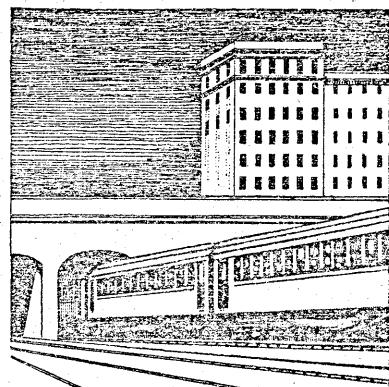
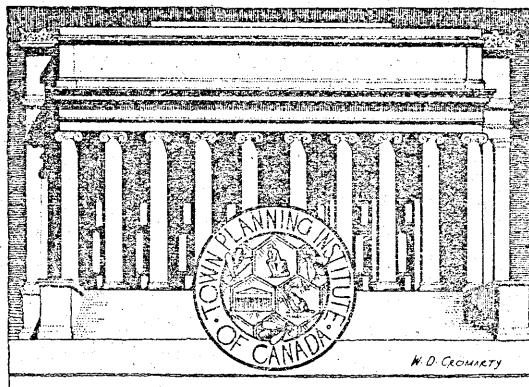
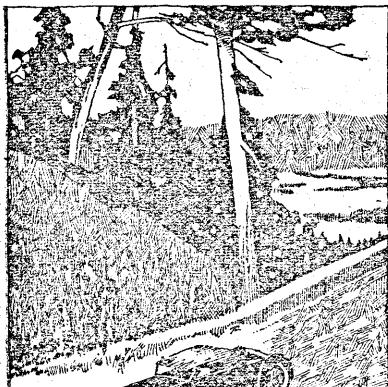


# THE JOURNAL



## TOWN PLANNING INSTITUTE OF CANADA

VOL. III.

OTTAWA, JANUARY 1924

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*

### CANADIAN TOWN PLANNING

On another page will be found a preliminary report on the planning of the town of Waterloo, Ontario, by H. L. Seymour, town planning engineer, of Toronto, and one of the most active and competent town planners in Canada. The report has more than local interest since it affords some evidence that the towns of Canada are waking up to the immense economic and social significance of town planning and are catching on to the somewhat humiliating idea that Canada, "as a nation", is woefully behind in the town planning movement and is emerging with heavy footsteps from the crude social individualism that has made such a wasteful and ugly mess of town building in the past.

When the town planning movement was regarded as a decorative luxury its appeal was not specially potent. There were idealists who were appalled and tormented by the squalid misery of the average city. "When I realized the squalid misery of a great city," said one of them, "it appalled and tormented me and would not let me rest for thinking of what caused it and how it could be remedied." They really believed that order and beauty in the life surroundings of the people are economic forces of vast spiritual and physical importance, potent in building up the mind and body waste that follow continual contact with ugliness and squalor, in providing bodily and spiritual resistance against these

depressing forces and are, therefore, of real economic value.

But the appeal of beauty and order proved quite inadequate to meet the braggadocio of what was considered material progress, and jumble building proceeded. "Main Street" towns continued to grow up and to strangle themselves by their stupid ugliness; floating groups of ignorant and acquisitive politicians governed their destinies and stagnation that must follow brutal ugliness in home surroundings distressed and discouraged the men and women who saw the need of order, beauty and economy and real progress.

But gradually the idea emerged that town planning was something more than decorative luxury, that it was really a vast economy, that it had a causal connection with the incidence of taxation, that jumble building reduced assessment values, that it discouraged the building of homes because it destroyed their values, that the decline of home owning and the extension of the renting system were due to the fact that no man could be safe from the encroachment of incongruous building.

Then the town planning movement on this continent took a mighty jump. Then it was recognized to be the "practical" thing. It touched obvious money values. While the psychological values of spiritual refreshment from order and beauty requi-

ed some real thinking and social sympathy, the destruction of property values was seen at once to be destruction of "real money" and one feature of the town planning movement—the most obvious feature that touched money values—caught the "practical man" of the United States and zoning became a fervour and a passion. Even real estate men, who had for many years offered the most obstinate resistance to the movement, abandoned that resistance when it became clear that the surroundings of a home were of as much value as bricks and mortar.

And now in the United States twenty-two million people live in zoned cities, that is forty per cent of the urban population. They have seen that zoning is a vast social economy that puts buildings in the right place and does not destroy them by bad surroundings; that it maintains assessment values, encourages home building, and in some places, even the larger philosophy that beauty is itself a stimulus and a form of energy is understood. This is not the whole of town planning. It is just the most obvious feature that has caught the "practical" mind and now the citizens of the United States are vying with each other in zoning. Zoning is a "booster".

But even here Canadian cities are barely awake. Books are still being written about the "beauty" of such cities as Montreal, the "Paris de l'Amérique." Vancouver is waking. For ten years town planners have been preaching there, to the point of utter discouragement, the immense importance of planning right that incomparable site on the Pacific ocean. Chinatowns and the most squalid and ugly settlements have been growing up. At last the building inspector, Mr. J. A. Bird, after two years of voluntary and unpaid study, has presented an elaborate report recommending a thorough revision of obsolete building laws and the adoption of zoning. Montreal is still pottering with the appointment of a town planning commission. Toronto municipal legislators are busy with the idea of a metropolitan area for Toronto, but it is of Toronto that alderman Mrs. Sidney Small writes: "Why has nothing been done with regard to the establishment of a town planning body? The unending discussion regarding the purchase of park lands, for instance, point to a great weakness in our present system and raise the question as to why no progress has been made towards the formation of a town planning body that would deal intelligently not only with the question of lands for park purposes, but also aid Council on the questions of annexations and zoning. At present, there are nine civic departments doing town-planning work and there is no clearing-house to prevent overlapping and duplication and no city plan governing the physical development of the whole city." Ottawa is trying piece-meal zoning as an experiment and has at last allowed Mr. Noulan Cauchon—after some ten

years of unselfish advocacy and unpaid service—to do something. The federal plan for Ottawa and Hull, presented by Mr. Cauchon, shows little sign of obtaining the attention that it deserves. Few Canadian cities have wakened to the fact that from the mere point of view of advertisement a zoned city has now the opportunity of jumping into the forefront of municipal fame. There is some elementary movement in Manitoba and Saskatchewan. Regina has recently founded a citizens' town planning organization but almost nowhere is there real apprehension of the economic and social advantages of proper town planning and nowhere a movement on the garden city principle of planning new territory from the beginning of settlement and so creating towns of magnetic attraction for settlers, homemakers and business men. The garden cities of England have become meccas of the social reformer and their sheer advertising value is absolutely beyond computation.

