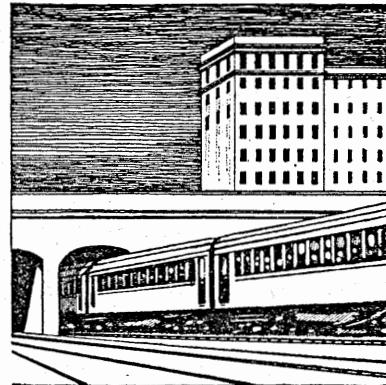
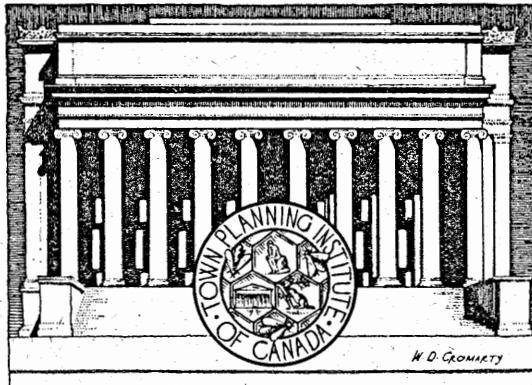


# THE JOURNAL



## TOWN PLANNING INSTITUTE OF CANADA

VOL. II.

OTTAWA, NOVEMBER 1923

NO. 6

### TOWN PLANNING INSTITUTE INCORPORATED

A Charter of Incorporation of the Town Planning Institute of Canada has been granted by the Secretary of State. For convenience of negotiation the Ottawa members of the Institute have been registered as provisional directors but it is proposed at the next annual meeting to replace these by the full board of directors as originally elected. The difficulty of securing affidavits from the council members scattered all over the Dominion was pointed out by our legal adviser, Mr. Arthur Bourinot, and the adoption of a provisional directorate was decided upon on his recommendation.

On another page are printed the new by-laws accompanying the charter. Many applications for membership have been held up pending the passage of the new by-laws. It is expected that these applications will be considered at the next council meeting and the applicants elected to membership where the qualifications are deemed satisfactory.

The text of the charter is here set forth:

#### C A N A D A

By the Honourable Arthur Bliss Copp,  
Secretary of State of Canada.

To all to whom these presents shall come, or whom  
the same may in anywise concern,

#### GREETING :

WHEREAS, in and by The Companies Act as amended by The Companies Act of 1917, it is amongst other things, in effect, enacted, that the Secretary of State of Canada may, by Letters Patent, under his Seal of Office, grant a Charter to any number of persons, not less than five, who having complied with the requirements of the Act, apply

therefor, constituting such persons, and others who thereafter become members in the Corporation thereby created, a Body Corporate and Politic for any of the purposes or objects to which the Legislative Authority of the Parliament of Canada extends, except the construction and working of Railways or of Telegraph or Telephone lines, or the business of Banking and the issue of paper money, or the business of Insurance or the business of a Loan Company or of a Trust Company, upon the applicants therefor establishing to the satisfaction of the Secretary of State of Canada, due compliance with the several conditions and terms in and by the said Act set forth and thereby made conditions precedent to the granting of such Charter.

AND WHEREAS,

Noulan Cauchon, Consulting Engineer, Douglas Henry Nelles, Edward Theodore Barclay Gillmore and Alfred Adolphe Dion, Engineers, William David Cromarty and Colborne Powell Meredith, Architects, Alfred Buckley, Sociologist and Editor, Arthur Stanley Bourinot, Barrister, Edouard Gaston Daniel Deville, Dominion Land Surveyor and Francis Dillon Henderson, Gentleman, all of the City of Ottawa, in the Province of Ontario, have made application for a Charter under the Act, constituting them and such others as may become members in the Corporation thereby created, a Body Corporate and Politie, under the name of

“THE TOWN PLANNING INSTITUTE OF  
CANADA”

for the purposes hereinafter mentioned, and have satisfactorily established the sufficiency of all pro-

ceedings required by the said Act to be taken, and the truth and sufficiency of all facts required to be established previous to the granting of such Letters Patent, and have filed in the Department of the Secretary of State a duplicate of the Memorandum of Agreement executed by the said applicants in conformity with the provisions of the said Act.

NOW KNOW YE that I, the said Arthur Bliss Copp, Secretary of State of Canada, under the authority of the hereinbefore in part recited Act, do by these Letters Patent constitute the said Noulan Cauchon, Douglas Henry Nelles, Edward Theodore Barclay Gillmore, Alfred Adolphe Dion, William David Cromarty, Colborne Powell Meredith, Alfred Buckley, Arthur Stanley Bourinot, Edouard Gaston Daniel Deville and Francis Dillon Henderson, and all others who may become members in the said Corporation, a Body Corporate and Politic without share capital, by the name of

### "THE TOWN PLANNING INSTITUTE OF CANADA"

with all the rights and powers given by the said Act and for the following purposes and objects, namely:

(a) To facilitate the acquirement and interchange of professional knowledge among its members, and more particularly to promote the acquisition of that species of knowledge which has special reference to the profession of Town Planning, and further to encourage investigation in connection with all branches and departments of knowledge connected with the profession;

(b) To devise and impose means for testing the qualifications of candidates for admission to membership of the Institute by examination in theory and in practice, or by any other actual or practical tests, or to arrange with any technical school, college or institution for the imposition of such tests; and to grant certificates of qualification or diplomas to successful candidates;

(c) To hold conference or meetings for the discussion of and the exchange of views on matters affecting or relating to town planning, the reading of papers and the delivery of lectures; and to hold congresses or exhibitions (either jointly with any other body or institution or not) for the exposition of any matters affecting or relating to the practice

or theory of town planning or any allied subject; and to award medals, certificates, prizes or diplomas in connection therewith;

(d) To form or acquire by purchase, donation, bequest or otherwise a library and collection of maps, models, drawings, designs or other materials, and to maintain, extend and improve the same;

(e) To acquire, hold and dispose of all lands and property as necessary and required in order to carry out the objects and purposes for which incorporation is sought;

(f) To accept any gift, endowment or bequest made to or for the Institute, upon trust or otherwise;

(g) To encourage original research and to develop and maintain high standards in the Town Planning profession and to enhance the usefulness of the profession to the public.

The operations of the Corporation to be carried on throughout the Dominion of Canada and elsewhere.

The chief office of the said Corporation is situate at the City of Ottawa, in the Province of Ontario.

That the said Noulan Cauchon, Douglas Henry Nelles, Edward Theodore Barclay Gillmore, Alfred Adolphe Dion, William David Cromarty, Colborne Powell Meredith, Alfred Buckley, Arthur Stanley Bourinot, Edouard Gaston Daniel Deville, and Francis Dillon Henderson, are to be the first or provisional directors of the said Corporation.

It is hereby ordained and declared that the business of the said Corporation shall be carried on without the purposes of gain for its members and that any profits or other accretions to the Corporation shall be used in promoting its objects.

PROVIDED ALWAYS that nothing in these Presents expressed or contained shall be taken to authorize the construction and working of Railways or of Telegraph or Telephone lines, or the business of Banking, and the issue of paper money, or the business of Insurance, or the business of a Loan Company or of a Trust Company by the said Corporation.

Given under my hand and Seal of Office, at Ottawa, this Twenty-second day of October, 1923.

SEAL

(Signed) A. B. COPP,  
Secretary of State of Canada.

## BY-LAWS OF THE TOWN PLANNING INSTITUTE OF CANADA

### Definition

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.

