, insur. agt.
1889	MacKay, G. G. Alexander, R. H. Brighthouse, J. MacConnell, G. S. Horne, J. W. Tatlow, R. G.	Chairman Committee man Committee man Committee man Committee man Committee man	Real estate spec. Mgr. H.S.M. Co. Real estate spec. Unknown Real estate agt. Real estate & insur. agt.
1899- 91	Horne, J. W. Costello, M. Tatlow, R. G.	Chairman Commissioner Commissioner	Real estate agt. Capitalist/real est. spec. Real estate spec./agt.
1892- 93	Fewster, P. Hobson, C. G. Tatlow, R. G.	Chairman Commissioner Commissioner	Druggist Capitalist/fire insur. Real est.spec./agt.
1894	Ferguson, A. G. Costello, M. Tatlow, R. G.	Chairman Commissioner Commissioner	Contractor Capitalist/real estate Real estate spec./agt.
1895	Tatlow, R. G. Costello, M. Ferguson, A. G.	Chairman Commissioner Commissioner	Real estate spec./agt. Capitalist/real estate Contractor
1896- 97	Tatlow, R. G. Costello, M. Garden, Wm.	Chairman Commissioner Commissioner	Real estate spec./agt. Capitalist/real estate Unknown
1898- 99	Tatlow, R. G. Browning, J. M. Costello, M.	Chairman Commissioner Commissioner	Real estate spec./agt. R.P.R. Land comm'r. Capitalist/real estate
1900- 01	Tatlow, R. G. Bartley, Geo. Costello, M.	Chairman Commissioner Commissioner	Real estate spec./agt. Typographical worker Capitalist/real estate
1902- 03	Tatlow, R. G. Kent, H. W. Lees, A. E.	Chairman Commissioner Commissioner	Real estate spec./agt. Manager Merchant

## Appendix 2 continued

Year	Members	Position	Occupation
1904- 05	Tisdall, C. E. Lees, A. E. Tatlow, R. G. Underhill Dr. F. Wilson, T.	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant (sport'g goods) Merchant (clothier) M.P.P., real est.agt./spec. M.D. (med. health officer) Unknown
1906- 07	Tisdall, C. E. Gatewood, C. H. Lees, A. E. Tracy, Col. T. H. Underhill, F. T.	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant Dentist Merchant Engineer M.D.
1908- 09	Tisdall, C. E. Bell-Irving, D.  Gatewood, C. H. Lees, A. E. Rogers, Jonathan	Chairman Commissioner  Commissioner Commissioner Commissioner	Merchant M.D., part-owner ABC Pack- ing  Dentist Merchant Contractor & Builder
1910- 11	Lees, A. E. Eldon, Geo. Nelson, C. Owen, W. R. Rogers, Jonathan	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant Retired Park. Supt. Pharmacist Merchant Contractor & builder
1912	Rogers, Jonathan Eldon, Geo. Knowlton, E. S. Less, A. E. Owen, W. R.	Chairman Commissioner Commissioner Commissioner Commissioner	Contractor & builder Retired Park. Supt. Pharmacist Merchant Merchant
1913	Owen, W. R. Endacott, G. M. Knowlton, E. S. Lees, A. E. Rogers, Jonathan	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant Real Est. agt. Pharmacist Merchant Contractor & builder
1914	Owen, W. R. Endacott, G. M. Hutchings, G. W. Lees, A. E. Stewart, D. M.	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant Real estate agt. Manufacturer/importer Merchant Capitalist/merchant
1915	Owen, W. R. Hutchings, G. W. Lees, A. E. Rogers, Jonathan Stewart, D. M.	Chairman Commissioner Commissioner Commissioner Commissioner	Merchant Mf'turer/importer/cap'ist Merchant Contractor & builder Capitalist/merchant