Recently the Toronto architectural journal "*Construction*" had this to say:

Why do our city councils and legislative bodies refuse to recognize the economic value of town planning, and why should town planning struggle for acceptance, as did medical health work, when it will render a service equal in importance to the community as that which medical health work is now rendering? Anyone who has given thought to the subject, fully realizes that legislative and civic administrators have already too long delayed in applying the science and economy of town planning to existing needs. In a word, town planning means the efficient administration and proper co-ordination of all measures affecting municipalities. It means foresight and attention as to future requirements, the elimination of slums, the restoration of deteriorated midcentral property values, and the systematic and supervised growth of all physical elements, including transportation, entering into community life. In brief, it means working to a plan, instead of a hap-hazard development. It therefore represents a matter of utmost concern to both legislative and civic authorities and implies the need of legislative enactment to put the principles of town planning into operation.

In many instances municipalities are sensible of the disadvantages under which they labour, but are unaware that town planning is the remedy for their ills, while others that recognize its benefits are handicapped owing to the lack of existing machinery to carry it into effect.

The difficulty lies in the fact that the methods employed to deal with modern requirements are

ineffective and antiquated. Perhaps this will be more fully grasped when it is realized that within the past forty years the urban population has increased over 600 per cent. as compared with less than 3 per cent. in the rural districts, and that these urban municipalities are struggling with this enormous expansion with very little change in their administrative machinery from what they had when they were mere villages.

What is mainly required is legislation making it necessary for all cities in the province to undertake the preparation of a city plan, such as was recommended in the memorial presented by the conference to the Ontario Government. Legislation of this character, if granted, would

not only effect economy in civic expenditure, but would result in a greater foresight with respect to urban development.

This was written two years ago and it still remains a distressing mystery to the town planners of Ontario that the Ontario government have not amended the obsolete Planning and Development Act and given the cities a real legal opportunity to plan their cities in accordance with modern civic science. In the mere one matter of the inadequacy of streets to accommodate present motor traffic—the need for the planning of major and minor streets—modern towns and cities are crying for better town planning legislation. A recent visitor from India has stated that the wild beasts of India are much less dangerous than the motor cars of Ottawa:

## REPORT OF TOWN PLANNING SURVEY OF WATERLOO ONTARIO

BY H. L. SEYMORE

I have the honour to submit herewith the results of a study made of existing conditions in the town of Waterloo, as outlined in this report and illustrated by the accompanying maps prepared as a basis of the final plan and report.

No considered proposals for specific improvements are advanced in this report. These will be dealt with in our final work. As the result of our study, however, it is considered of importance to bring to the attention of the Commission now, the policy to be adopted in order to make the final plan when completed of real effect.

The final plan, including necessary by-laws or other legislation, can only be effective if it has the support of a strong public opinion. It is a comparatively easy matter to prepare a plan showing extensive street widenings, openings and improvements, restricted areas, parks, parkways and boulevards and a civic centre with monumental groups of public buildings if no regard is paid to cost or to public feeling—a plan that may be technically and artistically desirable but for the present impossible of being carried out. The plan can and should follow desirable future improvement having specifically in mind the needs of at least twenty-five to fifty years hence and we should not forget the late Daniel H. Burnham's famous injunction:

Make no little plans; they have no magic to stir men's blood and probably themselves will never be realized. Make big plans; aim high in hope and work, remembering that a noble logical diagram once recorded will never die, but long after we are gone will be a living

thing, asserting itself with ever-growing insistence. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty.

But the plan, if successful, must be based on present possibility. In other words it must be a plan of such present practical value that public opinion will be the greatest factor in making it effective now and assuring its success in the future.

Various civic organizations should be heard and proposals for improvement discussed. In determining the limits of industrial and business areas, advice from manufacturers, business men and their organizations should be sought and considered. Their views in regard to better facilities for carrying on industries or attracting new industries would also be of value as the *raison d'être* of Waterloo as of the average city or town is industrial or commercial. The Park Board, the Horticultural Society should be encouraged to present their views not only in the treatment of parks or parkways but in the provision of playgrounds, and the general treatment and adornment of the streets, and possibly even in the trimming of trees. An official hearing should eventually be given by wards or otherwise to the people of Waterloo before the plan is finally submitted for adoption.

Joint meetings should also be arranged between the Town Planning Commissions of Kitchener and Waterloo to discuss matters of planning that are of common interest. In particular in conjunction with the respective Park Boards there might

be mentioned the provision of a combined park system consisting of a series of "fine parks and parkways linked by a well conceived system of parkways and boulevards" and to consider the appointment of a Metropolitan Commission or Board with powers to deal with the provision of sewage, water, roads and transportation or other similar matters of construction that are of interest to both communities.

While it is understood that water mains in Waterloo can be applied from the Kitchener system and vice versa, there seems to be no co-operation in the matter of sewage disposal. As a specific example there is within a few feet of a sewer recently constructed in Waterloo, a house in the City of Kitchener that cannot at present, and probably will not for several years, be served by any sewer in Kitchener and that is not permitted to be connected to the Waterloo sewer. The policy of issuing a permit on land unserved with sewers is certainly not commended but it is not good town planning to allow an artificial boundary to interfere with the natural drainage area or to allow insanitary conditions to exist because of such artificial boundary.

#### General Conditions as to Area and Population

According to figures supplied, the town of Waterloo has an area of 2,900 acres with a population of 6,096, while the adjoining city of Kitchener has an area of 3,287 acres for its population of 23,571. The two municipalities now frequently designated the Twin Cities attracted settlers in the beginning of the nineteenth century on account of the rich agricultural land found in the Grand River Valley region.

The accident of location gave Kitchener a steam railway through line and made it the county seat of Waterloo county. These conditions probably explain the fact that Kitchener has now nearly four times the population of Waterloo. By steady growth, having trebled its population in thirty years, Kitchener is probably destined to become one of Ontario's large inland cities. But as part of one of the largest and most varied manufacturing centres of Ontario, Waterloo should share in this growth. Maintaining its identity, Waterloo should plan for a city of from two to three times its present population, which could be accommodated by its present area and probably without extending its boundaries. A city of such a size is very desirable from many points of view. It should assure—with planning—sane, safe and healthful home life, at reasonable cost, and yet be large enough to provide all the amenities that the average citizen can reasonably demand or afford. A former chief executive of this province has stated that he would prefer to see developed 50 cities of 10,000 people each, rather than one city with a population of 500,000.

At present Kitchener provides for the need of both municipalities with theatres and largely with hotel accommodation. In planning, account should be taken of the fact that the two cities if not amalgamated should be closely associated (as to some extent at present) in many other ways, such as hospitals, schools and in park systems and public utilities. If real co-operation exists in these matters the disadvantages of dual administration are overcome by the advantages.

#### Urban Zone—Maps Nos. 1 and 2

Map No. 1 on a scale of one mile to the inch shows in accordance with the provisions of the Planning and Development Act the urban zones of the following incorporated municipalities of the county of Waterloo:

The villages of Ayr, Elmira and New Hamburg and the towns of Hespeler, Preston and Waterloo, with zones three miles from their respective limits.

The cities of Galt and Kitchener, with zones five miles from their respective limits.

Map No. 2 on a scale of one-half mile to the inch shows the urban zones of the town of Waterloo and the city of Kitchener and illustrates park and highway development in such zones.