### Section 1. Objects

The objects of this Institute shall be (a) to facili-

tate the acquirement and interchange of professional knowledge among its members, (b) to promote professional interests, (c) to encourage original research, (d) to develop and maintain high standards in the Town Planning profession, and (e) to enhance the usefulness of the profession to the public.

### Section 2. Classes of Members

The Institute shall consist of: Honorary Members, Members, Associate Members,

Legal Associate Members, Students and Honorary Associates.

Three classes shall have the right to vote; namely, Members, Associate Members and Legal Associate Members. These shall be known as Corporate Members of the Institute.

### Section 3. Honorary Members

Honorary Members of the Institute shall comprise distinguished persons who may be elected by Council from time to time as honorary members because of special interest in Town Planning within the objects of the Institute, and who by reason of their position or their experience, appear to the Council to be able to render assistance in promoting the objects of the Institute.

### Section 4. Associate Members

Every candidate for election as an Associate Member shall be at least twenty-five years of age, and a member of the Royal Architectural Institute of Canada, or of a recognized Provincial Association of Architects; or corporate member of the Engineering Institute of Canada, a Dominion Land Surveyor, or a Provincial Land Surveyor; a member of a recognized association of Landscape Architects; or a member of the Town Planning Institute of Great Britain. Or he shall be an Architect, an Engineer, a Landscape Architect, a Land Surveyor, a Sculptor, an Artist or a Sociologist, who is in actual practice or in charge of a department, and who, while not being a member of any of the Institutions above referred to, has at the date of his application for membership attained an exceptional degree of experience in matters relating to town planning satisfactory to the Council. He shall, prior to his election, have passed the qualifying examination for associate members imposed or been exempted therefrom by the Council under the powers which are hereby conferred upon it on that behalf.

### Section 5. Members

An Associate Member shall be eligible to be elected a member upon passing the qualifying examination for members imposed, or upon having been exempted therefrom by the Council under the powers which are hereby conferred upon it on that behalf.

### Section 6. Legal Associate Members

Every candidate for election for a Legal Associate Member shall be at least twenty-five years of age, a duly qualified barrister, and a member of a recognized law society. He shall, prior to his election, have passed the law examination imposed or have been exempted therefrom by the Council under the powers which are hereby conferred upon it on that behalf.

### Section 7. Students

Every candidate for election as Student shall be not less than nineteen nor more than twenty-five years of age, and a pupil or assistant of a corporate

member or of one eligible for membership in the Town Planning Institute of Canada, or he shall be studying with a view to entering one or other of the professions of Architecture, Landscape Architecture, Engineering, Land Surveying, Town Planning or Law at a place of professional instruction approved of by the Council. He shall, prior to his election, have passed the examination imposed by the Institute, or been exempted therefrom by the Council under the powers which are hereby conferred upon it on that behalf.

Students shall be entitled to attend General Meetings, to take part in discussions, and to receive all literature sent out by the Institute; but they shall not be entitled to vote nor to hold office.

### Section 8. Honorary Associates

An Honorary Associate of the Institute shall signify any person, who, while not eligible as a professional member, shall be an active member of a body associated with town planning or of a town planning commission, as a medical officer, sculptor, artist, sociologist or a member of some municipal council, who shall in some manner have acquired knowledge of, or be interested in some one or more aspects of the science of town planning.

Honorary Associates shall be entitled to attend General Meetings, to take part in discussion, and to receive all literature sent out by the Institute; but they shall not be entitled to vote.

### Section 9. Officers

The Council which immediately upon the organization of the corporation shall supersede the Board of Provisional Directors shall consist of the elected officers of the Institute. The officers of the Institute shall be twenty-five in number, consisting of the President, three Vice-Presidents, the Secretary-Treasurer, the Librarian, the Editor and twelve councillors, of whom ten shall be corporate members, one an honorary member, one an honorary associate, and six additional members consisting ex-officio of the Past President of the Council for three years, the Past Secretary-Treasurer for one year and the Chairman of the local branches at Toronto and Ottawa, provided that in the event of there being no candidate eligible for ex-officio membership of the Council as above provided the vacancies shall be filled by selection of the Council.

The first Council shall consist of:

James Patrick Hynes; Noulan Cauchon; James Ewing, William Arthur Begg, Douglas Henry Nelles, William David Cromarty, Alfred Buckley, Percy Erskine Nobbs, Horace Llewellyn Seymour, Frederick Gage Todd, Arthur Alexander Stoughton, Lionel Clare Charlesworth, William Fotherby Burditt, Frank Ebenezer Buck, Howard Burlington Dunington-Grubb, Edward Theodore Barclay Gillmore, Alfred Adolphe Dion, Colborne Powell Meredith, Tracy Deavin LeMay, Thomas Baker McQuesten,

Arthur Stanley Bourinot, Thomas Adams, Edouard Gaston Daniel Deville, Francis Dillon Henderson, Albert Howard Hawkins.

The term of office shall be one year beginning at the close of the Annual Meeting, but officers shall remain until their successors have been duly elected. A vacancy occurring in any of the offices shall be filled by the Council until the next Annual Meeting.

#### Section 10. Management

The affairs of the Institute shall be managed by the Council. The President, or in his absence one of the Vice-Presidents, shall preside at meetings of the Institute and of the Council and shall be ex-officio a member of all committees. The Secretary-Treasurer shall present the business for meetings of the Institute and of the Council and shall make and keep a record of the proceedings thereof; he shall attend to the correspondence of the Institute and keep records of the same; he shall attend to the collection of fees and other moneys due the Institute and certify as to the accuracy of all bills and vouchers that may be presented for payment; and he shall prepare for presentation to the Annual Meeting a financial statement of the affairs of the Institute for the preceding year, which shall be audited by an accountant to be approved of by Council. It shall be the duty of the Secretary to send out all notices of meetings and generally to carry out the instructions of the Council. In the absence of the Secretary the President shall appoint a substitute.

#### Section 11. The Seal

The Secretary-Treasurer shall be the custodian of the seal of the corporation and certify all documents required to be certified thereunder.

#### Section 12. Admission of Members

Honorary Members shall be nominated by Council and a majority vote of ballots returned from members of Council within a month of issue shall elect such nominees for honorary membership provided there be no dissenting vote. Afterwards, the Honorary Member elect shall be notified of the action of Council and on receipt of his acceptance, his election shall be confirmed.

Anyone seeking admission to any of the classes, except that of Honorary Member, must make application on the official form. His application must be accompanied by the annual membership fee for the class which he seeks to enter and must be supported by the signature of at least three Corporate Members in good standing; and the applicant must also undertake, in case of election, to comply with all the conditions of the by-laws.

#### Section 13. Membership Fees

The annual fees shall be as follows:

Corporate Members .....	Five Dollars
Honorary Associates .....	Three Dollars
Students .....	Two Dollars

Honorary Members shall not be required to pay an annual fee but may make donations in support of any work of the Institute.

All annual subscriptions shall be due and payable in advance on the first day of April of each year and a bill for the same shall be mailed to each member by the Secretary-Treasurer at least one month before that date. Anyone in arrears of fees for two years shall thereupon become an inactive member of his class, and shall be notified thereof, debarred from voting, and be denied the Journal and other publications of the Institute. He may obtain reinstatement upon payment of the two years' arrears of fees. Anyone more than three years upon the inactive list, shall forfeit all privileges of membership and shall be struck from the roll of members.

