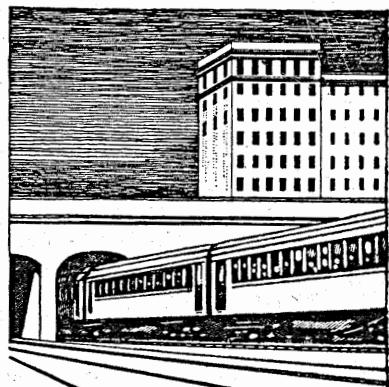
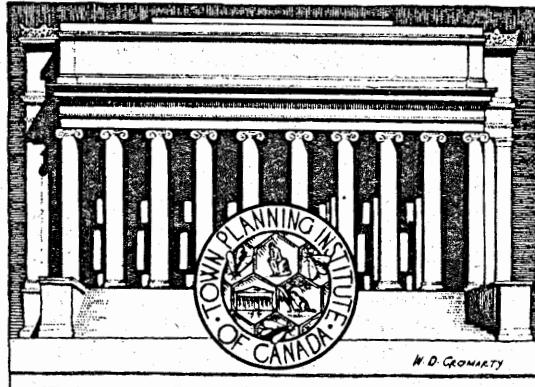


# THE JOURNAL



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*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*

### ANNUAL CONFERENCE NUMBER

The annual meetings of the Institute were held in Toronto on April 25 and 26. The present issue of *The Journal* contains the major portion of the transactions together with reports from the provinces which may be taken to reflect the status of town planning throughout the Dominion of Canada. There is reason to believe that these reports were written with decent regard to the truth and not according to the curious ethic of the advertiser or the genial benevolence of the complimentary and often mendacious after-dinner speaker. Possibly each writer would have enjoyed himself more if he had felt at liberty to indulge himself as critic as well as faithful reporter. He would know that Canada is not making progress in town planning commensurate with other countries and would say, as perhaps the mildest form of criticism, that much more education is necessary in the sociology and economics of the movement but he would not like to say that this education is most needed among provincial and civic officials who have the power to advance or retard the movement, and he would not like to state the plain fact that we are yet in the grip of the land speculator who is little concerned about the civic drift to slums so long as he can turn over his land. Mr. Hobbs, though trying very hard not to be censorious, reveals the common situation in Canada when he says:

While, however, present conditions continue, the owners of property, particularly in the cities, do not appear to want the slightest restrictions to be placed on their holdings for the reason that they want to dispose of them for any purpose, at any time the opportunity presents itself, regardless of the effect upon adjoining properties in the vicinity. This, of course, is the way of slums and so long

as land speculators are allowed to do this by provincial or civic government, or lack of government, and until real estate operators find out for themselves—as they have done in the United States—that the orderly development recommended by town planners increases the value of the goods they have to sell; that even poor people like air and light and pleasant surroundings and that they will not build homes for themselves in potential slums (though they may be compelled to rent from those who do build them), so long will “the present conditions continue” and so long will Canadian towns continue to kill off 300 of their children out of every 1000 born before they have reached their first birthday, while foreign children are being imported to take their places. It is time that all this tenderness for the land trafficker came to an end and some of it be diverted to the slum dwellers of Canada who are the victims of the land-sweating which is at the root of most of our national ills.

The Prime Minister of Canada is credited with a statement which contains the essence of the Christian ethic: “In any civilized community private rights should cease when they become public wrongs.” So far are we, however, from Christian ethic in our attitude to community-created values in land, that perhaps one should apologize for mentioning an irrelevant and forgotten principle. The trouble is that so many of our civic officials have reached their present positions as traffickers in land and are therefore intolerant of any new principle of sociology that would seem to reduce the “rights” of real-estate operators to create public wrongs. Wherever there is denied to men, women and children by the exigencies of land sweating room to live, the en-

joyment of light and air and some touch with order and beauty public wrongs are being created, which should be stopped by law. The English housing reformers who built Letchworth and Welwyn garden cities tore up this evil plant by the root and adopted the leasehold system—which has also been adopted by the Canadian National parks. To home-makers they said: "You can have the use of the land, for 999 years, if you like, at a low rental so that you can put your capital into your dwelling, so long as you do not abuse it by compelling people to live without light and air and reasonable amenities and do not destroy the spiritual enjoyment of your neighbours by adding to the ugliness of life." It does not seem to occur to many of our lawless town builders that people will not live among them because they cannot bear the intolerable ugliness that characterizes most of the new towns of Canada. Much was said at the conference in depreciation of the demand for beauty and the usual claims for utility were set in violent contrast to it. It is a false and mischievous antithesis and what good there was in it—the insistence that town planning was not a decorative luxury but an urgent economic necessity—has by this time surely been absorbed. Ruskin, Morris, Rodin and Carpenter have spoken and written in vain if we do not yet realize that beauty is as useful as love and hope and happiness and religion and that these make the spiritual dynamic which is the real source of even physical energy. "The mean streets of our towns and cities" said John Burns "make mean men and weary women and unclean children". The need for order and beauty among the homes of the poor is vastly more important than it is among the homes of the rich, for the rich can buy beauty when they feel the need of it, while the poor can only perish in their squalor, which is, for the most part, due to no fault of their own but is the direct consequence of the unconscionable sweating of land.

There is no more patriotic movement of the present age than town planning and no movement more disinterestedly charged with the passion for public welfare. "Two hundred years hence", says an English writer, "the great town planning and housing movement, now at its meridian, which has for its object the planning out with wide roads and open spaces of the land lying around cities and towns and the creation of houses for rich and poor which shall be hygienically constructed and provided with an abundance of unfettered ground space, will be compared in its importance and consequence with the Renaissance of the fifteenth and sixteenth centuries. Few who once grasp the principles involved become other than enthusiastic in their advocacy of the movement. They find that the evils of over-crowding in the past have been appalling in their influence upon the health and mentality of those who have by force of circumstances been compelled to dwell under such conditions and they very properly regard it as an essential duty to assist in a practical manner in propagating information concerning them so as to bring about a remedy."

Mr. Hobbs believes that town planning has made some impression in official circles in Manitoba and that members of the legislature are becoming aware of its economic value but he has to admit that there is little

to show for the eight years during which a provincial act has been on the statute books. Alberta has had a permissive act since 1913 but not a single town, according to the report, has adopted its provisions. British Columbia, after ten years of strenuous advocacy on the part of many of its best citizens, is still without an act, and there is no province that has more to lose by delay or more priceless beauty to destroy by unregulated building. Nova Scotia has had an act since 1915 but little has apparently been done. The New Brunswick act was passed so long ago as 1912, the first town planning act to be passed in Canada, and while much effort has been expended over a scheme for the City and County of St. John one or two recalcitrant councillors seem to have been successful in blocking progress and after ten years of intermittent effort the scheme is now at a deadlock. Quebec, with the immense problem of metropolitan Montreal on its hands and with towns mounting up to an infant mortality of 300 is yet without a provincial act and endless promises of a town planning commission for Montreal seem to come to naught. In Ontario several towns are active in town planning matters, but all are working under the disability of an obsolete provincial act and no amount of petitioning seems to move the legislature to place an up-to-date and comprehensive act on the statute-book. Saskatchewan passed its Town Planning and Rural Development Act in 1917 and under the guidance of Mr. Begg and the sympathetic co-operation of the Minister of Municipal Affairs seems to be making steady progress toward an operative act.

But the plain fact should not be ignored that as a nation Canada is not yet awake to the immense economic and sociological importance of town planning and is not seeking out its qualified men and placing them where their influence is needed to give impetus to the movement. To the south of us is a nation whose cities are vying with each other to take the lead as zoned cities where property values are safe from the destruction of hap-hazard building and boasting that 22,000,000 people, that is forty per cent. of its urban population are living in zoned cities. Unzoned cities are now coming to be looked upon as undesirable centres for the builder because incongruous building may destabilize building values. At this moment of writing a printed card comes from the American *Municipal Review* announcing the Review as "the organized source of the zoning movement" and bearing this information:

"It was one of those old colonial residences on an elm-shaded avenue in a certain Connecticut city. Last year the owner received an offer for it but let the matter wait while he took a trip to Europe. When he came back he sold for \$10,000 less. In his absence a public garage and gasoline station had been erected next door, changing the residential character of the neighborhood, spoiling the street and costing the neighbors altogether about \$100,000 in reduced values.

"In the same city there was a small private school in the heart of a lovely region of lawns and white columned residences. The school failed and the building became a clothing factory with screaming cutting machines which ran all night! That cost the neighbors, possibly half a million.

"Happily the town woke up and is adopting a modern *Zoning Ordinance* to protect its homes from such invasion by stores and factories and to confine business to suitable places. Zoning is the answer to the unkemptness of American cities."

At the recent Philadelphia National Conference on Housing one of the strongest advocates of zoning was the vice-president of the Westchester Trust Co. Yonkers, whose firm lend large sums for the development of real estate. He gave instance after instance of the destruction of valuable property by the erection of incongruous buildings. A prosperous business section on Sixth Avenue he had seen wiped out by the advent of industry before the days of the Yonkers zoning act. In another residential district containing houses of the value of \$20,000 to \$30,000 two houses had come into their hands. An owner of adjoining property wished to buy them but offered unsatisfactory terms. "He then came in and said: 'If you don't sell them at my terms I'll build a public garage next to your property.' Subsequently he did build the garage and he put the entrance just as close to our property as he could. What was the result? The house that rented for \$200 a month went down to \$100 and later to \$83 a month." The property was later sold at a loss of \$12,000. "These are some of the experiences that finally resulted in the passage of the zoning ordinance in Yonkers." In the following excerpt will be seen the wide-awake banker's view of the value of zoning:

Let me speak of Zoning as an investment from a civic standpoint. When our sessions were on with relation to our Zoning Ordinance in Yonkers we found some people clamoring for us to permit higher buildings and more families per acre than we thought wise.

As a matter of fact, in one section of the town, which was formerly a private house section, apartment houses sprang up so fast that we were forced to tear up the old sewer, which would have been adequate to supply the needs of the one-family houses, and put in a large new sewer at great expense.

That is what I call inexcusable waste. Zoning a city is of great value. It permits the engineer to lay out his public work, as the future will demand, and saves money for the city.

The conservative banker seeks to invest in securities of certain value, where there is little change or chance of fluctuation. He likes something that is stable, and looks for safety and security of investment.

It is true that even in the United States there is still to be found violent opposition to zoning or town planning, but the source of the opposition is always the same; it is the idea that owners of lands—to use Mr. Hobbs' words again: "want to dispose of them for any purpose, at any time the opportunity presents itself, regardless of the effect upon adjoining properties." Such action is, of course, utterly anti-social; it is anti-patriotic, for it has not a little to do with the construction of towns that are not fit to live in and with the driving of home-making citizens out of the town and out of

the country and depressing the value of human life. There is little doubt that the last citadel of opposition to town planning in Canada is the real estate operator. In the United States even this is yielding to the logic of facts—to business facts. The "realtors" of the United States are now lining up on the side of town planning, because they are realizing that orderly planning of buildings, with decent regard to the amenities of life and aspects of simple beauty, add to the market value of property and that people will neither buy land nor build homes where these necessities are disregarded. When the Chicago "Own-Your-Own-Home" campaigners approached the labour unions they were promptly told that labour men did not want to own their own homes unless there was a zoning law. Chicago got a zoning law.

The reports here presented from the various provinces are the first comprehensive and authoritative statement on Canadian town planning status that has yet been issued. It cannot be said that they are either satisfactory or encouraging, considering what is being done in other countries. It may be that the ugliness and unattractiveness of our towns has not a little to do with the deplorable exodus from our country of which we are being frequently reminded. Our president has shown in his address by a striking example how a home-maker may lose the savings of a lifetime by putting them into a home in an unzoned town. It is surely time that our social welfare organizations became aware of the relation of proper building to such problems as infant mortality and began to deal with these problems at their roots. It is noted that the programme makers of the National Council of Social Work to be held in Toronto on the 25th of this month do not seem aware of this relation.

## REGIONAL PLANNING IN WESTERN ONTARIO.

### PLANNING THE SUBURBAN ZONE:

By J. Clark Keith, Chief Engineer, Essex and Border Utilities Commission, Windsor, Ontario.

One is inclined to think of a zone as an area within limits which are fairly flexible. In considering the zone of a town or city it is impossible to define just how far afield lines should be drawn. In the case of a great city the area of influence will extend many miles beyond any limit for which that city may hope or aspire to regulate or control for planning purposes. Irrespective of how far the jurisdiction may be extended there will still be a fringe on the outskirts of it all which were better to have been included and which may be as eloquent in the future as the black border on an obituary notice.

To those from Ontario the term "zone" conveys the idea of an area within five miles of the boundaries of a city, since the Planning and Development Act so defines it. Those who are accustomed to working under the planning acts of sister provinces may use the term in the general sense of an adjoining area.

It may be stated as a truism that the effect of the city upon its adjoining suburban area is no more pronounced and probably less so than that which the suburban areas may

later have upon the city. They will be the city of tomorrow. For this reason it is essential that the city and its environs be treated as one.

Municipalities must extend their boundaries from time to time if for no other reason than self-protection. Just beyond the confines of any city where building regulations and restrictions are unknown, where little attention, if any, is paid to sanitation, one invariably finds development of the most unhealthy and undesirable nature, which at a later date will constitute a fire hazard to the entire city. When brought within municipal jurisdiction these conditions are remedied in part but their complete correction may be spread over a generation or it may never become an accomplished fact. A similar condition is again reborn beyond the new boundaries.

Rather than face the inevitable inclusion of small areas from time to time, a city would, in many cases, be justified in extending its boundaries to a point reasonably remote in order that the same restrictions as to building and sanitation which are in effect in the already developed sections would apply to those areas, which, beyond question, will be included in the city within a reasonable period of time. To make such an arrangement possible and equitable, provision would require to be made in either the Assessment or Municipal Act whereby purely agricultural sections, prior to subdivision, would not be liable for the general municipal rate.

