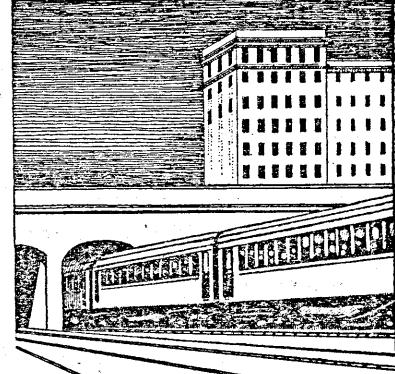
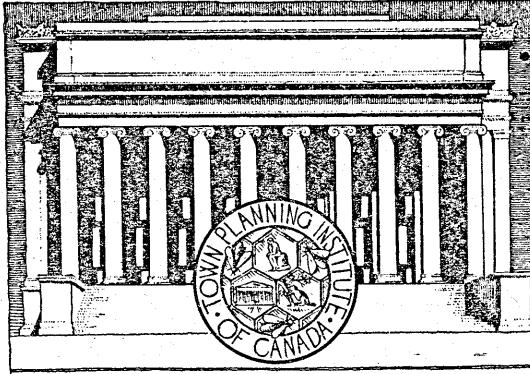


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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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*

### Fifth Annual Convention of the Town Planning Institute of Canada

CHATEAU LAURIER, MAY 14—15, 1925

#### Summary

The fifth annual meetings of the Town Planning Institute of Canada were held in Ottawa on May 14-15 at the Chateau Laurier. The proceedings were opened by a meeting of Council followed by the President's address and the annual business meeting of the Institute.

The election of officers resulted as follows: President, (re-elected) Noulan Cauchon, Ottawa; Vice-presidents, James Ewing, Montreal; H. L. Seymour, Toronto; F. E. Buck, Vancouver; Honorary Secretary-Treasurer, John M. Kitchen, Ottawa; Librarian, W. D. Cromarty, Ottawa; Editor, Alfred Buckley, Ottawa. Council: Brig. Gen. C. H. Mitchell, Toronto; J. W. Allan, Vancouver; Major Douglas H. Nelles, Ottawa; Arthur Surveyer, Montreal; Henri Hebert, Montreal; Wilfred E. Hobbs, Winnipeg; Harry B. Pickings, Halifax; Arthur G. Dalzell, Toronto; J. Alex. Walker, Vancouver; B. Evan-Parry, Ottawa; A. A. Dion, Ottawa; A. S. Bourinot, Ottawa; W. F. Burditt, St. John; N. D. Wilson, Toronto, and G. T. L. Sharp, Vancouver;

F. H. Marani, Toronto; and N. B. MacRostie, Ottawa, members of the Council ex-officio, as Presidents of the local branches.

The secretary reported a total active membership of 173, with seven applications pending, and gratifying signs of local activity in Vancouver and Toronto.

On the afternoon of the first day papers were contributed by Alfred Buckley, Editor of *The Journal*, on "The Garden City Idea" and Horace L. Seymour on "Regional Zoning." In the evening the members met a number of guests for dinner at the Chateau Laurier, which included W. W. Cory, Deputy Minister of the Interior, Dr. Putman, Inspector of Schools, A. F. Macallum, City Engineer, J. B. Harkin, Commissioner of National Parks, Charles Hopewell, Magistrate and member of the Town Planning Commission of Ottawa, J. A. Wilson, Air Board, Mrs. J. A. Wilson, representing the Playground Committee, Controller C. J. Tulley, representing the mayor of Ottawa; Col. C. J. Burritt, representing the Ottawa Chap. of the Ontario Associa-

tion of Architects; H. P. Hill, H. S. Philpot, W. F. Powell, representing the Real Estate Association; Col. E. T. B. Gillmore and others. Honourable Rodolphe Lemieux, Speaker of the House of Commons, Honourable Charles Stewart, Minister of the Interior, and Mr. E. R. E. Chevrier, Member of Parliament for Ottawa, sent intimations of regret at not being able to be present owing to pressing parliamentary duties.

Among the speakers of the evening were Dr. Putman, Mrs. J. A. Wilson, Mr. H. P. Hill, Col.

Burritt, Mr. A. F. Macallum and Magistrate Hope-well.

On the second day the president gave an illustrated address on "Subdivision and the Arterial Highway" and Mr. B. Evan-Parry, Supervising Architect of the Department of Health, contributed a paper on "Zoning for Health". Major Douglas H. Nelles, Supervisor of Topography, Geodetic Survey of Canada, spoke on "The City Survey", setting forth with a number of interesting slides, the uses of the aeroplane in the work of city planning.

## THE PRESIDENT'S ADDRESS

### Obituary

In looking over the year which has just passed, we have to record the loss of three staunch supporters of the work of our Institute, the late Hon. Senator Fowler, an honorary member but active exponent of our principles and the late Dr. E. Deville, a member and Past-president of the Institute, who contributed so freely and sympathetically of his time and great technical skill to the advancement of our cause. Mr. Wm. A. Begg, Vice-president of the Institute and Director of Town Planning for the Government of Saskatchewan, has also passed away, leaving behind him a record of effective work and an organization to carry on the work of town planning in Saskatchewan.

### Ottawa

The City of Ottawa has earned, I believe, the distinction of being the most advanced municipality in Canada, in that it is the first and only one to give a permanent annual budget towards planning its development by maintaining an office and two engineers at the disposal of the Town Planning Commission.

### Zoning

That Commission is approaching the submission to the City Council of a very comprehensive Zoning By-law which will protect the health, property values and the amenities of its citizens.

The By-law is being studied now, clause by clause, by committees representing various interests, such as health, builders, architects and will also be examined by a committee from the Trust Companies, representing the credit sources of civic maintenance and development. Within six weeks there have been fifteen hearings of two hours each and the work of examination is progressing rapidly now towards submission.

Zoning ordinances have been put into effect at Point Grey, near Vancouver and at Kitchener, Ontario, details of which have appeared in our *Journal*.

### Wider Organization

Your executive officers during the past year have sought to determine the most effective ways and means for widening the influence of our Institute towards spreading that gospel of sociological better-

ment which is the *raison d'être* of town planning, as we understand it.

The suggestion has been made to have a popular non-technical association in co-partnership with the Institute such as obtains with our United States co-workers.

### Journal of the Town Planning Institute of Canada

Your executive feel justly proud of our *Journal* and the success it has made of an uphill fight for the cause. The production of articles of interest and information for our members has fallen heavily upon a few shoulders, particularly upon those of our Editor, Mr. Alfred Buckley. An indication of the *Journal's* value as judged by outside sources is the frequent quotations from it to be found in the daily press of the country. It is the only town planning journal in Canada. Our members are earnestly enjoined to use their best endeavours towards extending its subscription list in places where it is most needed. The following circular is being dispatched to the mayors of Canadian cities:

The planning of towns with a view to increasing their attractiveness as desirable places for incoming settlers to work and live in has become a social science of world-wide extent and the time is at hand when an unplanned town will be considered, for business and residential purposes, in the backwaters of civilization.

More than three hundred cities and towns of the United States have adopted town planning methods. They comprise a population of 24,000,000 people and the movement is being led by mayors and hard-headed business men who have become convinced that town planning stabilizes and protects property values, encourages business and home building, prevents expensive and wasteful mistakes in town development and so adds to the attractiveness of community centres that town pride is stimulated and the disposition to leave the small town for the crowded city is definitely arrested.

The business as well as the life value of order and beauty in town development, as the secret of prosperity, and the civic waste and stagnation results of jumble building and squalid ugliness are being realized all over the civilized

world and town planning has been adopted—in North and South America, in the United Kingdom, all over Europe, in Australia, New Zealand and even in such regions as Siberia and the Malay States—as an answer to the problem—How to make our town interesting and prosperous? People do not wish to live in a dull, drab, ugly, jumble town. They want more than work; they want life to be interesting, room to live and play; they want sunlight, fresh air, green grass, flowers and beauty as food for their souls, as much as they want bread for their bodies.