## Appendix 2 continued

Year	Members	Position	Occupation
1916	Rogers, Jonathan	Chairman	Contractor & builder
	Hutchings, G. W.	Commissioner	Manufacturer/importer
	Lees, A. E.	Commissioner	Merchant
	Logan, M. S.	Commissioner	Businessman
	Owen, W. R.	Commissioner	Merchant
1917	Rogers, Jonathan	Chairman	Contractor & builder
	Eldon, Geo.	Commissioner	Retired Park Supt.
	Hutchings, G. W.	Commissioner	Manufacturer/importer
	Lees, A. E.	Commissioner	Merchant
	Logan, M. S.	Commissioner	Businessman
1918	Rogers, Jonathan	Chairman	Contractor & builder
	Eldon, Geo.	Commissioner	Retired Park Supt.
	Hutchings, G. W.	Commissioner	Manufacturer/importer
	Logan, M. S.	Commissioner	Businessman
	Weeks, A. C. J.	Commissioner	Pres. of Plumbing Co.
1919	Rogers, Jonathan	Chairman	Contractor & builder
	Eldon, Geo.	Commissioner	Retired Park Supt.
	Hutchings, G. W.	Commissioner	Manufacturer/importer
	Logan, M. S.	Commissioner	Businessman
	Weeks, A. C. J.	Commissioner	Pres. of Plumbing Co.
1920	Rogers, Jonathan	Chairman	Contractor & builder
	Cottrell, G. H.	Commissioner	Stge. & cartage firm pres.
	Eldon, Geo.	Commissioner	Retired Park Supt.
	Shelly, W. C.	Commissioner	Capitalist/bakery bus.owner
	Weeks, A. C. J.	Commissioner	Pres. of Plumbing Co.
1921	Rogers, Jonathan	Chairman	Contractor & builder
	Cottrell, G. H.	Commissioner	Owens business
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Shelly, W. C.	Commissioner	Owens business
	Weeks, A. C. J.	Commissioner	Owens business
1922	Shelly, W. C.	Chairman	Owens business
	Cottrell, G. H.	Commissioner	Owens business
	Dean, E. W.	Commissioner	Manufacturer's agent
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & builder
1923	Rogers, Jonathan	Chairman	Contractor & builder
	Cottrell, G. H.	Commissioner	Owens business
	Dean, E. W.	Commissioner	Manufacturer's agent
	Jones, W. D.	Commissioner	Lighthouse Keeper-ret.
	Shelly, W. C.	Commissioner	Owens business

## Appendix 2 continued

Year	Members	Position	Occupation
1924	Shelly, W. C.	Chairman	Owens business
	Baynes, E. G.	Commissioner	Contractor & builder
	Cramb, Rbt.	Commissioner	Manager
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & builder
1925	Shelly, W. C.	Chairman	Owens business
	Baynes, E. G.	Commissioner	Contractor & builder
	Cramb, Rbt.	Commissioner	Manager
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & builder
1926	Shelly, W. C.	Chairman	Owens business
	Baynes, E. G.	Commissioner	Contractor & builder
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & builder
	Tisdall, C. E.	Commissioner	Merchant
1927	Shelly, W. C.	Chairman	Owens business
	Baynes, E. G.	Commissioner	Contractor & Builder
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & Builder
	Tisdall, C. E.	Commissioner	Merchant
1928	Baynes, E. G.	Chairman	Contractor & builder
	Crone, F.	Commissioner	Owens business
	Jones, W. D.	Commissioner	Lighthouse keeper-ret.
	Rogers, Jonathan	Commissioner	Contractor & builder
	Tisdall, C. E.	Commissioner	Merchant