Such a step would place those areas, prior to their development, under the control of the municipality in which they will ultimately be incorporated and the same civic standards would prevail. Based on the unfortunate experience of practically every city in Western Canada there will be some hesitation in the adoption of such a policy. Without exception these cities are paying the penalty of an expansion for which there was no justification. Local improvements were extended into areas which have since reverted to the cities for non-payment of taxes. There is no sale for this property except at the nominal value of farm lands. Assessments have shrunk one-third or more and the taxes to meet unwise debenture issues must be paid by the people who are still holding what is commonly known as inside property. The policy of the community with respect to local improvements in outlying areas should be clearly defined and rigidly adhered to in the event of the extension of municipal jurisdiction.

Fixed assessments for any area are unfair to the point of iniquity and should not be tolerated.

Regional planning is making definite strides in Great Britain. In the February issue of the British *Journal of The Town Planning Institute* the establishment of 22 Joint Advisory Planning Committees is recorded. These 22 Committees represent 349 authorities with jurisdiction over 4,100 square miles, having a rateable assessment of \$330,000,000. Representation of constituent committees varies considerably. For example, in some cases urban districts have two members each and the rural districts each one member; in others, representation varies in proportion to the approximate mean of area, rateable value and population. The voluntary formation of these Committees is "for the purpose of planning co-operatively, regions comprising an economic or geographic unit in order that individual schemes may, to the mutual benefit of the several communities, form part of a large pattern of development designed to meet the

economic and social needs of the whole unit of common interest."

There are two essentials to the preparation of a regional plan: First—Legislation both permissive and restrictive, either as a provincial or a private act.

In Ontario it is permissive rather than restrictive; there are ample powers to plan under the general law, but the means of enforcing the plan are not so well defined. Any legislation falls far short of being effective if it fails to provide the finances necessary to promote, develop and consummate the regional plan. Legislation applicable to the circumstances of a city with several neighboring towns has never been considered nor passed by the Ontario Legislature. There is, however, an Act giving to townships bordering on cities of not less than 100,000 people the right to prescribe building lines and to enforce passageways beside residences. This is a recognition of the principle that special steps are necessary where municipalities of small population are adjacent to cities which may be classed as metropolitan.

In addition to legislation and co-partner with it, ways must be provided in regional areas comprising more than one incorporated municipality, whereby the powers which each municipality possesses individually may be vested in a single Commission or kindred organization. The basis of representation on such an organization is frequently difficult in its settlement, the factors of area, population and rateable assessment frequently being involved in varying ratios. The last factor really means little unless one combines with it the mill rate, as assessments in adjoining municipalities bear little if any relation to each other. In the Essex Border District there is a theatre astride the boundary between two municipalities, half of it is assessed at \$100 per foot, the remainder just double that amount.

Effective legislation and a harmonious composite organization are pre-requisite to regional planning. The remaking of the older sections of the city is largely a question of its financial ability to correct the errors of the past. Such improvements are in general non-sustaining. There is little authority under the Local Improvement Act or the Municipal Act to assess properly these costs over areas which are benefited directly or indirectly unless for minor street openings and if the improvements are to be proceeded with they must be borne by the city at large. There is therefore an inclination to sectional disagreement within the city itself which tends to defer necessary corrective enterprises. Planning of the city's environs is so inexpensive that there is a growing appreciation of the fact that it costs money "not to plan."

Then the whole-hearted interest and untiring support of the citizens themselves must be enlisted. The greatest obstacle of the planner is he who believes it is too late to begin, that the situation is already hopeless.

There must be a gradual evolution from the *laissez-faire* methods of the past to a recognition of the needs of the future. However good the plan, it will fail of accomplishment unless the people realize that they owe a debt to posterity and are prepared to pay it in part.

There exists along the Canadian side of the Detroit river in Essex county, Western Ontario, a peculiar situation, without parallel in Canada. Ten municipalities with adjoining boundaries front on the river over a distance of approximately 15 miles, each with its own municipal government, all on the same drainage basin, having common in-

terests in problems of health, transportation, water supply, disposal of wastes and suburban development. There are no outstanding topographical features in any portion of the district; it is uniformly flat, the difference in elevations being about 25 feet. While this may solve the question of grades in street location, it creates a very serious drainage problem.

In the fall of 1915 a conference was held by representatives of the several Border Municipalities to discuss questions of transportation. At that meeting it was resolved that "it would be a great advantage to Windsor, Walkerville, Sandwich and other adjoining municipalities to have a Joint Commission to act in matters relating to street railway service, sewage, hydro-electric and water systems in which the municipalities have a common interest." As an outcome of this meeting an application was made to the Ontario Legislature for a bill giving definite powers to a Joint Commission to deal with the utilities mentioned.

The Essex Border Utilities Commission was constituted by a special Act of Legislature in April, 1916, on the request of the rapidly growing municipalities along the Essex Border with common problems which could not satisfactorily be considered by the municipalities individually, both because the law did not provide a means of the councils joining together to solve them and because the problems were of such a nature that it would involve a waste of public money if they had to be solved by the municipalities acting independently. The Commission therefore had for its object the solution of the problem which necessarily affects the whole of the Border Municipalities as distinct from those affecting any one of them in particular. The original powers, and those obtained from time to time, have been upon request from representative bodies of men elected by the people or chosen by the several councils.

The Commission was organized in June, 1916. Six municipalities were represented: Ford, Walkerville, Windsor, Sandwich, Sandwich West and Ojibway. Each of these municipalities irrespective of area, population or assessment had two representatives, the mayor or reeve and one elected commissioner. Since that time the towns of Riverside and LaSalle and the rural municipality of Sandwich East have added their personnel to this Commission, which now numbers 21. The city of Windsor has since been allowed 3 additional members since it has a greater population than all the others combined. Elected commissioners serve for three years and all serve without remuneration.

Since its formation there have been one or more unincorporated areas distinctly rural in character to be considered in joint undertakings, so that all the problems that have been under advisement have affected suburban areas in some degree.

The first problem was that of sewage disposal, so that the waterworks' intakes of the downstream municipalities might be protected from the sewage of those situated upstream. This has been settled in a manner satisfactory to all concerned. Apportionment was based on area, population, capacity and capacity times distance. The operating cost of pumping stations is in proportion to the metered sewage from each municipality.

A single filtration plant is now being constructed to serve nine Border communities. Capital costs are borne in proportion to the estimated use of water in each municipality in 1930, the operating costs will be on the basis of the water actually used. The apportionment must in all cases

be set out by the engineer in his report, from which there may be an appeal to the Ontario Railway and Municipal Board.

In 1920, by an amendment to the Essex Border Utilities Act, the Commission was vested with the powers of a Board of Park Management to acquire, develop, lay out, maintain and improve a metropolitan park or park system for the Essex border municipalities; also with the powers of the several planning commissions which the city of Windsor and adjoining towns were authorized to appoint under the Planning and Development Act. Viewed in its broadest light, this function properly exercised should develop into one of the most important, far-reaching and money-saving offices which the Commission has been called upon to perform. Within the past few years the Border Municipalities have been the mecca for the real estate operator who foresaw business possibilities based on the unquestioned immediate development of some areas, or the sometime growth of other sections contingent on industrial expansion.

The original method of land subdivision on the Detroit river, extending back for three concessions over practically the entire area covered by the Border Municipalities, is in a large measure responsible for conditions of development as they are today. The farm lots were laid out in the French system, with a narrow water frontage varying from 300 to 600 feet in width. With the progress of urban expansion and development these narrow strips were subdivided, with little if any regard for adjacent territory. As a direct consequence those areas which developed before any centralized or systematic oversight was provided are faced with expensive corrective measures to which most communities are heir.

Under existing legislation in Ontario, subdivisions within three miles of towns or five miles of cities are required to have the approval of that municipality or of the Ontario Railway and Municipal Board before the plan may be registered. This area is commonly known as the Urban Zone. It is obvious that in the Essex Border district, where municipal boundaries adjoin, that the urban zones must overlap and the boundary be defined by a series of arcs embracing a very irregular area. This area may be varied with the consent of the Railway Board.

In January, 1921, a plan was prepared on the scale of 1 mile to the inch in which arbitrary boundaries closely coincided with the area prescribed in the Act, but which enclosed an area defined by straight lines rather than by arcs of circles. This plan, covering an area of about 125 square miles, was approved by the Board and filed in the Registry Office.

Where a Planning Commission has been established all subdivision plans in the urban zone must bear its signature prior to registration. The first office which the Utilities Commission was called upon to perform in respect to district planning was the approval of these subdivisions. Intelligent consideration could not be given to these plans without an accurate map of the district on which all subdivided areas were shown.

After careful consideration of the area to be mapped and the various purposes for which the maps would be used, it was decided to make them in sectional sheets on a scale of 400 feet to the inch, each sheet comprising an area of 10,000 by 15,000 feet. Triangulation surveys of the Detroit river were used as a basis for the complete traverse net of the district. A total of 175 miles of traverse was

run, 526 stations were established by driving a 2"x2"x18" stake flush with the ground. Others were placed on curbs, pavements or walks in locations as permanent as possible and all were referenced. Eight hundred angles were turned, doubled and recorded and all bearings were astronomic.

For the purpose of closing the field survey by latitudes and departures the district was divided in 53 blocks. The adoption of this method insured accuracy in all field work. The survey computed as a whole shows an error of closure per mile of 0.15 feet in latitude and a departure error of 0.41 feet. Copies of more than 500 registered plans were made at the Essex County Registry Office and an equal number were checked with records in the files of the Commission.

All station points having been computed, traverse lines were plotted by latitude and departure distances on the sectional sheets. With these as base lines all information secured in the field survey together with that from all other available sources was plotted on the sheet. Registered subdivisions only were recognized in the preparation of the map. An attempt was made to use photostatic reductions of blueprints to a uniform scale of 400 feet to the inch and to trace them directly on linen but the results were unsatisfactory. Railway rights of way and yard plans were used to good advantage by this method, but for other work the photostat was a failure. All sheets had a plotted marginal overlap of three quarters of an inch for ease in matching and assembly.

In three years and a half, upwards of 200 subdivision plans have passed through the hands of the Commission. All plans after being checked are submitted to the Planning Committee, any irregularities are brought to their attention together with a recommendation on each plan and the decision of that committee is final as to its acceptance or rejection.

It is now a common practice for the surveyors of the district to discuss the layout of any area with the engineers of the Commission before any plan is filed. The good-will and co-operation of the local surveyors is a valuable asset in such work and with their support almost any concession within reason can be secured from a property owner. It seems to be characteristic of human nature to believe that municipalities are a legitimate prey and to neglect an opportunity for gain as business folly. Sharp practice is then construed as shrewd business. When a subdivision plan is rejected and the refusal upheld by the Railway Board the property is sold by description and the objectionable feature in the plan becomes an obstacle to logical development. One instance occurred along the Border where a block three-fifths of a mile long comprising 92 lots was sold by metes and bounds because the owner would not provide the necessary openings for three cross streets. This is typical rather than an isolated case of what is possible at the present time.

Local regulations are difficult to enforce. A minimum lot width of 35 feet is prescribed where alleys are provided and 40 feet where such provision is not made. In the latter case easements eight feet wide for pole lines are demanded. The majority of lots now sold in suburban districts along the Border have a frontage of 40 feet. The desirability, or not, of alleys is a debatable point with supporters either way. In the subdivision of the narrow farm lots, half a street is frequently furnished by one owner and the balance by the farm lot adjoining. To insure a street 66

feet wide a strip one foot wide is deeded by the owner of the first parcel to the municipality in which the land lies. This prevents the owner of the adjoining property from having access to what might become a 33 foot street.

Where streets are laid down on paper prior to development it is comparatively easy to secure them where desired. A plan of the suburban zone involving radial thoroughfares with two circumferential belts has been prepared and gratifying progress is being made in establishing these. As a matter of policy provision has to be made to distribute incoming traffic into the various municipalities along the water front, in addition to concentrating at its logical centre in the city of Windsor. It has been found easier to establish new highways of generous width rather than to attempt to widen existing ones even if these are only rural in character at the present time. A copy of the plan accompanies this.

Three railroads form the most direct entrances into the Border District and streets are being acquired on both sides of the rights of way extending through the urban zone and beyond. These are located one lot in depth from the railway to provide ease in assessing local improvements when the streets are improved. Located on both sides of the railway they obviate to a large extent the annoyances caused by dead-end streets associated with steam lines.

One outstanding feature of the plan is the creation of a boulevard 200 feet wide and 13½ miles in length located about 4 miles from the river front. This passes almost entirely through rural sections and accomplishes the two-fold object of putting two small streams, which drain that section of the country, under public control—most desirable on sanitary grounds—and of providing land which can be developed into a more pleasing parkway with water accompaniment. These streams are the only outstanding local topographical feature relieving an otherwise monotonously flat district and it is desirable that they be preserved. Surveys were made two years ago and this boulevard is gradually becoming a reality in the subdivision through which it passes. By persuasion and other methods, 40 acres of park have been secured at intervals adjoining the boulevard, which will all be developed in time as part of the parkway. The cost of acquiring this at a later date would be prohibitive; today it is costing nothing.

These streams are the logical outlet for a drainage area about 2½ miles wide and 8 miles long. Under powers granted at the past session of the Legislature, authority was given to this Commission to make an engineering study and prepare a report on a single sewerage scheme to serve this entire area. This will be commenced during the coming summer. A report is also being prepared at the present time on a watermains' distribution system to serve this area as well. Both of these are for areas which are entirely rural at the present time.

