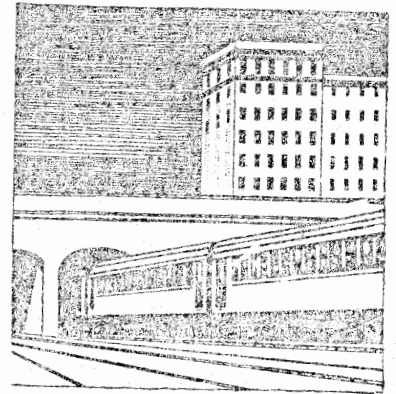
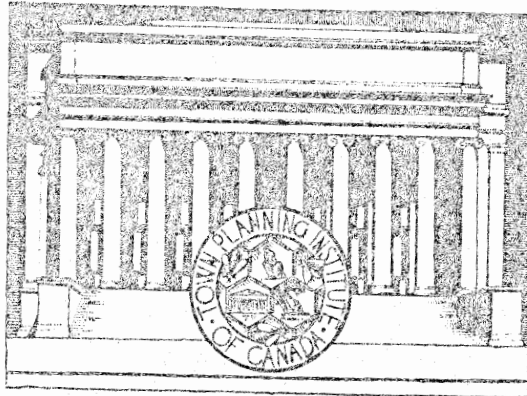


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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# TOWN PLANNING

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No. 1

*Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.*

## WAY THROUGH FOR CANADIAN PLANNING

Two reports are published in this issue from two Canadian provinces which have Provincial Town Planning Bureaus—Saskatchewan and Alberta. It is the conviction of the present writer, and probably of the whole town planning fraternity in Canada, that the way through for Canadian planning is by the Provincial Town Planning Bureau.

At this time of writing snow-drifts, in eastern Canada, occupy the highways. There is no way through from Ottawa to Toronto or Montreal. Within a few days, however, the rotary plow will make a way through and the traffic officer will report satisfactory progress in the traffic movement.

It is not possible to report satisfactory progress in Canadian planning all over the Dominion and preserve the dignity of truth. Our statistics on planning progress will not bear comparison with those of Great Britain and the United States. From a national or provincial point of view, town planning is not organized in Canada. We need a strong central town planning agency in every province.

Some promising features there are, but organized planning, as a provincial activity and responsibility, is only just beginning. Some quite lovely boulevarding is being done in the Capital City, highly creditable to the skill, imagination and taste of the engineers and landscape men engaged on the work. But there is no zoning plan in operation in the Capital City, and the tempers of both industrialists and home-makers are constantly churned up because their different interests conflict. There is no law controlling the disposition of buildings but only some primitive rules for the protection of high class property. Five years ago the technical adviser presented a zoning scheme to the city council. Nothing has been done about it. Any building project in Ottawa carries the material for a first-class vocal row. Vancouver and Kitchener, where zoning has been tried out, report that "the return to conditions prior to zoning regulation is unthinkable," and they say: "Why, we should have a horrible mess without zoning bylaws." Yet against the 900 zoned towns and cities in the United States and England we cannot count a dozen towns in Canada actively engaged in the development of a first-class zoning scheme.

Vancouver, Point Grey, Kitchener, Saskatoon, Prince Albert and Edmonton present a group of cities that have proceeded with crisp scientific intelligence towards practical town planning. Technical men with knowledge and skill, and social enthusiasm, and city aldermen with authority and excellent sense have combined their powers and, in the minimum of time for the necessary studies, have produced workable plans for the future development of their areas and are making them the law of their cities. In other places, such as Winnipeg, years and even decades have been spent in dreary squabbles as to whether "outsiders", meaning educated citizens with special knowledge and training willing to give their services to the city, should be permitted to assist the city council in the planning of its area.

Snow-drifts of crude custom, appalling selfishness, ignorance and aldermanic egotism, have blocked up the way of Canadian town planning progress. The rotary plow is a marvellous instrument, compact of knowledge and power. Something like that is needed in the town planning field.

### Two Provincial Reports

The following reports from the provincial directors of town planning in two of the provinces of Canada may not perhaps bear the weight of the comparison indicated. They do not yet represent the perfect assembly of knowledge and power, but they are significant indications of the agency needed in every province to make a way through for Canadian planning. These organizations are not properly staffed. The Saskatchewan office has no staff beyond a single director, while the Alberta director with apparently a little more assistance, has to call upon university officers for special services, and in view of the programme sketched, jibs at the idea that the present staff is adequate.

The report of the Saskatchewan director traces back in interesting fashion the evolution and growth of the town planning idea in Saskatchewan as far back as 1908, practically contemporaneous with the passing of the first British Town Planning Act in 1909. With all sympathy, it cannot be said that the rate of progress has been sensational. Over most of

the time one sees a lone director, with no staff at all, struggling with the crude traditions of adventitious town building and busy with elementary tasks such as compiling present status plans and formulating bylaws for the guidance of municipalities. Regina, the Capital City of the province, which might have been a School of Town Planning for the rest of the province, has merely trifled with the subject during the last twenty years. Only recently has Regina placed the planning of the city in competent hands. During this period more than 900 towns in England have accepted town planning as a necessary part of their local administration. If it is said that conditions are different in the two countries a fair answer is that so far as established towns and cities are concerned the difference is negligible. The chief difference is that the British national and municipal authorities have done more social thinking and have provided competent technical staffs wherever town planning work was to be done.

The province of Alberta has taken up the problem of planning as a provincial responsibility with new ideas and new experimentation. It has recognized the necessity for an executive of trained men to carry on important technical work and has justified the existence of a central professional organization as an educational and functional agency to produce a planning consciousness in Alberta, and get the work under way. It promises to stabilize method for the advance of town planning in Canada. In the larger centres, such as Calgary, it has met the exaggerated sentiment of home rule and is tackling the difficult task of establishing civilized co-operation between a provincial organization and the local authorities. It is making compromise against its professional convictions for the sake of peace and progress, but it is finding that in the small centres, where the home rule consciousness is not so robust and obstreperous, that its services are welcomed and appreciated. In these centres, where planning is often so manifestly needed, but where local talent or money resources are small, it is offering not only advice and guidance, but also technical assistance and it has practically taken charge of the important problem of rural planning and development.

#### **The Provincial Bureau**

We are arguing here that the experience of Alberta and Saskatchewan is pointing clearly to the most urgent need for Canadian planning. That, as we conceive it, is the creation of a provincial planning bureau for every province in the Dominion. Such an organization should be adequately staffed or it cannot spread its influence over the whole province as a living force. The town planning sterility of the Maritime provinces shows very clearly that the mere passing of a provincial town planning act is almost no use unless an executive is appointed to make the act intelligible and operative among the municipali-

ties. Too much hard thinking, technical and social knowledge and social enthusiasm are needed to make a town planning act self-operative, or to make its operation dependent upon the town planning sense of the average crowded city council, obsessed with routine duties and the endless conflict of personalities due to election controversy.

In Great Britain the central legislature passed an obligatory Act and practically said to the local authorities: "Town planning is a matter of national health and welfare and we expect local authorities to accept the obligation of planning as they do sanitary law." The prevailing opinion in Canada seems to be that such obligation cannot be imposed by a central authority. If that is so then the only line of rapid progress is for each province to create an organization that shall be definitely and aggressively educational; that shall bring the arts of persuasion and example and illustration into the problem. And to this end the creation of competent and adequate staffs at the centre is absolutely necessary. This must be said over and over again till it is no longer necessary to say it.

#### **Says T. D. le May**

Says Mr. le May, Town Planning Commissioner for the city of Toronto:—

The success of a town-planning movement in any country must to a great extent depend upon propaganda, or education, systematic and persistent, and upon uniformity of aim and practice. Different methods and ideas in different cities cannot induce that public confidence in the outcome which will supply the motive power for the inception and completion of comprehensive schemes of zoning and planning. Unless there is created in each province some form of central bureau for the co-ordination of town planning and dissemination of the town-planning spirit it must continue, for some time at any rate, a haphazard effort of a few of the more enlightened urban centres.

Town planning is neither infectious nor contagious to any marked degree and only seems to flourish as the result of definite action on the part of individuals in different districts. The first duty of a Provincial Town Planning Bureau, as long as legislation is permissive, might reasonably be conceived to be the provision of lectures and literature designed to bring home to the man in the street the advantages of foresight and orderly arrangement in municipal affairs and undertakings to the end that municipal elections may mean, not so much the success of the seekers for political honors, as the creation throughout the province of legislative bodies imbued with the idea that their one big function is the betterment of social and living conditions for their constituents.

Proper technical advice and guidance would seem naturally to follow. Town-planning practice

is still nebular and a provincial Town-Planning Bureau, to form a clearing house for ideas, the centralization of solutions of problems, and the establishment of town-planning standards could not fail to be a convenience and advantage to individual cities. It may be true that any town-planning is better than none, but fortuitous and experimental town planning may do more harm than good. Scientific method is not picked up at street corners.

### A Prayer that Failed

In 1922 the Ontario Town Planning and Housing Association petitioned the Ontario government to amend the planning Act of Ontario of 1917, now quite obsolete, in view of the development of modern planning; to consolidate into one modern Act the provisions relating to town planning in Ontario now scattered over half a dozen Acts, and to appoint a provincial town planning bureau as the executive of the Act and an educational agency to make it intelligible, acceptable and operative among the municipalities. A committee of nine members, busy professional men and women, gave their time and talent for weeks to compile a draft town planning Bill which in their judgment was badly needed in the province of Ontario. The Prime Minister of that period appointed a committee of the Legislature: "To consider the question of improving Town Planning in Ontario."

A reprint of the proposed legislation will be found on another page of this issue. A mere glance at it, but much more a decent reading of it, will convince any socially-minded person that the committee of experts who shaped it must have been pretty strongly convinced that the present town planning legislation in Ontario was not worthy of a great province, and that its inadequacy was standing seriously in the way of town planning progress in Ontario. Anyone who has had experience of the pitfalls incident to the shaping of a legal document must see how much time and labour were put into the work, and anyone who knows how much voluntary expert service has been given to the cause of town planning in Canada during the last twenty years will understand that no big fees were passed over to the makers of this "proposed Town Planning legislation for Ontario".

The time is surely at hand when the valuation of service to one's country must include those who give their brain energy for the creation of a better social order, as well as those who serve in the destructive business of war.

The major request of the petitioners was stated in the first article of the Bill:

There is hereby established a branch of the public service of Ontario to be known as "The Bureau of Town Planning and Housing."

The work sketched out for this bureau will show

any reader that the petitioners were creating no sinecure for anyone and that they had pretty strong convictions as to the proper machinery necessary to make town planning in Ontario a living force.

The labour of the petitioners was all in vain. Political exigencies perhaps diverted attention from the matter. The town planning fraternity have always felt that the legal department at Toronto were in opposition to them.

What is public opinion, by which democratic governments are supposed to be guided? A guess may be made that 10,000 socially educated persons in Ontario were bitterly disappointed that nothing came of this proposed legislation. If it is said, on reading the document, that no city council would agree to it, the answer is that this is substantially what the City of Toronto has agreed to in appointing its Town Planning Department of permanent officials of the city, with the City Solicitor as Director.—*Eppur si muove.*

### Ontario Women Take a Hand

Recently a new auxiliary has appeared in the field. The provincial branch of the National Council of Women have interviewed Premier Henry and his cabinet and have presented the case for town planning, as set forth by the town planning petitioners of 1922, with the finest intelligence and sincerity. They were received on December 5th by Premier Henry and his cabinet with charming courtesy and manifest sympathy. Their main argument, set forth by Miss Ethel Ambrose of Hamilton, with admirable cogency, was that town planning was "deeply sociological." Their plea was that unless ordered intelligence was in control of the planning of towns, helpless people and families would inevitably suffer impoverishment of living conditions and depression of the vital energies that only thrive in decent physical environment. They asked for better legislation but they also prayed for better provincial organization and the absolute necessity for a central executive bureau to make the legislation operative and vital.

There is this to be said for the women's auxiliary in the town planning cause. They are not obsessed by the business of lines and angles and squares but see the social reference of these activities and fix their attention there. They cannot be suspected of candidating for jobs. They want a chance of orderly living for the community as such, and some touch of beauty for every family in the province. They see the problem as "deeply sociological." They know more of the tragedy of bad living conditions than business and professional men and they do not hesitate to place the responsibility for unnecessary ugliness and squalour where it belongs, and that is with the constituted authorities that permit and encourage their existence. "Haply a woman's voice may do some good."

### British Columbia Women Take a Hand

In British Columbia also there is a strong public sentiment in favour of the establishment of a town planning bureau and the local branch of the National Council of Women are working this end. In 1925 the legislature rejected this recommendation of the local branch of the Town Planning Institute. The consequence is that the vigorous town planning movement in British Columbia is largely centred and confined to the Vancouver region. An active provincial town planning bureau, such as exists in Alberta, might have carried the movement to the limits of the province. Some incomparable townsites in British Columbia, surrounded with noble mountains, lakes and rivers, are being progressively ruined by coarse neglect of the elementary principles of conservation of beauty and orderly planning. The Ontario branch of the National Council of Women have set an admirable example for the women of British Columbia. The women of British Columbia should approach Premier Tolmie and his cabinet and pray them to redeem the mistake of 1925. A British Columbia woman worked bravely in the British Columbia legislature for years for the passing of a modern town planning act, and did not work in vain. The classical case of the widow who secured what she wanted "by means of her importunity" need not be isolated. British Columbia badly needs a provincial town planning bureau.