Sources: B.C. Directories, R. G. 2, D2; J. S. Matthews  
Newsclipping Dockets

## APPENDIX 3

Parks: Acquisition dates and acreage

	Park	Acquisition Date	Acreage
1	Stanley Park	1887	950 (50 acres added between about 1908 and 1925)
2	Clark's Park	1889	7.34
3	Hastings Park	1889	160.00
4	English Bay Park	1902 onward	4.30
5	Cambie Street Grounds	1902	3.00
6	Oppenheimer (Powell Street Grounds)	1902	1.50
7	MacLean Park (Harris Street Grounds)	1902	2.40
8	Strathcona Park (Bridge Street Grounds)	1902	5.50
9	Tatlow Park	1907	2.70
10	Victoria Park	1909	2.40
11	Robson Park	1909	2.70
12	Kitsilano Beach Park	1909-28	17.60
13	Douglas Park	1911	3.90
14	McBride Park	1911	5.50
15	Garden Park	1912	2.40
16	Grandview Park	1912	1.80
17	Connaught Park	1912	14.80
18	Pandora Park	1912	3.70
19	Sunnyside Park	1912	2.40
20	Templeton Park	1912	4.20
21	Woodland Park	1912	1.80
22	Coal Harbour	1908-12	2.20
23	Victory Square	1918-24	.90
24	Thornton Park	1923	3.80
25	Granville Park	1923	6.20
26	Haro Playground	1925	.80
27	Prince Edward Park	1925	3.50
28	Renfrew Park	1925	3.00
29	Robson Park Playground	1925	-
30	Rupert Park	1925	9.00
31	Trout Lake Park	1926	35.00
32	Renfrew Ball Park	1927	11.25
33	Dunbar Park	1927	3.40
34	Hadden Park	1928	4.00
35	Little Mountain	1928	90.00

Sources: British Columbia Directories 1887-1928; City of Vancouver, Park Board, Annual Reports, 1911-28.

## APPENDIX 4

Parks: Per Capita Acreage

<u>Date</u>	<u>City Population</u>	<u>Park Acreage</u>	<u>Acreage Per Capita</u>
1888	6,085	950.00	.1561
1891	13,709	950.00	
		7.34	
		<u>160.00</u>	
		1117.34	.0815
1901	26,133	same	.0427
1911	100,000	1117.34	
		4.30	
		3.00	
		1.50	
		2.40	
		5.50	
		2.70	
		2.40	
		2.70	
		4.30	
		3.90	
		<u>5.50</u>	
		1155.54	.0115
1912	117,217	1157.57	
		13.30	
		2.40	
		1.60	
		1.80	
		14.80	
		3.70	
		2.40	
		4.20	
		1.80	
		2.20	
		<u>50.00</u>	
		1253.77	.0106

## Appendix 4 continued

Date	City Population	Park Acreage	Acreage Per Capita
1929	149,262	1252.17	
		.90	
		3.80	
		6.20	
		.80	
		3.50	
		3.00	
		4.00	
		9.00	
		35.00	
		11.25	
		3.40	
		4.00	
		90.00	
		<u>1427.02</u>	.0095

Sources: British Columbia Directories, 1887-1928; City of Vancouver, Park Board, Annual Reports, 1911-28.