This district has been hopeful of obtaining real planning legislation as a provincial measure for some years as the need, with special references to the suburban area, was more pronounced than in almost any other district in Ontario. This year several amendments were made to the Essex Border Utilities Act relating to the area under its jurisdiction which may be of interest. Some plans, depending upon their location required the approval of seven municipalities before finally reaching the Commission. This has been simplified so that the plan requires approval only by the municipality in which the land lies and then by the

Commission. It is no longer necessary to have the approval of the Railway Board where streets less than 66 feet wide are involved. The approval of the Commission is sufficient. A charge may be made varying from \$10 to \$25 for each plan presented.

Most important of all is the power to prevent the sale of lands by metes and bounds. A plan is filed by the Commission in the Registry Office for the county of Essex accompanied by a description of the areas which have not already been subdivided according to a plan approved under the Planning and Development Act. Thereafter no agreement of sale, deed of conveyance or mortgage in fee containing a description by metes and bounds of a parcel of land within such areas will be accepted by the Registrar for registration without the consent of the Commission endorsed thereon.

Suburban areas properly planned will constitute the most desirable sections of the cities of tomorrow. With provision for transportation, with sanitation as perfect as scientific research will be able to devise, with recreation for mind and body, with the fireside, business and industry each

in its appointed place, with a touch of the country scattered throughout the city, we may vision a city as expressed by Benjamin Harrison almost 30 years ago: "It must be a city where people diligently mind their own business and the public business and do both with a decent regard to the judgment and rights of other men; a city where all men are not brought to the measure of one man's mind, nor to the heel of one man's will; a city whose citizens are brave and true and generous and who care for their own; a city having the community spirit but not the communistic spirit, where capital is respected but has no temples; a city whose people live in homes and where there is room for a morning glory or a rose, where fresh air is not delivered in pint cups, where the children every day can feel the spring of Nature's green carpet, where brains and manners and not bank balances give ratings to man, where there is neither flaunting wealth nor envious poverty, where life is comfortable and toil honorable, where the broad judgment of a capital and not the narrowness of a province prevails, where the commerce in goods is great but not greater than the exchanges of thought and of neighborly kindness."

## PRESIDENT'S ADDRESS

NOULAN CAUCHON

Chairman and Technical Adviser, Town Planning Commission, Ottawa.

Town planning is the science of environment. It is civil and political engineering. It is the physical technique of sociology. Its aim is the attainment of individual and social efficiency. Its process is the obviation of congestion in the accomplishment of which the design of circulation—in direction, volume and speed—must be to this end and be established by zoning for use, area and height, by limiting the density of home districts and the intensity of work districts.

Town Planning as the science of Environment discerns Ethics, Economics and Expression as, though separate, yet indivisible manifestations of the organic law of life.

Man's civilized social status is the product of Heredity, Environment and Education—the first biological, while the other two may be taken as the physical and the mental pressures, which, enhanced by social inheritance, may, if of the right kind, advance our civilization.

Mankind is always in danger of regression, and the most dangerous factor in this regression is bad environment. A bad environment crushes out life, liberty and happiness.

The rays of the sun are the ultimate source of all energy on this planet. To ensure health, efficiency and well-being in the artificial environment of a city, the access of sunlight and air must be secured by limiting the height and bulk of buildings in relation to the width of streets and to each other. A city not being a natural growth cannot be left without artificial control. A box does not grow "naturally", nor do several boxes when, by accretion, they become a city.

Control must be exercised over the density of living conditions in homes and over the intensity of working conditions in commerce and in industry, to maintain:

Health, for efficiency;  
Efficiency, for production;  
Production, for well-being.

### Organic Functions.

It was Leonardo da Vinci who first noted, to our knowledge, that the width of a street should equal the height of the building facing on it. He presupposed logically the design of a building for a purpose and that then the street be designed to the purpose of serving the building. With us a street just happens, generally, then buildings crowd it—a relativity without formula.

A city—the artificial product of accretion, needs scientific control of those physical features which constrict circulation and restrict light and air to the depression of progress and the suppression of life itself—control to obviate congestion.

Congestion of circulation lessens the time-distance by slowing up the traffic, lessens the distance one can get out within a given time and thereby the area limit of economic distribution of homes, reacts in overcrowding of buildings and population, depriving them of sunlight and air.

The shadow of crowded living quarters—of the slum—is the shadow of death. It terrorizes the birth rate and the death rate. In a forest of tall timbers the lower branches die off in gathering gloom as the upper ones spread higher and higher, thriving in the sunlight and the breeze. This is the lesson of the crowded skyscraper and its lower life. This is the lesson of the unplanned town. There is a town in Canada where 300 children out of every 1,000 born die before they reach their first birthday. Then we bring in foreign children to supply their places, educate and train them—for further migration.

### Dimensions.

Our arteries and streets must be made of adequate width for carrying freely the local and the through traffic which their length and direction may induce from the nature of the contributory activities—the height of containing walls is the third dimension—and time-distance (speed) is the fourth dimension.

These variables must be so disposed and proportioned to the ebb and flow of human tide as to minimize the surge, the swirl and the gloom.

### Zoning.

Zoning functions to fix the uses of a district and the bulk of its buildings. This in turn sets the volume of movement in people and in tonnage. The resultant traffic relations of volume to speed and their variations determine the street dimensions required.

At a recent meeting of the New York Electrical League it was demonstrated that the splendid invention of the motor truck and all the cost involved in its manufacture are being largely wasted because of the inadequacy of the streets to carry the traffic. "The cost of motor trucking", said one of the speakers, "depends not so much upon the length of the journey as upon the time consumed. The delays, due to the long line of waiting trucks at the terminals, are so exasperating that the expense virtually eats up the reasonable profits of carrying goods. As a result of this congestion seventy-three of every hundred trucks entering New York are horse-drawn. It does not cost so much to keep a horse waiting as a three-ton or a five-ton truck, and so there has been an increase recently in horse-drawn trucks. This congested traffic situation is entailing a burden of \$100,000,000 a year upon the city. A large firm in lower Manhattan moved to Brooklyn more than a year ago because of congested street conditions, and saved more than \$150,000 in its truck haulage in the first year."

The re-discovered principles of 'dynamic symmetry', in ancient art design, open a field in research for their application to town planning.

For things as we find them, congested in every city, the solution rests with curative methods for past discrepancies, in applying the principle of the interceptor—the intercepting main for conduits and traffic to the measure of size and speed.

### The Interceptor.

The National Railway consolidations offer, throughout Canada, unique opportunities for converting, now obsolete and duplicate railway rights of way into rapid highways for radials and autos—between the centre and the outside of municipalities, sparing of exits, that may be kept fenced from local and cross traffic.

To discount congestion in new development there needs be planning and zoning control to purpose—in continuity.

### Stabilizing Values.

Zoning is a business proposition, it stabilizes the purpose and value of holdings, preventing their deterioration by the intrusion of business in residential areas and conversely by retaining business to commercial streets, preserves these values by preventing roving out-

posts that disorganize established custom or clientele.

About twenty-five per cent of all city values are floating on a sea of uncertainty as to future opportunity as to use and stability.

At present practically all investment in city land in Canada, through lack of control, is liable to a depreciation of probably twenty-five per cent, particularly if built upon. As an instance, an individual establishes a home in a good but unzoned locality; land and house valued say \$10,000. He borrows \$5,000 upon the 50 per cent margin of security. Following the transaction a laundry, a store, a public garage or other disquieting commercial venture invades his immediate vicinity whereupon the tranquility and amenity of his home being jeopardized or destroyed he immediately finds the negotiable value of his holding has dropped about \$2,500; so proportionately does that of all his neighbors—a very large cumulative depreciative loss over the whole district.

The result to one individual is a personal loss of 50 per cent of his own savings, the \$2,500 loss comes off his own \$5,000; further 50 per cent of the \$5,000 margin of security is gone; finally, the owner may rightfully obtain reduction of \$2,500 in his assessment, a loss to the city treasury.

Thus, where conditions are unstable the risk of depreciation threatens all interested parties.

The present Prime Minister of Canada has recently been quoted in *The Atlantic Monthly* as the author of a significant apothegm, delivered in 1907 when Deputy Minister of Labour. He is reported to have said: "In any civilized community private rights should cease when they become public wrongs."

Zoning would stabilize values and should be of the greatest concern to the home owner, to the business man, to the investor, to the loan agency, be it bank or trust company, as also to the municipality for maintaining its tax resources and fostering development through security and resultant cheap money. Zoning in other and far-reaching ways lessens the cost to a municipality and heightens the efficiency of its public services and administration such as sewerage, water service, fire protection, arterial highways, transportation, etc., minimizing its bonded indebtedness and its taxation, heightening its credit and enabling greater development with profitable results.

The trust companies who have such vast sums loaned upon realty are not now adequately protected against loss of equity in their margins of security; residential values may be destroyed by density or by the detrimental invasion of business; where business is allowed to wander from its sufficient limits it weakens the beneficial intensity of the business areas.

However much one may have planned, invested and built to attain desired environment, all may be futile if lacking zoning to afford stability and continuity.

The stabilization of values extends credit to owners and operators—it means cheaper money for all individual building of homes and business, for all civic enterprise.

Zoning by stabilizing use and quantity is conducive to economy in the design and maintenance of public services, sewers, water-mains, streets and pavements; of general civic development.

In town planning there is no ideal plan per se. A thing is ideal to the measure of its fitness for purpose. Every village, town and city is a problem by itself, given its physical characteristics, climate, and resources; the occupations, habits and out-look of its people. The solu-

tion of its problems rests with expert knowledge, experience and judgment—in civil and political engineering. Accomplishment calls for design implemented by a policy of fulfilment.

## ADDRESS BY RETIRING PRESIDENT

J. P. HYNES

At a meeting of the Dominion Land surveyors held in Ottawa, December, 1918, Mr. Noulan Cauchon pointed out that sooner or later town planning in Canada would make a large demand upon professional town planners and unless some organization was founded to meet the need the result would be the calling in of men from the United States to do the work. The idea of a professional society of town planners took root and during that month a town planning club was founded in Ottawa. Before the year had passed the Town Planning Institute of Canada was formed. Mr. Thomas Adams was the first president and he was succeeded by Dr. Deville. Two years ago I was elected to the office and I must apologize for the inefficient manner in which I have filled it. I am giving place to-day to a man who will fill the position with distinction and efficiency—Mr. Noulan Cauchon.

The Town Planning Institute is a society of professional town planners who are qualified to do the town planning work which Canada needs so badly. The pub-

lic impression of the profession will be what we make it. We must qualify in no one-sided spirit and our knowledge must be comprehensive and thorough. The field of operation is wide, though the demand from the centres of need is not yet very urgent, nor is it commensurate with that of other countries. Our civic officials have yet much to learn of the economic and social advantages from efficient town planning. We are now laying the foundations of an important profession. The objective of town planning is to promote better living and working conditions. The earlier presentation of the subject as the artistic embellishment of cities has chilled public sympathy and it is now our task to convince the public that town planning is not a decorative luxury; it is an urgent and economic social necessity. It is a very effective means for the prevention of waste of civic expenditure and in human life. It is our duty to help each other and be loyal to a fine national cause. We shall need the right kind of propaganda, and plenty of it.

## The Status of Town Planning in Canada

JAMES EWING, VICE-PRESIDENT.

In an interesting paper on the status of town planning in Canada Mr. James Ewing, vice-president, deplored the fact that while several of the provinces of Canada had excellent and up-to-date legislation extremely little was being done to make such legislation effective and that this inertia was raising the question as to whether town planning legislation was any good. There was need of some means to convince the civic authorities and the public that better methods of town planning than the traditional ones were necessary, methods that were not only of universal benefit but were also paying propositions. Town planners had been classed among the impractical idealists and this impression had handicapped the movement, especially in Quebec.

Once the town planning idea was promulgated in Canada it became associated in the common mind with fanciful and costly schemes of embellishment, stately and imposing civic centres, broad and magnificent boulevards and parks resplendent with fountains and monuments. It should be one of the first objects of the Town Planning Institute to eradicate this misconception. The working classes, Mr. Ewing asserted, were suspicious of the movement as a scheme for rich men to benefit themselves at the expense of the public treasury

and they failed to understand that what is for the universal benefit gives most to those who have least. Only a few of the manufacturers realized that town planning would do much to create healthy, happy and contented workmen, comfortably housed among wholesome and congenial surroundings and, therefore, more efficient in production. The municipal authorities, in many cases, seemed to have groundless fears that their prerogatives, as representatives of the people, were in danger by the assumption of authority on the part of town planning commissions. Most of these municipal authorities had their hands full dealing with the consequences of past mistakes in town building which left them little time to plan for future generations. In Montreal there was an additional difficulty on account of racial cleavage which often afforded unscrupulous politicians opportunity to work upon the prejudices of the people for their own ends. But a certain amount of progress could be reported. At the recent civic election in Montreal three out of the four aspirants for the mayoralty had advocated town planning and the new mayor, in his inaugural address, put in the forefront of his programme the planning of the whole island of Montreal.

It was necessary to demonstrate that town planning was perfectly able, not only to pay its own way, but

to yield handsome returns and that in many cases the cost of judicious planning would be a mere bagatelle when compared with the cost of delay and neglect; to show that the present haphazard methods of pottering and patchwork were absurd, shortsighted, uneconomical, penny-wise and pound foolish. While Montreal had not yet reached the million mark it was subdivided for eight millions of people.

As an illustration of the necessity of redeeming bad planning and bad building Mr. Ewing said:

Permit me to refer to an instance of what may be done by ordinary common sense town planning principles in a locality which, for obvious reasons, must be nameless. The situation is an extremely congested traffic centre in a certain city, intensified by a steep grade. A simple diagonal cut-off is

projected through a lot of tumble-down back-yard property transforming it into a first-class commercial premises. The proposition will reduce the grade from a maximum of 8.3 to a maximum of 3.0, and will cut the flow of traffic almost by half and the distance by nearly a quarter. It will cost a little over three millions and after the improvement is made should bring at least seven and a quarter millions in return.