### The Men Failed in the Maritime Provinces

In the Maritime provinces the men manifestly failed to get town planning under way. They are making a new effort in the City of St. John. It would be great news to learn that the provincial branches of the National Council of Women in New Brunswick, Nova Scotia and Prince Edward Island, have accepted the task of calling those dry bones of derelict provincial Acts into life. There, too, the way through will be the provincial town planning bureau, composed of men and women of technical knowledge but also of the social insight and enthusiasm which come so naturally to socially-minded women.

### The Professional Aspect

There is a professional aspect to this question also which, if not comparable in importance to the social aspect, is not entirely negligible. A distinguished planner tells the story of a conversation with some young students who formed his audience at a university lecture on town planning. A student came to him and said quite frankly: "We should like to take up the study of town planning from the technical side and we are not indifferent to the social side. But what is the use? There is no career in it in Canada. Towns and cities are not yet awake to the im-

portance of it. Even when they become awake to it the first idea is either to get their planning done for nothing or to mess about with it themselves and spend a decade in proving that city aldermen cannot do town planning in their spare time. Even you are lecturing here on a voluntary basis. When a town becomes conscious of the need for town planning it asks you to come down and give a series of lectures. Does it even pay your expenses? You are a kind of St. Francis preacher. Do they give you bread? If we qualified we should have to leave our own country to get work."

In one or two of the Canadian universities, town planning has been recognized in Cinderella fashion but there is no recognition of it, so far as we know, as a vital subject in applied social science which cannot be neglected.

Let us suppose that every town and city in Canada at some date within the year 1931, say the first of June, declared: "Town planning has justified itself all over the world as a practical method for the promotion of scientific humanism in the building of towns and cities; as a means for the promotion of orderly and humane town building; deeply sociological: we have neglected it too long; we must have an orderly plan created for the future development of our area and environs on the lines of new technical and social science, and we must carry out the plan in the interest of the community; we must select the men to do the work who have been trained in the study of it, and we must pay them as we pay the lawyer and the sanitary engineer."

Then some interesting things would happen. Some thousands of men, trained in the arts and sciences of surveying, engineering, architecture and landscape architecture, and trained to relate these arts and sciences to the problem of orderly and beautiful town building would be called into national service. The universities would then understand that the demand had come for this particular kind of training, carrying a social reference never before contemplated, and they would have to supply the demand. Our students would no longer have to leave their own country to find the special training they needed to equip them for this work. There would be created an entirely new attitude to the problem of the uses of land. These uses would be determined not by adventitious land dealers, out to collect the values created by the community, but by the community itself on the advice of permanent officers trained to consider the social reference of the uses of land and not the mere incidence of profit for one per cent of the community.

The way through is by the Provincial Town Planning Bureau. City aldermen throughout the Dominion, with some few exceptions are twenty-five years behind the times in town planning leadership.



## PLANNING PROGRESS IN SASKATCHEWAN

### Development of Town Planning Thought as Reflected in Legislative and Governmental Activities in Saskatchewan

By STEWART YOUNG

Director of Town Planning, Department of Municipal Affairs, Regina, Sask.

With the presentation of this the eleventh annual report of the Town Planning Branch of the Department of Municipal Affairs the time seems opportune for a résumé of the development of town planning thought in the province of Saskatchewan, more especially as it has been reflected in legislative and governmental activities.

By an amendment to the Land Titles Act, passed in 1908, cities and towns, by inference, were given the right to control the subdivision of land within their respective corporate limits, all other subdivisions being subjected to the approval of the Department of Public Works. In the same year the first provincial regulations in respect of the laying out of townsites, very simple in application, were made effective.

Prior to this date no such authority had been provided, although by ordinance of the North West Territories, passed in 1901, the filing of a copy of every registered plan of subdivision with the Department of Public Works was made obligatory.

It is more than passing interest that, within three years of the formation of the province, steps had been taken to lay the foundation for the present town planning legislation.

At this stage in the development of the province, with the exception of certain powers granted to cities and towns to control the use of buildings for specified purposes, no general powers to control the use and disposition of property had been granted.

The fall of the year 1908 saw the organization of the Department of Municipal Affairs and, among other activities, it undertook, in the following year, to draft suggested forms of by-laws for the use of villages and rural municipalities. The need of this guidance became apparent as a result of the examination by the Department of by-laws submitted for its approval. Thus was instituted the principle of central control in matters of this nature in the province of Saskatchewan.

The year 1910 saw an added interest to town planning in that mention was made of the subject for the first time in the annual reports of the Department of Municipal Affairs.

The same year saw an enormous increase in the number of plans of subdivisions registered, with the result that, in the following year, there was appointed an inspector of townsites whose duty it was to pass judgment on the layout of all subdivisions by personal inspection or otherwise.

On March 1st, 1913, the supervision of the sub-

division of land was transferred from the Department of Public Works to the Board of Highway Commissioners and, from experience gained, new regulations were brought into effect on June 15th, 1913. Several important changes, making for improvement in the layout of subdivisions, were introduced, the most notable of these being that, in addition to the land laid out for use as streets and lanes, one or more parcels, not less in area than five per centum of the whole, be dedicated for public purposes other than traffic; and that the minimum permissible frontage of lots intended for residential purposes be forty feet.

The year 1914 saw the commencement of the war and its accompanying depression. However, it is worthy of note that, even under these conditions, the subject was not without due attention; for in the report of the Department of Municipal Affairs for 1915-16 it is stated that:

"City planners and their claims have been given close attention for now each city can create a civic centre in or adjacent to which buildings erected can be of a particular character or structure."

This is of particular interest in that it records the first appearance in the provincial statutes of architectural control.

To an ever increasing extent, however, it was realized that, in its final analysis, town planning was a function of municipal government. Thus the year 1917 saw the crystallization of public opinion in the town planning legislation introduced and passed by the legislature in that year. This may be said to be the first milestone of town planning in the province.

#### THE ACT OF 1917

The outstanding features of the Act were that the municipalities of the province were commanded to take action towards their proper physical development; that the inferred powers of towns and cities to control land subdivision, as they appeared in The Land Titles Act, were to be withdrawn; that the control of the manner of subdividing land into blocks of lots, the laying out of streets and the setting aside of land for the use of public purposes other than for traffic, were to be transferred from the jurisdiction of the minister of highways to the jurisdiction of the minister of municipal affairs; and that an officer of the government service, within the Department of Municipal Affairs, was to be placed in responsible

charge of the Act. Thus was town planning in Saskatchewan centralized in its logical atmosphere, with the minister of municipal affairs as the ultimate authority.

The compulsory features of the Act were acclaimed by men, prominent in town planning affairs, to be the most advanced of this nature in existence.

The following year saw the preliminary steps towards the making effective of the provisions of the Act by the revision of the regulations respecting new streets and subdivisions, and the preparation of regulations to govern the procedure for action under the Act. Those were brought into effect June 1st, 1919, one month after the creation of the branch, the functions of which were to be supervisory and directional.

In order to offset the cancellation of the permissive local control, by inference contained in The Land Titles Act, of the subdivision of land there was introduced into the new regulations a provision whereby, in all cases of street layout, the local governing body would be notified of any intended subdivision, thirty days being allowed within which to lodge an objection. By this provision compulsory local control of the subdivision of land, in so far as it affected street layout virtually was instituted. This provision still remains.

Shortly after the organization of the branch it was realized that, in order to control efficiently the subdivision of land, composite plans of the various urban municipalities were necessary. Accordingly the work of compiling the necessary information was undertaken and, as plans were completed the respective municipalities were notified to the effect that prints would be supplied at a nominal charge.

In addition to this work the branch assumed the responsibility of examining all building and fire prevention by-laws submitted to the Department for its approval. Very soon it was realized that a suggested form of building by-law for the smaller communities was necessary. Accordingly in 1921 a study of suitable measures for controlling the construction of buildings was undertaken, and, in the same year, suggested forms of by-law adapted to the requirements of the various classes of municipality, prepared.

As time went on it was realized further that, on account of the tendency to confuse matters pertaining to building construction with matters pertaining solely to the prevention of fires, a suggested form of fire prevention by-law for use by all classes of municipality was desirable. Accordingly in 1926, in co-operation with officials of the insurance branch of the government service, this work was undertaken, a suggested form of by-law prepared and all classes of municipality notified.

During these years, as one of its accepted functions, by various methods, the cause of town planning was ever kept in the public view. Yet the

fact remained that, even though the original legislation was enacted at the request of the more progressive municipalities, little or no action, beyond the passing of a few zoning by-laws, was taken.

Under these circumstances, it was but natural that this condition should be made the subject of enquiry. On discussing the matter with various municipal officials it was learned that, among other objectionable features, the Act was difficult to understand, cumbersome as to procedure for action thereunder with control too greatly centralized in the minister. Moreover, exception was taken to the compulsory features.

#### THE ACT OF 1928

Consequently, in 1927, an intensive study of town planning legislation was undertaken with the result that "The Town Planning and Rural Development Act," passed in 1917, was replaced in the early part of 1928 by "The Town Planning Act," with the passing of which the second milestone in the history of town planning in Saskatchewan may be said to have been passed.

Much favourable comment on it was made both in the Saskatchewan Press and in technical journals throughout Canada. In a review, appearing in "The Canadian Engineer" of June 19th, 1928, A. G. Dalzell, consulting engineer, Toronto, states:

This Act appears to be as simple and free from cumbersome detail as possible and under the guidance of a helpful and experienced director, even the smallest municipality in the province can now pass by-laws that will secure orderly development and preserve the amenities, health, safety and general welfare of the inhabitants. The working of this new and essentially Canadian Town Planning Act will be watched with interest and it is hoped will stimulate other provinces to remove the dead legislation of the past by legislation suitable for the present needs.

The immediate effect of the new legislation may be deduced from the fact that, in its first year of operation, more by-laws were enacted than during the lifetime of the pre-existing legislation.

Immediately following the passing of this Act the regulations pertaining to the subdivision of land were revised, and, among other changes, there were introduced two new requirements in respect of the elimination of sharp angles at street corners and the suitability of land for purposes of subdivision.

Briefly, these are that all land to be subdivided shall be eminently suitable for the purpose for which it is intended and that sharp turns at street intersections and junctions shall be cut off by an arc or chord of a circle of a specified minimum chord length, the land so severed to be dedicated to the Crown for street purposes.

The requirement in respect of the cutting off of

sharp corners is automatic in effect in that the sharper the turn the greater the distance from the point of tangency to the property boundary.

The ultimate benefit of this provision to the province may be deduced from the fact that during the past year eighty such corners were rounded off at no cost to the public and little or no additional expense to the land owner. In any event the land so severed is of little or no practical value to the owner.

#### PRESENT STATUS

Turning now to the fiscal year closed it may be said that the town planning idea has become imbedded in the public mind. Heretofore the major portion of the propaganda in the province emanated from the office of the director of town planning, but the past twelve months has seen more than a little voluntary newspaper publicity.

In addition to numerous press items there has appeared an average of one town planning editorial per month in each of two of the leading newspapers of the province, and while credit must be given to the press for its interest in the subject, not a little credit is due also "The Journal of the Town Planning Institute of Canada," the official organ of a body of men actively interested in orderly urban development throughout Canada. A number of the editorials so appearing have been based on articles in the "Journal."

Preliminary steps have been taken in several of the urban municipalities to the end that there be systematic development, two such municipalities, the cities of Saskatoon and Prince Albert, having attacked the problem in a business-like manner by the appointment of commissions with power, in each case, to enlist the services of a trained specialist. The immediate function of these commissions is directional.

In the case of Saskatoon certain preliminary studies have been completed and a report, on zoning and a system of main thoroughfares, the former specific and the latter general, made by the consultant. Prince Albert has retained the services of a trained specialist and is engaged in the collection of data for submission to him for analysis and a report.

The action on the part of these two cities is the most advanced step so far taken in the province. The city of Regina has under consideration the appointment of a commission.

#### ZONING PROGRESS

The subject of zoning is receiving much more consideration than heretofore and, in this respect, the towns of Shaunavon, Estevan and Wilkie are interested. Particularly is this true of Shaunavon, where, through the efforts of the Parks Board (which acts in the capacity of a regularly appointed commission), a zoning by-law is now under

preparation. The town of Wilkie also is considering a revision of its general development by-law.

Credit also must be given to the council of the rural municipality of Arborfield, No. 456, for the action taken in respect of the hamlet of Arborfield. Here was a municipality strictly rural, with prospects of urban development through the construction of a new branch line of the Canadian National Railways, deciding to ensure the orderly growth of a new townsite. A zoning by-law was drawn up, duly advertised, objections heard and determined, duly passed and received the approval of the department before the registration in the Land Titles Office of the plans of the townsite. By so doing the council effectively determined the disposition of the use of property throughout the hamlet and compelled existing non-conforming uses to locate in their assigned districts.

With respect generally to the various zoning by-laws now in force throughout the province, it may be said that all those by-laws in force prior to the past year are in need of revision, both from the point of view of simplicity and present-day zoning practice.

Leaders of thought in town planning affairs, when dealing with questions of zoning, have discarded the use of the terms "building line" and "setback" and have replaced them with the term "front yard," thus eliminating any tendency to confusion with the accepted use of these terms in connection with street widening projects. Questions of compensation for land taken or to be taken enter into the latter.

Again, from the point of view of the public, it is desirable that the requirements of a zoning by-law be set out in the manner most easily understood by the public. Logically then the use of property must be the basis of classification, detailing the various technical requirements accordingly.