#### Section 14. Resignation and Withdrawals

It shall be permissible for any member to resign from the Institute but the member so resigning must be in good standing at the time, and such resignation must be submitted to and approved by Council.

#### Section 15. General Meetings

(a) The Annual Meeting of the Institute shall begin on the first convenient date as fixed by Council following the 31st day of March and notice thereof shall be mailed to members at least twenty-one days before the date fixed upon for the meeting. The Council shall lay before the meeting a report of the proceedings of the Institute for the year preceding. The Secretary-Treasurer shall present a Financial Statement for the year, and the address of the retiring President shall be delivered. The result of the election of officers shall be announced, and any other matters deemed of interest to the Institute may be taken up.

Ten Corporate Members shall form a quorum.

(b) Special general meetings shall be called by the President on the written request of ten members.

#### Section 16. Council Meetings

Council shall meet on such dates as may be decided upon by Council or at the call of the Chairman. Previous to each council meeting the Secretary-Treasurer shall prepare the agenda of the business to be transacted, and shall send a copy of the same to each member of Council. Members, not resident in Ottawa and unable on this account to attend a meeting, may write the Secretary-Treasurer giving their views on the several matters to be taken up, and such views shall be laid before Council and shall be given due consideration. Five members shall form a quorum.

#### Section 17. Election of Officers

The nomination of officers of the Institute shall be made by a Nominating Committee appointed by Council, which shall include a representative selected by the executive of each local branch.

The Nominating Committee in preparing a ballot shall endeavour to give proper representation to the several professions whose members make up the Institute, as well as to the several classes of members of the Institute, and to the different sections of the country.

Additional nominations for the officers' ballot signed by three or more members and accompanied by acceptance of those nominated shall, if received in time, be accepted by Council and placed on the ballot with the names submitted by the Nominating Committee. The officers' ballot after being approved by Council shall be printed and mailed to each Corporate Member at least thirty days before the annual meeting.

Voters may strike out names from the officers' ballot and may substitute other names therefor.

Officers' ballots must be in the hands of the Secretary-Treasurer by twelve o'clock noon of the first day of the Annual Meeting, when the poll shall close and the ballot shall be canvassed publicly by scrutineers appointed by the meeting.

In the case of a tie between two or more candidates for any office, the annual meeting shall elect by ballot the officer from among the candidates so tied. In case of a further tie, the Presiding officer shall cast the deciding vote.

The Presiding Officer shall announce to the annual meeting the names of the officers elected.

#### Section 18. Local Branches

Approval of Council having been first obtained, a Local Branch of the Institute may be formed in any city or district where the resident members desire it.

Such Local Branch shall be known by the name of the city or district in which it has its headquarters.

Only members of the Institute shall be eligible for membership in a Local Branch.

Immediately after organization, each Local Branch shall submit to Council a copy of their proposed By-laws, and the Local Branch shall not be considered duly established until such By-laws have been approved by Council.

Amendments and new By-laws of the Local Branches must be dealt with in the same way.

The Chairman of a Local Branch shall be ex-officio a member of Council.

When an application for membership has been received from a resident of a city or district in which a Local Branch has been organized, it shall be the duty of the Secretary-Treasurer to submit such application to the Executive of the Local Branch with a request for their view on the suitability or otherwise of the applicant. Time having been given for a reply, he shall attach such reply, if any, to the application when submitting it to Council.

#### Section 19. Professional Misdemeanor

Any person having membership in the Institute of any class whatsoever who shall be charged in writing to the Council by any three members with such unprofessional conduct as may be likely to bring reproach upon the Institute shall be called upon to explain to or appear before the Council. Failing a satisfactory explanation such person's name shall be struck off the roll.

#### Section 20. Amendments

Proposed amendments to the By-laws of the Institute must be in writing, signed by at least ten members and be submitted to the Secretary-Treasurer by the 1st of February preceding the Annual Meeting. They may also be introduced directly by Council. Such amendments shall be in order for discussion and amendment at the Annual Meeting. If adopted they shall immediately thereafter be printed as a letter ballot and a copy sent to every Corporate Member.

The letter ballot shall be returnable to the Secretary-Treasurer within one month after the Annual Meeting and shall then be counted by him, and the result reported to Council.

An affirmative majority vote of the ballots returned shall be necessary to the adoption of any amendment. Amendments so adopted shall take effect immediately unless they be such as to affect the Acting Board of Officers, in which case they shall not take effect until after the next Annual Meeting. Such variation or amendments shall not be in force or acted on until the approval of the Secretary of State of Canada has been obtained.

We, the undersigned do hereby severally covenant and agree each with the other to become incorporated without share capital under the first part of the Companies Act and Amending Acts, under the name of the Town Planning Institute of Canada, and to abide by the foregoing by-laws when so incorporated.

In Witness of which we have hereto signed our names and affixed our seals this 11th day of May, 1923.

Douglas H. Nelles

Alfred Buckley

N. Cauchon

W. D. Cromarty

E. Deville

E. T. B. Gilmore

F. D. Henderson

A. A. Dion

C. P. Meredith

Arthur S. Bourinot

#### THE PLANNING OF BANFF

The foundation of the town of Banff, the administrative centre of the four national parks, Banff, Yoho, Glacier and Revelstoke, dates back to the discovery of hot springs in the neighborhood of the present town by the surveyors of the Canadian

Pacific Railway in 1885. Sir John A. Macdonald, who was premier at that time, recognized the economic value of these hot springs and of the magnificent scenery of the region and set aside by Act of Parliament 10 square miles of territory as a public reserve for the benefit and enjoyment of the people of Canada. During the succeeding years the park area of the region has been extended to more than 4,000 square miles and the town of Banff has grown to a permanent population of 1,500 persons, which is increased during the tourist season to about 6,000.

The foundation of the town and several decades of its growth antedated the beginning of the town planning movement within the British Empire. Some years ago it became manifest that no social settlement within the Dominion borders called so loudly as Banff for the protection of orderly and scientific development such as is afforded by town planning method. The environment of the town was of exceptional beauty and grandeur and it was realized that haphazard development and jumble building

might become a reproach to a region so wonderfully endowed. A comprehensive plan for future development was therefore prepared, which is published as a supplement to the present issue of *The Journal*.

It will be realized that by this time a certain amount of development had taken place and the problem of the planning of Banff was necessarily partly redemptive. Redemptive town planning is always a difficult task. According to National parks regulations no freehold rights had been accumulated in land but property rights had been established in buildings which had to be respected. Redemptive work must be slow and in the case of Banff must take the form of improvement in architecture as opportunity occurs, improvements in roads, streets and bridges, stricter supervision over new buildings and alterations, tree planting, and the like. The plan will give some idea of the future development contemplated and the intention of the Parks administration to preserve the district from the devastation that so often attends unenlightened town-building.

## EAST KILDONAN, MANITOBA--TOWN PLANNING SCHEME

By W. E. HOBBS

Comptroller of Town Planning, Province of Manitoba

### Events leading to the Preparation of the Scheme:

East Kildonan is a rural municipality adjoining the city of Winnipeg. Two main highways, emanating from the city, traverse it, and connect the country to the north. These highways are known as the East Kildonan road, and Bird's Hill road. The East Kildonan road has been constructed and in fair condition for some twenty-five years past, and in later years has formed a very popular and much travelled motor road. A street car line, being a portion of the Winnipeg Electric Railway system, runs throughout the length of the municipality along the East Kildonan road, through cars being run thereon to and from the centre of the city of Winnipeg, and beyond. The street car line terminates at the northern boundary of the municipality, and as it had been laid prior to the boom of 1912, adjoining lands being thereby rendered accessible, it naturally followed that an appreciable amount of building-lot subdivision activity took place in the municipality of East Kildonan during the boom years. Many people built homes, great and small, in the district, and on the lands lying between the East Kildonan road and the Red River, a goodly portion of which is naturally well treed with hardwoods, of a uniformly more pretentious type.