The paper led to an animated discussion in which several members agreed that town planning acts on the statute book, without the accompaniment of efficient officers to carry them out, were of little use. It was insisted, however, that the mistake was not in passing the acts but in the failure of the provincial authorities to appoint a qualified executive to put them into operation.

## CITY PLANNING

BY T. GLEN PHILLIPS, CONSULTANT, DETROIT PLAN COMMISSION

Without doubt you have done things in Toronto that surpass a great many like things that we have done in the States. You have completed a number of constructive Town Planning ideas in Toronto. I presume the treatment of your harbor is probably not excelled in any part of the world except at Rio de Janeiro. Certainly nothing on this continent compares with the development of your harbor, and it seems to me that you have done that so well that other town planning matters should commend your attention.

I think Mr. Ewing of Montreal, who gave a paper at this morning's session of the Canadian Town Planning Institute, could have very well filled my place because his paper and my ideas of town planning are absolutely the same. If there is anything that has hindered or delayed town planning work in this country, it is because town planning principles are misunderstood and also the viewpoint a great many people have, that town planning means beauty planning.

City planning, or town planning, to be successful, must be based on the proper study of all the elements that are to be included in a comprehensive development and any community that starts off on a programme that does not consider utility as one of the basic units, rather than aesthetics, will fall short.

There have been too many dream-plans or guess-plans put on paper that have not had the full endorsement of local authorities. You must have a workable plan that the legislative body will carry out, and any plan created, mapped or drawn without the co-operation and endorsement of the legislative body of the community falls short of its greatest use.

The essential elements in a town planning programme should include all public utilities, the sewers, water, gas, schools, location parks, boulevards and recreation, transportation and the co-operation of all the departments of the city government.

Town planning is not a question of the superficial aspect of a community's needs; it covers all municipal problems. You can't dwell on one phase of town planning and neglect the other without having a lopsided city.

If you make your city a convenient place to live in by easy access to and from the home and place of work, wide streets, good transportation facilities, pure water, plenty of light and air, uniform buildings, and all those things that go to make a community contented and happy, then and only then is the city a well planned unit, capable of being managed in a pleasing and economical manner.

You must have co-operation in all town planning matters. For instance, we have in Detroit the simple economies of pavement. Every public utility is notified when a new pavement is to be laid and every person who owns property on the street is notified and all underground improvements must be put in before that pavement is put down. There is also the question of street lighting in preparing for the future. We have had to widen so many streets that there was a tremendous expense in changing light standards. The public lighting commission now consults with the City Plan Commission as to the possible future widths of street pavements before installation. In other words, the co-operation of all city departments in carrying on city building, is the proper town planning procedure.

Toronto, like many other cities, was recognized as a beautiful city to live in, fifteen or twenty years ago, but things have changed. It has grown, taken on a commercial atmosphere. The advent of the automobile has changed the whole scheme of town planning. Most of our streets were laid out for the horse-drawn age. Many streets perhaps in Toronto were original Indian trails. Consequently we must now provide sufficient rights-of-way for the future to take care of such traffic as will come in the next 50 to 100 years. In Detroit, automobile ownership has increased 74% in the last two years, and yet the streets are no wider than they were 119 years ago. The traffic situation in Detroit and Toronto and many other communities is becoming so acute that the efficient use of the automobile will be minimized unless we start now and provide rights-of-way. You can't travel any faster on a busy traffic street than the slowest moving vehicle. Consequently it behooves every community to look a little into the future

in planning street openings and in the widening of existing streets.

Detroit, as you are probably aware, is one of the few cities in America starting with a plan made by the French Engineer L'Enfant, who also made the plan for Washington. In 1806 Judge Woodward, the Governor of Michigan conceived the idea of having some sort of plan. The Governor's and Judge's plan was incorporated and the citizens backed it at that time. The part in heavy black is all that is left of the original plan of 1806. (Exhibit: Governor's and Judge's Plans).

Washington boulevard was the north and south street, 200 feet wide in downtown Detroit, and Madison was to be the east and west street of the same width and the intervening streets were to be 120 feet and 60 feet. Now, after 119 years, we are coming back to the same identical widths of street, as needed for all types of transportation. With the exception of the small town section, the rectangular platting has been carried out ever since.

The next era of town planning in Detroit came about 1830 when Governor Hull went to Washington and had the Government adopt certain diagonals and other streets such as Grand River, Gratiot, Michigan, Woodward, Fort Street, 100 feet wide and Jefferson Avenue 120 feet wide. In 1877 the Grand Boulevard was laid out encircling the city 150 feet and 200 feet wide, 14 miles long. I don't know what Detroit would do without the Grand Boulevard today, just as a traffic relief, not for pleasure driving.

In 1919 the Detroit City Plan Commission was created by charter provision composed of 9 members, 7 appointed by profession and 2 at large. The commission adopted a thoroughfare plan, a defensive plan you might call it, not an elaborate plan. We adopted a plan of east and west and north and south streets, as well as radials, and then recommended by the council piece-meal, street openings, and widenings, a programme of parks and boulevards, costing \$10,000,000. During the last three years 246 street widenings and openings have been going on, which will cost in the neighborhood of \$50,000,000 before any immediate relief will be noticed.

Communities today should not brag of their population. Detroit is suffering from being over-populated rather than under. We have 100,000 homes without sewers and water and yet we are subdivided 25 and 30 miles outside the city. A community of 150,000 to 200,000 population is unfortunate if it does not provide open spaces for parks, farm lands, areas, etc. In Calgary, I understand, they have actually receded the city's limits rather than extended them so they could keep farm lands and garden plots close to the city.

The City Plan Commission is carrying on a wonderful work in Detroit. Appointed by the Mayor, men give up time to work on city planning matters. The commission has the approval of all subdivision plans. No park or boulevard is acquired by the city without the approval of the City Plan Commission; we are part of the civic government in Detroit.

If you want your community to be contented you must treat everybody alike in city planning. You must give them a decent place to live in. The business of town

planning in any city consists of working with your city council, your fire department, your public works dept., the police dept., the water dept., in fact every department of the government so that every phase of city building is planned, not guessed at.

In Detroit we have laid out an outer drive 46 miles in length encircling the city, and about sixteen miles is dedicated 150 feet wide to date.

Detroit voted a bond issue of \$10,000,000 for inside and outside parks. Large parks in the centre of a city are not the thing any more. The man with the car wants to get out into the country. Prior to 1919 there were only 932 acres of parks in Detroit of which Belle Isle comprised 747 acres. Now we have about 3,400 acres in and around the city.

Our commission has a 3 mile limit of accepting plans for subdivisions. I believe in Toronto you have a five mile limit. We have worked out a comprehensive plan of thoroughfares for Wayne county outside the three mile limit, and the county auditors have adopted it. This calls for 106 foot streets on every mile and 86 foot streets every half mile. Rapid transit streets or super-highways are 204 feet approximately every three miles square. We are city planning from the outside in, rather than the inside out. My advice to you is to get lands for streets, parks, etc., outside the city while the getting is good.

Zoning is the highest type of city planning because it allows the city to grow in a safe and sane manner and is the only economical plan which a city can adopt. If you know what is going to happen in a certain district the city will save millions of dollars in utilities alone. It is absolutely essential that you adopt a comprehensive plan of Zoning—one and two family districts, commercial districts, apartment house districts, and non-conforming districts. A zoning ordinance must be drafted so that like districts are treated alike, and it must be uniform all over the city. Zoning is the highest type of city planning for it protects the entire community—stabilizing real estate and allowing the city to grow in an orderly manner.

Zoning must be comprehensive. You cannot successfully have a workable piece-meal zoning ordinance. It is well to have plenty of hearings on the ordinance so that everyone in the community will know about the limitations.

No community should be without a city planning commission as part of the city government. Toronto needs such a commission, to assist the Mayor and common council on all matters pertaining to the growth and development of metropolitan Toronto.

Mr. Daniel Burnham of Chicago very ably summed up the city planning idea in America when he said: "Make no little plans, they have no magic to stir man's blood and probably themselves will not 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 have gone will be a living thing, asserting itself with every-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.'"

## Town Planning From Transportation Viewpoint

By H. H. COUZENS, GENERAL MANAGER, TORONTO TRANSPORTATION COMMISSION

In Toronto the peak load is a big problem. Fifty per cent. of all Toronto Transportation Commission business is done in three hours in the morning and two hours at night, and fifteen per cent. in one hour at night. The Commission is satisfied that, to handle this mass movement at peak times, a railed vehicle alone is commercially practicable.

With elevated tracks on steel structure costing five times and subways costing around twenty-five times the cost of surface car lines, the surface car line necessarily becomes the basic transportation medium until traffic is sufficiently dense to warrant subways which, as a usual thing, is not before a city has considerably passed a million population; that is unless the capital cost of elevated or subways is not charged in the fare.

In the downtown area of Toronto lies the big traffic problem. Into or through this area, bounded by Simcoe, Dundas, Jarvis and the waterfront are carried each day sixty per cent. of all passengers riding on the lines of the T.T.C. To give an idea of the vehicular traffic problem in this area, a count made this spring showed that into and out of this same area moved 70,000 vehicles in the twelve hours —7.00 a.m. to 7.00 p.m. (Compared with 30,000 in 1915).

The average height of the buildings in this area is now about four stories, so it can readily be seen what would be the case if, in place of existing buildings, skyscrapers were substituted. Under such conditions surface transportation would be impossible. I suggested that the city authorities should,—and no doubt they would—give careful consideration to this point which has the greatest bearing on future transportation problems.

A basic requirement, if the speed of the surface lines is to be maintained, is the provision of sufficient continuous streets of adequate width, with jogs eliminated. It can hardly be said that Toronto downtown streets comply with these requirements. Something requires to be done in this direction and will no doubt be done in time. A start has already been made along these lines at Bay and Queen, where a portion of the space in front of the City Hall has been utilized for the elimination of a jog. Another example of what has recently been done is at Dundas and Yonge Streets, where two separate crosstown streets have been connected through, crossing the main traffic artery at Yonge St. As an illustration of existing conditions which require early attention I mentioned the jogs at Bathurst and Dundas Streets and Carlton and College. I also mentioned the great help to traffic that would be experienced if projected extensions, (which have been under discussion in Toronto for some time), such as the connection of Sherbourne St. through to Mount Pleasant Road and also the connection of Bay St. to the Hill district, were carried out. While it is true that such extensions are very costly and, under existing business conditions, careful consideration

has to be given to the cost, at the same time the fact must not be lost sight of that they become more expensive as time goes on.

Another very serious factor in the traffic situation is the parking of vehicles. It is quite obvious that under present conditions Toronto is not using its existing facilities to the greatest advantage. To illustrate the extent of the problem it may be stated that a count made last week showed 2,885 vehicles parked on the public highways in the same area (bounded by Simcoe, Dundas, Jarvis and the waterfront), between 2.00 and 4.00 p.m. or sixty per cent. of all vehicles in the area. The effect of this condition is the slowing up of all traffic,—not only street cars but all other vehicles.

Until we get wider streets we should use to the full the streets we have. Counts taken a little while ago, showed that ninety per cent. of the vehicles travelling up a certain street travelled on the track allowance on account of cars parked at the curb. The same counts showed that of the vehicles and street cars on the tracks, the street cars with 19.3 per cent. of the traffic movements carried 90.8 per cent. of passenger traffic, while the motor cars with 80.7 per cent. of the traffic movements carried but 9.2 per cent. of passenger traffic. Automobile traffic outbound is at the peak at the same time as street car traffic. It would double the width of all the main streets in the outbound direction at the time when traffic is predominantly in that direction, if parking on the outbound side of car-track streets only 66 feet wide were prohibited from 4.00 to 6.00 p.m. and would be a great boon to the T.T.C. and the motorist as well. If this arrangement were introduced at first in a certain defined area, it could be readily understood and prove no real hardship to anyone and be of inestimable benefit to vehicular traffic. Parking regulations with a time limit are most difficult to enforce at any hour of the day and impossible at rush hours when the whole of the available police force is required for general traffic regulations. I expressed the view that the police force in Toronto handled the existing exceedingly difficult conditions in a highly efficient and satisfactory way but with conditions as they are the force is very badly handicapped.

As I see it, town planning is to anticipate the growth of the city so that public services, such as transportation, etc., can be laid out at a minimum of expense in such a way as to give the best results. The town planning scheme should not, in my opinion, be confined to the area of the city alone, but the ten adjacent municipalities who are benefited should be represented in the discussions of town planning and in the preparation of future plans they should also in fairness contribute a share of the cost in proportion to the benefits they derive.

## New York Regional Plan

THOMAS ADAMS

Mr. Thomas Adams, director of plans and surveys of the New York regional plan described the organization of the planning committee and with the aid of a number of slides made vivid the impasse at which New York has arrived in consequence of the physical incapacity of the streets to accommodate modern traffic.

A group of six professional town planners had been appointed to make a preliminary survey of the New York region, with a view to the creation of a regional plan. Of this group Mr. Adams had been appointed as director of plans and surveys.

The work of the six divisions was now going on. The

economic survey had already cost \$45,000. The engineering division had been placed under the late N. P. Lewis, whose death was deeply deplored by all who realized the value of his services and the fine quality of the man. Two engineers had been appointed to take Mr. Lewis' place, one for transportation and the other for traffic. These two engineers were now in Europe visiting the various cities where their problems had been properly considered. Possibly they would visit Toronto to examine the wonderful harbor improvements. There was also the social division studying recreation and housing; a research division, under Mr. James, son of the late William James, studying the historical growth of the city; a division under Mr. Shurtleff, keeping in touch with the municipalities of the region and organizing the various localities; a city planning group making a study of the dangers and possibilities of the region; an architectural group consisting of leading architects of New York and a legal division under Mr. Bassett.