## APPENDIX 5

## City of Vancouver Expenditures on Revenue Account (\$) 1893-1928

Year	Park Board	Finance Committee	Board of Works	Board of Health	Police Commissioners	School Trustees	Fire Committee	Free Library
1886								
1887								
1888								
1889								
1890								
1891								
1892								
1893	4,501.49							
1894	2,649.07	184,092.79	28,650.00	23,006.00	17,640.00	49,182.00		
1895	5,664.11	107,607.85	54,880.00	25,417.21	16,776.00	48,564.50	F 25,054.00	3,600.00
1896	5,441.08	22,306.18	40,000.00	20,366.00	16,976.00	52,085.00	FL 39,510.00	3,600.00
1897	6,847.52	42,422.96	48,900.00	25,546.00	20,240.00	51,265.00	F 20,733.00	3,600.00
1898	7,049.02	27,740.00	74,420.00	24,321.00	24,558.16	56,380.00	F 21,923.00	4,000.00
1899	7,930.36		46,875.85	27,786.00	27,505.00	58,550.00	FL 35,618.00	4,000.00
1900	9,959.18	34,440.00	71,540.00	29,056.00	30,945.00	78,004.50	FL 29,011.00	3,200.00
1901	9,588.64	59,305.98	106,500.00	34,486.00	32,400.00	89,864.00	FL 32,500.00	5,000.00
1902	10,521.27	44,026.00	86,240.00	37,028.00	31,835.00	90,165.00	FL 33,715.00	5,000.00
1903	10,497.48	42,890.00	82,280.00	22,300.00	34,960.00	114,851.50	F 73,206.00	5,000.00