In all fairness it is felt that attention should be called to difficulties met in securing reliable maps and information as the basis of the compilation of new maps suitable for town planning purposes. This is particularly true of maps Nos. 1 and 2. Existing maps of the township and county of Waterloo appear far from reliable and are often contradictory. On account of the system, or lack of system, in the early surveys of this vicinity there exists special need for better maps. The "Militia" Map of the Federal Government does not include the town of Waterloo as yet. It has been suggested that the government should be approached with the view of having the survey and maps of the county of Waterloo completed. The base map of Waterloo county, used for our map No. 1, was supplied through the courtesy of the Provincial Department of Highways and undoubtedly represents the best compilation that could be made with existing information.

With a completed "Militia" map the county authorities could have prepared an existing conditions map that would graphically present the possibilities and opportunities of this very important county illustrating or showing, *inter alia*:

Steam and electric railways.

Highways and their development.

Hydro-Electric and power development.

Principal manufactoryes.

Location of churches and schools, or other public buildings and park lands.

General nature and amount of farm yields.

Location and amount of stock, especially thoroughbred stock.

Location and density of population with notes on soil and climate.

It will be noted that the urban zone of Waterloo and the town itself is included in the urban zone in the city of Kitchener and that other marked overlapping or urban zones occur in the county.

Under the provisions of the Planning and Development Act the city of Kitchener exercises jurisdiction in the approval of new sub-divisions in the city and for five miles from the city limits; the town of Waterloo exercises a similar jurisdiction in the town itself and for three miles from the town limits exclusive, however, of any part of the city of Kitchener. Except in a case of appeal to the Ontario Railway and Municipal Board a plan of sub-division in the town of Waterloo prepared for registration requires the signatures of the proper officials of the Town Planning Commission of both Waterloo and Kitchener. Referring to the situation of Waterloo in relation to Kitchener and to the meaninglessness of a zone within an arbitrary circle under such circumstances, Mr. Thomas Adams has stated in his report on the Town Planning Survey in the city of Kitchener as follows:

The best plan for this district would be one which would deal with the whole of Waterloo County. Next in order of desirability would be a plan for that section of the Grand River Valley between Galt and Elmira. In view of the difficulty of getting such a plan promoted with provincial aid, we think the only course is to restrict the plan to the city of Kitchener, and co-operate as far as possible with the town and township of Waterloo. This is especially desirable in view of the fact that Waterloo is proceeding with its own plan.

The reasons advanced by Mr. Adams for restricting the planning to the city of Kitchener itself apply with greater force to the town of Waterloo. Elsewhere in his report Mr. Adams advocates the extension of the boundaries of Kitchener, but Waterloo already possesses with its boundaries sufficient undeveloped areas to allow for any expected expansion and presents the ideal condition of a well developed centre surrounded by farm lands all within the boundaries of a municipality itself.

#### Map No. 3b—Use of Land and Buildings and Assessed Value of Land

Attention has often been drawn to the haphazard way in which factories, business and residences are mixed in the city of Kitchener. In the town of Waterloo, with one or two minor exceptions, business has not spread beyond the main street, although factories are scattered to some extent. Heaton's Annual for 1922 gives Waterloo:

Two hotels, 6 churches, 2 public and 1 separate school, 4 banks, 1 loan company. Industries include threshing machines, furniture, brooms and brushes, boots and shoes, malt house, upholstery, office desks, distillery, buttons, mattress factory, flour mill, bricks, brick and tile, cigars, washing machines, springs, combs, gloves, boxes, interior woodwork, shoddy, planing mill, sash and door factory, trunks and bags, barrels, cigar boxes, upholstered goods, brewery and malt factory, tannery, shirts, springs, head office, 2 life insurance companies with 3 fire insurance companies.

The object of our plan is to provide good sites convenient to trackage for industrial plants and fortunately the areas best suited for industry are frequently those least sought for residential purposes. In regard to business and residential areas, Mr. Adams has stated:

Business men who pay high prices for land and high taxes in the business districts do not want unfair competition of those who erect stores in unsuitable places on cheap land. On the other hand those who erect homes want them protected from undesirable surroundings and depreciation of values.

From a study of the use of existing buildings indicated on map No. 3b, we shall be assisted in arriving at a conclusion for determining the limits of industrial business and residential area.

Maps Nos. 1 and 2, especially the latter, are valuable for reference in the approval of sub-divisions outside of the town limits and in planning to connect existing radiating highways by circular roads at approximate distances of one or two miles from the centre of the town.

#### Town Plan—Map No. 3

From a really excellent street and lot map of the town of Waterloo prepared by Mr. Moogk, engineer for the municipality (on an approximate scale of 200 feet to the inch) we have with additions prepared a base map for our studies. Street and lot lines and street widths, steam and electric railways and all buildings subject to minor omissions are indicated. From prints of this base map there have been prepared several maps which in general are self explanatory and need but brief written explanation.

#### Map No. 3a—Local Improvements

In colour there is shown on this map certain information supplied in part through the courtesy of Mr. Moogk, Town Engineer, and Mr. Schiedel of the Water and Light Commission, and supplemented by surveys.

There are approximately 25 miles of travelled streets or roads in the town of Waterloo, of which about 7 miles have been paved with concrete, bitu-

lithic or tarvia pavement. The figures for Kitchener are 71.64 miles of street with 21.13 miles of pavement.

There are 26½ miles of concrete sidewalks laid in Waterloo. This type of local improvement is probably the cheapest development that can be undertaken by a municipality and yet is one that gives a comparatively high return in comfort and appearance. In passing it might be remarked that in the development of suburban and interurban highways the accommodation of pedestrians has apparently been almost entirely ignored, entailing inconvenience and in some instances endangering human lives.

The lots that are served with sewer and water are shown in blue and the lots shown with water only are shown coloured green. It will be noted that the central area is well developed in these respects. There are only about a dozen houses that are located on lots unserved with sewer and water in this area and but twice that number with water only. For comparison Kitchener figures are 120 and 150 respectively. The above facts point to an excellent sanitary condition in the town of Waterloo, especially if the houses shown on lots served with sewer and water have actually taken advantage of these services. Under such conditions and on the grounds of public health any house not connected should be required to do so.

It is not good economy to instal public utilities or improvements too far in advance of occupancy. In Waterloo we find over 2½ miles of vacant frontage served with sewer and water and generally situated on otherwise well developed streets and over 2 miles of vacant frontage served with water only. This does not represent a very high percentage of vacant lands served with utilities, but there could be erected theron some three hundred homes accommodating 1,500 people, such figures being based on a very conservative estimate. For economic development of a municipality the filling of these gaps with buildings should be encouraged before the putting on of new sub-divisions that entail further extension of utilities.