It was recognized that city planning was not a job for one man, or even one group. The architect, the engineer, the landscape architect, the sociologist and the lawyer were all needed. They had all to work together and some one had to co-ordinate their combined work. There was nothing more evident than that the scale of building at present was out of all proportion to the scale of streets. Toronto was suffering from this cause as much as other cities. Unless the traffic could be diverted away from Yonge street the heights and densities of buildings would have to be controlled.

Mr. Adams exhibited a number of striking slides showing the seriousness of traffic congestion in New York and the speculative attempts that were being made by architects and others—by means of colonnades for foot passengers and different tiers for different kinds of traffic.

At the close of the address a resolution of sympathy with the widow of the late N. P. Lewis and appreciation of her husband's services to the cause of city planning was passed by the assembly.

## REPORTS FROM PROVINCES.

### MANITOBA.

The Town Planning Act of Manitoba was passed in the year 1916, but lay dormant until the fall of 1920, at which time certain difficulties arose in connection with a re-subdivision of some large building lots in a Municipality adjoining the city of Winnipeg.

For some years previous to this time, plans of subdivision were approved by the Councils of the Municipalities in which they were located, and were thereafter acceptable to the Land Titles Office, in so far as their form or layout was concerned.

In the case cited above, however, active opposition to the registration of the plan of re-subdivision was presented by the owners of land in the vicinity, and the matter was referred to the Municipal Commissioner (who was also the Minister designated to administer The Town Planning Act) for his decision, in view of the provisions of the said Act.

Since that time, all plans of subdivision, before submission for registration, have received approval under this Act, except those situated in cities having special Acts of incorporation.

Section 23 of The Town Planning Act, as originally assented to, sets forth the matters that a Municipal Council must have regard to before approving of a plan of subdivision, and, further, that any new subdivision or townsite within the area of the Rural Municipality can only be approved in the form of a partial scheme prepared in conformity with the Act, and approved by the Minister.

This is the only compulsory clause in the Act, with the exception of Section 24, which requires the appointment of a Comptroller of Town Planning, which was done in July, 1921, owing to the number of plans of subdivision which had accumulated and were awaiting the approval of the Minister, and this Comptroller has remained in office ever since.

Most of The Town Planning Act is taken up with clauses dealing with town planning schemes, the prepara-

tion of which is, in most cases, optional with the representatives of the municipalities concerned. Section 22, however, gives the Minister power, under certain circumstances, to order the Council of the Municipality to prepare and submit a town planning scheme for his approval, or to adopt a scheme prepared by the owners of the land.

Several Municipalities have shown interest in The Town Planning Act, but those who have been most active in availing themselves of its provisions are the suburban municipalities adjoining the city of Winnipeg. All of these latter, with one exception, have made use of the Act to prepare town planning schemes, or to draw up regulations governing subdivisions or for similar purposes, though, strange as it may seem, none of these schemes has been actually approved by the Minister and so made effective, for various reasons. In order to meet the requirements of town planning in this Province, amendments to the Act have been introduced and passed at the last two sessions of the Provincial Legislature.

Mr. Thomas Adams, at that time Town Planning Adviser to the Commission of Conservation, was present and assisted the Provincial Government during the consideration and passing of The Town Planning Act in 1916, and no doubt had much to do with its drafting.

In the remarks that follow, I do not wish it to be inferred that I am criticizing Mr. Adams because it was subsequently found necessary to amend this Act. Any new legislation, particularly that of a technical nature, has to be tried out, and amended as experience dictates. My experience leads me to believe that only statutes that are not used remain unamended. We in Manitoba have much to thank Mr. Adams for; and not the least thing, our Town Planning Act; in fact, but for his efforts, we might have had no such Act at all.

To return to our subject; except for certain alterations to fit the form of government in Manitoba, our Town Planning Act is, in the main, similar to the one in force in Great Britain, but some of the means employed there, (where

certain Government machinery, unknown here, is available) and reproduced in our Act, were found to be unworkable.

For instance, sub-section (6) of Section 18 provided for certain matters to be settled by "a single arbitrator appointed by the Minister." This was doubtless a good provision where technical experts in the service of the Government were available, who had no personal interest in the matters to be decided upon, but objections were registered against it in Manitoba, and the Act was accordingly amended to provide for three arbitrators, appointed in the manner custom has established in these parts.

There were other objectors to the increment clauses (sub-sections 4 and 5 of Section 18) which appeared likely to work a hardship in some cases, as a fixed amount of one-half of the increase in the value of property due to the making of a scheme, or to the execution of works under a scheme, was to be appropriated by the municipality.

The schemes under consideration here have been mainly of a zoning character, there being no money available for the execution of works under the Act to date. Though, in the first instance, by making a zoning scheme, it is not considered that property would be increased in value, it is obvious that when changes are subsequently made in such a scheme by amending schemes, the question of increment will certainly be involved. It does not appear to me that this phase of the question was thought of, for, obviously, in such an event, 50 per cent of the increment would be far in excess of the just demands of the municipality. In this category would be placed lands originally zoned as agricultural, being later appropriated to residential use by an amending scheme, and so on.

Another phase of the same thing might be encountered if some industry established itself with a plant, dwellings, commercial areas, and all the requisites of community life, at some point removed from any existing centre of population on lands at present wholly agricultural. In such a case, the increment in value would be entirely due to the activities of the promoters of the industry, and the collection of the increment might be a very unjust imposition.

I believe all town planning schemes prepared in Great Britain are ratified by Parliament before becoming effective, and for that reason wide powers are given in their Act to suspend, vary or abrogate any enactments, by-laws, regulations, etc., that may be in force in the area included in such a scheme, and also the means of enforcing schemes were left to be embodied in the provisions of the schemes themselves. Similar provisions appear in the Manitoba Town Planning Act, but as schemes prepared under it do not have to be ratified by the local Legislature, it appears unlikely that enactments will be suspended, etc., by schemes, and, moreover, it seemed advisable to have a penalty clause definitely enacted in the Act itself. Accordingly one was inserted which reads 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 thereunder or any of the provisions of any scheme approved thereunder, shall be liable on summary conviction for the first or any subsequent offence to a fine not exceeding \$100, 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 herein-before provided.

This should give all necessary power to make schemes effective.

Town planning was prominently before the Legislature during the past Session, when the Members were asked to deal with a proposed Act to divide a suburban municipality adjoining the city of Winnipeg, the objectors to the bill contending that no division was necessary as the provisions of "The Town Planning Act" would give the remedy sought by the applicants for the passing of the bill. The difficulty was largely one of assessment and the high values placed in land used for agricultural purposes which had been affected by subdivisions made during the boom period. There is no doubt that the assessed value does include certain potential values of such land for subdivision purposes, and in my opinion, the contention was right that having such land zoned as agricultural, would extract from its assessed value any value for any other purpose.

The question was, however, raised as to whether land could be set aside for agricultural uses only under the wording of the Act, and though legal opinion held that it could, to make certainty doubly sure, and to remove all future doubts, the Act was amended making it very definite in this respect.

Thus, under the statute as at present enacted, land can be set aside for any use, for building purposes or otherwise; highways of widths according to traffic requirements may be laid out; building lines may be fixed; the height and space about buildings may be prescribed, in view of sanitary requirements particularly, so that light and air may reach houses on all sides; the amenity of areas may be preserved by the exclusion of bill boards, etc.; excess condemnation, as it is called in the United States, is provided for; and penalties are provided to ensure that the provisions of "The Town Planning Act," and of any schemes prepared under it, will be carried out.

It can hardly be claimed that the Act is perfect, but it does afford a working means of making effective comprehensive town planning schemes.

But, with our house set in some semblance of order, we are lacking people to occupy it, and it appears that many who need shelter and would benefit by it, are afraid to enter. It is sometimes felt that the public would be more likely to use town planning methods if they were called by some other name. Humanity is conservative, and slow to take up with any new thing, particularly if it affects personal property.

At first it was not understood that the science of town planning had economic value, the common opinion held being that its scope was confined to the laying out of parks, civic centres, etc. I think that opinion has been successfully eliminated, only there might be more support for the science now if conditions in Manitoba were not so financially difficult. While, however, present conditions continue, the owners of the property, particularly in the cities, do not appear to want the slightest restriction to be placed on their holdings for the reason that they want to dispose of them for any purpose, at any time the opportunity presents itself, regardless of the effect upon adjoining properties in the vicinity.

Suburban municipalities are, however, in such serious difficulties that their officials have been forced to study most carefully municipal development and finance, and conse-

quently such areas have afforded the most fertile land for town planning seed.

In official circles town planning has apparently made some impression, as the Comptroller was appointed Secretary of a Committee of the Legislature investigating aids to municipalities a year ago; and recently Secretary to a Committee of the Legislature appointed to investigate municipal administration in suburban municipalities and to report upon changes that should be effected to place such municipalities on a proper working basis.

The Provincial Board of Health has also co-operated with the Comptroller of Town Planning in the matter of prescribing the air space around dwelling houses, and is about to pass regulations on this matter, a report from the special sub-committee of its membership having already made its recommendations.

In the realm of new subdivisions, which are not so numerous now as heretofore, the proper lines of development are receiving much more consideration than formerly, though some opposition is still encountered, and, I suppose, always will be. Support is, however, received from the most unexpected quarters occasionally, it being noteworthy that during the discussion in the Municipal Committee of the Legislature on amendments to "The Town Planning Act" at the last Session, the bulk of the verbal support to the measure came from members in outlying rural areas where Municipal Councils had been assisted in dealing with new subdivisions by the Town Planning Department, having, in some instances, been saved many hundreds of dollars by the prevention of the subdivision of unsuitable areas, by advice given concerning the re-arrangement of streets, etc., when such were poorly located on the proposed plans, or by requiring the sub-divider, at his own cost, to do certain works made necessary by the creation of the subdivision, which involved a greater expenditure than normally, and which, otherwise, the municipality would have been called upon to bear.

Though we cannot perhaps claim that great progress has been made, it can at least be said that we are going forward; and not back. New subdivisions get very definite attention, and sanitation is being very carefully enquired into before approval is given. Interest is being evinced in the re-planning of developed areas, and schemes are being prepared in more than half a dozen places.

In the past I predicted when some of these schemes would be completed, but I have resolved to do so no more, having decided I am not cut out for a prophet.—*W. E. Hobbs, Comptroller of Town Planning for the Province of Manitoba.*

### SASKATCHEWAN.

*Subdivision of Land.*—The Town Planning and Rural Development Act, 1917, establishes a central control over the subdivision of land including the location, direction and width of new streets by vesting the power of approval in the Minister of Municipal Affairs. The Minister may, by granting approval to regulations drawn up by any local authority, transfer the control of these matters to the local authority.

The part of the Act dealing with the subdivision of land has had a number of important amendments and is now working satisfactorily although only four municipalities have taken advantage of the authority conveyed by the Act to supervise land subdivision. The Canadian Pacific Rail-

way Company and the Land and Townsite Department of the Canadian National Railways are the largest owners of townsite property in the Province and these companies much prefer to deal with a central authority under one set of regulations than with a large number of municipalities having regulations differing in many particulars. The cities and large towns are at present more concerned with cancellations of existing subdivisions than with new subdivisions.

In all cases where the proposed new development includes new streets or lanes, the local authority is given notice, a copy of the plan, and an opportunity to make objections or representations in connection therewith which are given consideration by the Minister before approval is granted.

Where a central approving authority is established, complete records of previous land subdivision must be available and the compilation of correct plans of all municipalities must be undertaken. It follows that there will necessarily be close co-operation between the Department and the Land Titles Offices. In this Province this co-operation has been greatly facilitated by the existence of a Surveys Branch of the Land Titles Office at Regina where all plans of subdivision are checked for accuracy and compared with the title and where copies of all registered plans may be examined. It also happens that the Department of Highways receives and files copies of all plans of roadways surveyed in the province as well as copies of the registered plans of subdivisions and these records are available for examination by the Town Planning Branch.

*Bylaws.*—The Act further aimed to make compulsory the adoption of town planning bylaws by all municipalities by the 1st day of January, 1922. The Act stipulated, however, that if a municipality becomes in default the Minister may, upon any representation and after a public inquiry, take steps to enforce the carrying out of the provisions of the Act. As no representations have ever been made respecting any municipality in default and as it would be impossible to enforce the provisions where practically all municipalities are in default that part of the Act has become inoperative.

*Criticism of Act.*—The Act places all municipalities, both urban and rural, on the same basis and, in my opinion, this is a mistake. It is useless to expect a rural or village council to prepare a development bylaw and very few, if any, will be likely to engage an adviser. It would be a better policy to make optional the adoption of schemes and by-laws and to make compulsory the appointment of a town planning commission, at least in the case of cities.

In this Province the Minister is authorized to hear appeals from the decisions of the local authority in respect to the application of a scheme or bylaw. In the States of the Union the enabling ordinances usually provide for the formation of a board of appeals by the city council. As city authorities, at least, seem disinclined to place themselves in a position where their enactments are subject to review and interpretation by a provincial authority, I am of the opinion that the American plan would be more popular in the cities.

*Owners' Schemes.*—The Act provides that any owner of property may prepare a scheme for its development and by having the same approved by the local authority and by the Minister bring the scheme into effect. This provision has not been made use of except in one instance where the Soldier Settlement Board prepared a scheme for the townsite of Lens which was approved.

Negotiations have been carried on with the townsite companies mentioned above to induce them to prepare schemes in connection with new townsites where there are good prospects of growth taking place and the promise has been received from one company that the next point of importance to be laid out will be so dealt with.

When building development becomes more rapid in the suburbs of the large towns and cities it is expected that the Act will be made use of to a greater extent by owners of land who wish to develop high class residential property.

*Action in Regina.*—The Regina Town Planning Association, without receiving any monetary assistance from the council, prepared a draft town planning by-law and zoning map for the City which has been referred to the Council for consideration with a request for the appointment of an official board to carry on the work started and complete a by-law for adoption by the council. The proposed zoning provisions create six classes of use districts, namely:

- (1) Residential District (A)—  
(Single Family Dwellings, etc.)
- (2) Residential District (B)—  
(Multiple Dwellings, etc.)
- (3) 1st Class Business District.
- (4) 2nd Class Business District.
- (5) Wholesale and Industrial District.
- (6) Unrestricted District.