Canadian towns cannot afford to be in the backwaters of this movement if they desire prosperity for themselves and their country.

*TOWN PLANNING: The Journal of the Town Planning Institute of Canada* is the only town planning journal in Canada. It is now in its sixth year. Its aim is to supply information on the progress of the town planning movement in Canada and all parts of the world and to record the experiences of those groups who are achieving town planning, for the benefit of others who are becoming interested in this important social movement.

*TOWN PLANNING* is published bi-monthly by the Town Planning Institute of Canada, Ottawa, at the small cost of \$2.00 a year. Address inquiries to J. M. Kitchen, Hon. Secretary, City Hall, Ottawa, Canada.

It has been proposed to devote considerable attention this coming year to housing designs for health, for sunlight and air, to economical building to conserve heat, to orientation, that A.B.C. of architectural schooling, and to disposition of housing to obtain community amenities and playgrounds.

#### The Canadian Press

The Institute owes a debt of gratitude to the newspapers throughout Canada for the sympathetic and understanding manner in which they have seconded the cause of better planning and zoning and for the space they have given to the doings and advice of planners.

#### American City Planning Magazine

We welcome the opportunity of greeting the appearance of the first (April, 1925) number of *City Planning*, the official organ of our planning confreres of the American City Planning Institute. It is remarkably well presented and full of up-to-date information about the movement in the United States. *City Planning* should be extremely valuable to all students of the movement.

#### Research in the Science of Environment

There is greatly needed some governmental agency to carry on the educational propaganda for the betterment of environmental living conditions—broadly, of the science of Euthenics, as defined by the American Illustrated Medical Dictionary:

“Euthenics is the science of race improvement through the regulation of environment.”

We should have a permanent town planning exhibit here in the Capital. In this connection we Canadian planners derive great benefit from and are thankful for the splendid investigations and reports of the United States Department of Commerce upon building, housing, zoning and highway safety. It is of interest to note that there are now in the United States 350 municipalities, containing 24,000,000 people which are operating under Plan Commissions and zoning ordinances.

#### The International Planning Conference—April 20-25, New York

It was the privilege of some of our members to attend the International Planning Conference recently in New York and to meet the most prominent planners from all over the world—to hear their views and exchange discussion.

The exhibit of plans was also most instructive.

The outstanding feature of the meeting was the unanimous opinion that Regional Planning is indispensable to the co-ordination of cities with their environs and with one another.

#### Director of the Plan of New York and Environs

The delegates from Canada were the guests of Mr. Thomas Adams, Past-president of the Institute at the Harvard Club and took the opportunity to congratulate him on his appointment as Director of the Plan of New York and Environs.

#### American City Planning Institute

Our sister organization, the American City Planning Institute, has just elected Mr. John Nolen, of Cambridge, Mass., as its president. Mr. Nolen is well known to the members of our Institute by his outstanding career as a planner. His plans of the first American “demonstration town,” Mariemont, financed by an American lady of wealth, appeared in the May, 1923, issue of our *Journal*. He, like his predecessors, has proffered to our Institute his good will and co-operation, which we heartily reciprocate.

#### Ruling Grades on Highways vs. Railways

Attention of town planners is called to the growing ratio of the horse power of motors on highways to the horse power on railways and of the increasing justification for obtaining and preserving the best possible ruling grades on highways as upon railways and of seeing that these grades are respected in all grade separations. This is particularly important owing to the great increase of motor trucking.

Town planners, in dealing with highway problems, should think in terms of haulage.

#### Regional Planning

Planning the regions, particularly around our cities, for denser settlement, more sustaining to the city and more agreeable for rural life, seems a worthy direction for our endeavours.

It would seem to offer more attraction to the

settler, be he immigrant or a return-to-the-land stalwart, than the option of a farm in the wilderness. Denser settlement would increase our production and enable many who are now aimless to become self-sustaining and help divide the burden of taxation rather than increase it by demands of new pioneer equipment. Such denser settlement by small holdings and intensive cultivation would induce the utilization of our power resources at home and save them from export.

As an economic equivalent, the export of one horse power is equal to the export of about 10 emigrants, —i.e., 1 horse-power unit is equal to about 10 ordinary man-power units. It would seem to be a good national policy to foster an organized effort

to put people upon the land around our cities.

There are magnificent opportunities for such regional planning around London, the Niagara Peninsula, Hamilton, Toronto, Peterborough, Ottawa, Montreal and many other municipalities.

#### Conservation of Stubbornness

Small holdings and intensive cultivation have been the backbone of civilization since the dawn of history.

We might make great and rapid strides towards national recuperation if it were not, to put it very technically, for the political conservation of stubbornness which inhibits the energizing light of new ideas.

## THE GARDEN CITY IDEA

BY ALFRED BUCKLEY

In a paper on "The Garden City Idea" the editor of *The Journal* set forth the social, economic and national advantages of building new towns on the principle of the English Garden City. Some twenty years ago, he said, he was one of the first group to join the Garden City movement in England, as a resident at Letchworth, the First Garden City. The project seemed to him then, as now, the only policy of city building that was likely to go to the roots of the social problem of providing for all classes of home-makers the physical and spiritual stimulus of order, quiet, clean air, room to live and play, sunlight and the energizing power of beauty in the home and surroundings, so needful for the uses of life.

He said in part:

An early Christian Father used to teach that the bliss of the saved would be enhanced by the consciousness of the misery of the damned. You will lean over the gold bar of Heaven, like the Blessed Damosel, but, O, with so different a spirit! and chuckle at the misery of the frizzling multitude below. A modern saint, not yet canonized and scarcely likely to be, the author of "Progress and Poverty", looked upon what he described as the squalid misery of the so-called great city. It appalled and tormented him and would not let him rest for thinking of what caused it and how it could be remedied. So many thousands of families living in sunless rooms in crowded, noisy, ugly streets, in daily pressure of squalid environment! How could the flowers of the spirit—hope, joy, laughter, happiness, bloom in such surroundings? Glasgow, with more than one-half the population carrying on home life in the confinement of one or two rooms; England with five to ten per cent of the people living in slums; New York, Montreal, Toronto and Vancouver, in places, telling the same story of failure to house decently their low-paid wage-earners, while a small group of men are amassing riches beyond the dreams of avarice out of the home needs of the people.

Is there any permanent reason why a city should condemn so many of its inhabitants to this kind of home life? The founders of the English Garden City said "No. It should be possible in a Christian civilization for every homemaker to have sunlight and air, room to live and play and some contact with beautiful things."

#### Demonstration Towns

They built two "demonstration towns" to prove their argument and two more are in process of gestation. They would build more if they could get cheap money, if they could persuade governments, national and municipal, that the creation and conservation of community land values, though a slow asset, is a sure one and will repay all the money put into it, given time and scientific management.

Such an idea is not so wildly improbable as it may appear at the first approach. In a time of national stress the Canadian Government set aside a fund of \$25,000,000 at 5% interest, the loan covering a period of 20, or in special cases, of 30 years, to assist in the housing of Canadian families. This fund has been the means of building many pleasant homes for low salaried people and moderate wage-earners. There was practically no hostile criticism when the act was passed. It was a time of national stress, but it is not inconceivable that the founders of this national fund for the relief of homemakers might have devoted it to the creation of twenty-five demonstration towns, built on Garden City lines, to show the Canadian people how towns might be built more attractively, more efficiently and more successfully. The Americans are demonstrating that such towns can be built for a million dollars, on ethical business lines, that is by keeping out the greedy profiteer.