Judging from the number of requests for suggested forms of building and fire prevention by-laws, questions of proper building construction and general fire prevention are receiving greater attention. Strictly speaking these subjects cannot be said to be within the scope of town planning, yet, inasmuch as the objective orderly development, is the same, they are steps in the right direction. Incidentally, of all the suggested forms of technical by-law prepared for distribution, the form pertaining to the general prevention of fire is in greatest demand.

Methods of laying out railway right of way and station grounds, to the end that, in the event of development, short right-angled jogs and sharp turns in roads and streets be eliminated, are receiving greater attention. This is the present practice of the construction department of the Canadian Pacific Railway.



### PROGRESS IN TOWNSITE PLANNING

The method of purchasing land for townsite purposes in conformity with a projected layout is gaining favor. In several of the cases heretofore dealt with by the branch, where land has been purchased by reference to legal subdivision or other existing boundaries, the resultant layout, from the standpoint of efficiency, has been disastrous. The practice of the Townsite Department of the Canadian National Railways, of purchasing land for new townsites in conformity with the projected townsite layout, is abreast of the times.

The provincial requirement, instituted in 1913, prohibiting the subdivision of land into lots of a width of less than forty feet for residential purposes remains. In respect however, of lots for business purposes, public opinion, particularly in the newer townsites, has tended to require a greater width than 25 ft. The present practice of both railway companies is to lay out lots for business purposes in new townsites of a width of approximately 30 ft.

In these days of enhanced enlightenment one may well imagine that the probability of being called upon to refuse approval to the location of a proposed townsite on account of want of suitability of the land therefor, would be so remote as to be practically non-existent; yet during the past year the branch was obliged, in this respect, to exercise its authority, the land purchased and intended for subdivision for a townsite being fit for pasturage only.

In accordance with established practice the land to be included in each proposed new townsite was inspected as to suitability for purposes of subdivision prior to receiving the approval of the branch changes in layout in a number of cases being necessary. The number of inspections so made was Townsites, 21; miscellaneous, 28.

### BETTER CONTROL OF SUBDIVISIONS

During the year the branch has approved 251 subdivisions of land, comprising 2,368.6 acres. These are shown in the following schedule:

Classification of Land	Subdivision		Public Reserves			
	Major		Minor			
	Number	Area	Number	Area	Number	Area
<b>Rural—</b>						
Townsites .....	35	680.4	1	1.6	33	73.3
Additions ....	19	142.9	47	79.1	5	5.7
Miscellaneous ....			13	58.3		
Villages ....	33	345.0	73	508.3	15	22.2
Towns ....	7	142.4	13	35.9	3	6.3
Cities ....	2	161.1	6	13.4	1	7.2
Totals ....	98	1,471.8	153	896.8	57	114.7

An examination of this schedule will reveal the fact that the average area of the public reserves approved during the year was in excess of two acres,

the statutory requirement for a reserve in a new townsite.

Over a period of years the branch has compiled plans of all villages and most of the towns in the province. Of these 73 have been revised in the past twelve months.

The suggested forms of building and fire-prevention by-laws heretofore compiled and graded for the various classes of municipality in the province have been revised and are now in proper form for distribution.

As already intimated, town planning thought in respect of the form of zoning by-law best suited to convey to the public the intention of the by-law has changed materially during the past few years. The branch, in its endeavor to keep abreast of the times, has under revision the various form of zoning by-law heretofore issued, the clerks of all towns and cities having been notified of their status and requested to destroy them.

In addition to the general advice on organization and procedure from time to time given, two definite reports on these matters together with five conferences with local organizations were given.

### TOWN PLANNING MOVEMENT AT ST. JOHN, N.B.

In 1922 a town planning scheme was formulated for the city of St. John, in accordance with the New Brunswick Town Planning Act of 1912. No action was taken to carry out the plan. On various occasions and at much expenditure of time and energy, Mr. W. F. Burditt, during the last nine years, has urged the successive mayors and councils to take some practical step to carry out the plan. No one in authority during these years has accumulated sufficient energy to do the obviously sensible thing, and Mr. Burditt has never received sufficient public support to get the plan into operation.

On January 14 the Town Planning Commission of St. John, with Mr. Burditt in the chair, discussed a resolution urging the city council to get the plan under way. The newspaper reports state that it is expected that the council will pass the resolution. Mayor White was present and stated that the city council would take action right away.

It is surely high time. The plan cost the city nothing at all and some of the most competent planners in Canada worked upon it and gave their services. Somebody in authority in St. John should know by this time the community value of an orderly plan. If the St. John plan were put into immediate operation and adequate publicity were devoted to it the city of St. John might do for the province of New Brunswick what Vancouver has done for British Columbia, and might release that frozen Town Planning Act of 1912, for the benefit of the whole province. Some more energetic and intelligent action will be needed, however, than has been manifested in St. John during the last nine years. By this time there are valuable Canadian documents, such as the Vancouver Plan and now the Interim Report of a Major Street Plan for the City of Edmonton, available for local officials in any Canadian city pointing out the proper procedure to get town planning under way.

# TOWN PLANNING IN ALBERTA, 1930

Report to Town Planning Committee. Association of Dominion Land Surveyors

By HORACE L. SEYMOUR,  
Director of Town Planning, Alberta.

When a report was made last year to this committee it was stated that some twelve town planning commissions had been officially appointed in the Province of Alberta. That number has now been increased to seventeen and it is expected that before the end of the year 1930 there will be eighteen town planning commissions. It is particularly encouraging that in a year such as Alberta and other western provinces have been experiencing, numerous municipalities have been seeking the aid of the Provincial Town Planning Office.

The commissions appointed are from five of the seven cities and both the cities of Edmonton and Calgary have full time staffs with Mr. J. F. D. Tanqueray and Mr. J. H. Doughty-Davies, respectively in charge. All of the commissions have not been active but on the whole considerable progress has been made.

In Edmonton the replotting of subdivisions at Capital Hill was made possible by virtue of the provisions of the Town Planning Act. While the city owned a great deal of the property some absentee owners had not previously consented to the replotting so obviously necessary when one studies the topography on which has been superimposed the usual rectangular subdivision. But the Town Planning Act, 1929, provided that if the owners of 60% of the number of parcels representing at least 60% of the assessed value consented then the replotting could be legally effected.

Numerous study maps have been prepared both in Edmonton and Calgary, traffic counts made and major street plans prepared. In Calgary an interim zoning by-law was also prepared. It was not fully understood, objection was made in connection with appeals, but general business conditions were such that the main object of the interim by-law (the prevention of possible haphazard building) was accomplished without its actual passage.

It is expected that with more publicity—with some changes in legislation and in the terms of the by-law—and with more study in connection as well with major streets, transit, parks, etc., a final zoning by-law will be made effective in 1931. Edmonton will also, it is expected, have a zoning by-law prepared. Its preliminary major street plan is just being presented.

Typical building or zoning by-laws prepared in the Provincial Town Planning Office have been adopted with minor changes in the following centres:—Wainwright, Tofield, Drumheller, Grande Prairie, Carbon, Olds, Springbank Municipal District

(adjoining Calgary). For smaller centres or for more scattered populations a typical Zoning and Building By-law has been prepared including in one document simple constructional, housing and zoning features. In the town of Grande Prairie in the Peace River country three principal 66 foot streets have been protected by building lines and new structures are to be built six feet back from the street line thus providing future streets 78 feet wide in the commercial district.

Other commission activities will probably bear fruit next year, and need not be further detailed in this report. Projects for street or park improvements have been prepared for several centres; general studies have been made for other centres. Mr. W. E. Zinkan, D.L.S., A.L.S., joined the provincial staff during the year and has rendered valuable assistance in these and other matters.

Under regulations suggested by the Provincial Town Planning Board the work in regard to removal of advertising signs, location of gasoline filling stations, etc., has been continued. Hundreds of signs have been removed (600 by one company) generally with the finest co-operation of the advertisers, with the result that it is expected in 1931 there will be no signs that are not in agreement with the regulations. This means no advertising signs in the country except within two miles of a city or town and then only at certain intervals and at least 160 feet back from the centre of the highway. New gasoline filling stations are being kept at some considerable distance from the beginning or end of curves on highways, and are also kept far enough back from the roadway to allow for service to be given on private rather than on public property.

It may be said in general the situation in regard to urban and rural planning is satisfactory, having regard to the financial situation.

## SUBDIVISION AND ZONING CONTROL

Of more particular interest to surveyors are, possibly, Subdivision and Zoning regulations. In 1929, regulations in regard to Subdivisions of land were prepared under the provisions of the Public Works Department Act and the Town Planning Act.

Amongst other modern requirements there is recognized the fact that it is not enough to lay out streets and lots, but it is important to determine as far as possible from the very first the use of the lots. With each new subdivision (outside of a city, town or village) there is registered a caveat which is a warning to the purchaser of land intending to

build that only certain structures are permitted in certain areas. The zones are Residential, Commercial, Industrial and Agricultural, and brief but comprehensive regulations are prepared for each district or zone. Up to date some 63 of these caveats have been made effective in the province, which means 63 new small zoned centres.

It is held that it is difficult to prevent "squatting" or the erection of stores and other structures along the railway right of way before the plans of a railway townsite are actually registered, but the "squatting" is generally centralized and can be covered by an industrial or Commercial classification and leave certain areas protected for Residential purposes.

Following the practice of the late Mr. W. A. Begg (one of the pioneers in town planning in Saskatchewan) townsites in Alberta as in Saskatchewan are now inspected before registration. The knowledge thus gained is also of value in dealing with the townsite in any future development. Studies and inspections show that it is not "squatting" that is most inimical to townsite development but the subsequent location of buildings out of place after sales are made. Many 50 foot lots have been bought on 66 foot streets, intended for residences but used for stores while the 100 foot main street with 25 or 30 ft. lots have been frequently largely or partially neglected for such purpose. The number of structures to be erected in the new townsite can be foretold within reasonable limits and the balance established between industrial, commercial and residential districts for a contributing population than can be closely estimated as to both present and future possibilities. For example, in one village in Alberta there is in the village and in the six or seven "Contributing" townships a population of about 2400. At 40 feet of commercial frontage per 100 population (a figure arrived at by observation and study of many other centres) there would be expected in this village 960 feet of commercial frontage—the actual figure is just under 1000 feet. Other figures also show that one grocery store in other centres serves on the average 640 people. This would mean four grocery stores for the village in question and there were found just four stores at which groceries were sold. To further prove the figures given it might be stated there had been five grocery establishments but one had been forced to discontinue business. General figures are also available for the amount of industrial areas required but are more suited for large centres. The industrial structures needed for the small railway townsite are however, well known, such as grain elevators (usually within the railway right of way) the blacksmith shop, the lumber yard, the livery barn, implement shed and yards and the possible creamery. Generous amounts near the railway

right of way are zoned as industrial to take care of these structures and for possible expansion. It should be mentioned that in an industrial district if a dwelling is erected it must be on a lot of 5000 square feet in area, and have front and side yards, etc., as though in a residence district.

While there is not unanimity of opinion amongst government and railway officials as to the value of such zoning caveats for small new centres it may be stated that regarded from the most negative aspect such regulations cannot be of harm. If conditions change the caveat can be altered by the government or municipality when formed. It is not inflexible like some building restrictions. While some buildings, either in ignorance or even purposely, may be erected in contravention of regulations yet if in any centre public opinion is sufficiently aroused the regulations can be made binding, thus giving every community so zoned a chance for orderly development. It cannot be too often repeated that a townsite has been in the past the genesis of a city and may be so again. Let it start in an orderly manner and make its expansion according to a considered plan is the unanimous opinion of the Provincial Town and Rural Planning Advisory Board, fully impressed with the value of zoning caveats for new subdivisions. To the writer this also seems one of the most important steps being taken in the Alberta town planning program. There is not one established centre now being improved under the guidance of the Provincial office that has not already suffered through the lack of zoning.

Mr. Stewart Young, Director of Town Planning for the Province of Saskatchewan in a recent report points out the interest being taken in zoning even in the smaller centres.

The ordinary town or city block of from 3 to 4 acres—generally of the former amount—is not large enough for modern school requirements. The railway companies are now being encouraged to show on the tentative plan of new railway townsites an area of at least 5 acres that may be suitable for purchase for school purposes when or if required. In many new townsites there is apparently a dearth of "acreage" lots of one-half to one acre and the tendency has been to go outside the townsite for such larger lots. On the tentative plans "acreage" is therefore also suggested to be zoned when or if required as part of an agricultural district. In accordance with modern practice 10% of the area being subdivided is set aside for public purposes—5% for the Department of Public Works for possible future public buildings or other similar uses and capable of being used in the meantime for park purposes for which another 5% is set aside for all time. Such areas are frequently unused and uncared for but when the community "finds" itself then the value of such provision becomes apparent.

Studies are also being made for railway or other townsites through or adjoining which the Main Highway has been located.

#### CORNER CUTTING

A matter of both academic and practical interest is that of "corner cutting".

Alberta Subdivision Regulations state:—

Lots on major street intersections and all other points likely to be dangerous shall have the corner cut off to an amount at least equal to what would be cut off by a curve having a radius of 15 feet.

Zoning By-law provisions already in effect in Alberta may be quoted in this connection:—

##### (a) For Residential Districts.

On any corner site on which a front yard is required by this By-law, no wall, fence or other structure shall be erected to a greater height than three feet and no hedge, shrub or other growth shall be maintained in such location within such required front yard space as to cause danger to traffic by obstructing the view.

##### (b) For Business Districts.

No building shall be erected or structurally altered upon a corner site in any district so that any portion of the building would be in front of a straight line joining points on the street lines ten feet from their intersection.

Studies have been prepared to show that these various regulations or provisions based on good practice, are consistent.