Eventually this real estate boom burst, as must ever be the case where land developments greatly exceed actual requirements. Before the depression

set in, the Greater Winnipeg Water District had been formed, and a large portion of East Kildonan, comprising both subdivided and unsubdivided lands, was included therein. Partly as a result of this, sewer and water facilities were installed on many streets, a good deal of the work being done during the years of depression, 1918-1920, to provide work for the unemployed.

During 1920 and 1921, the provincial Government provided money for loans for housing purposes, which were obtainable by individuals through the municipal councils. Many land owners in East Kildonan took advantage of these loans, which considerably augmented the amount of building activity during these years.

As might have been expected, however, where no restrictions were in force, such development did not take place without the intrusion of non-conforming and undesirable buildings here and there, and one of these, on a street of nice homes where the residents had grown tired of buying lots to prevent undesirable occupation thereon, led to an application for authority to prepare this town planning scheme. An individual commenced to build a two roomed shack on a lot adjoining one occupied by a dwelling which had cost in the neighborhood of \$8,000. This was the last straw, and the owners of homes in the vicinity arose in their trouble and went *en masse* to the council.

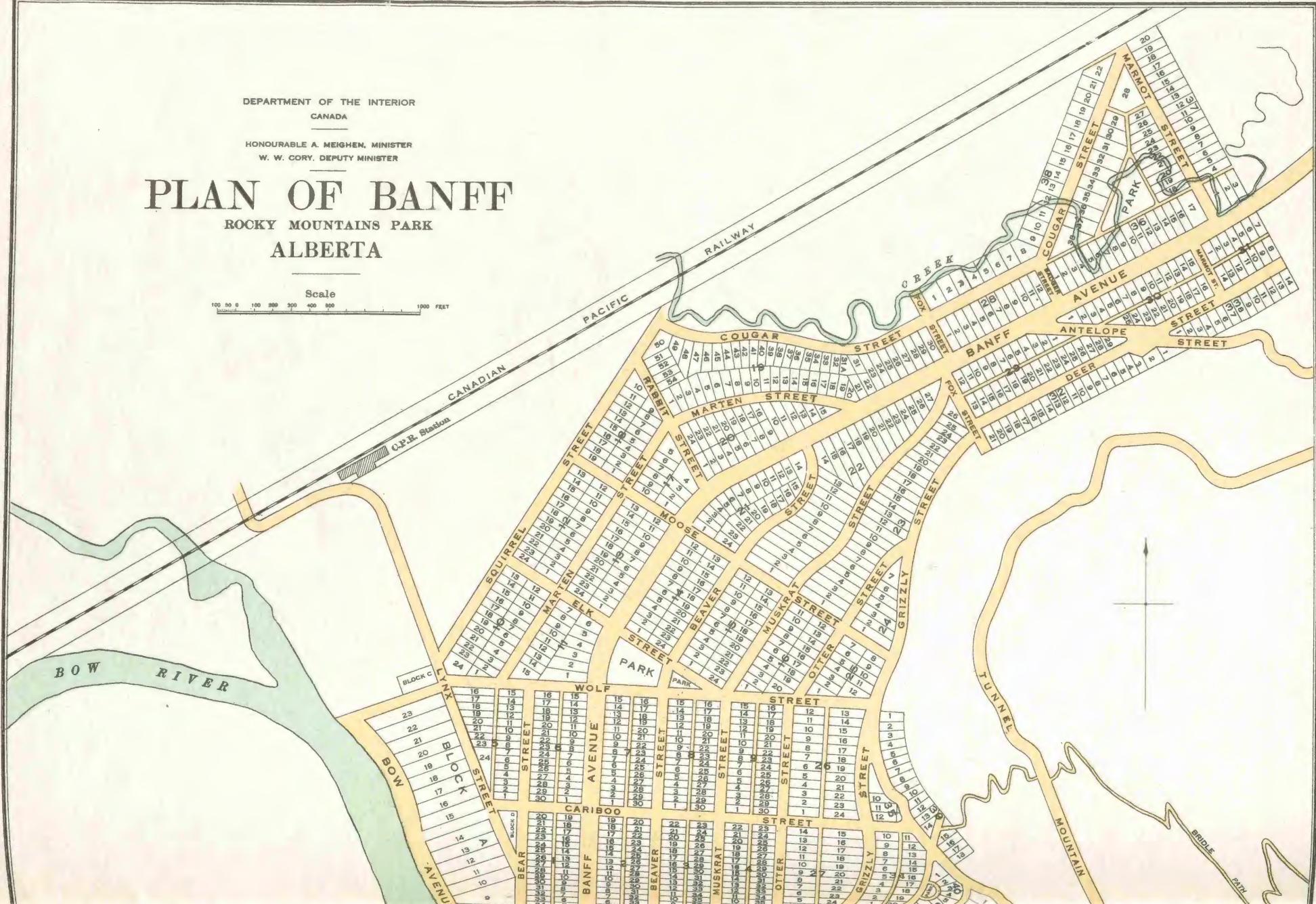
DEPARTMENT OF THE INTERIOR  
CANADA

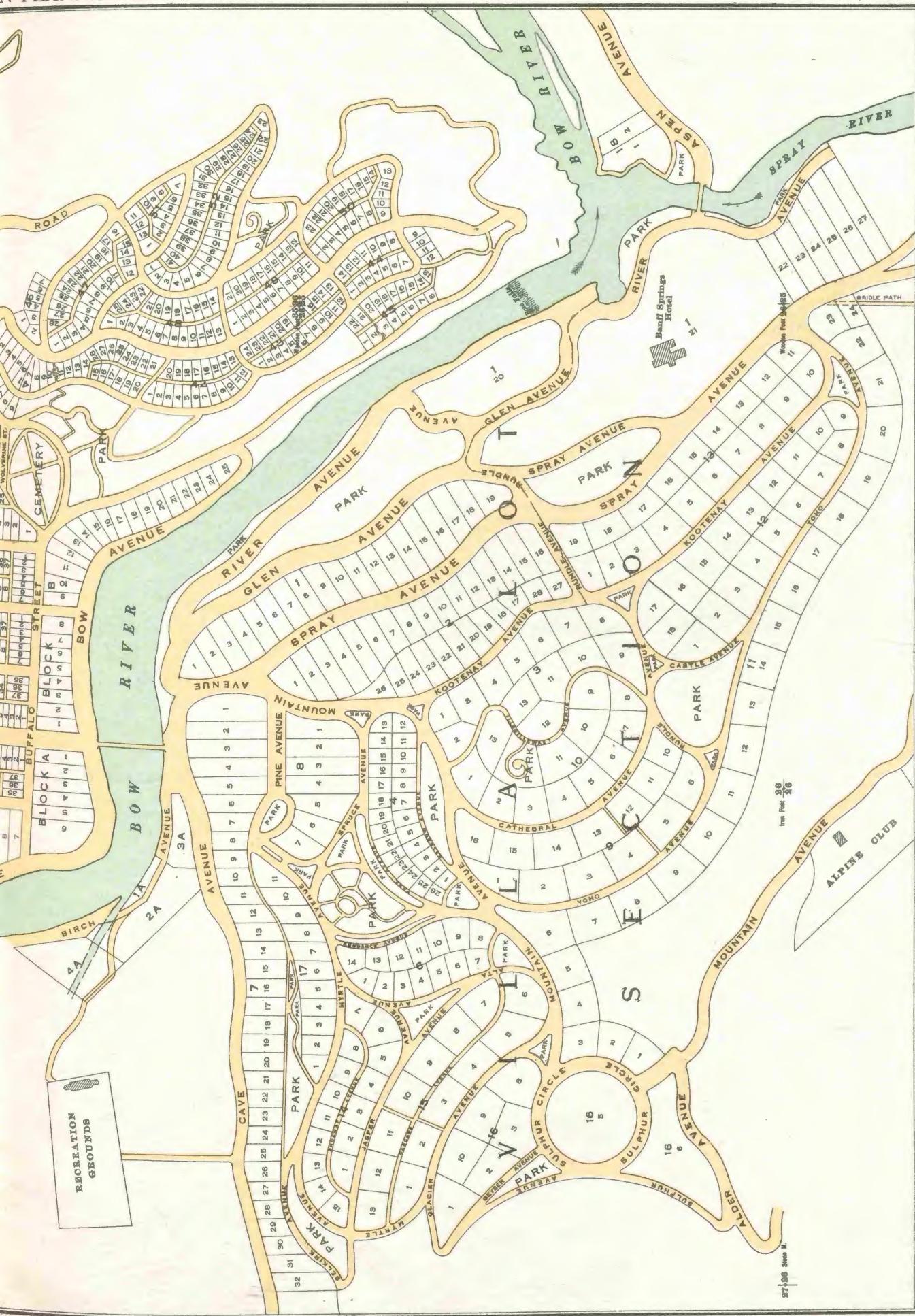
HONOURABLE A. MEIGHEN, MINISTER  
W. W. CORY, DEPUTY MINISTER

# PLAN OF BANFF

ROCKY MOUNTAINS PARK  
ALBERTA

Scale  
100 200 300 400 500 1000 FEET