These Garden Cities would have been tremendously educative to all civic officials throughout Canada. They would have become Meccas for social reformers all over the world, as the English Garden

Cities have become, and would have had that element of novelty and originality which carries the startling advertising value at which all business aims. In the course of time all the money put into them would have been returned and there would have remained twenty-five Garden Cities in Canada, financing themselves on the land values and the public utilities created by themselves.

#### Land Values are Created by the People

The truth may as well be stated—it is mostly muffled to please certain private interests—that the mopping up of community-created land values by private persons is the cause of the present *impasse* in providing decent living conditions for low-salaried office workers and low paid wage-earners.

The founders of the Garden City recognized this fact, grappled with it, abolished private ownership in land in favour of the leasehold system of land tenure. They developed such public services and utilities as gas, water and electricity, and now are reaping the profits of them. Land leases ran from 99 to 999 years. I myself leased an acre of meadow land for 999 years at \$20 a year, which was surrounded by a row of magnificent elms, themselves worth the rental. So long as I used the land for home purposes no one could interfere with me and I had all the feeling of private ownership without sinking my savings in land and building. If I had wished to spoil the environment and my neighbour's by establishing a junk shop, or livery stables—as has been done in Ottawa in some of the best streets—the civic authorities would have, quite rightly, cancelled my lease. They would have pointed out that special areas had been set aside for industry and that the preservation of home surroundings was as important as the encouragement of business.

With the aid of co-partnership building societies any family who could spare \$50 could take possession of a garden and cottage and the rent they paid for the property would make them owners of it in the course of a few years. Playing fields, woods and country life were always within reach. Manufacturers were attracted by the social environment, the charming orderliness of the place; by cheap land leases, plenty of room, light and power and their area of operation was segregated from the homes and stores and screened by a belt of trees. There was no destruction of neighbourly amenities by jumble building, no slums nor the possibility of slums, social life was the richest I have ever known. Boys and girls could play themselves instead of shouting and howling at some spectacular professional game.

To-day there is a population of some 13,000 persons and there are fifty manufactories. Of the total area of 4,000 acres comprising the city, about 1,200 acres are used as an urban centre while all the rest is to be preserved for ever as an agricultural belt. If the population should increase beyond 30,000 the next project will be another Garden City or a "Satellite City" which will jump the agricultural belt. The idea is *rus in urbe* or *urbs in rure*

—the marriage of town and country, and the belief is that the congested city, as President Coolidge has recently confessed, piles up its disadvantages much more quickly than its advantages and that the small town, properly developed, may contain all the social, business and educational incentives that humanity needs.

#### The Garden City a Proved Success

The project has been successful, socially and financially and as far as it has gone, it has definitely arrested the drift to the overcrowded city. The residents are not a bunch of excited people fleeing from the town when the week-end comes. They have all of the city they want and they have the country where the nightingale sings. If the town were sold now the assets would realize much more than all the money that has been put into the undertaking and the time is at hand when the ground rents and profits from public utilities will abolish taxation altogether.

The Garden City idea has been adopted by the new capital of Australia. Canberra is to be, as one of its ministers has said, a Garden City and not a monumental city, (and surrounding private lands lately worth next to nothing, are now being advertised for \$1,000 an acre under the title "Fortunes Unlimited"!)

The "demonstration town" of Mariemont, in Ohio, financed by a rich lady and now in process of development, is an adaptation, in part, of the Garden City idea to freehold tenure of land. This principle the Cadburys tried at Bournville but had to abandon since it involved the surrender of civic control of the use of land—which is essential to the Garden City idea—and gave away to private persons the increment in land values created by the community itself. But Mariemont is showing that a model town can be built for a million dollars and that on recognized business lines. Later on, when holdings begin to change hands, it may be found that the present restricted tenures may have only temporary validity and trouble may come.

#### Confirmation of Garden City Idea

A significant legislative document has been published by the State of New York entitled "Report of the Commission on Housing and Regional Planning" addressed to Governor Smith and to the Legislature of the State of New York. It is an inquiry into the possibility of providing better homes for working people, and is a brave and admirable document. It contains some remarkable admissions not at all disconnected with what has already been here said. The report is signed by Clarence S. Stein, chairman of the Commission, and one of the leading town planners of America. The significance of the report may be put into a paragraph: the price of land, the price of money and the price of materials for building, *out of which incredible fortunes are being made*, have become so great that homes for low-paid wage-earners can no

longer be built on current business principles and that the housing of the poorer families of New York —about 69% of the population — is drifting to a deeper and more disastrous congestion all the time.

### New York Housing Conditions

Some paragraphs may be quoted from the report:

In the past year the Commission has currently ascertained the amount and character of housing construction, its effect on rentals, number of vacancies, condition of tenure, and the influence of housing conditions on public welfare. It is recognized that the housing emergency is primarily an intensification of a condition which has long prevailed in the larger centers of population in the State. Any improvement in these conditions involves fundamental changes in methods of producing houses.

Early in its investigation, the Commission arrived at the conclusion that no permanent solution of the housing problem can be found without city and regional planning.

The Commission recommends that a General Regional Planning Law be enacted at this session.

In the past year approximately 85,000 suites have been provided by new construction.

The 50,000 new tenement suites rent for upwards of \$15.00 per room per month and are beyond the rent-paying ability of two-thirds of the population.

In spite of the fact that 29,000 apartments in old law tenements have been destroyed since 1916, the same number of apartments in such houses are occupied as in 1916.

*Limited-dividend companies and cooperative associations are the only housing organizations now operating on a 6 per cent basis on the entire capital investment.*

*They are a negligible factor in housing because they cannot get adequate capital.*

*Such funds will only be made available in significant amounts by the use of public credit.*

Rents in cheaper apartments have continued to rise until in October, 1924, they stand at an index of 191.

The increase in rents over 1914 is 91 per cent to October, 1924, according to the Federal Reserve figure. The Bureau of Labor Statistics shows an increase of 67.1 per cent.

Thus the enormous quantity of new construction has operated to relieve the pressure on the more well-to-do. It has left those with incomes less than \$2,500 unprovided for.

These families constitute about two-thirds of the population. Only about one-third of the families in New York City had incomes of more than \$2,500 in 1920. These figures are practically the same to-day. But slight variation was found between 1920 and 1921. The movement of weekly factory earnings is shown in Table 5, the dates selected being those that marked

major turning points. Since the September figure shows a drop of 5.3 per cent from the

Weekly Factory Earnings in New York  
1920 - 1924

Date	Amount
October, 1920	\$27.40
February, 1922	28.16
March, 1924	24.15
September, 1924	28.93

1920 peak and of 2.6 per cent from the average weekly earnings for 1920, it seems safe to assume that the income of that part of the population represented as receiving less than \$2,500 in 1920, is somewhat less to-day and is certainly no more.

Some new construction has been placed on the market at these rentals. The Metropolitan Life Insurance Company's apartments in Long Island City are renting for \$9 a room. The Phelps-Stokes Fund erected a group of houses on East 97th Street that rent, since January, 1924, for \$10.50 a room. The City Housing Corporation has built houses in Queens that sell on a basis comparable with these rentals. It is significant, however, that these companies limit the return on their equity to 6 per cent. Under such conditions families with incomes of \$2,500 may rent four rooms. There is very little building by commercial enterprise that rents for \$15 a room. It must be said further that \$2,500 is the upper limit of the income class under consideration. Most of the 69 per cent of the families have incomes substantially less than \$2,500 and cannot possibly be housed in new construction built by speculative enterprise.

The lower rentals have not been and cannot be approached by speculative enterprise.

There is good reason to believe that the housing conditions for people of low and moderate income are worse than they have been in the past.

Commissioner Mann testified before the Commission of Housing and Regional Planning: "I am under the impression and I maintained years ago that if normal conditions had continued to prevail, that the time would come when nobody would live in the old-law tenements."

From March, 1916, until April, 1920, there was a steady increase in the number of families living in old-law tenements despite the fact that the number of buildings decreased.