The height and area districts were each four in number corresponding to the boundaries of the use districts, but combining certain use districts in one height and area district.

The zoning of the City of Regina was made easy by the natural segregation that has taken place due to the establishment, a number of years ago, of a municipal industrial area all served by trackage.—*W. A. Begg, Director of Town Planning, Province of Saskatchewan.*

#### ONTARIO.

Under the provisions of the Planning and Development Act powers vested in Councils of municipalities relating to location and width of streets, size and form of lots in new development, are assumed by Town Planning Commissions when appointed.

In some dozen cities and towns there have been appointed such Commissions or similar bodies. And it can be generally stated that it is only in such places that there has been anything accomplished along town planning lines or even leading in that direction.

At the easterly end of the Province we all have heard of the work being done in Ottawa by our President elect, Mr. Noulan Cauchon. Following the Report of the Federal Commission of 1915 whose recommendations were given but little if any attention, Mr. Cauchon maintained enthusiasm and has recently been successful in getting a yearly grant of \$10,000 from the Council. This is a small amount for the work being undertaken which includes actual construction and the acquiring of land for the rounding of corners. But it has been found from experience that such a sum of money is sufficient for preparation of existing conditions, maps and a plan of development in the smaller cities of Ontario.

In 1917 a project was prepared by Messrs. W. F. Tye and N. Cauchon, for the reorganization of the railway entrances and terminals of Hamilton. Subsequently

plans for the preliminary development of Hamilton mountain park were made by Mr. Cauchon and a large amount of money has been spent upon the scheme, which is awaiting completion. In London, Ontario, in 1918, under the joint auspices of the city council and the chamber of commerce, a plan for railway terminal reorganization and unification was prepared by Mr. Cauchon as the preliminary step in town planning.

Brockville, it is understood, has a commission and Peterboro had at one time a Committee dealing with Town Planning. Oshawa has an active Commission which tries to deal in a comprehensive way with plans of subdivisions.

Toronto has no commission and no grant for town planning work but the City Surveyor, Mr. T. D. LeMay does everything in his power to give the best effect to the provisions of the Planning and Development Act as they relate to new subdivisions.

Hamilton has a Town Planning Board which has been active and of which more will probably be heard. Interest has been shown in St. Catherines in some phases of Town Planning. The City of Niagara Falls had an enthusiastic commission and through their efforts Mr. Horace L. Seymour was engaged to consult on the Zoning of the City. An incoming Council with so-called economic views curtailed the work before it was well started.

The Essex Border Cities Utilities Commission perform the duties of a Town Planning Commission. Under the guidance of our Mr. J. Clark Keith good progress is being made.

The City of London has had preliminary plans and reports from our Past President, Mr. Thomas Adams; the Commission hopes to be able to finish its work.

In Brantford, Mr. A. E. K. Bunnell is the Consultant to the Commission and is doing all he can to put Brantford on the town planning map.

Mention should be made of town planning activities in Northern Ontario and of industrial towns such as Hawkesbury. Mr. A. V. Hall, under the auspices of the Ontario Government, has prepared plans for Kapuskasing. After the fire of 1922, Haileybury appointed a Town Planning Commission.

Mr. H. B. Dunington-Grubb who is active in civic developments especially along park lines, prepared plans for the Riordon Co. in Hawkesbury.

In this brief survey it is impossible to mention all the activities of our members in their endeavors to further town planning in Ontario. Mr. Cauchon has lectured or been consulted in most municipalities mentioned. In Toronto members of the Local Branch of the Institute have been active under the Chairmanship of our Mr. Norman D. Wilson.

In conclusion it is gratifying to be able to announce that two municipalities in Ontario have had prepared plans of development and comprehensive zoning ordinances. There is every evidence that the plans will be followed and the zoning ordinance passed and observed. Plans of the City of Kitchener and the Town of Waterloo, the municipalities referred to, are being exhibited at the British Empire Exhibition where it will be stated that these two places are the most advanced in Canada in regard to town planning. Mr. Thomas Adams is the Consultant for Kitchener, Mr. Horace L. Seymour the Associate for Kitchener and the Consultant for Waterloo. On the initiation of the latter and with the strong support of the Councils of Western On-

tario municipalities, an amendment to the Municipal Act has just passed the Provincial House that gives to cities, towns, villages and abutting townships comprehensive zoning powers. In connection with the suggested appointment of a Town Planning Adviser to the Ontario Government to codify and suggest new legislation, Mr. Cauchon's name was brought to the attention of the Provincial Secretary by delegates from Ottawa and Hamilton.—*Horace L. Seymour.*

### NEW BRUNSWICK.

Earl Grey, when Governor General of Canada, was so impressed with the undesirable way in which towns and cities were developing in this new country, congestion and slum districts being already in evidence in parts of most of the larger cities, that he induced Mr. Henry Vivian, member of the British Parliament and a pioneer in the town planning and garden suburb movement in England, to come out to this country and lecture on the subject. This was about 1910. He lectured before the Canadian Club of St. John and that was the beginning of my personal interest in the subject. I was at that time chairman of the Civics Committee of our Board of Trade. My committee was instrumental in procuring the passage by our Provincial Legislature in April, 1912, of the New Brunswick Town Planning Act, being, I believe, the first Act of that kind passed by any Legislature in Canada. It was based mainly upon the English Town Planning Act of 1909, with such modifications as we thought would adapt it to conditions in this country. I have since concluded that it was not modified to a sufficient extent and that one principal mistake was that of making it applicable only to "land likely to be built upon"—i.e., suburban areas in process of development—instead of making it applicable also to the built-up or previously developed portions of towns and cities, giving powers for street widening, zoning, etc., with a view to remedying existing evils, correcting past mistakes, etc., so far as possible, as well as controlling future development. St. John is growing so slowly that most people seem to be more interested in improving what we have than in planning for future development and creating better conditions for posterity. "Posterity be d—d, what did posterity ever do for me?" is the attitude. I think, too, that the term "scheme", adopted from the English Act, was not well chosen for use in this country.

After getting the Act passed we found that we had to prepare a set of procedure regulations. The Act says—"The Government may make regulations," but there was no one in the Government offices who knew anything about it, so again we had recourse to British precedent and made an attempt to adapt the English regulations to our needs, by cutting much of the detail that was inapplicable to conditions in this country. Experience has since shown that we might, with advantage, have applied the knife or blue pencil more extensively than we did. Pending the preparation and sanction by the Government of these "Regulations," there was a delay of more than two years before any move could be made by virtue of the Act.

In the meantime, at the convention of the (United States) National Conference on City Planning, held in Toronto in May, 1914, I had the privilege of meeting Mr. Thomas Adams, who from that time forward rendered us most valuable assistance, first of all in revising, before they were published, the draft of the "Regulations," and subsequently in the preparation of the "scheme."

In accordance with Sec. 2, Sub-Sec. (2) of the Act, the St. John Town Planning Commission was appointed by the City Council in November, 1914, consisting of four ex-officio members, namely:—

The Mayor of the City  
The Commissioner of Public Works  
The Commissioner of Water and Sewerage  
The Commissioner of Harbour and Lands

and three lay members, selected from ratepayers who were resident within the area. Immediately after its appointment, the Commission took into consideration the extent of the area for which the scheme should be prepared and maps showing the boundaries of the proposed area were made by the City engineering department.

Due notice having been given to the Municipal Council for the City and County of St. John, to land owners and other interested parties, of its intention so to do, the City Council in November, 1915, made application to the Provincial Government for authority to prepare a Town Planning Scheme, for an area shown by accompanying map which included, in addition to all unoccupied land within the City boundaries, certain portions of the parishes of Lancaster and Simonds—approximately all land within a radius of three to five miles from the City's centre.

The application was approved by the Government and authority granted by Order in Council, January 3, 1916, but formal notification to that effect was not received by the City Council until June 24, 1916.

Notification of the granting of authority was given to the public by advertisement, to the Municipality by letter to the County Secretary, and to land owners by circular letter in July, 1916.

Since that time a great deal of work has been done in preparation of the scheme at comparatively trifling expense to the City, almost the entire cost of preparing the scheme having been confined to the preparation of maps and plans by the regular staff of the City engineer's office, with a little extra help occasionally. We have been indebted in a very large measure to Mr. Thomas Adams, then Town Planning Adviser to the Dominion Commission of Conservation, for valuable advice and assistance in preparing the written scheme, and to members of his staff, particularly Mr. H. L. Seymour, for assistance in making surveys, etc., but the fact that this assistance was available only at widely separated intervals and for short periods, accounts in large measure for the long delay and slow progress made in completing the scheme. This slow progress is also further explained by the fact that the greater part of the work has been done voluntarily by a few members of the Commission whose time was otherwise fully occupied.

The scheme was formally approved by resolution of both the City and Municipal Councils in May, 1919, but at that time considerable work remained to be done in preparation of the final map to accompany the scheme, which took more time than was anticipated.

Being at last in a position to take the final steps for obtaining Government approval of the scheme which approval when granted would give the scheme all the effect and authority of a Special Act of the Provincial Legislature, the Municipal Council was requested by letter to the County secretary to nominate, at its meeting in January, 1923, two residents of the area outside of the City limits to serve on the Town Planning Commission as provided by Article 4 of the Scheme itself. A majority of the Municipal Council was in favor of making the appointments but the represent-

atives of the outside parishes were opposed to it. A question arose as to whether the City members of the Council had a right to vote for such appointments. This was referred to the Warden who decided that they had not. Action was deferred to the meeting of the Municipal Council in May last when the councillors from outside parishes voted unanimously against making any nomination. In effect it expresses their disapproval of putting the Town Planning Scheme into operation, notwithstanding the fact that in May, 1919, the Municipal Council passed a resolution formally approving the scheme and appointed a committee to co-operate with the Town Planning Commission in preparing for its presentation to the Government for approval.

This unexpected opposition has brought about a deadlock, the breaking of which is the problem now before us. We would of course much prefer to secure the co-operation of the County councillors if that could be obtained, though failing that, a majority of the Commission, including the four City commissioners who are members of the Commission, would be in favor of applying to the Government for approval of the scheme with request that they appoint the two members of the Commission whom the County has failed to nominate.

Any attempt to explain the causes for the opposition referred to would not be of interest to you, but it shows how important it is to secure, if possible, the harmonious co-operation of all interested parties when promoting any action of this kind, no matter how beneficial it may be. At a meeting of the Town Planning Commission lately held, it was decided to make an effort to secure a conference between the opposing parties and the Commission, with a view to ascertaining the nature of and removing if possible, any objections they may have to the scheme, before going any further.—*W. F. Burditt, Chairman, St. John Town Planning Commission.*

#### NOVA SCOTIA.

Regarding conditions in Nova Scotia, I do not think I can do better than quote a copy of a letter recently written by me to the Hon. Mr. Armstrong, Premier of Nova Scotia. I think this covers fairly well the general situation here. It of course expresses my views in particular but so far as I have been able to gather the problems and difficulties I have encountered have been common to every one working on town planning schemes. I know so far as the City of Halifax is concerned, that while an endless amount of work has been done on the scheme, the City is not yet working wholly under it. I might also add that at a meeting of the Union of Municipalities of Nova Scotia about a year and a half ago, a special committee was appointed to report back to the Union on the advisability of having the Town Planning Act and regulation procedure by-laws revised in order that they might be made workable. So far as I know this committee has not yet reported back and I do not think they have actually done very much work. It was unfortunate that the various members were selected from scattered places in the Province, they were busy men and I presume found it difficult to arrange a meeting.

Halifax, N.S., March 7th, 1924.

The Hon. E. H. Armstrong,

Town Planning Controller of Nova Scotia,  
Halifax, N.S.

Dear Sir:—

You will perhaps recollect my discussing with you some time ago in a general way, some of the problems in connection with Town Planning. Since that discussion I have talked with Mr. Kelly and Mr. Hattie of the Halifax Town Planning Board and have had one or two chats with Mr. Wall on the same subject. I had intended to arrange to have Mr. Kelly, Mr. Hattie and myself meet with you and discuss some of the problems that are bothering us, but unfortunately although having given the matter a great deal of thought, I did not get to the point where my criticism of the Act and Regulations was at all constructive, nor have I yet reached that point, nevertheless I think that some effort must be made with a view of revising the Act and rewriting the regulations under it, and in addressing you on this subject I do so with the feeling that by bringing to your attention some of the problems met with by the Town Planning engineer, a start at least may be made on this revision of the Act and Regulations.

Referring to the Act you will notice that section 4, subdivision 1, states "Except as hereinafter provided, each local Board shall within three years after the passing of this Act, prepare a set of Town Planning By-laws for adoption in its area, etc." You will note that this section says "shall" and not "may." The Act was passed in 1915 and while a number of Boards have been appointed, no Town Planning scheme has gone very far.

I have been acting as engineer for three such schemes and have discussed town planning matters with several municipalities and towns. I have been keenly interested in the subject and extremely anxious to see at least one scheme worked out.

The first difficulty that is met in discussing Town Planning with Town or County authorities is the matter of cost. I think I am fairly safe in saying that it is impossible to prepare the necessary plans, regulations, do the necessary advertising and serve the necessary notices in a town for instance the size of Kentville, under \$2,500.00 to \$3,000.00, and as soon as you mention the figure to the Town Council, they tell you flatly they cannot provide the money. Were this however the only cost, I would be inclined to suggest that the Government step in and say that under the Act the plans and by-laws must be prepared. The situation however is this, the expenditure only gets your scheme on paper and unless carried farther, is a useless waste of money. Reverting again to the town of Kentville with which I am fairly well acquainted, after the scheme is put on paper, lands will have to be acquired for street extensions, open spaces, lands for public buildings, etc., which would entail a further expenditure of around \$10,000.00. In the case of this town I pointed out to them the facts that I have mentioned above and advised them that unless they were prepared to provide not only the necessary money to complete their scheme, but the amount necessary to carry it out, I did not think they had better decide on going ahead. I would point out right here that in the preparation of any town planning scheme, surface drainage, sewerage, sewerage disposal and water extensions must receive real consideration, which means the preparation of an accurate area plan, much more accurate and detailed than is usually considered necessary by a municipality or town when first considering town planning.