The objects of corner cutting and the factors to be considered may be stated as follows:—

(1) Vision Clearance—Cars approaching an intersection should be intervisible at sufficient distance to prevent accidents and to give both motorists and pedestrian more time to see each other at corners.

(2) Curb Radius—The curb radius around which a car can swing should be at least 20 feet and preferably 25 feet. A greater radius is advisable from the motorist standpoint as it allows cars to travel at a greater speed around corners but increases the width of crossings to be travelled by the pedestrian both to his disadvantage.

(3) Constructional and Architectural Considerations—The cost of construction of buildings on a curve is greater than on a straight cut off though such construction on a curve judged architecturally is generally much finer in appearance. If the face of the building on the cut off is to be used as an entrance, a minimum width is required independent of other considerations.

In Ottawa some years ago corner cutting was practised by "arcading" the first storey at some business corners. The curb radius was increased to the advantage of vehicular movement, while pedestrians were taken care of by the sidewalk under the second storey, supported by a post or

column. This latter feature, however, interfered somewhat with "vision clearance." A similar treatment was advised in the city of Kitchener at two important corners where buildings were already erected. The city of Kenosha, Wisconsin, was the first city to adopt a "vision clearance" provision for the whole city. This provision calls for a cut off for the whole height of the building of eight feet back from the corner along the property lines giving a diagonal face of eleven feet at a right angled corner. This is of the nature of a "building" line and does not condemn the triangular portion that is to be kept clear of building. In the Point Grey By-law of a few years ago the vision clearance provision meant in effect a similar cut off as in Kenosha for the first storey only. This has been copied in the Saskatoon By-law but for Residential Districts only.

After considerable study of the problem it is believed that where corners are to be cut, good practice calls ordinarily for a radius for property lines of 15 feet and certainly not less than 10 feet. With constant distance (as where wide sidewalks are required) from property line to curb, of 15 feet, a radius of 10 feet for property line gives a radius of 25 feet for the curb. But if this constant distance between property line and curb be reduced to 10 feet the curb radius becomes the minimum of 20 feet. With smaller radii cars must swing out into the traffic to make the turn.

A Table has been prepared showing the functions for certain "central" angles of a curve of radius of 15 feet and for comparison of a curve of radius of 10 feet as well.

The "central" angle or the angle between radii at the beginning and end of curve has been used in such table. This "central" angle is equal to the "intersection" angle or the angle necessary to be turned from one tangent to run the other tangent. The "deflection" angle is one-half the "central" or "intersection" angle being the amount necessary to turn from the tangent at the B. C. along the chord to the E. C. of curve.

Where property lines in Residential Districts are to be curved at corners such curve information may be of some value in laying out the curves. But in Business Districts where buildings have no front yards certain approximation to allow for a straight cut off must be considered.

The Alberta Subdivision Regulations have been quoted:

Lots on major street intersections and all other points likely to be dangerous shall have the corner cut off to an amount at least equal to what would be cut off by a curve having a radius 15 feet.

Studies have been made to establish the length of a "building chord" to replace the curved boundary. The simple rule obtained is that:—

Length of chord in feet equals central angle in  
0

degrees divided by six or  $C = \frac{0}{6}$  where 0 =  
central angle. The tangent is found from the

$C$   
formula  $T = \frac{C}{2} \sec. 0/2$ .

Another table gives for certain central angles the length of "building chord", the tangent, the minimum "vision clearance" and the minimum distance to be travelled before cars most unfavorably placed would pass. These latter values are also compared with similar minima if "building" were erected on the arc of a curve of 15 foot radius, and show that the "building chords" selected are generally preferable in such respects, and it may be well said the corner is "cut off to an amount at least equal to what would be cut off by a curve having a radius of 15 feet." Below 60° of central angle the need of corner cutting from vision clearance, and curb radii considerations practically cease to exist. It will also be noticed by comparison of tables that the "building chord" lies in length between the chord for a radius of 15 feet and a radius of 10'.

For streets at right angles the cut off of ten feet along each property line as called for in zoning

regulations gives for practical purposes the same results as the "building chord" shown in table.

In the studies for determination of distances that cars travel before passing after being invisible a curb radius of 30 feet was used. For the same "building chords" but for curb radii of 25 or 20 feet the distance of travel will be found to be increasingly greater.

#### UNIVERSITY LECTURES

The lectures at the University of Alberta given by the Director of Town Planning have seemed particularly successful this year as far as attendance and interest are concerned. Some students from other than the Civil Engineering Course at their own request were granted permission to attend such lectures with accompanying drafting course in design.

Numerous surveys have been made and plans prepared in the Provincial Town Planning Office for farmsteads, schools and parks.

Addresses to various organizations have been continued and several broadcasts made. Next year a weekly broadcast "Better Communities Half Hour" is being sponsored by the Provincial Town and Rural Planning Advisory Board. A series of 10 sheet weekly articles was also supplied to over 100 of the weeklies in Alberta.

## Proposed Town Planning Legislation For Ontario

### A PRAYER THAT FAILED

REPRINTED FROM NOVEMBER ISSUE, 1922

The Ontario legislature on the supplication of the Ontario Town Planning and Housing Association appointed a committee at the close of last session to consider the question of improving town planning legislation in Ontario. The following members of the legislature were instructed to serve on this committee: Hon. Mr. Rollo, Hon. Mr. Nixon, Hon. Mr. Henry, Mr. Swayze, Mr. Cunningham, Mr. Watson, Mr. Tisdelle, Mr. Thompson, Mr. Ramsden, Mr. Pinard, Mr. McBride, Mr. Halcrow. Later the Hon. Mr. Rollo was chosen as chairman of the committee.

With the granting of their request the Town Planning and Housing Association formed a committee for the preparation of a draft bill to be submitted to the legislative committee for consideration. This committee was made up of the following members of the association: Mr. T. D. leMay, Mr. N. D. Wilson, Mrs. Dunnington-Grubb, Mr. A. E. K. Bunnell, Dr. H. L. Brittain, Mr. A. V. Hall, Mr. H. L. Seymour, Mr. W. S. B. Armstrong, Secretary and Mr. J. P. Hynes, Chairman.

The committee drew up a proposed bill and in drafting it adopted the following principles:

- (a) The Municipal Council must have control over the spending of the ratepayers' money.
- (b) The development of any community seldom stops at the Municipal boundaries, so that town planning problems are of co-operative interest and effort between two or more independent Municipalities and a town planning agency must be representative of the Municipalities whose interests are inter-locked.
- (c) Any planning scheme is waste-paper if, when adopted, it is not carried out. A plan commission must be permanent, and to ensure this it must have an assured income, however small, and this income should come from each Municipality interested in proportion to its capability to pay.

The text of the proposed bill as amended at the conference of the association, Oct. 17-18, reads as follows:



## AN ACT TO AMEND THE PLANNING AND DEVELOPMENT ACT

His Majesty by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:

1.—This Act may be cited as the Planning and Development Act.

2.—In this Act:

- (a) "Board" shall mean the Ontario Railway and Municipal Board, and any member thereof authorized as provided by Section 9 of the Ontario Railway and Municipal Board Act.
- (b) "Bureau" shall mean the Bureau of Town Planning as constituted by this Act.
- (c) "Director" shall mean the Director of the Bureau.
- (d) "Town Planning Adviser" shall mean a person in the opinion of the Director, technically qualified to advise on Town Planning, and who has been granted a certificate to that effect by the Board.
- (e) "Commission" shall mean a Plan Commission as constituted under this Act.
- (f) "Local Authority" shall mean the Council of a city, town, village, or township, or a Plan Commission as the case may be.
- (g) "Town Planning District" shall mean the area under the jurisdiction of the Local Authority for the purposes of this Act.

### BUREAU OF TOWN PLANNING

3.—There is hereby established a branch of the Public Service of Ontario to be known as "The Bureau of Town Planning and Housing."

4.—The Bureau shall be attached to such one of the departments of the Public Service as may be designated by the Lieutenant-Governor in Council, and shall be under the direction and control of the Minister in charge of that department.

5.—The Lieutenant-Governor in Council shall appoint an officer to be known as the Director of the Bureau of Town Planning and such Town Planning Advisers and other officers, clerks and servants as may be deemed advisable.

6.—The Director for the purposes of the Public Service Act and the Audit Act shall rank as the deputy head of a department and in respect to matters assigned to the Bureau shall exercise and perform the powers and duties of the deputy head of a department.

7.—The director acting under the direction of the Minister shall preside over the Bureau and shall perform such other duties as may be assigned to him by the Lieutenant-Governor in Council or by the Minister.

8.—Wherever by an Act of this Legislature an officer engaged in the administration of the Law relating to any of the matters assigned to the Bureau

by this Act is directed to report to the minister, the report shall, unless the minister otherwise requires, be made to the director, and every such officer shall act under and obey the directions of the director.

9.—It shall be the duty of the Bureau to:

- (a) Issue from time to time and send to the clerk of every municipality and secretary of every Plan Commission, bulletins dealing with town planning and housing activities, in order to secure co-operation and co-ordination between the various town planning authorities and developments in the province.
- (b) Collect such statistical and other information respecting town planning and housing affairs in Ontario as may be deemed necessary or expedient from time to time.
- (c) Enquire into, consider and report upon the operation of town planning and housing laws in force in other provinces of the Dominion and in Great Britain and in any foreign country, and make such recommendations and suggestions thereon as may be deemed advisable.
- (d) Prepare for the guidance of local authorities standard regulations required for the purposes of this Act.
- (e) Upon request of any local authority and where, in the opinion of the Director, it is desirable so to do, provide such local authority the services of a town planning adviser, with such other assisting staff as may be arranged for, at such rate per diem as may be fixed for such services from time to time by the director.
- (f) Receive in charge from, and hold at the call of the Board, all plans and documents referring to town planning and land subdivisions, which are now or which later under any statute or order of the Board, may or would be filed with the Board.
- (g) Advise the Board on all matters coming before it under this Act, or on other matters referred to it by the Board.
- (h) Prepare and transmit to the Lieutenant-Governor in Council annually a report upon the work of the Bureau during the preceding year, together with such statistics and other information as may have been collected in the Bureau.
- (i) Perform such other duties as may from time to time be assigned to it by the Lieutenant-Governor in Council.

10.—(1) There shall be assigned to the Bureau the administration of this Act, and the Bureau shall superintend Town Planning and Housing Activities in the Province. The Bureau may require from any Local Authority such returns and statements as to the Bureau may seem proper, and may extract from such returns and statements such information, as

in the opinion of the Bureau, may be useful for publication, and may embody such portions of such returns and statements in the annual report of the Bureau as to it may seem proper.

(2) A Local Authority which refuses or neglects to comply with the provisions of this section shall incur a penalty not exceeding one hundred dollars for every week it may be in default, recoverable under the Ontario Summary Convictions Act, and in addition the Bureau may authorize a Town Planning Adviser to secure such returns and statements at the expense of the Local Authority.

#### TOWN PLANNING DISTRICT

11.—(1) Within twelve months of the passing of this Act, the Municipal corporation of each city, town, or village shall file, where not already filed, with the Board for approval, a plan showing the area which it is desirable shall be considered the town Planning District of such city, town, or village, with reasons therefor.

(2) Such Town Planning District shall not exclude any portion of the land lying within the municipality making the application, and may include such portions of the lands in adjoining municipalities as may seem desirable.

(3) Such plan may, with the approval of the Board, be altered or amended from time to time.

(4) Notice of every application to the Board of approval of such plan or amendment of the same, together with a copy of every such plan, shall be served on every municipality, the whole or any part of which is included in the lands shown on such plan.

(5) The Board shall hear any such municipalities desiring to be heard and may approve of such plan or require the same to be altered or amended before approving thereof.

(6) Upon the approval of any such plan by the Board, the municipality shall deposit the same in the proper registry or land titles offices and the lands shown thereon shall constitute the Town Planning District for the said municipality.

12.—In the event of any such municipality failing to file such plan with the Board for approval, the Board shall cause a plan to be prepared by the Bureau at the expense of the municipality which shall be deposited in accordance with the provisions of this Act relative thereto and shall constitute the Town Planning District for the said municipality.

#### LOCAL AUTHORITY

13.—Where the Town Planning District does not extend beyond the limits of the municipality making the application, the provisions of this Act shall be administered by the municipal council or by a commission consisting of the head of the municipality and two ratepayers appointed by the council for two years or until their successors are appointed

except that at the first appointment one shall be appointed for two years and one for one year.

14.—Where the Town Planning District extends beyond the limits of the municipality making the application the provisions of this Act shall be administered by a Commission to be known as the Plan Commission of ..... and District, which Commission shall be appointed within six months of the order of the Board establishing the Town Planning District.

15.—Such Commission shall be a body corporate and upon its appointment shall have and exercise all the powers and discharge all the duties vested in it by this Act.

16.—In the case of a city such commission shall consist of seven persons, namely:

(1) Five ratepayers of the city appointed by the council of the city who shall each hold office for five years, or until his successor is appointed, except that upon the first appointment the council may designate one to hold office for one year, one for two years, one for three years, one for four years, and one for five years.

(2) Two ratepayers of the Town Planning District without the limits of the city, to be appointed by the Lieutenant-Governor in Council upon the recommendation of a majority of the heads of the municipalities included in whole or in part in the Town Planning District without the limits of the city or in the event of the failure of the heads to make such recommendation, within two months after the appointment of the five Commissioners by the City, upon the nomination of the said five Commissioners. Said two Commissioners shall each hold office for four years or until their successors are appointed, except that upon the first appointment, one shall be appointed for two years only.

17.—In the case of a town such Commission shall consist of five persons, namely:

(1) The Mayor.