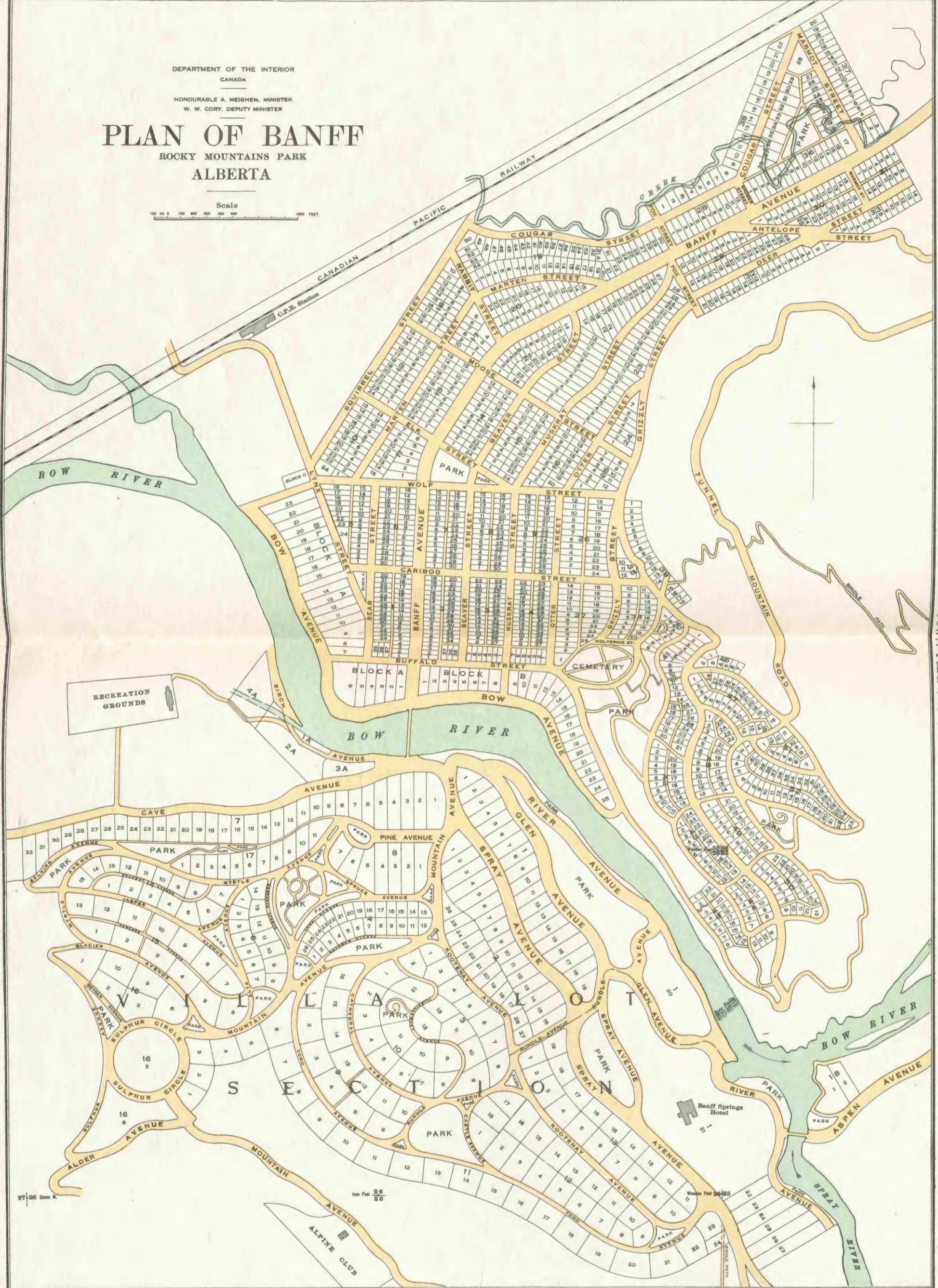
DEPARTMENT OF THE INTERIOR  
CANADA  
HONOURABLE A. MEIGHEN, MINISTER  
W. W. CORY, DEPUTY MINISTER

# PLAN OF BANFF

ROCKY MOUNTAINS PARK  
ALBERTA

Scale  
100 100 0 100 200 300 400 500 1000 FEET.

100 100 0 100 200 300 400 500 1000 FEET.



The council, happy to relate, had had previous experience with the Town Planning Act in another connection, and the delegation was accordingly advised to apply to council, in writing, for the preparation of a town planning scheme, which was forthwith done. The council decided that the lots fronting on one street would be hardly big enough to form the subject of a town planning scheme, nor would the area be protected from intrusive abuses on adjoining streets. It therefore decided that it would apply for authority to prepare a town planning scheme for that portion of its area shown in Map 2.

Authority was granted to prepare the scheme, and the council appointed a committee composed of its reeve, a lawyer, a land surveyor, an engineer, an architect, and the municipal assessor, to prepare the scheme, and submit it for approval before its submission to the people and the provincial government.

These events occurred in 1921, and the committee has worked earnestly and constantly ever since, and has been used also to advise the council on many matters of a town planning nature other than the preparation of this scheme.

The scheme itself was completed by the committee a short time ago, and submitted unofficially to the Government for its comment before submitting it for objection, if any, to all parties interested in the area affected.

This is the position at the present time, and the following is a brief outline of the scheme as it is proposed to submit it to the people.