1904	10,386.83	68,260.00	50,480.00	22,405.00	58,345.00	132,011.50	F 53,907.00	9,450.00
1905	10,432.90	74,583.45	67,510.00	23,725.00	46,573.10	140,000.00	F 50,360.00	6,895.00
1906	24,175.41	78,218.77	134,698.57	15,220.87	54,649.19	165,517.31	FL 81,768.07	7,316.95
1907	29,777.24	332,209.45	207,250.00	45,550.00	78,964.00	208,978.15	FL 132,792.00	9,145.00
1908	39,245.62	112,380.00	271,464.00	33,266.70	105,552.00	244,324.86	F 170,395.00	10,800.00
1909	27,393.75	234,950.00	243,650.00	37,845.00	112,950.00	312,678.26	F 192,052.05	11,483.50
1910	30,475.68	113,850.00	270,240.00	40,720.00	178,653.00	412,192.15	FL 196,578.00	17,658.00
1911	26,645.30	650,095.49	555,413.00	68,520.00	256,526.00	481,897.42	FL 232,258.00	21,289.60
1912	45,017.00	183,910.00	792,699.00	65,940.00	362,632.00	671,236.52	FL 337,378.00	29,000.00
1913	66,564.34	221,200.00	861,751.00	62,295.00	406,865.00	800,769.21	FL 335,630.00	443,923.25
1914	80,340.59	185,650.00	885,218.90	57,265.00+	427,930.00	904,499.52	FL 339,482.00	44,658.00

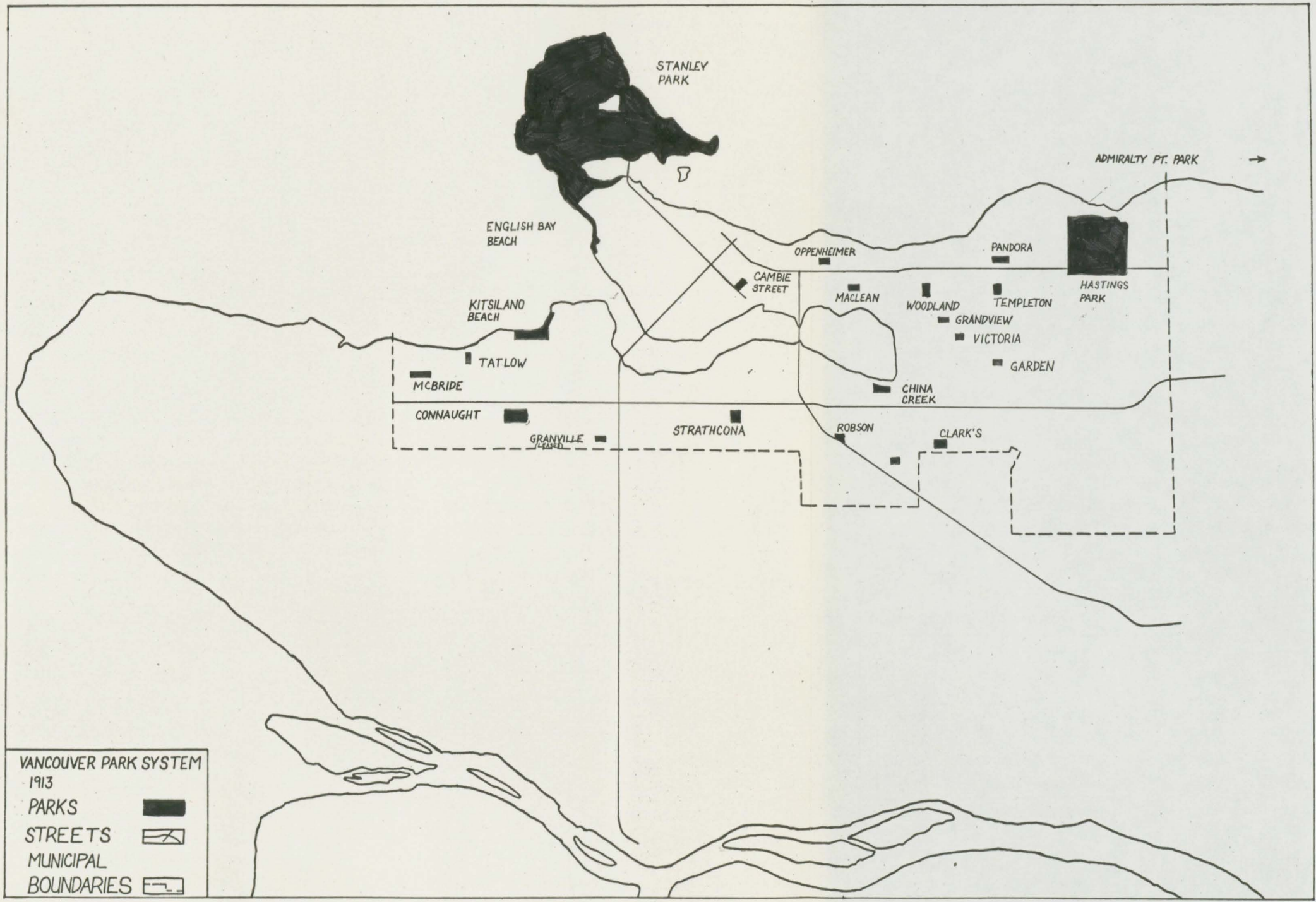
No official record of annual appropriations for these years exists