Treating with another area, namely Imperoyal and Woodside, as engineer for the Halifax County Town Plan-

ning Scheme, I have done considerable work in that district and have got to the stage where the Board have a plan and set of by-laws prepared. I had intended submitting this scheme to you for approval as Controller under the Act during the past summer, but I have not done so because I do not feel that it will be possible to get the County Council to provide the necessary funds to carry it out. This scheme provides for an additional main trunk road from the town of Dartmouth to Eastern Passage roughly parallel to the present Eastern Passage road and extending through the property of the Imperial Oil Company. It also provides for the taking over of what is known as the McNab farm as a parked area, two areas for public buildings and one area for a ferry landing. To provide the necessary lands for this purpose would take not less than \$10,000.00, which money must be voted by the Town Council. From conversations I have had with individual members of this Council, I know they will not make the necessary vote. This is not hard to understand when one remembers that they come from St. Margarets Bay, Waverley, Spry Bay, Sheet Harbor and other places that have no real interest in Imperoyal or Woodside. Their argument is, why should the County as a whole provide funds for acquiring lands for parks, ferry landings and other purposes at Woodside? It is hardly necessary for me here to go into the other side of the argument, sufficient I think to point out to you the problem and to add that it is hardly worth while for a Local Board to enter into agreements as provided under Section 16, subdivision 1 of the Act, unless they are reasonably sure that they will be able to carry them out.

In regard to Procedure Regulations, I will not attempt to deal with them in detail but will confine myself to stating that in my opinion they must be very much simplified before Town Planning will get very far. Briefly, I think the procedure is too cumbersome and the regulations themselves exceedingly hard to understand.

Town Planning is altogether too important to be disregarded. The fact that it has been on the statute books since 1915 and no City, town or municipality has yet commenced to operate fully under it, surely indicates that something is radically wrong somewhere.

Respectfully submitted,  
(Sgd.) H. B. Pickings,  
Engineer Halifax County Town  
Planning Board.

#### BRITISH COLUMBIA.

In my opinion, we are likely to get a Town Planning Act the coming session of the Legislature. A little history of the attempt for legislation might be in order.

A Town Planning Committee was formed in the City of Vancouver, in 1921, and consisted of delegates from associations interested, such as the architects, engineers, etc., and delegates from one or two of the surrounding Municipalities. We were too late to get a bill before the Legislature that year, but Reeve Lembke of Point Grey, who took a great interest in this work was successful at that session in securing some amendments to the Municipal Clauses Act which has given the residents of that district some measure of protection. This Municipality is the only body that so far has taken advantage of the powers conferred by the Legislature.

These powers are not applicable to the City of Vancouver, as it has a special charter.

In 1922 the committee, reinforced by delegates from the City of Vancouver and all the adjoining Municipalities, drafted a bill, and Mrs. Ralph Smith, one of the City members, introduced the bill in the House. It was practically a Government measure, and we believed that the Attorney General's Office would go over it and remedy any legal defects. This was not done, and some objections were made to portions of it, and the bill was withdrawn by Mrs. Smith on the Premier's promise that a commission on Town Planning would be appointed. This he did, but previous to doing so he sent out a questionnaire on the subject to all Municipalities, and received only 12 replies, the majority of which were indifferent—only saying his letter would be dealt with by the Council. Only two—Point Grey and Oak Bay—came out strongly for it. The Committee quite understand the indifference of the agricultural districts, which are, of course, the great majority, and have not reached the stage of development to enable them to see or utilize the benefits of town planning, but we are at a loss to explain the attitude of the City of Vancouver, South Vancouver and North Vancouver districts, who were represented on the local committee. The Government Commission took refuge behind the Premier's questionnaire and never met.

The City Committee on Town Planning had representatives on the delegation presenting the resolution passed at the Convention of associated Boards of Trade in October last, and again attempted to get the Government to bring in a Town Planning Act. The Premier said there was no demand for such legislation, and refused to discuss the question. As time was limited on this occasion, and in the face of the replies received by him, his attitude was not altogether unreasonable.

Since the first of the year the Municipal Councils surrounding Vancouver have shown great interest in the subject, and all, including the City of Vancouver, have passed resolutions, requesting the Government to bring down such an Act, and I am quite sure before the Legislature sits again that a delegation, made up of elected representatives of the people, will request the Government for such an Act, and the request coming from them, I am quite certain, will be granted.

Vancouver has some limited powers also in its charter, and the citizens have been petitioning the Council to be afforded the protection these offer, and our Council of this year is alive, not only to the necessities, but the demands for wider town planning powers, and I am quite certain that they will act in conjunction with the other Councils in asking for the necessary legislation. We have recently formed a branch Town Planning Institute.—J. W. Allan.

#### ALBERTA.

So far as town planning in Alberta is concerned there is at the present time nothing doing. You are aware of course that in 1913 the Town Planning Act was passed. Prior to that time there had been a deal of land subdivision and when the boom flattened out and the natural reaction followed and the war came on there was a great deal more subdivision than was required for proper development for many years to come. In consequence action has been chiefly confined to cancellation of plans with a view towards putting the affected lands back on a farming basis where they should be. There has I understand not been a single application made under the Town Planning Act.—L. C. Charlesworth.

## LOCAL BRANCHES

### VANCOUVER

Pursuant to your request of 31st March, we have pleasure in submitting herewith a brief report of the activities of the Vancouver Branch of the Town Planning Institute of Canada during the past year.

The initial meeting of the members of the Town Planning Institute of Canada, resident in Greater Vancouver, was held at the University Club, Vancouver, B.C., on the 20th November, 1922, at which meeting steps were taken to proceed with the formation of the Vancouver Branch. A By-law Committee prepared the proposed By-laws which were passed at a meeting of the members held on 30th November, 1922, and forwarded to Ottawa for approval of Council.

After receiving approval of our By-laws an organization meeting of the members was held on the 7th February, 1924, at which the following Officers were elected:

Chairman—Mr. G. L. Thornton Sharp.

Vice-Chairman—Mr. William H. Powell.

Secretary-Treasurer—Mr. J. Alexander Walker.

Directors—Mr. E. B. Hermon, Mr. W. Brand Young.

Ex-Officio, Member of Council—Professor Frank E. Buck.

Considerable publicity was given the Institute and its aims and objects by the local Press.

Since the meeting of the 7th February, three general meetings have been held. In addition to the above, an evening meeting was held at which a lecture was given by Mr. T. R. E. McInnes, a Vancouver gentleman, on "Modernizing a Walled Chinese City". Mr. Brand Young, one of our members, will give a paper this month on "Distribution as Applied to the Development of a City."

It is the aim of the Branch to have its members prepare articles on various phases of Town Planning for publication in the local press; to have a paper read monthly before the Branch and to promote, as far as in our power, Town Planning ideas throughout the City and British Columbia at large.

Our members have been active in various ways endeavoring to bring home to the citizenry of British Columbia the need and desirability of Town Planning Legislation for our Province. In this respect it has been pointed out that, while the charters of the various Municipalities allow, more or less, certain privileges, none of them give the Municipality the right to undertake any comprehensive Town Planning.

On the 23rd April, the Branch will meet with the Real Estate Bureau of the Vancouver Board of Trade at a luncheon to hear the Vancouver City Solicitor on the subject of the City's Charter. At this meeting it will be pointed out just what powers the City lacks for the carrying out of Town Planning in general. It is hoped that this meeting will be productive of a general impetus to demand Town Planning Legislation and that the support from various public organizations, as service clubs and other associations, will be forthcoming to help secure such Legislation from the Provincial Parliament next Session.

The Branch is represented by two members on the Greater Vancouver Town Planning Committee.

On the Roll of the Branch there are—one Honorary Member, fourteen Members, one Legal Member and two Honorary Associates, a total of eighteen. Before the end of April it is expected that about 8 or 10 new members will join the Branch.

Respectfully submitted,  
J. ALEX. WALKER, G. L. THORNTON SHARP,  
Secretary. Chairman.

### TORONTO

The Executive of the Toronto Branch for 1923-24 was as follows:

N. D. Wilson, Chairman.

F. H. Marani, Secretary-Treasurer.

A. E. K. Bunnell.

T. D. LeMay

J. Govan

During the past year six meetings were held by the Branch, with an average attendance of twenty-six, including guests.

An especially interesting meeting was held on January 29th. The Hon. Geo. S. Henry spoke on "A Metropolitan Area for Toronto", after which the representatives from the adjacent municipalities were asked to say a few words.

Among the guests were: The Minister of Public Works for Ontario, His Worship the Mayor, the President of the Board of Trade, the Warden of York County, representatives from the Civic Guild, the Down Town Association, the press and each of the following adjacent municipalities: Etobicoke, Mimico, New Toronto, Weston, York, N. York, E. York, Leaside, Scarboro, Forest Hill. The total attendance was 59.

The following are some of the subjects discussed at the meetings.

On Nov. 6, 1923, Mr. Marani spoke on "Architectural Considerations in Town Planning." Mr. Govan described a By-law in force at Kapuskasing which made it necessary for all buildings to be passed by a Sub-Committee of Council called a "Construction Guild." Buildings must satisfy this Guild as to their appearance before permits will be issued by the Building Inspector.

On Dec. 4, 1923, Mr. J. P. Hynes led a discussion on "The General Effect on the City of the Removal of the Railway Terminal to North Toronto". Mr. Seymour spoke on the effect on real estate values, Mr. Bunnell on the effect on the street system and transportation and Mr. Ferguson on the decentralization of industries. Mr. W. A. McLean also spoke on the subject in general.

On January 15, 1924, Mr. Anderson of the firm of Speight and VanNostrand, spoke on "The Cost, Speed and Accuracy of Cross-Section Surveys made with Transit and Level". Mr. LeMay spoke on "The Use of the Plane Table", for the same purpose. Mr. Lawrence Goad spoke on "The Methods Adopted in Preparing Goad's Atlas."

On February 26, 1924, Mr. J. H. Walker of the Realty Service Company spoke on "Industrial Real

Estate." Mr. P. H. Mitchell outlined some of the Town Planning Aspects of Community Heating. Mr. H. L. Seymour described the System of Conventional Signs for Zoning Maps, proposed by Mr. Noulan Cauchon. There was some discussion on an amendment to Section 399A of the Municipal Act in order to give the city wider powers in controlling the use of private land.

On March 18, 1924, Mr. Bunnell, who had been appointed by the Executive to represent the Toronto Branch on a joint Committee with the Ontario Association of Architects to go into the matter of a reasonable height restriction for buildings in Toronto, read a letter to the Council asking them to refrain from issuing any

more permits in violation of the existing height restriction until this Committee had made their report. The letter was approved by the Branch.

Mr. Marani gave a short description with lantern slides of a scheme for improving the Down Town District.

The Executive elected for the coming year were:

F. H. Marani, Chairman.  
N. D. Wilson  
A. E. K. Bunnell  
A. G. Dalzell  
J. Govan

## Annual Report of Hon. Secretary-Treasurer.

J. M. KITCHEN

The membership as standing on the books of the Institute on 31st March, 1924, was as follows:

Full Members .....	56
Associate Members .....	72
Legal Associate Members .....	3
Honorary Associate Members .....	1
Student Members .....	4
Honorary Members .....	14
 Total Active Membership .....	150
Resignations .....	17
Deaths, .....	4
Members fallen off .....	4
 Total Membership since formation of Institute .....	175
Applications pending .....	10
 Total .....	185

Since the last general meeting four meetings of the Council were held, making a total of forty since the foundation of the Institute.

The business of the Council was covered by fifty-seven minutes, making in all a total of three hundred and ninety-four. The chief items covered, were as follows:

(a) The election of 16 full members, the advancement to full membership from associate membership of 6, the election to associate member-

ship of 8, and the election of 1 student member.

(b) The resignation of Major Douglas H. Nelles as Hon. Secretary-Treasurer and the appointment of Mr. Alfred Buckley as his successor. The subsequent resignation also of Mr. Buckley followed by the appointment of the present Secretary-Treasurer.

(c) The completion of the revision of the Constitution and By-laws and the securing of Letters Patent and Charter of Incorporation of the Institute on the 22nd October, 1923.

The response to the last statements of accounts rendered was fairly satisfactory, and, while it is obvious that there are some members whose interest in the Institute and its aims has been withdrawn, I would appeal in particular to those members, 51 in number, who are only one or two years in arrears of fees, to meet their obligations in this respect.

Apart from the financial standing of the Institute at the moment of writing, this appeal is made with the thought in mind that we cannot constitutionally carry over a limited period members in arrears of fees.

Bearing in mind that the chief aim of our organization is "to develop and maintain high standards in the Town Planning profession and to enhance the usefulness of the profession to the public", the per capita cost per member is indeed small if that object is being furthered or even maintained.

## BUSINESS

### Minutes of the 41st Council Meeting, Ottawa, 24th April.

The election of the following gentlemen to Associate Membership was approved:

Eric Ross Arthur—Toronto, Ont.

William Elgie Bland—Vancouver, B.C.

Nathanael Alfred Burwash—Toronto, Ont.

John Elliott—Vancouver, B.C.

Thomas Killin—West Vancouver, B.C.

Allan Shakespeare Wootton—Vancouver, B.C.

Carl Arvid Borgstrom—Toronto, Ont.