With the exception of intersections and flankages it is understood that the cost of local improvements is charged to the properties benefited. In the case of pavements 25% of the frontages as well as intersections or flankages, (which it will probably be found also amount to about 25%, the two totalling 50%), is paid by the town at large out of the general rate. It is recognized as a town planning principle that abutting properties should not be called on to pay for extra development of a street made necessary to accommodate main or through traffic. If, for example, it is found that a 40 or 50 foot street is of sufficient width to serve the local needs then the community benefiting as a whole should pay for the development of a greater width. The cost of such extra development is principally incurred in pro-

viding wider pavement. This principle has apparently been recognized in part at least in Waterloo. When industrial business and residential areas are defined by plan and legislation and the functions of various streets determined it is suggested that the whole of the pavement up to a certain width (varying with the class of the district), be paid by abutting owners and anything over that width by the town.

Waterloo and its Park Board can be congratulated on its fine large Westside Park, centrally situated and well patronized by the citizens of both Waterloo and Kitchener. The square on King Street to the south offers excellent opportunities for development. The completion of the controlling pavement is already a decided improvement.

On Map 3B, there is also indicated the assessed land value per foot front based on information kindly supplied by Mr. Haehnel, Assessor, and representing assessed values of land on which present taxes are levied. It is understood that the assessment has been generally raised about 25% to 30% for next year's tax levy.

Usually a separate map is prepared to show information in regard to assessment. There is, however, so much land and so much frontage assessed below 85.00 per foot that there does not seem to be sufficient information to justify another map. From his experience Mr. Adams concludes that it is doubtful if any land assessed at less than \$20.00 per foot front really pays the full share of the cost of municipally pay services which it should pay, having regard to the benefit the lot derives from the city as the site for a building. Very low assessment generally means either high tax rate or insufficient improvements. From a cursory study of assessed values in Waterloo, it would seem that there are certain improved streets which might well bear a greater comparative assessment.

In the opinion of the writer greater attention should be given to the matter of scientific assessment, not only in the town of Waterloo, but in all Ontario municipalities. Many cases could be quoted of flagrant breaches of the provisions of the Assessment Act which calls for 100% valuation of land value. The writer favors the Somers system of land valuation and assessment. Public meetings are held to get the reflection of public opinion as to the per foot front value of land in each block and this per foot front value is based as a rule on a depth of 100 feet. It has been found by experience that the front 50 feet of a lot is worth as a rule about two-thirds of the value of a lot 100 feet deep. Curves and tables have been prepared based on this and similar assumptions, which have been confirmed by experience, so that the value of irregular lots can be easily determined. The value of a corner lot, which on business streets is a partial combination of the values on the two

streets on which it fronts can also be scientifically determined and ceases to be a matter of guess work.

#### Map No. 3c—Existing Sewers

As far as can be determined from existing plans and from surveys on the ground Map No. 3C shows the sanitary sewers at present serving the town of Waterloo.

The elevations of practically all existing manhole covers have been recorded and also the elevation of each invert (the bottom of the sewer channel in the manhole). These elevations are referred to bench marks established at the C. N. R. station and at the Post Office by the Geodetic Survey of Canada and are based on mean sea level at New York taken as zero. For example street level at the intersection of Erb and King Streets is at an elevation of 1067.42 feet above sea level.

Elevations of the centre of the road along main highways have also been found and recorded. These will enable some estimate to be formed of how far the present sewerage system can be extended along developed roads without resort to pumping or other expensive measures. The map should also prove of value in the approval of new subdivisions by the Town Planning Commission. It is strongly urged that any proposed plan of subdivision should not be considered unless it shows sufficient levels or contours to indicate the nature of the surface of the ground and also indicates the relation of such level to those recorded on Map No. 3C. The possibilities of draining and sewerizing any area, the plan of which is submitted for approval as well as the suitability of street and lot location can then be intelligently determined.

#### Need of a Plan

Town planning is defined by the Town Planning Institute of Canada 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.

The action of your Commission indicates that you realize the necessity for having a comprehensive plan prepared that will be of value in determining the orderly development of the Town of Waterloo. Based on our preliminary studies and maps a final plan and report should be prepared to show:

Possible improvement in steam and electric transportation.

Changes and additions to street system for traffic purposes.

Means of controlling land and building development.

Means of securing an approved scientific assessment system and in general sound economic conditions in connection with future civic expenditures.

Means of securing industrial expansion with wholesome living conditions, desirable parks, playground and open spaces.

As compared with Kitchener, Waterloo is very fortunate in the width of the main street and in general there would seem to be less need of expensive replanning in Waterloo than in Kitchener. One of the principal objects of our plan will be to prevent the necessity of expensive changes in the future.

#### Powers to Prepare and Enforce a Plan

A pamphlet has been prepared by the writer, which gives in concise form a compilation of Town Planning Legislation in the Province of Ontario, and indicates the powers of Councils and Town Planning Commissions.

Under the provisions of the Planning and Development Act, your Commission is empowered to approve of new sub-divisions within the Urban Zone, and where more than one owner is interested to hold if necessary official hearings. The location and width of new streets can be thus determined and in many cases existing streets widened without cost to the municipality. Power under this Act is also given for the preparation and filing of a plan showing all existing highways and any widening, extension or re-location of the same which may be deemed advisable, and also all proposed highways, parkways, boulevards, parks, playgrounds and other public grounds and public improvements.

The "zoning" of the town can be partly accomplished under Section 399a, of the Municipal Act, which reads:

By-laws may be passed by the councils of cities, towns and villages and of townships abutting on an urban municipality:

#### Establishing Restricted Districts or Zones

1. For prohibiting the use of land or the erection or use of buildings within any defined area or areas or abutting on any defined highway or part of a highway for any other purpose than that of a detached private residence.

2. For regulating the height, bulk, location, spacing and character of buildings to be erected or altered within any definite area or areas or abutting on any defined highway or part of a highway and the proportion of the area of the lot which such buildings may occupy.

(a) No by-laws passed under this section shall apply to any land or building, which on the day the by-law is passed, is erected or used for any purpose prohibited by the by-law so long as it continues to be used for that purpose; nor shall it apply to any building the plans for which have been approved by the city architect prior to the date of the passing of the by-law, so long as

when erected it is used for the purpose for which it was erected.

(b) No by-law passed under this section shall come into force or be repealed or amended without the approval of the municipal board; but such approval may be given as to the whole or any part of an area or highway affected, if it is shown to the satisfaction of the board that it is proper and expedient in view of:

(i) The purpose for which the original by-law was passed and the nature and class or occupancy and use of the land within the area or abutting on the highway at the time the by-law was passed.

(ii.) Any change which may since have taken place affecting its suitability for such occupancy or use; and

(iii) The desirability of the proposed repeal or amendment in the interests of the owners of the land in the district affected and of the community as a whole.