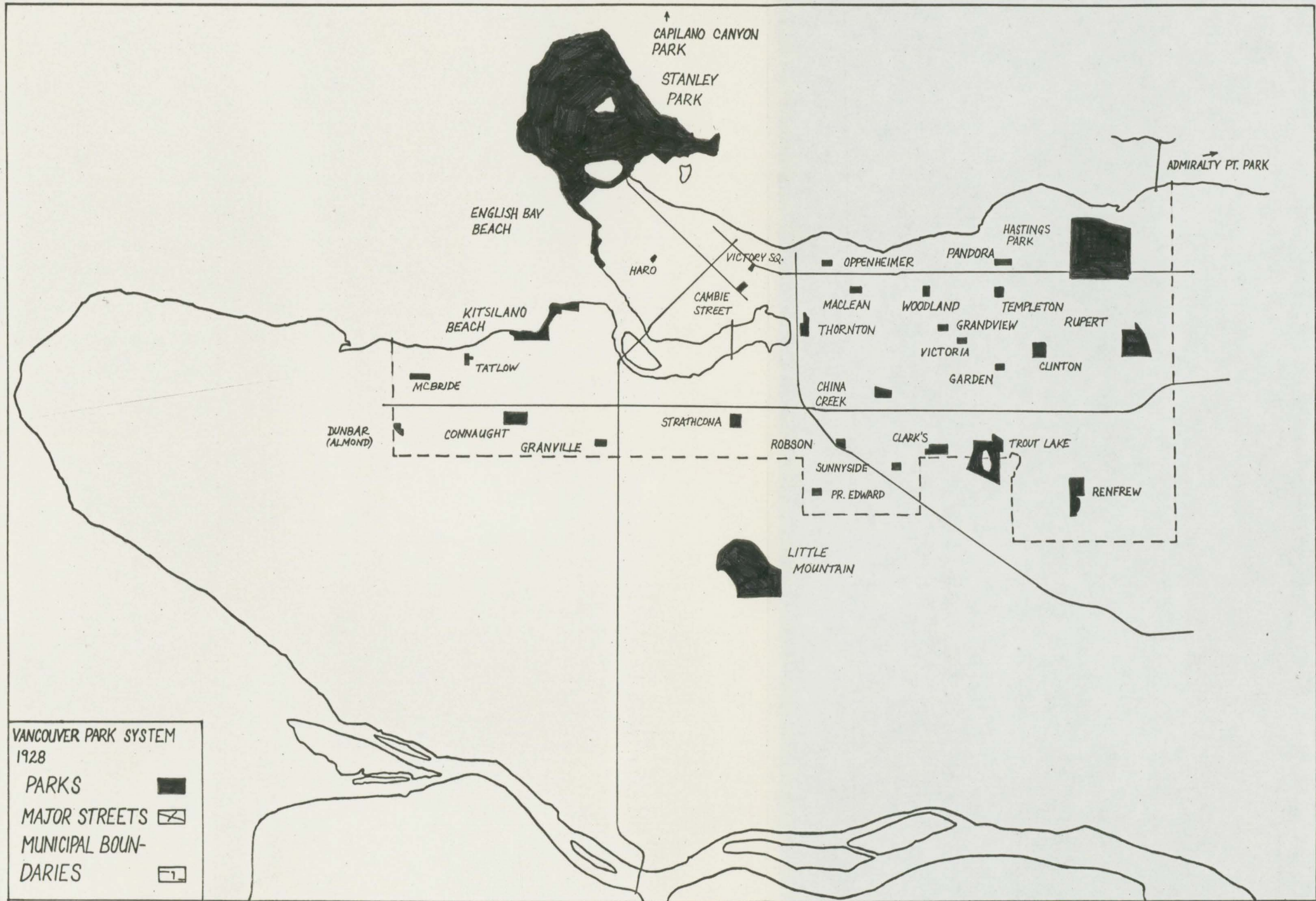
Appendix 5 continued

Year	Park Board	Finance Committee	Board of Works	Board of Health	Police Commissioners	School Trustees	Fire Committee	Free Library
1915	51,952.21	272,482.47	522,714.50	68,920.00†	404,850.00	888,891.52	FL 299,069.00	37,520.00
1916	43,183.02	203,876.77	296,755.20	34,934.35*	289,526.00	813,432.52	FL 229,403.00	26,000.00
1917	48,336.72	242,585.90	347,543.28	42,000.00*	278,835.00	913,432.52	FL 264,141.00	28,000.00
1918	60,391.64	257,801.00	397,149.02	43,050.00*	312,884.00	1,044,776.52	FL 272,638.00	28,000.00
1919	66,950.59	285,176.06	525,000.00	53,030.00*	368,004.00	1,213,432.53	FL 343,443.74	28,000.00
1920	88,801.59	330,000.00	675,000.00	66,000.00	493,205.00	1,613,541.52	FL 428,000.00	40,000.00
1921	97,963.77	707,210.52	884,016.57	73,000.00	573,479.74	1,645,439.60	FL 551,554.52	41,972.87
1922	94,413.75	853,424.49	926,847.13	72,083.90	583,616.92	1,755,362.01	535,132.43	41,997.24
1923	121,199.49	800,857.97	868,403.00	73,484.49	567,999.86	1,651,630.55	531,052.65	41,999.95
1924	131,645.81	768,048.34	896,635.90	75,580.90	578,010.20	1,765,839.19	565,085.19	48,000.00
1925	141,636.23	837,369.94	957,614.81	79,025.73	605,541.70	1,834,821.25	587,397.89	50,000.00
1926	152,342.42	816,352.22	933,538.22	69,271.43	640,635.48	1,796,439.59	621,248.45	55,000.00
1927	173,204.14	926,714.44	1,057,205.01	71,666.18	652,517.96	1,938,913.96	676,292.43	70,000.00
1928	204,517.86	980,728.80	1,036,589.43	83,311.57	737,503.37	2,111,274.87	758,585.09	74,000.00

KEY: + Health Relief--another account, 1914, \$39,830.00  
 † Relief--begins as a separate account, 1915, \$106,000.00  
 \* Includes building costs  
 F Fire Committee  
 FL Fire and Light Committee

Sources: Park Board Minutes  
 City of Vancouver Annual Reports, 1894-1928





VITA

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Publications:

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