(2) Three ratepayers appointed by the Council for three years, or until their successors are appointed, except that upon the first appointment, the Council shall designate one to hold office for one year, one for two years, and one for three years.

(3) One ratepayer of the Town Planning District without the limits of the town, to be appointed by the Lieutenant-Governor in Council upon the recommendation of a majority of the heads of municipalities included in whole or in part in the Town Planning District without the limit of the town or in the event of the failure of the heads to make such recommendation within two months after the appointment of the three Commissioners by the town, upon the nomination of the said three Commissioners. Said Commissioner shall hold office for three years, or until his successor is appointed.

18a.—In the case of a village, such Commission

shall consist of three persons, namely:

- (1) The reeve of the village.
- (2) One ratepayer appointed by the Council for two years.
- (3) One ratepayer of the Town Planning District without the limits of the village, to be appointed by the Lieutenant-Governor in Council upon the recommendation of a majority of the heads of the municipalities included in whole or in part in the Town Planning District without the limits of the village or in the event of the failure of the heads, to make such recommendation within two months after the appointment of the Commissioner by the village upon the recommendation of the council of the Village.

18b.—The Essex Border Utilities Commission with Town Planning powers under the Consolidated Essex Border Utilities Act 1921 is constituted a Local Authority under the Act for the municipalities of Riverside, Ford City, Walkerville, Windsor, Sandwich and Ojibway together with the areas included in a plan prepared under Section 4 of the Planning and Development Act and approved January 20, 1921, by the Ontario Railway and Municipal Board.

19.—The provisions of this Act shall also apply to a township the Town Planning District of which shall comprise all those parts of the said township not included in the Town Planning District of any City, Town, or Village, and shall be administered by the Council of said Township or by a Commission of three members. The said Commission to consist of the reeve and two ratepayers appointed by Council for two years, except that on the first appointment one shall be appointed for one year and one for two years.

20.—If at any time, after hearing all parties interested, it is, in the opinion of the Board, desirable that two abutting Town Planning Districts should be united, having in mind the growth of either or both communities, it may order the union of the two districts under one Commission of not more than seven members. In the case of the union of two village town planning districts of comparatively equal status, the Board may order that the Commission of the joint district shall have five members, namely:

The Reeves of the two villages.

A member appointed for three years by each of the two village councils.

A member appointed by the Lieutenant-Governor in Council upon the recommendation of a majority of the heads of the municipalities contained in whole or part within the joint Town Planning District other than the two villages.

In the case of the union of the Town Planning Districts of two towns or two cities or one town and one city, of comparatively equal status, the Board

may order that the Commission of the joint district shall have seven members, namely:

Three members appointed by the Council of the town or city designated by the Board to appoint three members.

Two members appointed by the Council of the town or city designated by the Board to appoint two members.

Two members appointed by the Lieutenant-Governor in Council upon the recommendation of a majority of the heads of the municipalities contained in whole or in part within the joint Town Planning District, other than the said towns or cities as the case may be.

21.—When in the opinion of the Board or upon application of the municipality the representation upon the Commission of the various municipalities in a Town Planning District is not proportionate to the interests of the various municipalities, or for any other reason it may vary the number of Commissioners to be appointed or nominated by the said municipalities from that set out in this Act, and upon an order of the Board to that effect, the Commission shall be so constituted.

22.—In the event of any municipality failing to comply with the provisions of this Act relative to the appointment of a Plan Commission, within six months from the date of any order of the Board establishing a Town Planning District the Board may order that the Bureau shall have and exercise within said Town Planning District all the powers and discharge all the duties vested by this Act in a Plan Commission.

23.—In case of a vacancy by the death or resignation of a Commissioner or from any cause other than the expiration of the time for which he was appointed, the Commissioner appointed in his place shall hold office for the remainder of the unexpired term and until his successor is appointed.

24.—Any member of the Commission shall be eligible for re-appointment.

25.—The Commissioners shall serve without remuneration, but each member shall be entitled to receive his actual disbursements for expenses in connection with services undertaken by the direction of the Commission.

26.—The chairman and secretary shall be appointed by and hold office at the pleasure of the Commission.

27.—The Commission shall hold meetings at least monthly, and a majority of the Commissioners shall form a quorum.

28.—All orders and proceedings of the Commission shall be entered in books to be kept for that purpose, and shall be signed by the Chairman for the time being, and when so entered and purporting to be so signed, shall be deemed to be original orders and proceedings, and the books may be produced and

read in any judicial proceedings as evidence of the orders and proceedings.

29.—The Commission may employ all necessary Town Planning Advisers, and other Officers, Clerks and Servants, and may prescribe their duties and compensation or may arrange with the Council of any Municipality within the Town Planning District, or with any board or commission appointed by any such Municipality, or with the Bureau, that the staff of such Municipality, Board, or Commission or of the Bureau, shall make necessary surveys, maps and plans, and perform such other technical Town Planning or other services as may appear advisable.

30.—The Commission shall keep in its office all books, maps, plans, papers, and documents used in and pertaining to the business of the Commission.

31.—The Commission shall keep accounts of its receipts, payments, credits and liabilities, and the same shall be audited by the auditors of the principal Municipality lying wholly within the Town Planning District, in like manner as other accounts of the said municipal corporation, and shall thereafter be laid before the several municipal councils by the Commission.

#### GENERAL POWER OF COMMISSIONS

32.—Where a Commission has been appointed to operate this Act in any Town Planning District, the Council of every city, town, village and township, included in whole or in part within the limits of the Town Planning District, shall in addition to all other rates and assessments for municipal purposes, levy and assess in every year a special annual maximum rate of one-tenth mill in the dollar upon the whole assessment for ratable property, income and business within the limits of the said Town Planning District. Such rate shall be called the Town Planning Rate and shall be deemed to be included in the limit of the rate authorized by Section 297 of the Municipal Act. The amount so assessed shall be placed at the disposal of the Commission for its purposes.

33.—The Commission may issue debentures payable in forty years, and at such rates of interest as it finds expedient, secured upon its annual income from the municipalities as set out in the preceding section, to an amount in excess of accumulated sinking fund, not exceeding the sum obtainable on the security of one-half of such future income, as based upon the last assessment of the several municipalities.

The Commission shall provide a sinking fund or serial bonds for paying off the principal of all sums borrowed by or assumed by the Commission.

34.—The Commission shall keep separate accounts of the income received from each municipality. General expenses of operation, financing the preparation of a general plan, and all expenditures on behalf of the Town Planning District as a whole

shall be assessed against each municipality, in proportion to the income from the Town Planning Rate from such municipality. Expenditures not so made on general account, shall be charged against the municipality or municipalities in the interest of which they were incurred. The Commission is authorized to spend the revenue derived from the Town Planning Rate in its discretion, provided that in any period of five years there will be spent in the interest of each municipality the revenue derived from said municipality from the said Town Planning rate.

35.—The Commission is empowered to solicit and receive grants and bequests of money or real property, and to hold, buy, sell and otherwise deal in real estate, provided any such lands or parts thereof established as highways shall be vested in the municipality.

36.—The Commission is empowered to issue bonds or otherwise borrow money upon the security of its real estate, and provided the security for said sums borrowed is not impaired, to sell to the municipality at a price to be agreed upon irrespective of value, or to dedicate as a public highway, square or park, any portion of said real estate.

37.—The property of the Commission, not let or leased, shall be exempt from all taxes other than local improvement rates.

38.—Notwithstanding Section 472 of the Municipal Act, no by-law, resolution, or agreement to open, close, narrow, widen, lease, or otherwise encroach upon except for municipal services any street or highway within the Town Planning District, shall be passed by any municipal council without the consent of the Commission being first obtained in writing, except by a two-thirds vote of the whole council of the said municipality.

39.—The Commission shall submit to the council of each municipality within the Town Planning District a priority list, amending same from time to time, showing the order in which in its judgment the more urgent matters required to carry out the general plan as approved shall be undertaken, and except by a two-thirds vote of the whole Council, none of such matters shall be undertaken by the municipality out of the order shown on said priority list without the consent of the Commission.

40.—It shall be the duty of the Commission without other instruction to advise the council of each municipality lying in whole or part within the Town Planning District in regard to any matter coming before such council, which, in the judgment of the Commission, affects or will or may affect the carrying out or fulfilment of the general plan as approved, or the appearance, utility and convenience of the municipality or of its streets and public places.

41.—The Commission shall, at the time the annual estimates of each municipality lying in whole or part within the Town Planning Districts are being

considered, submit to the Council of such municipality a statement of the sums in addition to the Town Planning rate which in the judgment of the Commission should be placed at its disposal by the said municipality, during the ensuing financial year, in connection with the carrying out of the general plan. Such statement shall show:

- (1) The nature of the specific works recommended chargeable against the municipality and the estimated cost of such, and the time and manner in which the said work should be carried out, and whether in whole or part as a local improvement or otherwise.
- (2) The sum requested for the purchase of lands for street widening or other improvements of a minor nature, or for small parks or squares, or for the acquirement of properties in the line of major street improvements for the purpose of determining the probable cost of same. Such sum to be expended at such time and in the purchase of such properties, as opportunity may offer, and the judgment of the Commission may direct.
- (3) Any additional sum, over and above the Town Planning rate required for the operation of the Commission.

Such sums as may be approved by Council shall be placed to the credit of the Commission to be expended in accordance with its estimates as approved or amended by Council.

42.—The Council or the School or Park Board of any municipality, lying in whole or part within the Town Planning District, may instruct and authorize the Commission in the carrying out of the general plan to acquire lands for its purpose within the Town Planning District, the Council or the School or Park Board, as the case may be, providing the necessary funds for the purpose.

43.—The Council of any municipality lying in whole or part within the Town Planning District, may instruct and authorize the Commission in the carrying out of the general plan as adopted to construct at the municipality's expense, roadways, bridges, boulevards, monuments, buildings, etc., or to lay out parks and squares, or do other physical work.

44.—The Council of any municipality lying in whole or in part within the Town Planning District, may by by-law delegate to the Commission any powers it may have or may later obtain relative to housing, the acquirement and administration of parks and boulevards, or in connection with any other matters pertinent to the carrying out of the provisions and intent of this Act.

45.—For the carrying out of this Act, the Commission may expropriate lands or easements in the same manner and to the same effect as if it were a municipal council of a city with a population of 100,000 or over acting under the provisions of the

Municipal Act, and the provisions of the Municipal Act shall *mutatis mutandis* be applicable to the acquisition of lands by the Commission.

#### GENERAL PLAN

- 46.—(a) The Local Authority may cause to be prepared a general plan or plans of development for the whole or any part or parts of the area included in the Town Planning District illustrating the proposed activities of, and the improvements contemplated by the Local Authority in accordance with the provisions of this Act.
- (b) The general plan prepared by the local authority in accordance with the provisions of this section may deal with:
  - (1) Development of lands hitherto undeveloped.
  - (2) Remodelling of those parts of the Town Planning District heretofore developed.
  - (3) Transportation and public services.
  - (4) The best economic use of land.
  - (5) Amenity and convenience in connection with the planning, layout, classification, and use of land for any purpose.
  - (6) Open spaces for parks, playgrounds, and the like.
  - (7) Design and location of public buildings, monuments and structures.
  - (8) Prescribing general and partial zones in which to regulate the use and occupation of erections, structures, and buildings, the use and development of land and the use, height, area, bulk, location and type of construction of erections, structures and buildings to be erected thereon.
  - (9) Preservation of objects of historical or natural beauty.
- (c) The said plan or plans shall be submitted for approval to the Board and to all the Municipalities concerned in accordance with the provisions of this Act.
- (d) The Local Authority shall so soon as the plan or plans have been approved file copies of the same with Clerks of all the Municipalities concerned, and with the Board, and shall also deposit copies of the same in the proper Registry Office and Office of Land Titles.
- (e) After the approval of any such general plan, or regulations applying thereto, a municipal council shall not pass any by-law not in accordance with same, without the consent of the Board.
- (f) Said plans and regulations may be amended from time to time with like procedure.
- 47.—(a) The Local Authority may further cause to be prepared from time to time detailed plans of development of the whole or any part of the lands included in the Town Planning District.



- (b) Such plans shall show in detail the development proposed by the Local Authority as it may affect the lands included in the plan, with all information necessary to a proper determination of the lands shown set apart for highway or other Municipal or public purposes, and shall be certified by an Ontario Land Surveyor.
- (c) Any such plan may designate any highway shown thereon as a main highway and upon approval and registration of the said plan the lands required for any such main highway shown on the plan shall be considered condemned for highway purposes for all time and may be at any time assumed in whole or part by the Municipality in which they are situated on payment by the Municipality or Local Authority of the value obtaining at the date of approval, provided that no compensation shall be payable on account of any part of any such highway laid out by registered plan prior to the assumption of such highway by the Municipality.
- (d) In the event of failure to agree as to the amount of compensation payable under this section, the matter shall be referred to arbitration in accordance with the provisions of the Municipal Act in that behalf.
- (e) Any detailed development plan prepared by the Local Authority shall, when approved by the various Municipalities concerned, and the Board in accordance with the provisions of the Act, be filed in the proper Registry or Land Titles Office, and where any lands are affected by any main highway, an entry to that effect shall be made in the proper abstract books.
- (f) Any such detailed development plan may be amended from time to time with the approval of the Municipalities concerned and the Board.

48a.—The Local Authority may prepare a schedule or schedules of regulations to govern all and any matters that may come within the jurisdiction of the Local Authority in accordance with the provisions of this Act, and copies of the same duly approved shall be filed with the Board and with the Clerks of all municipalities concerned.