The point raised as to whether or not sub-section 2 of Section 399a must be read in conjunction with sub-section 1, as claimed by some municipal legal advisors has been settled by the Ontario Railway and Municipal Board in a manner satisfactory to the town planner as may be gathered from the following letter:

THE BUREAU OF MUNICIPAL AFFAIRS  
HOUSING BRANCH

TORONTO, ONT., Feb. 26, 1923

H. L. Seymour, Esq.,  
Toronto, Ontario.

Dear Mr. Seymour:

You will no doubt be glad to hear that the Ontario Railway and Municipal Board has ruled that subsection one and two of section 399a of The Municipal Act (the residential by-law) are to be treated as separate enactments. The Board has approved of a by-law passed by the Township of Saltfleet under the provisions of subsection 2 alone. A by-law therefore, can be passed under subsection 1 or under subsection 2 or under both.

Yours very truly,  
(Sgd) J. A. Ellis,  
Director.

It will probably be found that both in the city of Kitchener and in the town of Waterloo some further legislation may be necessary or at least desirable to give full effect to our plan. It is indeed fortunate that Mayor Weichel of Waterloo is the elected representative of this riding in the Provincial House.

As previously mentioned the object of this report is not to bring forward specific proposals for improvement at this time, but to present a study of existing conditions as a basis for such proposals. In

a general way, however, an endeavour has been made to bring to the attention of your Commission matters relating to policy and involving town planning principles.

In preparing the final plan a study should be made of the plan already prepared by Mr. Charles W. Leavitt of New York, and of the proposals of the Kitchener Town Planning Commission as they affect Waterloo. Certain specific matters that have been mentioned might also be enumerated here:

1. Naming or changing names of streets.
2. In connection with zoning the provision of building lines and the restriction of bill boards to certain areas.
3. Consideration of building and plumbing bylaws as they affect the town plan.
4. Provision of children's playgrounds, aerodrome, municipal golf course.

In concluding this report I wish to take the opportunity of expressing my thanks to those already mentioned as providing valuable information for our maps and also to express my appreciation of the interest displayed and help given by your Chairman, Dr. W. L. Hilliard, and of the valuable work of my assistant, Mr. George A. Main, B.Sc.

Respectfully submitted,

HORACE L. SEYMOUR.

#### Note by an Ottawa Planner on Mr. Seymour's Report.

Mr. Seymour has submitted his preliminary report to the Town Planning Commission of Waterloo. It is a survey and mapping of existing conditions as a basis for a final report later. No actual planning has, so far, been suggested—that will come when the commission has digested the data and is in a favourable position to weigh definite proposals.

It is perhaps wise for the town planner dealing with the smaller town of 6,000 population to "go easy" and bring his commission along with him, securing their sympathy for his scheme by first carefully securing their understanding of the conditions determining it.

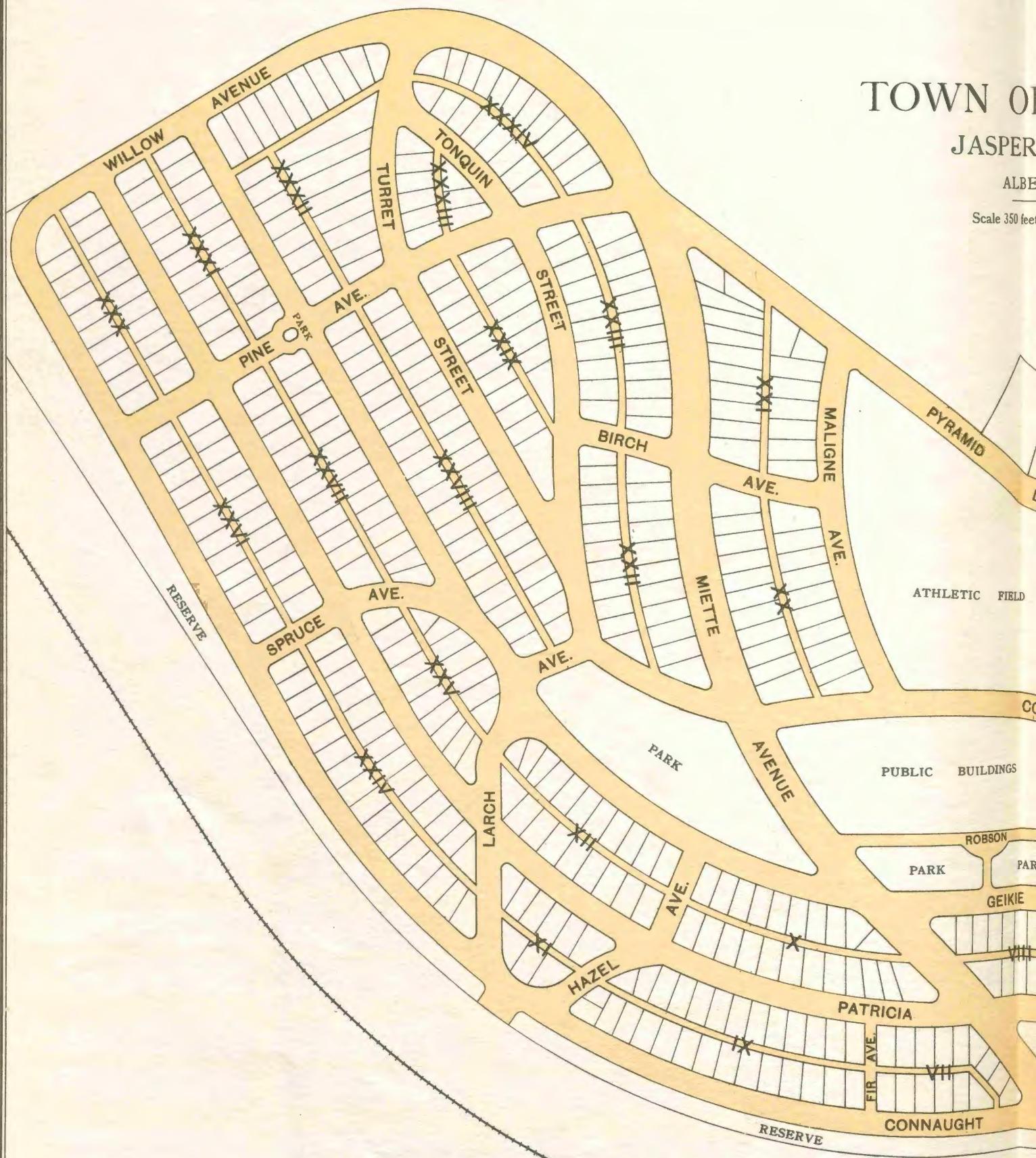
Town planning is civil and political engineering, engineering technology and the psychology of suggestion. It takes a great deal of patient education and persistence to "put a plan across" and this is what must definitely occur if good is to come to the cause and encouragement to the planner.