At present the problem consists in the fact that no new construction has been or can be made available for the lower income groups who constitute the majority of the population and that in those old houses which they may occupy a severe strain has been set up by the peculiarity of the rent structure. The "spot" price for such apartments is so high as gravely to menace the standard of life of large sections of the population.

But underlying all this is a permanent problem. At all times and in all places private enterprise has been unable to supply adequate housing to meet the needs of the underlying population. In New York city the first official statement of the inadequate character of the housing of these economically less fortunate groups dates back to 1842. Periodically thereafter investigations have been conducted by official and unofficial bodies all of which find the same or similar conditions existing.

The benefits of tax exemption passed to the builder rather than to the ultimate consumer.

For any great improvement money must be available at either 3 per cent or 4 per cent on 100 per cent of the capital expenditure. Six per cent money is furnished to-day in small amounts by limited-dividend companies. *Money at the lower rates can be made available in significant amounts in the present money market only through public credit.*

The limited dividend company or the co-operative is the only type of organization that will undertake a building project at 6 per cent. The limited-dividend company has always faced one great difficulty; it must make its appeal for funds on a semi-philanthropic basis. "Philanthropy and six per cent" is even less successful in its appeal than "give till it hurts." None of the suggestions in the last few paragraphs gives ground for real hopes. Legislation cannot force institutions to lend more on first mortgage. Public opinion probably will not. The savings and loan tradition is all opposed to either larger loans or longer amortization. Furthermore, the resources of these institutions are limited. The only manner in which limited dividend companies can function effectively on a large scale is through the availability of public credit for either the major portion of the costs or as a junior lien back of a first mortgage. The latter would be desirable in that it would spread the funds over a large number of buildings. Unless this proposal, or some similar application of public credit to housing be adopted, no new housing accommodations can or will be provided for the vast majority of the families of the State.

The New York experience clearly demonstrated that tax-exemption applying only to new buildings, which are a small proportion of the total, must be coupled with a limitation of the return if the benefit is to reach the tenant. Tax-exemption undoubtedly induced much building. But it did this because the speculative builder was able to pocket almost all the saving. It had little more effect on rents than had the city given a few men a direct bonus for every house built at a time when the new buildings had no influence on the general market price. As a means of ending a physical shortage, the measure was excellent. As a means of getting cheaper homes, it was almost useless.

Commercial enterprise functions on a 9 per cent basis. Lower interest rates are fundamental to any solution of the housing problem. Money must be available at 6 per cent if all families are to be decently housed. Public credit alone can supply funds at low rates of interest for sufficiently large operations to influence general housing conditions.

The business of housing cannot furnish adequate homes directly or indirectly to these families. They will be adequately housed only by non-business enterprise. This does not mean that private enterprise should be supplanted but rather that some supplemental organization must function in a field which business enterprise does not and cannot enter.

The limited-dividend companies and co-operative groups are the two types of non-business enterprise that to-day furnish such houses. This has been possible in part because of economies in construction and management, but chiefly because they operate with a low return on capital investment. Public credit would expand their scope.

Furthermore, it is only through such organizations that cheap credits or tax exemption will benefit the tenant. Speculative private enterprise will operate only for profits far exceeding a limited return of six per cent.

No proposal to lend public credit for use of speculative enterprise is justifiable, unless such enterprise agrees to operate under the limitations of interest returns which are imposed on limited dividend companies or co-operative organizations.

In a recent address to the Automobile Clubs of America President Coolidge said:

Some recent studies by engineers and sociologists have led to doubts whether the superior efficiency of the very great cities as business industrial and cultural centres can be taken altogether for granted. They have advantages, but they also have disadvantages; and the disadvantages seem to be multiplying fastest.

There is need for concerted, fundamental and courageous consideration of all the questions involved. They reach a hundred times deeper than the mere superficial problem of getting streams of motor cars moved through city streets. They have to do with the elementals of social organization. They concern vital phases of community welfare and progress.

#### The Garden City Problem

The problem now of the Garden City in England is systematic and efficient financing. Such funds, says the New York Housing Report, will only be made available in significant amounts by the use of public credit. That is the conviction too of the promoters of the English Garden City movement. The initial expenses are great and private capital is shy of slow and limited returns and very much prefers 20% to 5% or 6%. It is not at all a wild

idea that governments may be so impressed with the social success of the Garden City plan of solving the home problem of working people that they will provide the credit necessary to build "demonstration towns" to popularize and stabilize a better method of providing for community life. The building of Garden Cities may become a part of the immigration policy of a country in place of leaving immigrants to find their shelter like rats on a farm. In these Garden Cities, experiments may be made in native industries, which is still a great open field for scientific and economic exploration. The colonization of Canada and the United States began practically at the same time. The United States have now a population of more than one hundred million, while Canada has not many more than nine million. Perhaps, some day, social experiments such as Garden Cities may be adopted to add to the attractiveness of our wonderful country. The British Government is slowly but surely moving in this direction. Many prominent members of Parliament, including the Minister of Health, are firmly convinced that the Garden City movement, based upon the conservation of land values and public utilities for the benefit of those who have created them, is the only solution of the problem of providing decent homes for people in decent environment and stabilizing the vitality and the intelligence of the race.

The following appeared on the Order Paper of the British House of Commons for April 8th:

"Major Kindersley—Garden City Schemes. To call attention to Garden City Schemes and the housing problem, and to move that this House urges His Majesty's Government to give every encouragement to the establishment of new self-contained towns, known as garden cities, as being the best solution of the housing and traffic problems."

Owing to another motion in front of it this resolution did not come up for discussion but a similar one had better success. Another member asked the Minister of Health:

"Whether in view of the ascertained facts that garden cities have now passed the experimental stage and are a profitable investment of public money, that they relieve congestion of population and traffic, take manufactures and workshops into the country, supply houses for all classes, show satisfactory health statistics, stimulate agriculture, horticulture and market gardening and allotments, create new markets, and develop mentally and physically a vigorous and contented population, he will take steps to appoint garden city commissioners with powers to raise capital, acquire sites, issue loans, and in all possible ways facilitate the establishment of garden cities?"

"Sir H. Barnston: My right hon. friend (the Minister of Health) has every sympathy with the development of estates on garden city lines, and is watching with interest the progress which is being made; but in his opinion further experience is necessary before considering the establishment of special machinery such as the hon. member suggests."

In England there are now a dozen regional planning schemes which are bound to come under government control and be financed in some measure by government money. The London County Council has already formulated a project for building a Garden City in the suburbs of London and financing the experiment, and Manchester has a similar project. The thing can never be done successfully—from a social point of view—by financiers who mean to get out of the project "all the traffic will bear."

I believe the better time is coming when the nations will realize the vital importance of good housing for the people. It may be that some of us will be dead when this good time comes. But if it should ever seem more imminent than it does to-day, there will still be the chance of visiting the rejuvenation doctor. It may then seem worth while to add 30 or 40 years to the term of our natural life.

## REGIONAL ZONING

BY HORACE L. SEYMOUR

Vice-President Town Planning Institute of Canada

The object of planning must be largely to stabilize future development as well as to prevent future mistakes and to correct, in so far as possible, errors of the past. Particularly may zoning be regarded as a stabilizing measure. In a city of definite boundaries the tendencies of future development can be more easily visualized and provided for than in a regional area where it is probably more difficult to obtain the same detailed basic information, but where in some areas at least change must come. The attempt merely to stabilize present development would be, of course, to discourage desirable growth. The existing zones of a city or town within a regional area should ordinarily be extended for

some distance in the surrounding area depending on many factors, including topographical conditions.

The zoning of an area which is now generally given over to agriculture is the specific problem with which I want to deal. Mr. E. M. Bassett advises me that this has been covered in some instances by treating the area as a business district. My suggested solution is as follows:

In an agricultural district a building may be erected to be used for any purpose permitted in a light industrial, business, residential or detached private residential provided that it shall be subject to the regulations governing the district of greatest use restriction in which such building is permissible.