48b.—Property shall not be deemed to be injuriously affected by reason only of the making of any provisions inserted in the scheme, which, with a view to securing the amenity of the area included in the scheme, or any part thereof prescribe the space about buildings, limit the number of buildings to be erected, or occupied, or prescribe the height or character or use of buildings, (or distance thereof from the street line) and which the Board having regard to the nature and situation of the land affected thereby, declare by order to be reasonable for the purpose.

#### SUBDIVISION PLANS

49.—When any person or company is desirous of registering a plan of subdivision or re-division of any tract or parcel of land in a Town Planning District, the following procedure shall be had and taken.

(1) Such person or persons shall submit to the Local Authority a draft plan of the subdivision certified as to the boundaries by an Ontario Land Surveyor.

(2) Such plan shall be prepared in accordance with the schedule of regulations prepared by the Local Authority and approved by the Board in accordance with the provisions of this Act.

(3) The Local Authority may require any additional information necessary to a proper consideration of the plan to be provided.

(4) The Local Authority shall within four weeks of the receipt of the plan approve thereof, or notify in writing the person or persons submitting the same and the Board of its reason for not approving the same.

(5) If such approval be not given in the time specified in the preceding sub-section the person or persons submitting the plan may apply to the Board for its approval and shall notify the Local Authority and any person interested of the time and place appointed by the Board for consideration of the matter.

(6) The Board in determining such application may approve or refuse to approve such plan, and shall have the power to order such changes in the plan as to the Board may seem necessary or proper.

50.—No plan of subdivision in a Town Planning District shall be registered until it has been approved by the Local Authority or by the Board and a certificate of approval has been endorsed on the plan.

51.—No plan of subdivision shall be registered upon which a highway of less than 66 feet is laid out, or which abuts or fronts on a highway of less than 66 feet in width, unless it has been approved by the Local Authority as in conformity with a detailed plan approved by the Board, or lacking such, by the Board alone and a certificate of approval in accordance with this section has been endorsed thereon.

52.—No plan of subdivision shall be registered until the Local Authority shall have approved such subdivision as being required to take care of the demand for actual development.

The Local Authority before approving a plan shall require that local improvement rates on any existing street in and adjoining the plan opposite any new street or lane opened by the plan be computed.

53.—Any person or persons making application to the Local Authority or the Board for endorsement of approval upon a plan of sub-division or re-division shall at the time of application pay to

the Local Authority a fee of 5 cents per foot frontage for all land shown on said plan fronting on a highway already existing or laid out on said plan, and the Local Authority or the Board shall withhold its endorsement of approval of any plan until the payment to the Local Authority of the proper fees as herein specified.

- 54.—(a) Where in any district by reason of their shape or size or for other causes adjoining parcels of land cannot be subdivided independently and at the same time economically the Local Authority may prepare a plan whereby the boundaries of the said parcels are so adjusted that the said parcels may be subdivided independently and at the same time economically giving to each owner an area reasonably equal to that originally held.
- (b) Any such plan shall be approved by the Board in accordance with the provisions of this Act, and when approved shall be registered as a subdivision of land in accordance with the provisions of the Registry or Land Titles Act as the case may be, and the Registrar or Master of Titles shall record in the manner provided the ownership of the various parcels according to the plan so registered.
- (c) Where any owner feels himself to be injuriously affected by any plan so registered he may make a claim against the Local Authority for compensation.
- (d) The amount of any compensation payable on account of any such claim shall be determined by arbitration in the manner provided in the Municipal Act, and any amount so awarded shall be paid to the claimant by the Local Authority.

#### SALE OF LANDS BY METES AND BOUNDS

55.—No part of any parcel or tract of land which abuts or fronts on or which is within 33 feet of the centre line of any given or trespass road less than 66 feet in width, or any public road or highway less than 66 feet in width, that has not been laid out or established in accordance with the provisions of the Registry Act, or Land Titles Act or under the authority of the Executive Government of the Late Province of Quebec or of Upper Canada, or of Canada, or under the authority of the Executive Government of Ontario or by Municipal by-law shall be severed from the said tract and sold under a description by metes and bounds without the approval of the Local Authority and the Board and no deed of conveyance or mortgage in fee of such part of such tract shall be registered without such approval.

Any lands left between any such conveyance and the limit of the highway shall upon registration of

the said conveyance become vested in the Municipality as part of the public highway.

56.—No tract or parcel of land or part thereof situate in a Town Planning District shall be conveyed by metes and bounds or otherwise without the approval of the Local Authority and no deed of conveyance or mortgage in fee of such parcel shall be registered without the approval of the Local Authority.

A plan of survey certified by an Ontario Land Surveyor shall be attached to and form part of every such conveyance.

#### APPROVAL OF PLANS, ETC., BY BOARD

57.—Where a plan or schedule of regulations is required to be approved by any Municipal Council and by the Board the following proceedings shall be had and taken:

(1) The local authority shall forward a copy of the plan to each Municipal Council whose approval is required and to the Board with an application for approval.

(2) The Municipal Council shall consider the plan and shall within thirty days after the receipt of the application notify the board of its approval or otherwise, in the latter case giving reasons for not approving.

(3) The Board shall appoint a time and a place convenient to the majority of the persons interested, when a public hearing shall be held.

(4) The Board shall after the public hearing approve the plan or order the same to be amended and the plan as approved or amended shall be filed in accordance with the provisions of this Act.

58.—All disagreements arising between the Local Authority and any person or company or Municipality shall be referred to the Board.

The rules of practice and procedure adopted by the Board shall apply to applications under this Act, and all persons, municipal corporations, and commissions shall be entitled to be heard and may be represented by counsel or agent at the hearing. The ruling of the Board shall be final.

59.—The Planning and Development Act, being Chapter 38 of the Acts passed in the 8th year of the reign of His Majesty, King George V., and subsequent amendments, is hereby repealed.

#### ZONING IN THE UNITED STATES

"During the last 14 years over 39,000,000, have submitted their property to this mode of regulation. The acceptance of such restrictions is eloquent of the sense of fairness and civic responsibility of the people."—*U. S. Bulletin.*

## REPORT OF TOWN PLANNING COMMITTEE

Association of Dominion Land Surveyors Annual Convention, February 4 - 5, 1931

The annual survey of the Town Planning field in Canada, as a regular feature of our agenda, would seem to indicate that the Association of Dominion Land Surveyors recognises the national value of town planning and is anxious to advance the cause of town planning in Canada in every way possible.

The object of this report is to present a summary of the activities and tendencies in the town planning field in Canada during the past year.

### THE CAPITAL CITY

The report of last year dwelt at some length on the notable improvements in the Capital City. Those of you who come from a distance will be interested to observe the further advances in this important work and will be able to appreciate the fine intelligence, skill and excellent taste which the engineers and landscape architects of the Federal District Commission are exhibiting in their boulevarding work.

There seems to be no doubt that the claim for special planning attention to the Capital City, so earnestly set forth by Sir Wilfrid Laurier at the beginning of this century, is now generally accepted. If anything like the old querulous spirit in presence of Capital City improvements still exists it must surely be shamed into silence, not only by the manifest improvements already achieved, but also by the much larger program of the American Capital, far more extensive and expensive than anything yet contemplated by the Federal authorities.

Mr. Cauchon has ventilated the idea on many occasions that the Capital City should be a School of Town Planning for the whole Dominion. Unfortunately he does not seem to have arranged that the fire demon should attack certain structures we should all like to see obliterated, always supposing they were properly insured. For some inscrutable reason the fire demon seems to have a special antipathy to churches, a fact which doubtless has much theological or demonological significance.

But the opening up of something like a civic centre already presents to the larger cities of the Dominion much that is well worth considering, and the principle of architectural control, long since adopted in European cities and recently adopted in Washington and in some of the South American Capitals, has found some legislative basis at Ottawa. The principle is also being discussed at Vancouver and Winnipeg. Such movements seem to substantiate Mr. Cauchon's contention that anything conspicuously worth while in planning practice once established in the Capital City will provoke emulation in other cities of the Dominion.

But there are lessons to be learned both from

what the Capital City can do and from what it cannot do, owing to the mistaken planning of the past. Visitors from other cities with town planning sense will be able to visualize Metcalfe Street one hundred and eighty feet wide, with the architecture curved off at the northern corners and the Parliament buildings nobly revealing themselves as the observer ascends the slope of the street. They will learn that there was an excellent opportunity some years ago of widening Bank Street and that the City Council let slip the opportunity and must be held responsible for the fact that one of the main arteries of the city is now an absurd and exasperating anachronism. And they may find some way to organize a public outcry when such folly is committed or about to be committed in their own towns and cities. They will learn that the City Council has had before it a zoning plan for five years and has taken no practical step to legalize it; and the dreadful habit in Ottawa of sandwiching grocery stores in the necessary open spaces between residences will be deplorably obvious to them.

If trained observers, they will soon see the urgent need for a regional planning scheme, exercising some rational control of suburban areas. They will not hold the view that such poor developments as Eastview and Westboro concern the local operators only. They will know that mistakes in suburban planning will have to be paid for sooner or later by the tax payer of the Capital City or out of the general revenue of the country. Richmond road, for example, is an obvious main artery for the Capital region, yet when the Suburban Roads Commission wishes to open the road to meet traffic necessities it finds that building operations have made such work impossible and, according to a newspaper report, a whole new road may have to be considered. For every handsome building erected on the Aylmer highway, and every golf course established, some hideous structure is thrown up over night and billboards erected shutting off the view of the Ottawa river and valley. Access to rivers and mountains becomes increasingly difficult every year. It is now almost impossible to find a few square yards to leave a car if you desire to climb Kingsmere mountain. Such important privileges should not be cut away from the entire Capital population by the owner of some key lot to a noble natural endowment. The time seems to be at hand when barbed wire will destroy all bathing facilities in the fine rivers of the Capital City.

Recent discussion of a Federal District scheme has once more shown the difficulties and complexities of the subject. It may be here pointed out, however,

that a Regional Plan might be superimposed upon present municipal government, while a Federal District plan would involve such radical changes in present municipal government that much controversy would be needed before any satisfactory end was achieved. You will note there are three proposals more or less before the public. One involves complete abolition of municipal government in Ottawa and Hull, as it now exists, to be replaced by a Federal District Commission. Another is to retain municipal government in the two cities concerned but to transfer the control of physical features and public services to a special planning commission. The first proposal is intelligible enough, as a proposal, but little imagination is required to forecast events when the councils are asked to be pleased to abolish themselves. The second proposal is to place the physical features and public services under commission control. This would still leave the city councils in existence with something to do and something to talk about, but many moons would pass before there was any consensus of opinion as to what constitutes physical features and public services and where the divided responsibility should begin and end.

A Regional Planning Commission, a third proposal, could take a line of much less resistance. The city councils would be asked to agree with other municipal representatives over the Capital region to place planning control in the hands of a commission of expert planners. If it is said that this is also impracticable and impossible the answer is that what is being done all over the civilized world is neither impracticable nor impossible. The subject might well occupy the attention of a special committee for a considered report at the next annual meeting.

#### THE PROVINCES

Leaving the Capital area there is not a great deal to add to the report of last year. As you are aware, the Town Planning office of the Federal government, now associated with the Surveys Bureau, suffered severely from wartime economy in the depletion of its staff, and the restoration period does not yet seem in sight. In the provinces, where Canadian planning really receives its legislative authority, the special areas of activity are British Columbia, Alberta and Saskatchewan.

#### BRITISH COLUMBIA

In British Columbia the Vancouver centre had the advantage of a particularly vigorous branch of the Town Planning Institute of Canada which, in 1925, secured the passage of a modern town planning Act. Their recommendation, however, that a provincial bureau should be established for educational and advisory purposes was rejected by the legislature, much to the detriment of the province, as is now generally recognized. The Vancouver

group however secured the appointment of a town planning firm to create a plan of Vancouver, supplemented by a plan of South Vancouver, and thus took the lead in Canadian planning. The example of Vancouver has created a general planning consciousness in the whole region and the surrounding municipalities, such as North Vancouver and Burnaby are actively engaged in preparatory town planning work. The municipality of Point Grey, now part of the city of Vancouver, the real pioneer in the local planning field, is now incorporated with the city of Vancouver. By early action in its formative period Point Grey has been enabled to avoid many of the costly mistakes of haphazard development and is shaping an area of town planning method highly interesting and creditable to the town planning group. Point Grey was the first municipality to experiment in the replanning of subdivisions, involving the exchange of properties for the sake of more efficient planning. This method has a certain affiliation with the famous Lex Adickes of Germany, which has attracted the attention of the whole civilized world. The city of Victoria has suffered from the kind of obstruction which in some places attacks the so-called business mind, feverishly concerned with the prospective values of corner lots, and has not made very notable progress.