The city of Kitchener, with 23,000 population, immediately adjoins the town of Waterloo and Mr. Seymour draws attention to the great desirability of co-operation in planning between these two neighbours—almost Siamese twins—the life of one so intimately interlocked with that of the other. There are such great economies to be secured and amenities

TOWN OF  
JASPER

ALBERTA

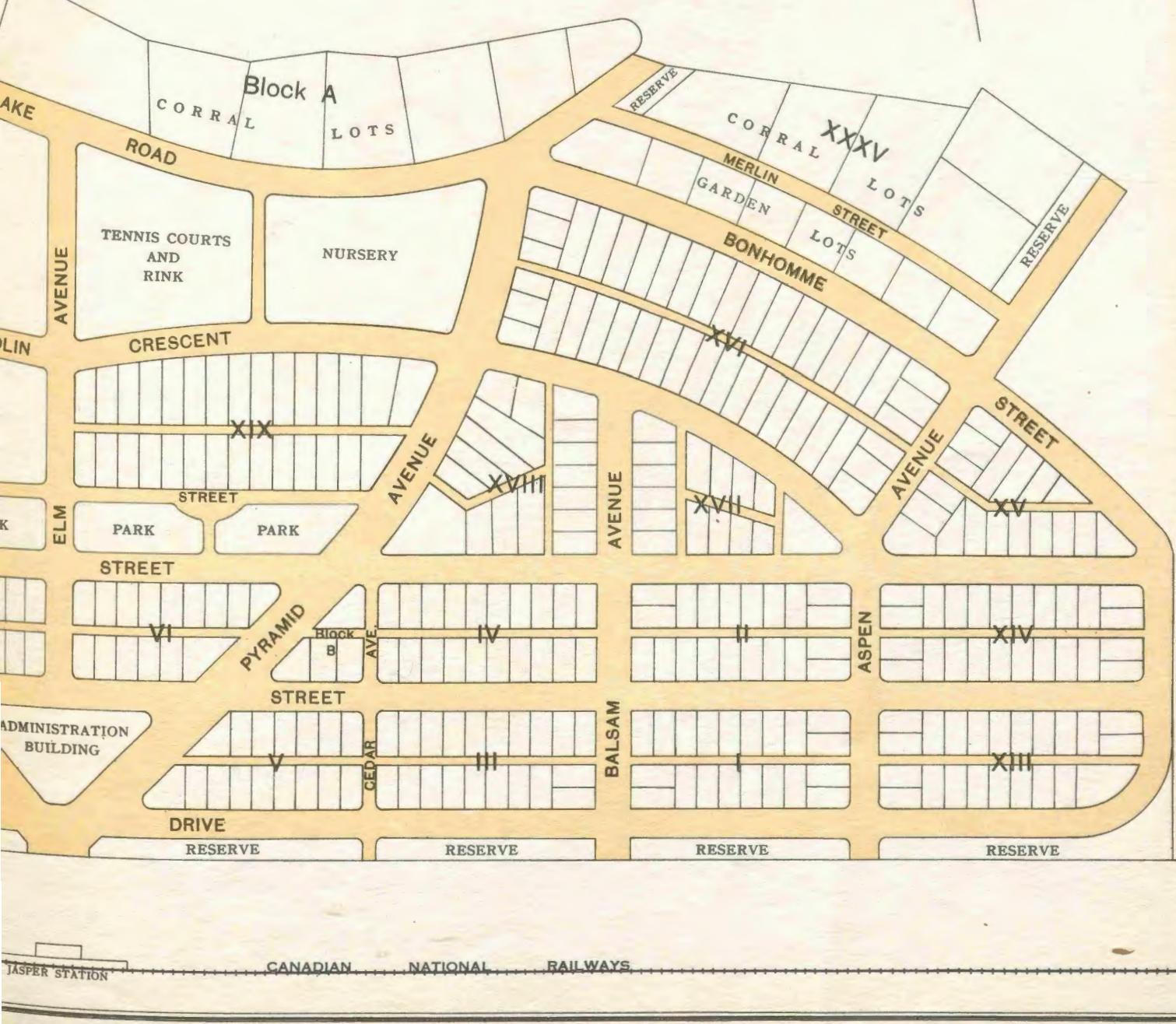
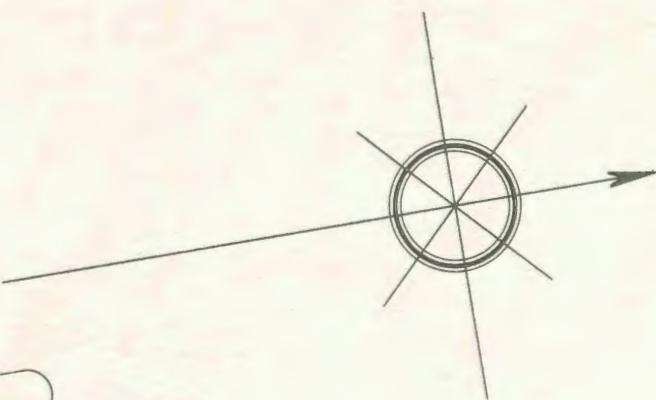
Scale 350 feet



# F JASPER PARK

ARTA

to an inch.



to be realized through seizing the opportunity of a comprehensive planning of the two municipalities as one physical unit, even though they remain (and need not lose anything by it) separate political entities.

Mr. Seymour laments the common lack of good town maps of existing conditions. This is a handicap to the town planner, causing much delay in securing data of existing services, levels, etc.

A very common and important shortcoming is emphasized by Mr. Seymour who says: "In passing it might be remarked that in the development of suburban and interurban highways the accommodation of pedestrians has apparently been almost entirely ignored, entailing inconvenience and, in some instances, endangering human lives."

Attention is drawn to under-assessment of much residential property below five dollars a foot frontage. Maintenance charges cannot be met under such conditions and must be a burden on the other property in town. We need a uniform and scientific system of valuation and assessment in Canada that our municipal burdens may be more equitably distributed.

Reference is made of interest to Ontario planners to the provisions under Section 399a of the Municipal Act. This gives much help in zoning, pending the enactment of a proper and self-contained Town Planning Act for the province.

Waterloo and Kitchener are to be congratulated on their civic foresight in arranging for the planning of their cities. Canadian civic officials do not yet understand that aside from the practical benefit

of a plan in sustaining assessment values and developing an orderly and beautiful town a planned town, at this date, has advertisement value beyond computation.

### PLAN OF JASPER.

The town of Jasper, which is the administrative centre of the largest of our national parks, lies on a gravelly bench about two miles long and a half a mile wide and approximately sixty feet above the river. To the north and west, there is a steep hill two or three hundred feet high, and beyond this there is a rolling plateau about two miles in width. On the north this plateau commences below a shoulder of Pyramid mountain, reaching eastward toward the railway. From here it extends southward, and swinging to the west above Jasper, parallels the valley of the Miette for about ten miles. One of the most noticeable features of this plateau is the number of small lakes and ponds scattered over it, many of which are well stocked with fish. Chief among these are Pyramid, Patricia, Cabin and Caledonia lakes. On the opposite side of the river, there is a wide flat extending north beyond Maligne river. On this flat there are also a number of very attractive lakes, the more important ones being Beauvert, Annette and Edith lakes.

The plan of the town was made by Mr. Thomas Adams in consultation with Dr. E. G. Deville. Jasper is now a well built up and flourishing community. A reproduction of the plan is presented with this issue.