Buildings to be used for heavy industries may be erected in an agricultural district if no part of any building devoted to such use is more than 1320 feet from the centre line of an existing railway and if no part of such building is nearer than 500 feet to a business, residential, or detached private residential district.

As soon as any pronounced tendency is exhibited then it can be zoned as a particular district. By the provision of this "greatest use restriction" the area is controlled in such a way as to tend to more uniform development in each area. I consider the control provided better than merely making it an ordinary business district in which, for example, there are few restrictions in regard to the erection of dwellings.

Regional zoning will be greatly helped by the insistence that when a new sub-division is proposed there should be shown not only a street system and lots but also the use to which the various lots are to be put or a proposed zoning of the area to be subdivided. Mr. Robert Whitten brought out this point in some detail in his paper on the "Control of the Sub-division of Land into Building Lots," at the recent New York Conference. It is simply, of course, a recognition of our principle that town planning may be defined as an orderly arrangement or disposition of land and buildings. It is futile to sub-divide without knowing for what we are subdividing.

## THE ANNUAL DINNER

The annual dinner was held at the Chateau Laurier with the President in the chair. In welcoming the guests and members after dinner, Mr. Cauchon gave a resume of the International Conference on Town, City and Regional Planning, held in New York, April 20-25, and commented on the fact that the United States Federal Government was doing valuable and admirable research work to assist the various states and cities in town planning practice. At the close of the conference he had accompanied the other delegates to Washington, Baltimore and Philadelphia and had been greatly interested in the spread of town planning activity in the United States. What surprised him at Washington, however, was to hear that the Federal Capital had no plan. L'Enfant's plan had been adopted a hundred years ago and to some extent had been followed, but large areas of woodland, which were not considered in the plan, were now building areas where no town planning control was being exercised. A special delegation from all parts of the United States was, however, in Washington for the purpose of urging the government to prepare a comprehensive plan of the Federal Capital.

The big note of the New York convention, said the President, was regional planning. Everywhere it was being realized that whole regions must be brought under unified control for the common good, because the constituents of the region had so much in common that could not be done by the single units.

In addition to the plan of New York and environs, which was being prepared under the patronage of the Russell Sage Foundation, the State of New York, by means of its Commission on Housing and Regional Planning, under the chairmanship of Clarence S. Stein, was promoting schemes of regional development of the Niagara frontier—comprising six cities and twenty-one villages in the two counties of Erie and Niagara, and in the Capital Region, which included such cities as Albany, Schenectady, Cohoes, Troy and others of similar

importance. These regions, on the advice of mayors, county boards of supervisors and village officials were asking the Legislature for legal authority to proceed with regional planning. At the conference, also, plans were exhibited by the Mexican delegates showing a vast scheme of national planning of Mexican territory.

Coming nearer home the President mentioned that the City of Ottawa might be considered in one respect the most advanced town planning city in Canada in that it had recognized town planning as an integral part of its city life and had set aside an annual fund for the work, thus recognizing that town planning is never completed but must be going on all the time if a city is to proceed on orderly and scientific lines of development. Mr. Cauchon paid tribute to the generous assistance in town planning contributed by the Department of the Interior and the Department of Health.

### Town Planning as Municipal Poetry

Controller C. J. Tulley, representing the Mayor of Ottawa, in welcoming the visitors regretted that Mayor Balharrie could not be present. He assured his audience that the Mayor of Ottawa was much interested in town planning work. Mr. Tulley disclaimed the intention to speak as an expert on town planning but stated that when he viewed the horrible development of a great many of the towns and cities of Canada he could not but regret that steps were not taken earlier to inaugurate some form of town planning. Town planning was a form of education in beauty, it was a kind of municipal poetry. Mr. Tulley thought that buildings should be put in the right place and especially should industries be put in the right place and kept out of the wrong place. Town planning takes in all the ramifications of the city, widening streets, zoning special areas, architectural development and art in all its civic forms. And town planning does not or should not stop at the city, it should reach out into the rural areas and promote small holdings, gardens

round the city to supply it with produce. Intensive farming should be advocated as a natural part of town planning philosophy. Large areas are to-day lying waste in the periphery of the city which should be under cultivation.

#### Town Planning as a Super-Health Act

The President said that the time was at hand when town planning would be recognized as a super-health act preventive of disease rather than curative. The health of a city was a public matter and not a private matter only for the consideration of individuals. Many years ago when persons suffering from contagious diseases were taken from their homes there were protesting riots but the civic authority triumphed because it was manifestly exercising a defensive right which related to the people as a whole. Many persons, and some officials, did not realize that light and air were as necessary for the maintenance of life as food. The inhabitants of sunless rooms were actually suffering from want of sustenance. If you deprived the body of its light and air you deprived it of its nutrition. The subject would come very near to the sympathies of a lady present who had spent much time and energy in pleading for playgrounds, Mrs. J. A. Wilson. In all subdivision, said the President, there should be proper provision for playgrounds. When a man was given the privilege of making money out of the public needs by the subdivision of land he should be willing to make some return in the shape of open spaces. In the old country no house could be inhabited until such public utilities as streets, water supply and sewerage were provided for by the owner of the land and in some cases 1-10 of the land had to be devoted to playgrounds. The time was surely coming when open spaces for play would be considered among the primary necessities of civilized subdivision of land.

#### Mrs. J. A. Wilson

Mrs. J. A. Wilson, member of the Ottawa Playground Committee, said it was a great honour to be the guest of such an unselfish body of people as town planners, whose aim was to make life as good as possible for others. In the old country, in times gone by, the village was the unit of social life and common land was part of the heritage of the people. They absorbed this idea unconsciously and did not realize the value of their heritage until it was lost. During the industrial revolution much of the common land was appropriated for business uses and those who benefitted by this unearned increment did not realize that in depriving the people of playroom they were wrecking the health prospects of generations to come. The next retrograde step was the reckless building of small houses back to back with no open space for children to play.

In Canada, a wonderful new country of vast spaces, all possible forethought was needed to preserve playroom for young life to exercise itself. Mrs. Wilson sympathized with the President's idea that 1-10 of all subdivision should be reserved as open space. At present we pride ourselves on being

an active and strenuous race but deterioration would set in if there was no room to play. Ottawa had a considerable system of playgrounds but there were wards where it was practically impossible to find the necessary open space. Sometime this would have to be provided and would have to be paid for much more heavily than at present.

Mrs. Wilson thought that town planning attention should be directed to the outskirts of the city, to areas not yet damaged, where much might be done to preserve the natural health conditions of life for everybody. Not every city had the fine driveways of Ottawa. These were good but it was necessary to have a plan of future development. Mrs. Wilson appreciated the opportunity of speaking for the new generation which, with a little thought on our part, might be the healthy, strong, stalwart race we wished it to be.

#### Work of the Ottawa Planning Commission

Col. C. J. Burritt, member of the Ontario Association of Architects, conceived the work of the town planner to be the improvement of areas and the work of the architect to take care of the decoration of these areas. He had been brought into contact with the work of the Town Planning Commission of Ottawa in a review of the proposed zoning by-law. Previously he had had no idea of the extent of the work undertaken by the Commission and had found the study of the by-law intensely interesting. He was greatly impressed by the magnitude of the task and the results achieved.

No one really loved skyscrapers and Ottawa might rejoice in the fact that such means for housing the people had not yet been adopted. Land had not yet become so valuable in Ottawa that it was necessary to stack up 40 storeys upon it. It was only necessary to walk down Sparks street and notice the new banks to see how incongruous were such structures on narrow streets. The conversion of our streets into canyons should be avoided. The Town Planning Commission of Ottawa was trying to improve the city and save it from costly and disastrous mistakes and the architects were anxious to back up the work of the Commission in every possible way.