#### Description of Scheme

The area embraced in the scheme is divided into three districts, namely, "R. 1", "R. 2" and "C" Districts.

In "R.1" district, churches, schools, municipal buildings, libraries, baths, museums, single family dwelling houses, parks, play-grounds, market gardens and accessory structures are permitted.

In "R. 2" district, the uses allowed in "R. 1" district together with apartment houses and two family dwelling houses are permitted.

In "C" district, the uses allowed in "R. 1" and "R. 2" districts, together with retail stores, offices, public buildings, hospitals, sanitariums, public semi-public and private institutions, studios, hotels, boarding houses, lodging houses, public garages and oil-filling stations are permitted.

Certain exceptions are made to cover particular cases, the details of which it is not necessary to go into here.

The reader may be surprised to note that public garages and oil filling stations are allowed in the commercial district. The objections to these were brought to the attention of the town planning committee, but as the areas adjoining both sides of the

East Kildonan Road are residential, it did not see how these could be eliminated from the commercial district. This proviso was made, however, that the entrance to a public garage and oil-filling station should not be on a main street, that is in this case, on the East Kildonan Road. It remains to be seen how this will work out.

#### Space About Buildings

Adequate space about buildings has been determined by fixing of building lines, both front and side, and also by fixing the percentage of the building site that may be occupied by buildings.

In regard to front building lines on streets, the lots at the end of which do not front on to the streets themselves, but on the cross streets intersecting them, provision is made for stepping up the building line nearer to the street on the last two lots adjoining the lots fronting on the cross streets. This will permit the last two buildings to be erected in advance of the others, so that the rear end of houses fronting on the cross street may not be seen—a great advantage, as these so often mar the general appearance of streets at their junction with cross streets.

Wherever a residential street intersects the East Kildonan Road, a side building line for the lots fronting on the latter is fixed so that the space between buildings shall be at least 66 feet, and the corners are rounded off by an arc of a circle of radius at least 5 feet.

In residential districts, a side building line is established to ensure adequate space between buildings, so that a sufficient amount of light and air may reach every room. The proposed scheme makes the distance between dwellings in all cases ten feet, but this may be amended to vary somewhat with the height of adjoining buildings.

The space about apartment blocks, and provision for an adequate amount of light and air to reach every apartment are also prescribed.

#### Height of Buildings

The height of buildings, with the usual exceptions, is also determined.

#### Character of Dwelling Houses

The character of dwelling houses is controlled in a measure by the requirement that a one-storey house shall have a minimum horizontal cross sectional area of 748 square feet, and one of more than one storey, 572 square feet, "exclusive of verandahs, porches, summer kitchens or other appendices". Further, "All dwelling houses shall be provided with proper foundations either in the form of walls or piers carried down below frost line to prevent heaving or unequal settlement; and where the street is served with sewer and water, the basement shall be of sufficient size to accommodate the heating and sanitary arrangements.

These regulations as to "character" were framed with a view to obtaining reasonable uniformity in value of houses in the same district.

### Bill Boards

Advertising on buildings and bill boards is prohibited, the only exception being real estate signs on lots or buildings actually for sale or rent, which signs must not be longer than 16 x 20 inches, and not more than one sign is to be placed on one parcel of land or building.

### Unsubdivided Lands Included in Scheme

Lands included in the area of the scheme at present unsubdivided will be governed by the provisions of the scheme in so far as they affect them, and when they are subdivided into building or other lots, the provisions of the scheme will then apply fully as if the subdivisions had been in existence at the time of the approval of the scheme.

### Administration of Scheme

The administration of the scheme is on the hands of the municipality, and is effected in the case of new buildings and additions to existing buildings, and by occupancy permits. Penalties for violation of the provisions of the scheme are provided for by "The Town Planning Act" and other Statutes. An amendment to "The Town Planning Act", passed during the last Session of the Manitoba Legislature, provides as follows:—"Every person, firm or corporation who offends against any of the provisions of this Act, or any of the regulations or provisions made or prescribed theremunder, shall be liable on summary conviction for the first or any subsequent offence to a fine not exceeding \$100.00 or to imprisonment for any term not exceeding three months, or to both fine and imprisonment. Every person, firm or corporation shall be deemed guilty of a separate offence for each and every day during any portion of which the offence is continued or permitted, and shall be liable as hereinbefore provided".

## PROGRESS OF REGIONAL PLANNING

Town planning leads to regional planning by an inevitable logic and the signs are multiplying both in the United Kingdom and the United States that steps are being taken to give concrete form to the logical compulsion. No sooner is a town plan under way than the planner and his associates discover in all directions areas that are physically connected with their plan growing up in the old fortuitous way—which some easy-going civic officials still maintain is the right way—"the way according to nature". Possibly there are people who maintain still that the mind of a child should be left to develop according

to nature. Then the educationalist has to platitudinize. He has to point out that education is intended to assure that the mind of a child shall grow according to approved principles of psychology or the issue will not be an educated and, therefore, an efficient mind; that it will grow to stupidity and become a social nuisance and, for the person concerned, a wasted and inefficient possession.

The growth of most towns on this continent has been so lamentably wrong that the poverty of the dictum that a town grows best naturally and cannot be shaped to better and more orderly and efficient growth by the application of scientific foresight, should be obvious. The work of the town planner, when it is not applied to virgin territory, is practically always redemptive, the melancholy labour of trying to bring order out of gross disorder. Some towns could only be saved by being destroyed. Mr. John Nolen looks upon Boston with a town planner's eye and pronounces it hopeless for salvation. Boston is a city that has grown naturally. "Without a common design," says Louis Mumford in "The Story of Utopias" "without a grand-design, all our little bricks of reconstruction might just as well remain in the brickyard, for the disharmony between men's minds betokens in the end the speedy dilapidation of all they may build."

Three regional reports on our table indicate that regional planning has passed the period of debate and is now under way. They are: *The Dee-side Regional Planning Scheme*, by Patrick Abercrombie and Associates, published by the University Press of Liverpool and Hodder & Stoughton, London (7/6). *West Middlesex—Preliminary Report upon the Regional Survey*, by Thomas Adams and Longstreth Thompson, (privately published, 121 Victoria Street, London); *A City Plan for Wilkes-Barre and Vicinity*, prepared by the Pennsylvania Department of Internal Affairs, Bureau of Municipalities, with Mr. B. A. Haldeman as Chief of the Division of City Planning and Municipal Engineering.

The first of these volumes comprises the area surrounding the Dee estuary and the city of Chester. The West Middlesex scheme deals with the Thames valley on both sides of the river as it passes through West Middlesex, covering an area of 72,258 acres and a population of 408,176. In the former case six and in the latter case eighteen local authorities are co-operating on these regional planning schemes and are thus proving that the narrow parochialism so commonly exhibited by local officials need not determine the limits of social philosophy. The third volume, *A City Plan for Wilkes-Barre and Vicinity*, has been made possible by the wisdom of a private citizen who has seen that surplus wealth may be finely used for the physical redémption of a town and its vicinity and has made immediate proceedings to this end possible by the gift of \$250,000.

## NEWS AND NOTES

### Graphs of Civic Expenditure

Mr. Noulan Cauchon, town planning adviser to the city of Ottawa, has prepared a series of nine graphs of civic expenditure which should do something to dispel the idea that town planning is a decorative luxury which cannot be afforded "in times like these". They are a new form of picture writing to prevent the hypnosis of statistics in the study of civic expenditure and thus to make intelligible and memorable the drift of civic expenditure. We are permitted to reproduce one of these graphs as a supplement to this issue.