## EUROPEAN IMPRESSIONS

### IMAGINATION IN TOWN PLANNING

By BURN HELME, B.A.Sc.

[Mr. Helme was the student selected by the Ontario Department of Education in 1912 as the beneficiary of a scholarship in town planning intended to afford post graduate students an opportunity of studying town planning on the European continent. His scholarly paper presented here as "Impressions" amply justifies the admirable enterprise of the Ontario Department of Education. Mr. Helme is a native of Smith Falls, Ont. He entered the University of Toronto in 1916, but his course was interrupted by two years of war service. On his return he completed his course and graduated as B.A.Sc. —Ed.]

The town planner who goes to Europe hoping to absorb a great deal of information for immediate practical application in Canada is likely to be disappointed. Customs differ, standards differ, ways

and means are different and while much European practice is adaptable to Canadian conditions very little of it can be successfully transplanted, root and branch intact. If, however, the town planner goes to Europe to get ideas, to rekindle the flickering flame of enthusiasm, to stir the oft inclined-to-be sluggish imagination, hoping to see his problems in a new light and from a different angle, then will his mission be indeed a success.

A splendid source of such inspiration—anticipating protest, I still dare to say it—is Paris. That the town planner's Paris was only made possible by a Napoleon is a common-place. There is even a theory that under democratic conditions, except on newly-broken ground, it can never be duplicated, that the wholesale demolition and rebuilding whence modern Paris evolved is to-day impossible. It is true that Chicago has had what

appears to be more than a fleeting vision and may yet disprove our theory. A new Paris bids fair to rise on the shores of Lake Michigan under what considers itself the most democratic of democracies.

But even if the theory be correct, I say Paris is still an inspiration. The planner, engaged on problem complex, or simple, hedged around by all the forces of economy and stern practicability, who bears in mind the broad, tree-shaded boulevards of Paris, her well-conserved yet intensively-used river and river-banks, her pleasant squares and gardens and her well-governed skyline will produce a worthier solution than if he be inspired by something less striking, less complete. The nobler ideals are the better ones and there is nothing mean or petty about the plan of Paris.

Hampstead Garden Suburb, a species of garden suburb *de luxe* and an ideal housing development, unique in the circumstances of its origin, in its management and in the manner of its present functioning, is another inspiration. Under the spell of one dominating personality it is individual in almost every respect and likely so to remain, yet if it served no other purpose than that of powerful example (which is by no means the case) it would be justified. It fires the imagination and imagination so often needs to be fired.

On rising ground, overlooking the famous heath and with the spire of St. Jude's soaring from the highest point, the situation of the Hampstead Garden Suburb is superb. Nowhere have I seen a more charming array of modest houses; the most pretentious could be built to-day for \$15,000, and very few are in this class. The site-planning has been admirably done and after sixteen years, gardens, hedges and roadways are a joy and a delight to the eye. The suburb fulfils most satisfactorily, both in winter and summer, the Canadian's dream of English domesticity.

Perhaps I have spoken here with an architect's bias; if so, I come back immediately to the broader view. Hampstead Garden Suburb, with its charming homes and social amenities and so splendidly planned for sunlight and air, is after all only a "dormitory", a better dormitory perhaps than adjoining Golden Green, or Cricklewood or Gypsy Hill but a London dormitory nevertheless.

Which brings me to speak of an experiment even greater than Hampstead—Welwyn Garden City. For if much is to be said for the garden suburb, much more can be said for the garden city.

The two are often confused, or falsely identified; but from the point of view of transport, the difference between them is fundamental. Garden suburbs represent an extension of the daily traffic of a great town to a more distant circumference; garden cities a permanent transference of a section of the population to a less

crowded centre. Every inhabitant of a garden suburb who works in the city contributes twice a day his or her share to the ever-increasing problem of traffic congestion. The colonist of a garden city, on the other hand, definitely relieves the overcrowded centres of the duty of transporting him to and from his work, and catering for him and his. Dwellers in a garden suburb are excursionists; the garden citizen is an emigrant. It is of the nature of the community to which he belongs that he shall not only sup, sleep, breakfast, and occasionally play lawn tennis and grow beans or roses there, but shall work there as well. \*

The garden city is not new. In 1903 Letchworth, now a prosperous self-contained industrial town of 12,000 inhabitants, was promoted by the same association which has built Welwyn. The principle on which Welwyn and Letchworth were both founded is briefly this: "That the towns should be large enough to allow of efficient industrial organization and full social activity—but no larger." The urban area is limited to the size required to house this population well, and is surrounded by a belt of open land large enough to be distinctively rural and agricultural. The whole of the land, including the urban zone, is owned and administered in the interest of the local community. If circumstances finally dictate the expansions of the urban area beyond the limits imposed, expansion can take place, within further limits, outside the rural belt.

But whereas Letchworth was founded simply to show that it is possible to create new industrial centres where manufacture of all kinds can be conducted under conditions that are not harmful to the health of the people, Welwyn, planned for 40,000—50,000 inhabitants, aims to be all this and more. To the expansion of the area of London there must shortly be some limit; the ever-increasing problem of traffic congestion upholds an ominous stop signal.

The promoters of Welwyn Garden City hope that, at twenty-one miles from London, it is close enough to intercept and hold some of the industry with its attendant population which would otherwise whirl into that tremendous vortex. They hope that it and a girdle of similar towns will be self-sustained satellite cities retarding, perhaps relieving for all time the cramping, stifling pressure on London's central area. Should the satellites ever grow until they approach one another there will always be a buffer or several buffers of agricultural belt in between.

Here, then, is a bold effort to grapple with a grave problem; no little plan, but one well calculated "to stir men's blood", and for that reason of priceless value to the cause of town planning. If the

\*(From the leading article in the London Times, Feb. 25, 1920).

satellite city is able to solve London's problem, or even in some measure to alleviate it, for the problem is a gigantic one, it will be a powerful example and incentive for de-centralization of population the world over.

A second great European movement in the town planning world and one which is happily reflected on this side at New York and Los Angeles is the increasing value placed on regional planning. More and more are men recognising that the greater number of inter-related factors and communities there are considered and included in a properly-organized plan, just so much more effective is it in securing the results aimed at; the wider the control, the more complete and permanent is the benefit. The acknowledgment of this principle by the authorities involved in the Deeside, West Middlesex, Manchester and district, and the Ruhr regional plans—to name the outstanding European schemes—gives a further meaning to Burnham's injunction to "make no little plans". He was probably not thinking of little in the sense of area included, but to-day there are twenty British schemes under way in which the size of the area being planned is a big factor—in the case of Manchester and district, seventy-three authorities co-operating on one plan. Burnham saw Chicago embarked upon one of the most complete and ambitious schemes of town planning in the world. To-day the City Club, which organized the production of the original plan of Chicago is urging the need for a regional survey and plan which would include fourteen cities and about eighty-three villages. Like Ulysses the town planner has found that "All experience is an arch wherethro' gleams that untravelled world, whose margin fades forever and forever when I move." This widening view of the field of planning augurs well for the future and makes one hesitate to label Cyrus Kehr's "Nation Plan", a utopian dream. Who dares to say that such a logical result of the present trend of town planning practice may not come?