Ottawa was highly fortunate in natural beauty spots and had not yet reached the point of dangerous and incurable congestion. It was highly necessary that this should be avoided. The public should try to appreciate the efforts being made by the Town Planning Commission to this end. The labour put into the zoning by-law by the Commission and the data accumulated were really enormous. The architects had made such suggestions as had occurred to them. By means of zoning each class of citizens is allowed its own section and a standard of use and values is thus established both for the present and future. The zoning by-law would create no hardship for anyone who cared for the common good and the building of a fine city. If the impression were abroad that zoning would interfere with individual privileges, the impression was al-

together false. The zoning by-law would be of general benefit and would greatly improve the prospects of the city.

Commenting on Col. Burritt's remarks the President quoted the Prime Minister of Canada, Right Honourable Mackenzie King, who had once said that private rights should cease when they became public wrongs. Only those who so used land as to destroy the amenities and property values of their neighbours would be placed under restraint by the proposed zoning by-law.

### The Meaning of Education

Dr. J. H. Putman, Inspector of Schools for Ottawa, said that the chairman had made use of a word some people were afraid of—"propaganda." He assumed that the chairman meant simply education. All the problems under discussion came back to that starting point. We have to begin by educating the young. There was splendid opportunity for town planning contrast in a city like Ottawa where there were open spaces, gardens and lawns and where there were also very opposite conditions. In his recent travels Dr. Putman had come through the city of Butte, in Montana. It was a city of 40,000 people, where there were no playgrounds, scarcely a tree, no vegetation of any kind. It was a copper smelting region. No possible reward would induce him to live there. He did not see how people could live there.

One of our difficulties, said Dr. Putman, is that we have not yet learned on this continent to live in cities. If we could take a census we should find that at least 60 per cent of the people who live in Ottawa were born in the country. We have yet to learn that living in cities is only endurable when open spaces are provided. We need to begin the teaching in the schools. City life is wholly changing the problem of education. When we were a rural people a very simple system of education, largely bookish, met the demands of the people. The problems of food, shelter and clothing have to be faced by country people. They learn primary things in a natural way. The moment we get our groups together in a city the problem changes. The securing of food, clothing and shelter is something in which young people take no part. Unless we recognize this we shall not get a wholesome idea of what a city education should be. Education must replace some of those elementary activities that are common to country people. The city systems of education need to get away from the idea that education means studying books. It will have to function more immediately around the problems of food, clothing and shelter.

Town planning depends upon sane and wholesome ideas of life and our education must take these as its ideal. A school must in some way teach young people to make life worth while. It was losing a great opportunity, for instance, in not teaching music and the special arts. It was perhaps devoting too much attention to arithmetic and grammar and neglecting subjects that made life

more worth while. The town planning problem was bound up with proper ideals of life. If we have not sunshine, light and air we cannot get very far.

Dr. Putman had been much impressed with the enterprise of the main cities of British Columbia, especially Vancouver and Victoria. They were doing fine work in town planning. The marine drive at Victoria was an admirable example of landscape gardening and a similar drive around Point Grey was one of the most beautiful things on this continent. Ottawa, said Dr. Putman, outside of the work of the Improvement Commission and the Experimental Farm was sadly lacking in gardens and little money was spent on making the ground beautiful. Vancouver and Victoria had a magnificent climate, it was true, but they were wise enough to make much of it. They knew how to build little bungalows costing not more than \$2,000, beautiful to look upon. It was probable that the municipalities of South Vancouver and Point Grey would soon be incorporated in the city of Vancouver and possibly North Vancouver and Burnaby. These annexations would add 60,000 to 100,000 people to the population of Vancouver.

### The President

The only part of the city of Ottawa that was well planned was planned by Colonel By—Lower Town. There are no main streets in Ottawa that exist for the purpose to which they are put except those planned by Colonel By. I wish to call upon a gentleman who knows more about Colonel By than anybody in Ottawa, Mr. H. P. Hill.

### Mr. Hamnett P. Hill

Mr. Hamnett P. Hill, late Member of Parliament for Ottawa in the provincial legislature, said that he had come to the dinner primarily to show the president that in spite of the discouraging atmosphere often encountered he, Mr. Cauchon, had some sympathetic friends. And secondly, to find out exactly what Colonel By had done for town planning in Ottawa.

In some papers Mr. Hill had received from England concerning Colonel By he had found a record of serious objections being taken at headquarters to land used by Colonel By for drainage purposes. He had also read an editorial in a Bytown paper in which the editor strongly urged the good people of the village to build sidewalks. The editor admitted it would be a new departure but he enumerated the advantages that appealed to him. Care should be taken, however, that anyone who built a sidewalk should build it of the same height as his neighbour's. Posts should be erected to which horses could be tied. The first sidewalk built in Ottawa was opposite the court house, on Nicholas street, reaching to Rideau street. The owner of the lot received exemption from statute labour and the money saved was used to build the sidewalk. The opening of the sidewalk was a great event.

Town planning in Canada, said Mr. Hill, had

really made considerable progress when it was remembered that ten or fifteen years ago nobody had heard of it. Every advocate in public improvement met with considerable discouragement if not with derision. Some of the great men of history, Wilberforce, and others met serious opposition and even derision until the public became educated to the value of their ideas. This was usually followed by the ultimate acceptance of these ideas with almost complete unanimity. The appeal was often to an indifferent public. The opposition of selfish interests was easy to meet but to run against the apathy and indifference of the public he knew, was very discouraging. Mr. Hill informed the visitors that he was once a politician. He had retired sometime ago and thus become a statesman.

He was responsible for introducing into the provincial legislature a town planning bill for Ottawa which enabled the municipality to appoint the Town Planning Commission and to give the commission advisory powers on some matters. The bill was a serious one and rather heavy reading. Mr. Hill managed to get it through the second reading. Then two of the members made a terrific onslaught on it. Most of the members did not read the bill at all. These two members made such a wild onslaught on it, for as they asserted they thought, taking away the powers which the city council should exercise. A day or two later Mr. Hill happened to be walking down from the House with one of these opponents of the bill. He asked what was at the back of the opposition since the bill was really innocuous, so far as the powers of the city council were concerned. He found that this member was a warm friend of the manager of a bill posting company and the word had gone out to kill the bill. And so the bill was killed. The encounter of selfish interests was a small matter, said Mr. Hill, compared with getting the public to take an intelligent interest in public improvement.

Addressing the president, Mr. Hill concluded, "Government, after all, is the expression of the will of the people. There is a great deal of encouragement behind your work in Ottawa. I hope you will realize you are doing a great work and that we are all behind you."

#### Magistrate Charles Hopewell

Magistrate Hopewell, Ottawa, said there were two by-laws being prepared in Ottawa, the zoning by-law and the building by-law and it was necessary to keep clearly in mind that the zoning by-law had to do with conditions, while the building by-law had to do with structures.

The danger to-day was in getting to the point of saying "What is the use?" How Mr. Cauchon could sustain his enthusiasm he could not understand. We were all liable to be deceived by looking only where we were and not realizing that progress was really being made. Reading some British sessional papers of 1819 Mr. Hopewell had discovered that one man was sentenced to transportation for seven years for stealing blankets and a certain Edward

Smith was tried for stealing a pair of snuffers, worth less than six shillings, was found guilty, condemned to death and duly executed. These things happened but yesterday in the history of the world. What a different attitude the whole world was taking now to juvenile delinquency! Surely some progress was being made.