The completed charts have enabled Mr. Cauchon to point out to the city authorities that of the total 28 mills tax rate for 1922 in Ottawa only 12½ mills are controllable by the city council, that is only 43¾% of the total expenditure. The non-controllable portion of the rate is 15¾ mills, that is 56¼% of the expenditure of the city of Ottawa is imposed upon the city council by the school act and other expenditures which are mandatory.

An analysis of the uncontrolled rate shows that the Collegiate Institute took 2½ mills, 8.9% of the total expenditure, the public schools 7½ mills, that is 26.7% and the balance, including interest and sinking fund, etc., 5¾ mills, that is 20½%. The educational item of Collegiate and public schools represents 10 mills or 35.7% of the whole expenditure in 1922.

This method of charting, based upon percentages of increase, brings the population and the different items of expenditure to a common denominator, that is, percentage of increase, which is the only fair way of arriving at a conclusion as to whether any particular expenditure is out of proportion to the capacity of the population to bear the burden.

\* \* \* \*

### Town Planning Legislation for British Columbia

During the summer a technical committee of provincial government officials was appointed by order-in-council to formulate town planning recommendations with a view to subsequent town planning legislation for the province of British Columbia. For some years Mrs. Ralph Smith, M.L.A., member for Vancouver, has been pressing upon the British Columbia legislature the necessity for town planning legislation in the Pacific province. It is gratifying to note that her advocacy has not been fruitless. From private sources we learn that the British Columbia public "are becoming more and more convinced of the necessity of proper town planning. This is particularly evidenced by the fact that many industrial companies are coming to professional town planners for advice instead of dumping their work-

men's homes promiscuously about the landscape as heretofore." The town planners of British Columbia have organized into a branch of the Town Planning Institute and there is every promise that much more of the beauty of the incomparable province will be conserved in town building in future than has been the case in the past. The economic value of order and beauty in a region so richly endowed must surely be increasingly manifest.

\* \* \* \*

### Ocean Falls Paper Company Solves Housing Problem

A recent visitor to the Ocean Falls Paper Mill Settlement, on the Pacific coast, about half way between Vancouver and Prince Rupert, supplies us with an appreciative account of the living conditions of the employees of the company and confirms the view expressed by our Vancouver correspondent, that industrial organizations in British Columbia are awake to the economic advantages of modern town planning. Apparently the housing of the workers has been studied with the same care that is commonly given to factories and with the same enlightened self interest. Employers of labour have been aware for some time that bad working conditions produce bad work and therefore do not pay and some employers have also learned that bad home conditions are as destructive of efficiency as dark and ill-ventilated factories.

The housing of the workers at Ocean Falls in many respects approaches to a social and economic ideal. In the first place the company builds the houses and so maintains control of architectural amenities. This, it is true, would not amount to much if the ideal of the builders were to erect an kind of box in which human beings could find shelter at the smallest financial cost. Company houses in the past—with notable exceptions—have not been distinguished by exalted ideals. Ocean Falls is among the honourable exceptions. Architecturally the standard has been fixed with intelligent appreciation of what a home should look like and what an aggregation of houses, that is a village or town, should look like to a visitor who is seeking residence. Architectural control, with the reasonable ideals of the Ocean Falls Company, has resulted in the erection of pleasant homes, good to look at as the beginning of a town, and efficiently constructed as to interior furnishings. It has also prevented the erection of a congeries of ugly boxes in which workmen with good wages are often content to house their families under a system of uncontrolled individualism.

The houses then, all neatly built under the best architectural advice by the company, are let to the

workers at the rate of \$3.00 per room per month, so that a renter of a six roomed house will pay \$18.00 a month for a home fitted with all modern conveniences.

The townsite is carved out of the mountain side and does not afford much opportunity for spacious town planning but little flower plots abound and the contagious effect of order, neatness and beauty in the buildings seems to be producing taste for flowers in window-boxes and garden and no signs of neglect and squalor are to be seen in the streets. Of the 2,500 employes about 700 are unmarried and for these a handsome large dining hall has been erected where the best kind of meals are served for fifty cents. The unmarried men are housed in a series of lodging houses facing a tennis court and close to an hotel where free baths, including swimming baths, are provided together with reading room and bowling alley. There is a first-class hospital under the supervision of two doctors and a staff of nurses which is supported by the contributions of the workers who pay \$1.50 a month for medical attentions. Sick persons are usually persuaded to enter the hospital so that home sickness is reduced to a minimum and where patients require to be sent away to specialists the central funds are drawn upon for the cost.

By careful attention to sanitation, public and private, and the provision of excellent housing the company are proving how much more economical is prevention than cure. The statistics of the last two years show no cases of diphtheria or typhoid and only one trouble with chickenpox. The infant mortality is 2.6% of the children born which is probably the lowest on record anywhere. The cases treated in the hospital are chiefly maternity and accidents.

At Ocean Falls there are no labour troubles and no strikes. The company maintains a model farm and operates a store where the employes can buy supplies of the best quality at reasonable prices.

\* \* \* \*

#### Regina Town Planning Association

A citizens' town planning association has been founded in the city of Regina representing many phases of community life and activity with the object of promoting a town planning scheme for Regina. In a booklet issued by the association the following practical arguments are set forth for the consideration of the citizens and city officials:

The adoption of a town planning scheme would provide regulatory powers over areas contiguous to the city which, in future, may be included within the city limits.

The object of a town planning scheme or by-laws is principally protective. They are designed to protect the interests of citizens, present and future. They are intended to ensure permanency of investment in real property,

whether for homes, business or other purposes, and to protect against the encroachment of interests detrimental to home owners and owners of business.

When an individual purchases a property to make a home he wants to be assured that his investments will not be ruined some day by a noisy, smoky or smelly commercial institution next door or across the street. A town planning scheme or by-laws gives this assurance, within the limitations governed by general and ordered development.

The owner of a retail business does not want located on adjoining property another business or type of business building of an objectionable character that will increase his fire hazard, raise his fire insurance rates, block the traffic to his store or in other ways interfere with his right to do business under the best auspices. A town planning scheme or by-laws gives him this protection.

\* \* \* \*

#### Planning for Waterloo, Ont.

Mr. Horace L. Seymour, M.E.I.C., town planning engineer of Toronto, recently presented a report to the town planning commission of the town of Waterloo, as a result of a study of existing conditions preliminary to the preparations of a final plan and report.

Several matters are taken up in this report that are of general interest to Ontario cities and towns. Before the adoption of the final plan criticisms and suggestions are to be received from various civic organizations and other public bodies and finally an official hearing is to be given by wards. The appointment of a metropolitan commission is strongly advised to have jurisdiction over public utilities that affect more than one municipality.

As an aid to development there is urged the preparation of existing condition maps by counties, showing their respective possibilities and opportunities. Maps of cities and towns should be prepared showing the location of all buildings with an indication of their use, steam and electric railways and other topographical features illustrating by graphical means paved and travelled streets, sidewalks, lots served with sewer and water and assessed values of land per foot front.

In his report Mr. Seymour draws attention to the economic loss that occurs when lots served with utilities are not built upon. Attention is also drawn to unsuitable methods of assessment practised in many Ontario municipalities and suggestions for improvement are made in this respect.

In both the city of Kitchener, where Mr. Seymour is also associated in town planning work and

in the town of Waterloo, there is a strong public support which seems to assure the success of the final plans which are now being prepared.