But let no one think that Europe is a sort of town planners' paradise where all things being done are being done well. There is much practice that a thoughtful man must reject; the continental solution of the housing problem for instance. That the housing shortage has been acute is well-known; only the acenteness of it justifies one of the methods chiefly relied upon to combat it—the tenement block. Granted that it is being mostly erected in the populous cities, Paris, Brussels, Milan and Rome, where land near the heart of things is at a premium and where there is this urge to go up instead of to spread out; granted that building custom in these cities has from their foundation run to height rather than area in residence development; one would nevertheless have expected the advisers to the governments promoting these schemes, many of them men steeped in

advanced social theory, to have endeavoured to follow more closely the trend of modern thought. In the belts surrounding the centres of these cities are being built cheap five and six storey blocks containing apartments for *les ouvriers*, the so-called working-class. The living conditions in these flats are undoubtedly more hygienic and pleasant than in the old-fashioned tenement; there is more light, more room and a greater number of conveniences, but the central, ornamental yard with one side open to the street is hopelessly inadequate as playground space for the children, and many of the blocks are situated in districts unsuitable for residential development at all. The experience of London and Berlin has been that glorified tenements like these only form the nucleus of further slum areas.

In great Britain the name "Garden City" has become so overworked by promoters and journalists in search of picturesque terms that a great proportion of the public has no real understanding of its meaning. The same is apparently true of France with the addition that the government housing bureau has the same misconception. Here and there on the outskirts of Paris where, to judge from the surrounding small home development, land is still reasonably cheap, great four-storey blocks of flats, very well site-planned, are being erected in groups as part of the government's housing programme and labelled *cités-jardins*—absurd terminology considering the intensity of the development and the marked absence of gardens.

However, it is only fair to remember that the city-dweller of continental Europe has long been an apartment-dweller. Countless French families would feel out of place in detached or semi-detached houses and one cannot expect the habits and tradition of home life to be completely changed in one generation. That four-storey blocks of roomy flats, site-planned for light and air, are being built in place of rank upon closed rank of seven-storey family barracks is a very considerable forward step. Such compelling examples as Mr. George B. Ford's *Foyer Remois* at Rheims may yet convert the continent to the true practice of the garden development principle.

The reconstructed parts of the devastated area both in France and in Belgium are with a few exceptions a disappointment. Probably sanitation has been given a little more consideration than of old but otherwise previous faults have been repeated in most of the new dwellings. Street changes are few and town planning as such is not very evident. However no blame can be attached to anyone for this unfortunate condition. Nearly all concerned saw the vision, realised the great possibilities of reconstruction and were anxious that they should be taken advantage of, but there were not enough technicians available to do all the re-planning quickly. Commerce, industry and particularly the returning

refugees couldn't wait indefinitely for new plans, so rebuilding commenced on old lines and in many cases has continued so. There are happy exceptions like Rheims where Mr. G. B. Ford and the Harvard Reconstruction Unit gave freely of their talents but the general impression received in the devastated area is that of a great opportunity missed.

Others of the bright spots are the thirty-four "Garden Cities" of the Northern railway at its chief divisional points—really garden suburb housing schemes for the railway employees. They are very modest developments indeed and far from ideal, but each house has a generous garden and there is plenty of play-space. One senses a distinctive atmosphere of content and well-being in these suburbs; the very cheeks of the children testify at once to the healthier living conditions. These thirty-four exemplars of rational home development, well-scattered as they are for propaganda purposes, should prove powerful beacons lighting the way to more healthful living conditions for all classes.

One has great expectations for the future of town planning in France. The Department of the Seine operates at Paris the School of Higher Civic Studies in connection with the Institute of History, Geography and Civic Economics, where a two-year post-graduate course is given in town planning. Founded four years ago in order to instruct technically-trained men, many of them employes of civic and government services, in town planning principles and practice, this school to-day has sixty students, a number of them attracted from foreign countries. The course is arranged on the broadest basis and includes the study of the Evolution of Cities, the Social Organization of Cities, Municipal Ownership, Civic Art, the Administration of Cities, the Economic Organization of Cities and the Art of the Municipal Engineer. The inherent logic of the Frenchman is evident in the lectures given at this school. He has commenced to study town planning; very well, he will study it scientifically, fact by fact, each in all its important causal relationships, and when he is through he will thoroughly understand the why and the how of town planning in its widest application. If accurate understanding combined with imagination will get us far in town planning then France's contribution to the future of our work will be an important one.

It would seem presumptuous for me to say much about Canada's town planning needs. I think they are few but fundamental. In the first place we are a young country just in the flush of our youth. We, in our nation-building, can avoid doing so much that is wrong and wasteful and blindly foolish; but we can only avoid it by full co-operation one with

another. The town planner may realise all folly and know all escape therefrom but without the co-operation of the layman he can do nothing. Let us then seek to gain the public confidence and having gained it point the way to better planning. Let us be apostles of town planning wherever we go. At times one is discouraged by the apparent inertia of public opinion on the subject of town planning, but is our vision for the future of Canada a goal or just a dream? If it is a dream it goes to swell the great pathetic throng of "things that might have been." If it is a goal it exacts a price, the price of effort, and it becomes something to be followed with steadfastness, determination and singleness of purpose.

#### Appreciation for Mr. Cauchon

"With the development of the art of zoning, zoning practitioners in the United States have for some time past considered the desirability of adopting a uniform system of symbols for use in zoning maps.

While this subject has been informally discussed at meetings of the Town Planning Institute of the United States and among zoning consultants whenever they have gotten together, no definite action has as yet been taken.

Now comes a constructive scheme for the adoption of such a system of symbols, worked out in great detail by Noulan Cauchon in connection with the studies that Mr. Cauchon is making of the zoning of his own city of Ottawa, Canada.

Mr. Cauchon has for many years been a thoughtful student of all phases of town planning and in a scholarly and informative paper on the Zoning of Ottawa in which the fundamental principles of zoning are very effectively discussed Mr. Cauchon presents a constructive plan for the use of a system of symbols in zoning maps. Accompanying his paper is a chart showing his scheme in colours.

Lack of space prevents us from giving here in full all of these most interesting suggestions, but students of zoning will find their time more than repaid by getting Mr. Cauchon's original suggestions as contained in the *Journal of the Town Planning Institute of Canada* for September.

It is to be hoped that the suggestions thus offered in this constructive scheme may be carefully considered by the Town Planning Institute of Canada and at the same time by the Town Planning Institute of America and of England so that ultimately an International scheme of symbols for zoning maps may be adopted. With the spread of the zoning movement it would seem as if the time had come for the adoption of such a scheme."—*Housing Betterment*.