Mr. Hopewell attended the first town planning conference on this continent at Boston in 1912 and had been an active student of the movement for many years. Cities, he said, are apt to go on building without a plan and the time comes when large sums of money have to be spent in correcting mistakes. Toronto and Montreal had been obliged to spend millions of money in widening streets and buying land to make their cities habitable for present day needs. We are disinclined to do anything that takes money out of our pockets, even though we know that such expenditure will benefit the city of the future. He had suggested that when the plan of Ottawa was being made it should be big enough to take in Westboro, but had been warned that this could not be done because people outside the city limits could not be taxed even for their own benefit. But in such questions as sewerage some such wider outlook would have to be taken or the old plan of tearing up sewers to make bigger would always be going on. Something could be done to anticipate the future and prevent costly mistakes. Anyway, said Mr. Hopewell, the man who keeps at it and at it is the only man who is worth his salt. There was not a thing in civilization now worth having that was not once a theory. I do wish, said Mr. Hopewell, we could get a plan of the Ottawa district. Every year we delay is one more year lost. We did get a plan and I helped to get it but I decided that an honorary commission to make plans was a mistake. We got a beautiful set of plans which would have been fine if we had started to carry them out a hundred years ago. An ideal plan was made, but an utterly impossible one. When the Minister of Public Works came to put up a building during the war he said, "Nothing doing!"

What we have to do is to accept conditions as they are and make as few blunders as possible and get a commission that will do something. The zoning plan is doing something. It keeps the thing going. What we are doing in Ottawa is largely due to Mr. Cauchon. Do not be discouraged, and use all the propaganda you can. It is quite wonderful the attitude towards town planning to-day as compared with a few years ago. Henry Vivian, who was here some years ago, made a success of it in England by tackling the problem as it was. Lord Grey devised a scheme of providing housing on economic lines and he too made a success of it.

Child life and the life of the people—and town planning! There is nothing better than planning for the better life of the people, for the individual, and the individual after all, is everything. I will tell you a story. A convicted prisoner was shown into a cell in Ottawa. He looked at the cell and

what do you think he said? "I have not been used to such quarters as these; I want a cheaper cell."

#### City Commissioner

Mr. A. F. Macallum, City Commissioner of Ottawa, commented in humorous fashion on some of the phenomena of civic administration. The water supply, he stated, was pure regardless of its colour. Its colour percentage was 4.4. To make it clear filtering would be necessary and that would cost a million dollars. Ottawa was fortunate in that no municipality lived below on the river where the sewage was "treated." Other treatment of the sewage would cost \$700,000. Civic expenditure, however, was limited to a certain percentage of the dollar and beyond that everything was "luxury", especially if it were beautiful. Ottawa was getting away, however, from the kind of bridge that once was used. Concrete bridges were now being erected, beautiful in appearance as well as suitable to local conditions. Mr. Macallum knew something of Mr. Cauchon's difficulties. These were largely the history of every town when improvement was proposed.

The street problem was always serious. In Toronto a street had had to be cut parallel with Yonge street, at tremendous cost. The traffic conditions had become so bad that it was quicker to walk two or three blocks in Yonge street than to drive one block in a motor car. Sparks street, Ottawa, 54 feet wide, with street cars in the middle, was obviously inadequate for modern needs. No parking of automobiles should be permitted in Sparks street.

#### The President

You will be interested to know that the real estate interests of Ottawa are heart and soul with the Planning Commission in their effort to improve the living conditions of the people of this city. They are realizing that town planning will stabilize

real estate values and assist them in their business. Several people in Ottawa have recently been badly stung by the lack of zoning by-law. They have no protection against the unreasonable and anti-social activities of their neighbours. When we get the zoning by-law the City of Ottawa will be in a protected condition so far as property values are concerned. There will be nothing but social anarchy so long as each man is allowed to do as he likes with the land in the city and prosecute his own interests regardless of the interests of his neighbour.

The President desired to express his appreciation of the sympathetic assistance of Mr. W. W. Cory, Deputy Minister of the Interior, with regard to the work of the Town Planning Institute and of the many officials of the several branches of the Department of the Interior and also of Dr. Amyot, Deputy Minister of the Federal Department of Health. Mr. Cory had made it possible for the Institute to do certain useful things that would certainly not have been done otherwise. The Federal Department of Health had recognized that town planning was a health movement and Dr. Amyot had commissioned his architectural supervisor, Mr. B. Evan-Parry, to serve on a committee to review the zoning by-law as a Health Act. The President hoped that the zoning by-law of Ottawa would become a model act for the Dominion of Canada.

If the time should come for serious discussion of a federal plan for Ottawa and district it should be realized that the proposal was to give the planning executive control only of the physical features and public services of the district and not to interfere with local autonomy. In comparing Ottawa with such a project at Washington, which was natural, it was mostly forgotten that Washington gave no franchise to its citizens. There was an agitation at the present time, however, for the restoration of the franchise there.

## ARTERIAL HIGHWAYS AND HEXAGONAL PLANNING

BY NOULAN CAUCHON

Consulting Engineer

President Town Planning Institute of Canada—Chairman Ottawa Town Planning Commission

An analogy between Arterial Planning and the Biological system of Somatic Cells and Arteries, advocating a principle of through Intercepting Arteries, free from local traffic, vs. the present practice of enlarging existing arteries. Also that new residential subdivisions should be on the hexagonal pattern and obtain their through traffic service by intercepting arteries.\*

In considering the planning of a city in relation to the use and size of its various parts and the size and extent of the main arteries and streets which are to serve these parts, it is well to remember that a city is not a "living" organism. A city does not "grow" like a plant or an animal within which there is the inherent warning of fatigue and the hereditary limitations of structural form. A city

is an *artificial* organism like a steam engine, let us say; it requires a "governor" to control its action and a safety valve to warn of too high a pressure on the human life that constitutes its "reason for being."

In a living organism the urge to growth reacts consciously to the limitations of environment and there evolves a balance of parts and functions adapted to survival. In a synthetic organism like that of a city, which expands by accretion, the force of development reacts mechanically to the resistance

\*Amplified version of address delivered at the New York International Planning Conference, April 20, 1925.

of environment, and the resultant of forces, if uncontrolled, tends to disruption.

### The Instinct of Survival

The instinct of racial survival has engendered a dominant sense of community welfare justifying the view that "private rights should cease when they become public wrongs"—the formula of liberty under which we should operate—all government being but synthetic organization for the maintenance of life. Research is required to determine the "norm" of adjustment for our survival within the municipal machines we live in—if the bearings be expected to run smoothly and the fly wheel of progression to be kept from disaster.

The civic problem, on the *laissez faire* method of indefinite variables, is evidently unsolvable.

The basis of planning must be a healthy maximum relative density of occupational living conditions. And, as a principle of racial survival the point of permissible saturation must not exceed that of social well being. In the ultimate higher economics of Ruskin, "There is no wealth but life"—anything less is but a measure of commercial cannibalism.

### Ethics

The ethics of the problem are a first consideration—what is the right thing to do?

Ethics for the purposes of town planning may be defined as those customs of righteousness which have become so, of necessity for survival, in the evolution of the race. A research foundation to investigate and enlarge the science of environment would be a great boon to humanity; to furnish the preventive medicine of sane living conditions where the present lack of it allows such enormous loss in repairing humanity damaged by evil surroundings, physical and moral.

Eugenics has disclosed a new field of experimentation in our knowledge of heredity.

Euthenics, as the science of environment, should have the opportunity of doing its corresponding service.

A city merely increases by accretion and answers blindly to the resultant of mechanical forces unless its momentum, the direction of those forces, be guided consciously by intelligent beings to the purposes of human welfare and betterment. Therefore, the answer to the man in the street who from lack of thought upon the subject says: "Why don't you let the city grow naturally?" is that it cannot grow because growth is a prerogative of life, that, biologically speaking, a city has no life and cannot safely be left to its inert devices.

### Ratios of Parts and Functions

We must first ascertain for human guidance and confirm by zoning of "use" and "bulk" the balanced ratios of density, form, size and number to "use" of lots, blocks and streets, and of the sufficiency of inter-relations for a complete functional entity of being and of communications.

We may be on the threshold of deducing from

the affinities observable between the human and his inorganic surroundings, how the reactions mutually influence the growth of the one and the development of the other—an extended theory of symbiotic evolution for town planning.