Mr. Seymour has been appointed special lecturer on town planning in the Department of Civil Engineering, University of Toronto.

\* \* \* \*

#### Town Planning Scheme for East Kildonan, Winnipeg.

A town planning scheme has been completed for East Kildonan, a rural municipality adjoining Winnipeg. The story of the genesis of the plan is instructive since it shows once more how hap-hazard town building destroys property values and discourages investment in homes. A description of the scheme will be found on another page of this issue, from the pen of Mr. W. E. Hobbs, comptroller of town planning for the province of Manitoba. Mr. Hobbs reports that town planning is making progress in Manitoba. Every suburban municipality adjoining Winnipeg has made use of the Town Planning Act in one way or another. What is chiefly needed is a few completed schemes as objec lessons.

\* \* \* \*

#### Saskatchewan Town Planning Branch

The Saskatchewan Town Planning and Rural Development Branch of the Department of Municipal Affairs has recently published revised editions of procedure regulations and regulations respecting new streets and sub-divisions together with the first circular of a series intended to advise the city officials and citizens why town planning activity should be adopted. This circular is entitled "Ten Reasons for Town Planning" and reads as follows:

1. To classify the streets according to their relative importance as traffic ways, and to make plans for improving and adorning the streets to guide the present and future administrations in carrying out such improvements when required.
2. To convey to the council the authority to control the width and location of new streets and lanes, and the subdivision of land (including the resubdivision of any block or lot) by means of regulations approved by the Minister of Municipal Affairs.
3. To establish suitable building lines on the streets in the residential area and on the main thoroughfares that require widening.
4. To secure an orderly development for the community by regulating the use of private real estate according to the district in which the property is located; to establish the limits of the commercial, industrial and residential districts, and to make reasonable rules regarding the character and use of buildings to be permitted in each district without interfering with established uses.

5. To establish the conditions that foster good public health without cost to the community by securing an adequate amount of open space about new buildings, according to their height, situation and use, so that working, living and sleeping rooms shall receive a proper amount of sunlight and a sufficient circulation of air.
6. To assist in promoting the best conditions about the homes by establishing an area in which only single family dwelling houses with accessory buildings may be erected.
7. To safeguard the community from excessive costs for drainage, sewerage and street improvements by empowering the council to refuse to approve of the subdivision of any land for building purposes which is low, wet or subject to periodic flooding or which can not be economically supplied with sanitary conveniences.
8. To protect the natural amenity of the community and to encourage the beautification of private premises by prohibiting the erection of unsightly buildings and of advertising signs around public parks and in the residential districts.
9. To fix the permissible use and character of buildings to be erected in the existing public parks and reserves, and to plan the equitable distribution and the location of parks, parkways, playgrounds and public reserves in advance of subdivision of the land and in anticipation of the requirements in that respect.
10. To enable the administration to employ the particular authority conveyed by The Town-Planning and Rural Development Act to enforce the provisions of the Act and of any bylaw or scheme in accordance with a systematic and equitable procedure.

\* \* \* \*

#### Housing for Workers Still a Grave Problem in Canada

MacLean's Reports on building activities in Canada state—that low-priced houses are not being built in sufficient numbers in Canada.

The number of houses erected to date this year is 15,988, as compared with 18,083 for the same period in 1922, a drop of 11.6%. In view of the fact that the drop in cost is but 5.5%, and that material prices have remained approximately stationary, here is incontrovertible evidence that the building of workers' homes has fallen off, while that is the type most needed to relieve the housing shortage. The non-union worker cannot make the initial payment on a home costing \$4,500 or over, and if he can, he is unable to carry the burden of interest, taxes and principal payments without sub-letting. This condition defeats the principle of home owning. If wages cannot be increased then the

structural problem of erecting houses or flats which can be sold or rented at decidedly lower prices than those existing to-day, cries out for solution.

Government housing in England has been subject to much criticism but the results achieved by the re-housing of the slum dwellers, as noted by Mr. John G. Clarke, author of "The Housing Problem" cannot but appeal to housing reformers. Writing in the *Town Planning Review* he says:

The change in the environment afforded by the re-housing of the slum dwellers is marked in the character of the inhabitants. Have you ever been into one of these new houses and talked to its tenants? They have moved in from a very different sort of habitation. With their savings they have perhaps bought a little extra furniture; and at last, after many years, the lady of the house has the opportunity which she so longed for when she was married years ago, of making a real home. Have you seen the beauty of it? The little garden gate, the pretty walk to the house and the flower and vegetable plots which her husband digs when he is home from work. You enter and find a tiny but carefully planned hall with a commodious living-room and, leading out of it, a thoroughly well-equipped scullery and larder, and bath. On the other side of the house is a small parlour where guests can be entertained, where the children of the house can study or where the maiden of twenty summers can talk things over with that someone who is so much to her. Go up by the well-lighted stair and enter the three bedrooms; and, as you look at the order and beauty with which the mother has arranged her nest, think for a moment of those dark rooms you know, in a vile and insanitary slum, from which these people have moved—as from hell to heaven.

\* \* \* \*

#### Mr. Thomas Adams Resigns Position Under Canadian Government

Mr. Thomas Adams, of the firm of Thomas Adams and Longstreth Thompson, Town Planning Consultants, 121 Victoria Street, Westminster, England, has been appointed chief consultant to the committee on the plan of New York and its environs. The plan of the committee deals with an area of 5,220 square miles having a population of about 9,000,000. Mr. Adams has resigned his position as town planning adviser to the National Parks Branch of the Canadian Government and has cancelled his Canadian contracts with the exception of Kitchener and

the planning of the new town being built by Armstrong, Whitworth & Co., in Newfoundland.

Mr. Horace L. Seymour, M.E.I.C., of Toronto, is collaborating with Mr. Adams in the Kitchener scheme.

\* \* \* \*

#### Manual of Information on Town Planning

Attention may be called to Miss Theododa Kimball's "Manual of Information on City Planning and Zoning including references on Regional, Rural and National Planning", published by the Harvard University Press. It has been prepared in response to frequent demands on the part of city officials and public-spirited citizens who are becoming aware of—to quote from the passage in Mr. Hoover's address, on the New York regional plan, used by Miss Kimball as a foreword in her book—"the enormous losses in human happiness and in money which have resulted from lack of city plans". As a reference work on city planning progress in the United States the book will prove a great convenience both to those who are seeking guidance in initiating new schemes and to those who are actually engaged in the work. The chapter on "Town Planning in Other Countries" and the excellent bibliography will be of service to all students of the subject.

\* \* \* \*

#### 22,000,000 People Live in U.S. Zoned Cities

More than 22,000,000 people, comprising 40% of the urban population of the United States, live in 183 zoned cities, according to a statement issued by the division of building and housing of the United States Department of Commerce. During the first eight months of this year 54 municipalities, with more than 6,500,000 population, have adopted zoning ordinances. This indicates the greatest progress in zoning that has ever been made during a similar period. More than two-thirds of the 183 zoned cities have been zoned since September, 1921.

\* \* \* \*

#### Movement in Montreal

Mr. James Ewing, vice-president of the Town Planning Institute of Canada, has been appointed as town planning expert to a special committee of aldermen and technical advisers to consider the establishment of a town planning commission for the city of Montreal.

\* \* \* \*

#### Travelling Town Planning Scholar

Mr. J. Burn Helme, student member and travelling scholar under the Ontario Government grant, has returned from a year's travel in Europe as town planning student.