The election of the following gentleman to Legal Associate Membership was approved:

Thomas Douglas McMillan Latta — Vancouver, B. C.

The election of the following gentlemen to Honorary Associate Membership was approved:

Arthur Gordon Smith—Vancouver, B.C.

John William Allan—Vancouver, B.C.

The application of Mr. William Edward Barker, Toronto, was deferred pending the result of ballot

on amendment to by-laws affecting qualifications for Student Membership.

The transfer of the Memberships of the following Members of the Institute from Associate to Full Membership was approved:

A. A. Dion—Ottawa.

J. P. Hynes—Toronto.

A. M. Kruse—Toronto.

The resignations of the following Members were accepted and approved:

G. F. Beer—Toronto, Ont.

W. H. Breithaupt—Kitchener, Ont.

Lucien Brenot—Ottawa, Ont.

N. J. Ogilvie—Ottawa, Ont.

J. L. Rannie—Ottawa, Ont.

C. H. C. Wright—Toronto, Ont.

#### Minutes of Annual Business Meeting held in Toronto, 25th April 1924.

The following amendments to the By-laws, approved by Council Meeting No. 41, were submitted by that body for the consideration of the meeting, and, after discussion, were carried:

"In Sections 2 and 8 or elsewhere in the By-laws, whenever the words "Honorary Associate" occur, that they be deleted, and the word "Affiliate" be submitted therefor".

"In Section 7 of the By-laws the words "a pupil or assistant of a corporate member or of one eligible for membership in the Town Planning Institute of Canada or he" be deleted.

Suggested amendments to the By-laws by the Toronto Branch proposing the inclusion of the personnel of the Board of Examiners with the elective

officers of the Institute and granting this Board official status under the By-laws were submitted to the Meeting but were defeated.

The results of the Election: The following results of the ballot for the election of officers for the year 1924-25 were announced:

President—Noulan Cauchon, Ottawa, Ont.

Vice-Presidents—James Ewing, Montreal, Que.; William A. Begg, Regina, Sask.; Horace L. Seymour, Toronto, Ont.

Hon. Secy.-Treas.—John M. Kitchen, Ottawa, Ont.

Librarian—W. D. Cromarty, Ottawa, Ont.

Council—Douglas H. Nelles, Ottawa, Ont.; Arthur Surveyor, Montreal, Que.; Henri Hebert, Montreal, Que.; Wilfred E. Hobbs, Winnipeg, Man.; Harry B. Pickings, Halifax, N.S.; Arthur G. Dallzell, Toronto, Ont.; F. E. Buck, Vancouver, B.C.; Christopher J. Yorath, Edmonton, Alta.; Brig. Gen. C. H. Mitchell, Toronto, Ont.; A. A. Dion, Ottawa, Ont.; Arthur S. Bourinot, Ottawa, Ont.; W. F. Burditt, St. John, N.B.; N. D. Wilson, Toronto, Ont.

The following are ex-officio Members of Council for the year 1924-25.

J. P. Hynes, President 1922-24, Toronto, Ont.

E. Deville, President 1921-22, Ottawa, Ont.

Alfred Buckley, Secy.-Treas. 1923-24, Ottawa, Ont.

The following are Members of Council by virtue of their office in Local Branches:

F. H. Marani, Chairman of Toronto Branch.

G. T. L. Sharp, Chairman of Vancouver Branch.

W. L. Cassells, Chairman of Ottawa Branch.

## Preparing Zoning Bylaws For the City of Ottawa

J. M. KITCHEN \*

Town Planning Assistant to Noulan Cauchon.

The haphazard manner in which the City of Ottawa has been allowed to develop and grow, without order or direction, has been repeatedly brought home to us through the ever increasing number of representations being made to our civic officials on behalf of citizens for restrictions against encroachments.

These encroachments, either threatening or established, take many forms. Stores, factories, garages invade residential districts, apartment houses have sprung up amidst our most select homes, and in many cases are built up to the street and side lot lines, where the adjoining residences have observed setback lines and preserved ample front and side yard areas.

Such disregard of the welfare of community interests is manifestly wrong and socially unjust. Recognition of the fact led the Plan Commission to an intensive study of conditions as existing in what we have always looked upon as one of our best residential sections—Sandy Hill. The section surveyed for the purposes of this study was that part of the city

bounded on the north by the rear of the lots facing south upon Rideau Street, on the south by the rear of the lots facing north upon Laurier Avenue, on the east by the Rideau river, and on the west by the rear of the lots facing east upon King Edward Avenue—in all an area comprising some forty-eight city blocks.

Of this once select residential district, in which are located some of Ottawa's finest residences, it was found, on completion of the survey, that there was only one block in existence in which there remained exclusively single family homes. Elsewhere, anything from duplex houses to light manufacturing industries have crept in, one might almost say, unnoticed, except by those immediately affected.

The result of this revelation was the appointment by the Plan Commission of a special committee to report on the question of zoning, which committee on July 20th, 1923, made recommendation that there be retained out of the town planning appropriation the necessary funds to allow of the preparation of a zoning scheme for the city, and that the work be commenced at Rideau Street, working south between the Rideau river on the east and the Rideau canal on the west until limited by the city boundary in the south-west section of the

\*Address to Ottawa Branch by J. M. Kitchen, Secretary Town Planning Institute of Canada.

city, so that as many blocks as possible of what would ultimately be a completed zoning plan might be submitted for approval in the near future. This report was submitted to the City Council and was endorsed by that body on August 7th, 1923.

A preliminary and intensive study of some thirty or forty of the existing zoning regulations and reports thereon as adopted by many of the principal American cities, coupled with the fact that the money at our disposal was very limited, led us to the following conclusions: (1) that, to follow customary elaborate procedure and practice was not practicable, the time required being prohibitive and our resources too limited; (2) the complexity and technical natures of the average zoning systems studied were unnecessary, and such as to retard, if anything, the possibility of their being adopted by a population to which the proposal and its nature were to a great degree unknown; (3) the lack of coterminous regulations within districts restricted to particular uses; (4) the charting of areas was, in most cases, such that much essential and desirable information and detail was lacking; and (5) the complexity of symbols used on the average chart was, in our opinion, confusing and superfluous.

The foregoing findings resulted in our adoption of a series of charts of standard size, 26 inches square, each chart covering on an average six city blocks shown to a scale of 50 feet to the inch, and designating thereon in detail all buildings, structures, widths of streets, etc. Much of this information was fortunately at hand and proved a great saving in our financial resources by simplifying what would have constituted a great part of our field work. The size of the chart sheet adopted will allow of the binding and simple indexing of the charts in book form so that reference may be simplified and expedited.

Likewise, there was, after much study, prepared and adopted a system of symbolism, which, in general use and for comparative analysis, is of such simplicity as to be easily comprehended by the most inexperienced. With this system of symbolism you are no doubt mostly familiar to some degree, a detailed description of the principles of which was published by the author, Mr. Noulan Cauchon, in the September 1923 issue of *The Journal of the Town Planning Institute*. The adoption of Mr. Cauchon's system of symbolism has proved particularly successful, and has expedited the field work to an extent beyond our expectations. Its simplicity was such that written notes were practically eliminated from field work, the six basic symbols forming the system in the hands of an intelligent individual being such as to cater to almost every condition arising in the field.

Further, it has been our endeavour to frame our by-laws and regulations in a manner as free as possible from technicalities in order that the average citizen may grasp in every particular the object aimed at. It was realized that the conveyance of such information to the average citizen in understandable language was, in fact, the biggest part of our problem.

The entire field work for the area to be zoned has been completed, as also the preparation of the use

charts—some forty in number—covering this area, while thereon have been denoted in symbols the status of each and every use condition existing at date. There only remains to be designated on the charts permissible use areas and district limitations.

The regulations and by-laws have been drafted, and, in consultation with the city solicitor, have been two-thirds revised in keeping with the legal provisions of the province. This in itself has proved to be an exhaustive work, inasmuch as, the limitations of the municipal, factory, registry, and Planning and Development acts, under which we have been working, have been such as to, in many cases, preclude what was considered to be desirable and equitable restriction.

Regulations are not retroactive but are coterminous within the districts to which the uses thereby governed are located. This procedure eliminates the necessity of providing and preparing height and area symbols and charts, the symbols designating permissibility likewise designating the coterminous regulations governing heights and areas.

The use of land and buildings, as existing and permissible, has been zoned under two major classifications, i.e. Home Districts and Work Districts, each of which is in turn subdivided into three minor classifications, Minimum, Mediate and Maximum, according, respectively, to the relative degree of Density or Intensity.

The symbols used on the charts and designating such uses are a constructive multiple of a single stroke, those denoting Home Density or permissibility consisting of a single line, or a multiple thereof, according to the relative degree of density, and drawn diagonally downwards from right to left, while those denoting Work Intensity or permissibility are comprised of a similar simple line series, having the same relative multiplicity but drawn diagonally downwards from left to right.

All symbols are superimposed upon the charts normal to the horizontal plane of the latter, thus avoiding any confusion liable to arise from possible distortion of the plane of the symbol with reference to the chart.

The status of land and buildings as actually developed is indicated on the charts by applying the relative symbols to the interior portions of the lots, the permissible classification for future development being indicated by the application of the relative symbols on the outer borders of such lots.

In addition to the line symbols, it is intended, in the case of small scale maps, to adopt a colour scheme graduated in co-ordination with the six basic home and work classification symbols, the colours of the solar spectrum being used for this purpose. This allows of the amplification of the chart symbols at a minimum of cost, as three of the six colours, being combinations of two of the basic spectrum colours, the six colours can be reproduced in three printings.

The establishment of an Institution has been provided for by consent only of the surrounding property owners whose interests are most likely to be affected by its proximity or activity, the percentage of affirmative consents essential to the permissibility

varying in relation to the District permissibility, and the comparative values of the affirmative consents being based upon the assessed values of the properties so affirming within varying inscribed radial distances.

Noxious activities and conditions, unlike institutions—whose relation to living conditions might be interpreted in degrees of disturbance—are derogatory by reason of offense or aversion as affecting amenities or health. Their permissibility is governed as in the case of Institutions, by consents.

On the charts these conditions are indicated by symbols relatively, as in the case of status or permissibility of uses, again by constructive multiples of a simple stroke, in the case of institutions vertically and in noxiousness horizontally.

Non-conforming uses may obtain by reason of their existence prior to zoning, or may be permitted under control or license as essential to development or to meet the exacting conditions of deferred development. In either case their permanency is restricted under permit or by limiting their expansion and the extent to which they may be reconstructed, rebuilt or converted into use.

Height and area regulations, as before mentioned, are coterminous with the various use classifications. Primarily, the immediate vertical elevation of the outer wall of any structure is limited to a height equivalent to the width of the street upon which it fronts with the reservation that the erection may go higher if it or any part thereof is set back within a receding angle formed from the centre of the street allowance to the permissible coping height of such outer wall. This height is further restricted in residential districts, that of single family homes being restricted to a height equivalent to the width of the lot upon which the structure is located, duplex and terraced houses to a maximum height of 40 feet, and apartment houses to a maximum height of 65 feet.

Rear and side elevation heights, and the height of court yard walls are limited, respectively, by the depth of the rear or side yard and by the least dimension of the court, although all height regulations are subject to the receding angle reservation.

Minimum rear and side yard area and dimension regulations have been imposed in all conditions where light is essential to use and control of the location of windows in side walls facing on side-yards is reserved under regulation, in order that there shall be assurance of light penetrating where and as originally intended.

It is not the desire nor the intention of the zoning authorities to restrict districts without regard to the opinions or desires of owners of property located therein or affected thereby, but rather to control future permissibility as far as possible from the status of existing home and work conditions as delineated on the charts, they being considered a forecast upon which to base future permissibility.

Provision has been made for public meetings at which permissibility charts will be on view and at

which discussion, criticism and the perusal of the charts and by-laws by those interested will be invited. It is thus hoped that thereby will be attained the co-operation and views of property owners which will enable the zoning authorities to amend, amplify or eliminate as circumstances revealed may warrant.

Departure from permissibility as finally established has been provided for in view of revisions and alterations warranted by time and development, while provision for appeal against such permissibility has likewise been considered.

Altogether, we feel that we have, in an equitable way, been successful in co-ordinating a by-law which will assure orderly growth and permanence in the development of the city, enhance the amenities of and ensure healthy and sanitary homes for our citizens, prevent congestion both in home and commercial districts, maintain the negotiable value of land and buildings, and eliminate the present problematical installation of our public utilities, such as sewer and water services, which, under present haphazard development, are being constructed on a basis of probable demand, the ultimate demands likely to be made upon them being commensurate with indefinite future development.

#### Euthenics

Our President, Noulan Cauchon, has long been looking for a word that would serve to describe neatly the science of environment. According to specifications it must be by preference a Greek word and cover town planning, but have a wider and a warmer, as well as a more intensive meaning than mere civic design. The editor tried *peribiology* but the president did not seem to get excited. Then the editor discovered the following note at the foot of page 12 of Havelock Ellis's "The Task of Social Hygiene" and presented it to the president as an ultimatum:

This exclusive preoccupation with the improvement of the environment has been termed Euthenics by Mrs. Ellen H. Richards, who has written a book with this title, advocating euthenics in opposition to eugenics.

At the time of going to press the president's verdict is "not bad", which is, of course, a high superlative among unemotional men. The Greek word *euthenia* may perhaps be translated abundant welfare.

#### Plan for Waterloo, Ont.

Mr. Horace L. Seymour, town planning engineer of Toronto, has just entered into a contract with the council of the township of Waterloo for the planning of the township which comprises some 120 square miles. The work will include proposals for the improvement of the highway and road system, suggestions for park and parkway development and the location of public buildings together with zoning and building bylaws. On the completion of his report to the Town Planning Commission of the town of Waterloo, Mr. Seymour was recently retained as consulting engineer to the town, the first work being the drafting of an up-to-date building by-law.