#### ALBERTA

The province of Alberta bids fair to outstrip British Columbia in virtue of the adoption of a new Town Planning Act with several original features, notably a provision to extend its influence to the rural areas, and the appointment of a Provincial Director and staff. The utility of a provincial bureau is being admirably exemplified in Alberta and sooner or later all the provinces must be impressed by the absolute necessity for such a central agency. Town Planning is no longer a subject rejected by editors of daily papers as "too academic", as was the case ten years ago. In most places now there are some members of city councils or of the general community, intelligent enough to see the need for planning, who are usually in doubt as to method and afraid of imaginary costs, and their spurts of enthusiasm often die a natural or unnatural death, especially when the city council is particularly obtuse. In such cases Alberta has a central executive, looking for such manifestations as part of its duty, and in virtue of a fairly adequate staff can send its director or assistant to confer with local groups and explain the necessary steps that may be taken to establish town planning method on a workable basis. The Alberta government has recognized that many small places have neither the talent nor funds to pay for expensive technical services and does not hesitate in case of need to supply such services in elementary fashion. At the first look it appears that such action is

interfering with private professional practice, but actually there seems to be little doubt that when such work is begun, opportunities for independent professional work are created that cannot possibly be covered by the provincial voluntary staff. In this way the professions benefit where otherwise nothing would be done. This centrifugal influence has already operated in the creation of seventeen town planning commissions as the first step to active planning. You will understand that the creation of a town planning commission may mean much or little according to personnel and according to the co-operation of the local city council. The Peace River Commission, for example, has resigned in a body on the ground that the local council has consistently refused to accept their co-operation. In such cases there is nothing to do except to remind the aldermen that if they will neither do anything themselves nor let anyone else other "representatives of the people" will need to be found. When democratic representation becomes a tyranny the ancient method of decapitation has to be replaced by the less spectacular method of transferable votes.

In accounting for the slow progress of town planning in Canada there is little doubt that a large part of the responsibility must rest with local councils, many of which will neither attend to the town planning needs of their areas nor let anyone else. The planning situation in Alberta has been covered by a special report from the Director of Town Planning, which will be read shortly as a supplement to this report.

#### SASKATCHEWAN

The province of Saskatchewan has also the advantage of a Director of Town Planning, though the urgent need for a staff of assistants has not yet been recognized. The consequence is that the director has to stay pretty closely to his desk and cannot cover the ground so widely as a personal influence as is possible in Alberta. Mr. Stewart Young, the Director, has just published his annual report in which he traces in very interesting fashion the growth of the town planning spirit in Saskatchewan. The town planning idea, he states, has become firmly embedded in the public mind. The report is too extended to be quoted in full but a summary will be very informative since it fully justifies the argument for a central town planning agency operating as an educational force in the provinces of Canada. Within three years of the formation of the province steps were taken to lay the foundation of the present town planning legislation. Up to this time no general powers to control the use and disposition of property had been granted. In 1908 the Department of Municipal Affairs was created, and its first activity was to draft by-laws for the use of villages and rural municipalities. In 1910 the first reference was made to town planning

as such, and in the same year many plans for subdivisions were registered with the Department leading to the appointment of an Inspector of Townsites. In 1913 two important steps were taken in the direction of general planning, one was to ordain that five per cent. of all subdivided land should be reserved for public purposes other than traffic, and the other was to establish a minimum of 40 feet for residential lots. In the report for 1915-16 it was stated: "City planners and their claims have been given close attention, for now each city can create a civic centre in or adjacent to which buildings erected can be of a particular character or structure." This would seem to establish the principle of architectural control, at any rate in respect of civic centres though whether any use has been made of it we are unable to say. The year 1917 saw the passage of the Town Planning and Rural Development Act described by Mr. Young as follows:

The outstanding features of the Act were that the municipalities of the province were commanded to take action towards their proper physical development; that the inferred powers of towns and cities to control land subdivision, as they appeared in The Land Titles Act, were to be withdrawn; that the control of the manner of subdividing land into blocks of lots, the laying out of streets and the setting aside of land for the use of the public for purposes other than for traffic, were to be transferred from the jurisdiction of the minister of highways to the jurisdiction of the minister of municipal affairs; and that an officer of the government service, within the Department of Municipal Affairs, was to be placed in responsible charge of the Act. Thus was town planning in Saskatchewan centralized in its logical atmosphere, with the minister of municipal affairs as the ultimate authority.

The Act brought an enormous amount of work to the director. It was necessary to draft plans of existing conditions in various urban municipalities in order to control adequately the subdivisions. This would seem to have been the time for the appointment of an adequate staff to assist the director and set him free for personal consultation with municipal officials. The appointment of half a dozen assistants to the director at this time would have been a wise step for Saskatchewan. This step, however, does not seem to have been taken. The Act was of a mandatory character, following the example of the British Act of 1909, and seeking to jump ahead of that Act and lay the obligation of planning upon all towns and cities of Saskatchewan, whereas the British Act placed such obligation only upon towns and cities with a population in excess of 20,000. The present director thinks that the compulsory clauses were a mistake and has worked successfully to have them removed in the revised Act of 1929.



It must be admitted that the compulsory Act did not seem to work in Saskatchewan and for many years there was very little done in town planning. Doubtless the towns and cities were not educationally ready for a compulsory Act, but the fact must also be kept in mind that the legislative authorities did not see fit to create a provincial executive large enough and strong enough to carry on educational work and make the Act intelligible to the people. It is just possible that if such an agency had been operative that the Saskatchewan towns and cities would have accepted the obligation of planning just as they do the obligations of public health and sanitary regulations. However, it is said that complaints arose that the Act was difficult to understand, was cumbersome in procedure, and objection was taken to the compulsory features. In 1929 the Town Planning and Rural Development Act was superseded by a Town Planning Act in which the compulsory features were modified or removed. The immediate effect of the new legislation, says Mr. Young, may be deduced from the fact that, in the first year of operation, more by-laws were enacted than during the lifetime of the pre-existing legislation. It could be argued, however, that some of its effect was doubtless attributable to the general spread of town planning information during these last few years. Immediately following the passing of the Act, regulations pertaining to the subdivision of land were revised, and new regulations were made for the rounding off of corners and the proper supervision concerning the suitability of land for subdivision purposes. The cities of Saskatoon and Prince Albert says Mr. Young, have each attacked the problem of town planning in a business-like manner and have called in trained specialists to assist in the work. The city of Regina, after many wasted years of futile aldermanic controversy, has now appointed a Commission with technical men exercising the major influence, and studies are now proceeding with a view to a comprehensive plan for Regina.

Mr. Young mentions a number of towns where zoning is in progress, and a tendency to found new townsites in conformity with modern planning. Twenty-one new townsites were inspected during the year and in some cases changes of layout were recommended and secured. It must be manifest to all that a province must gain enormously by the existence of a central provincial bureau competent to advise and with authority to insist upon reasonable methods in the layout of new townsites. During the year the director was called upon to approve of 251 new subdivisions. For a period of years the branch has compiled plans of all villages and most of the towns in the province as they now exist. How this work has been accomplished with the present restricted staff of one director and stenographic assistance is something of a mystery.

#### OTHER PROVINCES

The province of Manitoba at one time promised to take the lead in Canadian planning. The necessity for a director of town planning, at the centre, was recognized but unfortunately the Minister concerned thought it would be economical to tie up the function with the office of superintendent of provincial highways. The idea seems to have been that the superintendent of provincial highways could act as director of town planning in his spare time. But the fact is rather obvious that the superintendent of provincial highways had no spare time, and can never find days that are long enough. Mr. Lyons, the superintendent of provincial highways, is one of the most competent officials in Canada, but the management of two such important functions at the same time is clearly impracticable and impossible.

Quebec is the only province in Canada without a provincial town planning Act, but this isolation is not as significant as it seems since there are several other provinces with town planning Acts on their statute books which are making no use of them whatever, notably New Brunswick, Nova Scotia and Prince Edward Island. The Quebec legislature has now before it, however, a draft town planning Bill, prepared by the City Improvement League of Montreal, and containing many original features. Great emphasis is placed in the Bill on the need for a central provincial agency for educational and functional purposes and if this Bill should become law, and a proper executive be appointed for carrying it out, the Quebec Town Planning Act will attract attention all over the civilized world. The Bill, however, failed to receive consideration by the legislature last year. It is said there is more promise this year and that the Prime Minister of the province is favourably disposed to it, but there appears to be no real certainty that the Bill will be passed. The experience of New Brunswick, Nova Scotia and Prince Edward Island goes to show that the mere passing of an Act will be of little avail unless a provincial executive is appointed to interpret the Act and make it operative among the municipalities concerned.

The province of Ontario has an obsolete Act with various town planning powers scattered over half a dozen other Acts. For many years the town planning fraternity have been asking for a consolidation of town planning powers under one modern Act and the appointment of a provincial director and staff for educational and executive purposes. The legal department of the province seems to have been opposed to this procedure and little progress has been made. Recently, however, the provincial branch of the National Council of Women interviewed the Ontario Prime Minister and cabinet and presented a petition on these lines. They received a very sympathetic hearing and it is possible that they may succeed where the town planning group has failed.

Sometime ago the word "location" in reference to the placement of a building or a lot was cut out of the Ontario zoning provisions in deference apparently to real estate demands. This deletion has to a large extent paralyzed zoning in Ontario and has remained for some years an excuse for "no action" in the zoning of the Capital City.

#### CITIES

So far as individual cities are concerned, there is only space to touch briefly on the high lights of the subject. The situation in the Capital City has already been briefly reviewed. The only further remark necessary is that there is a manifest division of authority, the Federal District attending to boulevarding, and the city council not attending to zoning. Ottawa created a Town Planning Commission some five years ago, with a small town planning staff, but the appropriation has sufficed only for the rounding of corners and some elementary zoning under antiquated restriction ordinances. Vancouver takes the lead of Canadian cities with a comprehensive plan now the law of the city. Toronto, through much tribulation and a wilderness of controversy, has taken the sensible step of appointing Mr. T. D. le May as Town Planning Commissioner with power to use existing staff for the shaping of a comprehensive plan. Montreal, after much traffic with the subject for about fifteen years, has now appointed seven professional men as a technical executive, involving a salary expenditure of \$25,000 a year. Where the ultimate responsibility is to rest and how the various functions are to be distributed nobody seems to know at present. The recognized plan adopted in thousands of American and European cities of appointing some distinguished planner responsible only to the council and leaving to him the appointment of assistants has been discarded by the Montreal authorities. There is much talk of keeping this technical commission free from aldermanic interference, while at Winnipeg the aldermen have been strenuously opposed to any "outside" interference, meaning the contribution of expert planners or even of a town planning commission of non-expert citizens. You will, therefore, see that Canadian cities have not yet any sort of agreement as to elementary procedure or general respect for methods that have been tried out and adopted all over the civilized world.

The city of Kitchener was one of the earliest to adopt a zoning plan and the officials, both of the city council and the town planning commission, are unanimous in their declaration that "the city would be in a horrible mess without a zoning law. Lack of zoning guidance would soon result in losses far exceeding the cost of several city plans." The city of Saskatoon was sensible enough to elect several technical men to the city council, among them the Dean of Engineering of the University. This group

have shaped a city plan by voluntary service, with the assistance of the technical staff of the city, and needed only to call in a specialist to look over their plans. The city council and the planners have worked in complete harmony, so far as can be seen from the outside. Winnipeg had the best chance of taking the lead in Canadian planning, for the first Town Planning Conference was held at Winnipeg eighteen years ago. Since then the local technical men have contributed a vast amount of time and talent, mainly to get the planning of Winnipeg under way, but the city council has given them little encouragement and has suffered for many years from the delusion that a great city can be planned by untrained aldermen in their spare time. The city surveyor, Mr. Avent, has worked very hard to bring order out of confusion and to register some progress in the planning of Winnipeg. Some zoning has been accomplished. There seems, however, little doubt that the example of Toronto in giving new status and new power to an experienced city surveyor would be a good thing for the city of Winnipeg.

You will see there is a great deal of mixed method in Canadian planning procedure and the need for some standardization is very manifest. The Saskatoon method, so long as it works, has much to be said for it. This is to form a town planning commission with technical men in the majority or at least exercising the major influence. By this means technical service is available without cost; but not all cities are fortunate enough to have deans of engineering as chairmen of their voluntary planning commissions. The Vancouver method was to appoint a town planning commission of socially-minded citizens who have no pretention to technical knowledge. This commission then proceeds to recommend to the city council the appointment of a professional town planning firm to do the professional work. The town planning firm selects its assistants, in consultation with the council, while the town planning commission attends to current matters and especially to the publicity necessary to inform the citizens of what is going on. The city of Windsor has also adopted this procedure and is now employing an expert of international reputation to create a plan for the city.

The city of Edmonton has just published an interim report on a Major Street Plan and under the influence of a vigorous planning officer and an intelligent city council promises to take the lead among Alberta cities which Vancouver has achieved in British Columbia. The city of Calgary has suffered so far from a not very enlightened opposition of business interests to the obvious and elementary necessities of planning, but there are signs that reasonable planning will win through.

It is impossible in this report to individualize the group of new towns, mostly company towns, that

are being shaped more or less on town planning lines. Some of these are highly creditable to their founders and planners and prove beyond a doubt that the town planning concept is working through the crust of a somewhat ugly tradition in the building of company times. An appalling amount of suffering and misery has been the entail from much company-town building in Eastern Canada. It is too early yet to speak with confidence about the Churchill experiment. Nothing yet seems to have happened to kill the promise and expectation that Churchill would be planned and developed under the principle of public ownership of land.

#### OBSTACLES

This rapid survey of a wide field is necessarily impressionistic. If it were uniformly complimentary it would be of little use because its suppressions would carry at least negative mendacity. Town planning has not made progress in Canada commensurate with that of the United States or European countries. There are several causes for this and some of them have been indicated. The chief cause is the failure to appoint provincial executives, with competent directors and adequate staffs. As it is now, Alberta is the only province approaching this standard and the director jibs at once if it is suggested the staff is adequate. Mr. Stewart Young has for years been trying to handle a program of work that calls for half a dozen expert assistants. In Manitoba, the director has other

work to do which occupies his full time. Ontario is lamentably behind the American standard in town planning because it has no provincial town planning bureau. The eastern provinces cannot be said to count as town planning provinces. They have sterile acts with no executive to give life or meaning to them.

Another main obstacle is a poor querulous jealous indisposition on the part of local councils to accept the co-operation of town planning commissions. Dressed in a little brief authority many of them cling to their prerogatives of power, and especially the prerogative to do nothing themselves in a town planning direction and to let no one else. Yet their promises to promote "the best interests of the people" are usually wildly eloquent. Still another obstacle is the fact that real estate men in Canada are yet only half converted to the belief that orderly planning is good for their business. In the United States the main driving power for city planning is now the real estate fraternity.

But even so, evidence enough has been presented in this rapid survey to prove that town planning in Canada is a living force. It is deeply sociological, and the wider its influence is extended, the better the chances will be for the people of Canada to be proud of their towns and cities and of the country that has given them birth or adopted them as citizens.

## THE PRINCE ALBERT ZONING BYLAW

By STEWART YOUNG,

Director of Town Planning, Regina, Saskatchewan.

The energy with which the 1930 council of the city of Prince Albert, Saskatchewan, has implemented its pre-election town planning promises may be deduced from the fact that within its year of office it has passed and obtained the proper approval to a comprehensive zoning by-law, the signature of the Hon. Howard McConnell, Minister of Municipal Affairs, having been attached to the by-law on October 14th, 1930, when it became effective.

Quoting from the issue of the Prince Albert Herald of Thursday, December 5, 1929, Hugh Sibbald (now Mayor) in a pre-election speech said,—

"With reference to town planning, I understand that a town planning by-law was drafted some ten or twelve years ago, but each succeeding council shelved it and, for some reason, the by-law has never been put into force. All of the citizens of the city have been impressed with the complimentary references to this city from distinguished visitors on numerous occasions. This city has been referred

to as the city beautiful; but we have been cautioned by people of wide experience to see to it that proper provision is made at the present time to safeguard the future of the city against ill-advised and unsuitable construction, and to see to it that the development of the city should be guarded in such a way that it will enhance the beauty of the city, and also provide proper facilities for its commercial and industrial expansion. In my view, the proper way to control this city would be to follow the lead of other cities in appointing a town planning committee and this I think should be taken care of at the earliest possible moment."

Again, in an editorial appearing in the same paper on December 12, 1929, immediately after the election, it is stated,—

"In the civic election campaign which was just drawn to a close practically all the candidates agreed there is urgent need for the formation of a comprehensive planning scheme for Prince Albert rather

than permitting the city to continue to expand as it has in the last two years without rhyme or reason. The interest taken by the candidates in this matter and their inclusion of it as a plank in their platforms it is hoped will be followed by an earnest desire to implement this promise without delay. At no time in history since the city was originally laid out has the need of systematic direction of its future growth loomed to such proportions."

"The new council must take some initiative in this matter and cut a pattern for the city's expansion, not on the basis of its present needs, but on its requirements decades hence. If the new mayor and his associates on the council attack this question early in the new year they cannot fail to convince rate-payers that the city's government is in the hands of progressive men with vision."

The culminating act of the council in carrying out its pre-election town planning promise was the appointment, by by-law passed on March 31st, 1930, of a Town Planning commission, and concurrently, the appointment as advisors to the commission of the firm of Wilson, Bunnell and Borgstrom, consulting engineers, Toronto.

With the presentation to the Minister of Municipal Affairs for his approval of the zoning by-law the first milestone in the activities of the commission may be said to have been passed.

The commission is composed of five members, W. A. Legault, R. R. Manion, A. C. March, A. I. Wilkinson and J. A. Wood; of whom A. C. March is the chairman and A. I. Wilkinson the Secretary.

The first activity of the commission was the collection of data relative to existing conditions in the city. This was done in the office of the city engineer Junius Jonsson, who, for this purpose, was appointed resident engineer to the commission and given the necessary assistance.

The data collected and incorporated in various maps of the city included maps showing:

1. Regional map;
2. Subdivided land;
3. Present use of property—
  - (a) Railway lands
  - (b) Privately owned (classified);
4. Vacant lands—
  - (a) Private;
  - (b) Public—Municipal  
—Crown;
5. Streets—
  - (a) Widths;
  - (b) Dead ends.

This information was presented to the consultant during the summer season and, in September, Mr. A. E. K. Bunnell, representing the consultants, visited the city when the zoning by-law was prepared in conjunction with a major thoroughfare plan.

The by-law itself is comprehensive in character

in that it deals with all recognized phases of zoning—the use and disposition of property and the bulk of structure.

The city is divided into seven classes of districts as follows:

1. Agricultural;
2. Single Dwelling;
3. Multiple Dwelling;
4. Local Business;
5. General Business;
6. Light Industrial;
7. Heavy Industrial.

The by-law is so arranged that the use of property is made the basis of classification, detailing the various technical requirements accordingly, the advantage being that, without a laborious search, an intending builder or purchaser of property may determine what is required of him.

Two new features, not heretofore, insofar as the writer is aware, made use of in any comprehensive zoning by-law in Canada have been incorporated in the by-law namely, the direct control of the use of property and the setting up of agricultural districts.

The advantage of direct control—namely that the permissible use of property within each class of district is detailed—lies in the fact that the public knows the permissible use of property throughout the city. The disadvantage of indirect control—widely used on this continent—lies in the possibility of the establishment of an objectionable use of property not detailed in the by-law which is an important matter in these days of augmented commercial and industrial expansion, service stations and miniature golf courses being notable examples.

The City of Prince Albert, like all other western cities, was over-subdivided in pre-war days, with the result that a large part of its area remains unoccupied, thus presenting to the commission the difficult problem of discovering a means whereby isolated development and all that it involves in the way of extensions of public utilities, often at prohibitive cost, could be checked or at least controlled. The method evolved lies in the "agricultural districts" and consists of the restriction of the use of property for single dwellings to a site area or one acre or, where the land is subdivided into blocks of lots, to one quarter of a block with a minimum frontage of two hundred feet. The effect of such a requirement is obvious.

It may be mentioned also that Prince Albert is the first city in the Province of Saskatchewan to provide definite protection for home owners by the creation of districts in which dwellings other than single dwellings may not be erected. Presumably the council, in its wisdom, decided that the giving of consideration to a section of the community shown by civic surveys to be extremely small, manifestly, would be unfair to the home owners.

Taking the by-law as a whole and without going into detail it may be safely said that the zoning by-law of the city of Prince Albert taken with the zoning by-law of the city of Saskatoon make the two most progressive by-laws of this character in

the Province of Saskatchewan; further that the zoning by-law of the city of Prince Albert sets up a standard of a high order, the accumulative effect of which will be a better city in which to live, a city of homes.

## MAJOR STREET PLAN FOR EDMONTON

We have received a copy of the "Interim Report on a Major Street Plan for the City of Edmonton, Alberta," the first published document leading to a comprehensive plan for the Alberta Capital. The atmosphere of the report is the refreshing atmosphere of applied science where the end sought is perfectly clear and the means adopted are the accepted principles of science, applied to the local conditions with masterly insight and technical skill.

Mr. J. F. D. Tanqueray, Town Planner, takes for his motto the wise words of John Burns, the British Government Minister who conducted the first British Town Planning Act through the British Parliament in 1909:

Investment in a good plan, whether it be for the new parts of a city or for the correction of the older parts, if regarded for a period of a year, may appear expensive; if considered for a period of five years it will be profitable; if considered for a period of fifty years it will be an investment which in subsequent days will make the community regret that it did not adopt it sooner.

Mr. Tanqueray explains in an introduction the relation of the major street plan to the comprehensive city plan:

Just as the major thoroughfares of a city are the frame-work of the city's structure, so are the major street proposals the framework upon which the other recommendations of the plan must be based. It is desirable, however, to draw attention to the fact that, since all the elements of the plan are to a greater or less degree interdependent, the preparation of the further proposals may result in some modifications in the present recommendations. On this account the proposals of the Major Street Plan must for the present be considered as being tentative and ought, it is respectfully suggested, be recommended to the City Council for so being adopted.

He pays tribute to the city officials who have given civilized co-operation and support, doubtless because they have understood the need and value of the work and its relation to public order and welfare, and especially to the city engineer, Mr. A. W. Haddow. Whatever obstructions there may

be in Edmonton in face of the necessity for a comprehensive plan of the city it does not appear to be found among the technical men who know the importance of the subject and its bearing upon public welfare.

We are impressed by the business sense of the interim report. It is not too long for quick reading and by reading it citizens will get their first good look at the real objective. There will be six or seven sections to follow such as transportation, parks, recreation, civic art, and others, and the whole report, as in the case of Vancouver, will be a considerable book, not to be digested in an hour. But the major street plan will serve as a seductive brochure to the whole subject. An excellent map is supplied and many plans with symbols to show the present streets that are fairly adequate for present day traffic; the streets that will require widening, and the new streets that will need to be built are marked in red, so that the whole proposed scheme of major street planning is visible at a glance and that without magnifying glasses.

It is explained that it will not be necessary to carry out the projected improvements at once and that the value of the plan will be that, once fixed, it will guide future development and prevent the erection of buildings which may obstruct the path of intelligent major street planning. The logic of this will be seen by anyone who knows the present difficulties in Ottawa with the planning of radial thoroughfares. The Ottawa Suburban Roads Commission find it impossible to carry out a widening project for one of the main arteries because real estate stupidity and cupidity have made a bottleneck at a most vital point for expansion.

A major street system according to modern planning involves consideration of (1) radial thoroughfares from the business centres to the surrounding country (2) cross town thoroughfares (3) minor streets, and (4) special service streets. The interim report deals only with the first two of these problems and thus presents a study not too bewildering for the average reader and yet sufficiently indicative of a programme of improvements that should be of interest to every citizen of Edmonton.



## TOWN PLANNING—THE SCIENCE OF THE SOCIAL ORGANISM

Professor F. A. Buck, associate professor of horticulture at the University of British Columbia, and one of the leaders and pioneers of town planning at Point Grey, Vancouver, recently lectured before the Washington State Chapter of the American Institute of Architects on "Town Planning from an Educational Standpoint."

Professor Buck has consistently taken the view that, above all the prudential and business reasons why town planning should be adopted by every sensible town and city—such as stabilizing of real estate values and tourist returns—orderly and scientific planning tends to produce higher forms of civilized living that are profoundly educational and give to the vague science of sociology substance and system that may make that science the real meeting point of all other sciences—because its objective is human welfare and happiness.

Town planning is based, he argued, upon scientific method, science for the social organism, only now emerging as an intelligible concept from the jungle method of every man for himself and the devil take the community; its purpose is deeply sociological; and its passion is to diffuse the principles of art and beauty, in architecture, landscape planning, and garden joy over the whole community.

There is no finer form of patriotism. All the immortal songs of all the nations have for their theme the beauty of their country. Professor Buck asks, in substance, why should a community allow its governors to make their areas add to the sum total of ugliness in the world, when orderly planning would add to its beauty, culture and employment? It costs no more to make a town beautiful than to make it ugly.

But the shaping of a town so often gets into the hands of men whose tactile sensations were obviously constructed for the hauling of tourist luggage and not for the planning of a community area—where thousands of helpless citizens will be tormented by their blunders if it is not shaped for civilized living.

The average city council is no more competent to plan a town than it is to plan the Kingdom of Heaven. And yet it wont—with some few exceptions—pass on the work to men who know how to do it.

## HARVARD CITY PLANNING STUDIES—AIRPORTS

In 1929 Harvard University established its Graduate School of City Planning, thus leading the universities on this continent in full recognition of the academic value and importance of city planning in the technical education of the new generation of students.

The faculty immediately arranged for a series of special studies or text books to meet the needs,—

not only of the students but also of city officials, engineers, architects, landscape architects, planning consultants, realtors, lawyers and members of chambers of commerce—or of that larger university of studious men who wish to kepe abreast with the times and supply intelligent leadership to the communities dependent on their advice and administration.

The first of these studies: "Airports, their Location, Administration and Legal Basis," by Henry V. Hubbard, Miller McClintock and Frank B. Williams, assisted by Paul Mahoney and H. K. Menhinick, (Harvard University Press \$3.50) has just been published and shown the intention of the faculty, not only to keep abreast of the times themselves but to supply vigorous and indisputable leadership for the solution of current civic problems.

It deals with "an urgent and much discussed field of municipal activity." Some few municipalities on this continent have already seen that airports are as necessary to the new science of aviation as roads are for the automobile and have planned airports and erected the necessary buildings without delay. Many others, rattled with election animosities and out-moded ways of dealing with routine duties, are obviously oblivious of the fact that an important new duty has been laid upon them which can only be neglected at the cost of their communities.

The sub-title of the Harvard publication indicates its scope. It covers the ground with rich detail and in the latest approved method of research. It should be in the library of every self-respecting city council and in the hands of all responsible civic officials.

## CALGARY STUDIES FOR MAJOR STREETS

Mr. J. Doughty-Davies, town planning engineer for the city of Calgary, has prepared a plan of major streets arterial highways for the city, and is bringing the results before the citizens by means of public lectures. Mr. Davies' work at Calgary seems to us to have been needlessly hampered by the opposition of business interests of a distinctly obsolete character. There seems to be no real reason why the principles of zoning procedure that have been endorsed by thousands of cities on this continent and in Europe should not win through in Calgary.

## THE FOOTPATH MOVEMENT FOR SUBURBAN ROADS

Mr. Alan K. Hay, engineer to the Ottawa Suburban Roads Commission and member of the Town Planning Institute, has written a sensible letter to the Ottawa papers pointing out that road engineers know as well as anybody the crying need for foot-paths on suburban roads, but that at present provincial authority is lacking, in Ontario at any rate, to supply this patent need.