### Economics

Economics is the science of the conservation and conversion of energy to the maintenance and enhancement of human life. The arterial highway as a channel of distribution is an important factor in the conversion of energy to purpose. Our present arterial provisions are inadequate for expansion because they ultimately become choked by cumulative local traffic. Arteries calculated for an initial purpose cannot be widened from generation to generation as the process will eventuate in the logical absurdity of continually reducing the economic proportionate dimension and area of the business lot upon a thoroughfare of ever-increasing importance. Some new principle must be evolved for dealing more efficiently with the conditions of expansion which have come with modern civilization in greater speeds and vaster accumulations. That principle, I submit, is the interceptor.

The intercepting artery is one which carries through traffic free from cumulative local traffic; it is an artery upon which no opening and traffic from facing property is allowed. The adits and exits of such an intercepting artery should be placed at relatively long distances apart, as are stations upon a railway. It is recommended that the distances between the adits and exits of an intercepting artery be about one-half mile apart.

### The By-Pass

The By-Pass for traffic around towns and villages, so much recommended in England and on the continent, will be only a palliative for congestion unless made an Intercepting artery free from fronting access and local development; its local development will eventually choke the speed and movement of through traffic and bring a demand for the futile renewal of widenings or for ever new by-passes.

### Canada's Opportunity

Canada's opportunity to get much good out of evil is to secure the duplicate rights of way rendered obsolete by the national railway coalition and to convert these rights of way into traffic interceptors by keeping them free from abutting local traffic and so prevent them from building up as street frontages.

### Distribution

The first dimension of distribution is fixed at one layer of traffic upon a plane, the second is an approximate width of flow, the third is a cumulative length and the fourth dimension is time which is subject to limitations of speed and safety.

Five centuries ago Leonardo da Vinci was apparently the first to discover the truth in stipulating that the width of a street should be equal the height of buildings thereon. Such proportion averages

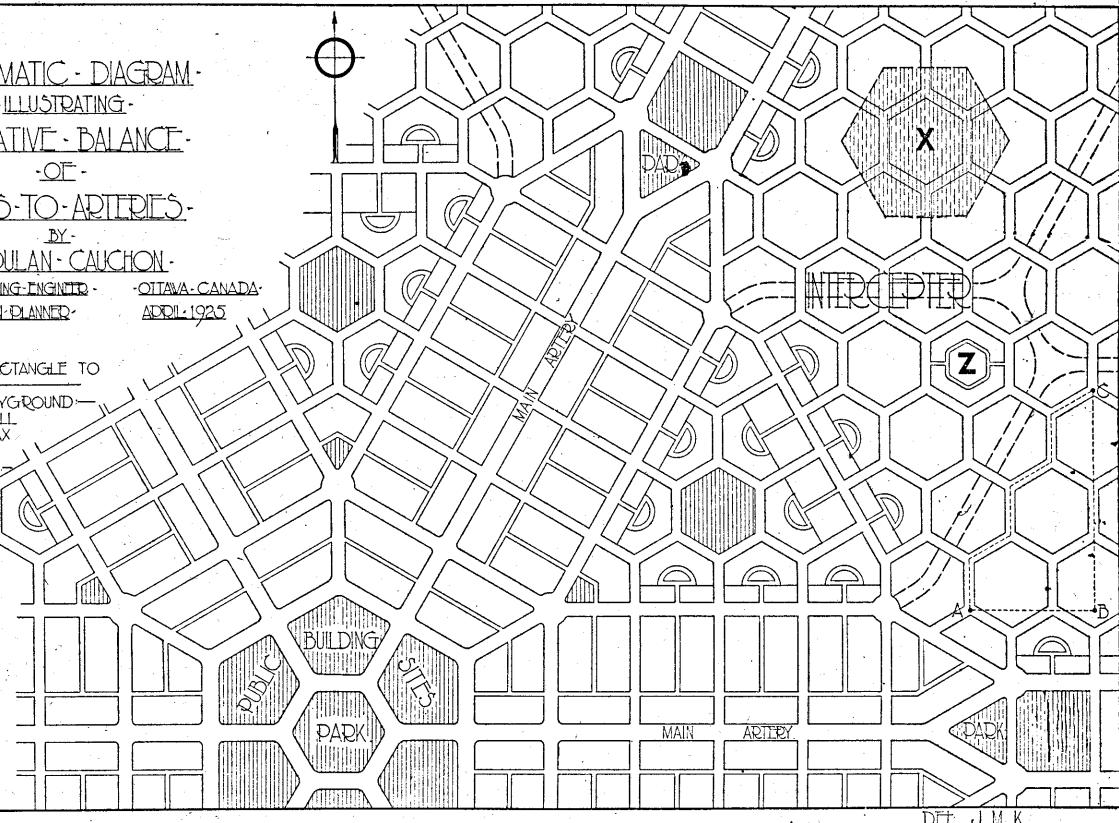
(Continued page 16)

SCHEMATIC DIAGRAM  
ILLUSTRATING  
RELATIVE BALANCE  
OF  
CELLS-TO-ARTERIES

BY  
NOULAN-CAUCHON  
CONSULTING-ENGINEER  
& TOWN-PLANNER  
OTTAWA-CANADA  
APRIL-1925

NOTE  
RATIO OF BUSINESS RECTANGLE TO  
RESIDENTIAL HEXAGON  
HEXAGON CELL PLAYGROUND  
NON-TAXABLE USE - ALL  
STREET FRONTAGES TAX  
READING  
INTERCEPTING ARTERIES  
HALF MILE INTERVAL  
ADITS AND EXITS  
TRAFFIC CONVERGENCE  
DIFFUSED BY BATTING  
OVER CENTRAL AREA  
VS CONGESTION AT A  
CENTRAL POINT

REVISED 1925/25



DEL J.M.K.

TOTAL  
WITHIN  
LINES OF STREETS  
118980 SQ FT

AREA  
CENTRE  
100' 144' 100'

50' 28' 4' 50'

370'  
TOTAL AREA WITHIN  
CENTRE-LINES OF STREETS  
118982 SQ FT

100'

STREET LENGTHS  
RECTANGLE  
HEXAGON  
DIFFERENCE

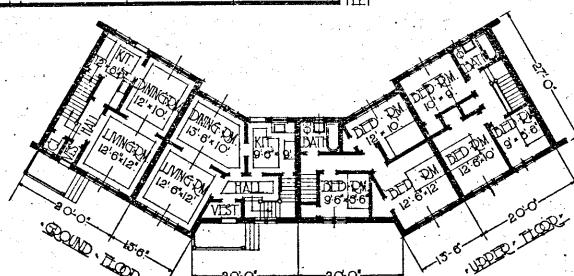
1420 FEET  
1284 do  
145 do

COMPARATIVE  
LAND DEVELOPMENT

TOP  
COMMUNITY HOUSING

BY  
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OTTAWA  
CANADA  
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SCALE OF 10 20 30 40 50 FEET

DEL J.M.K.

The lower illustration shows the social, economic and traffic advantages pertaining to the unit residential cell vs. the rectangular block.

Note that there is a saving of 10 per cent in the length of the street and capitalization of civic equipment to serve equal frontages in the comparative form.

The upper diagram illustrates the application of the theory of the relative ratio of business blocks to residential cells and their assembling. There is also illustrated the application of the principle of the Interceptor, or through artery free from local opening frontages.

The letter X represents the manner of locating non-tax-paying institutions for the saving of frontages for tax-sustaining revenue.

local requirements, within limits, but an expanding city or a cumulative distance needs the balanced relief of through and rapid transit.

Disproportion of height is a scale or measure of congestion, an incidence of overload, disclosing economic disintegration of all machinery, human and material.

It may be worth remembering that in the Rome of the Caesars buildings were 70 feet high, on narrow streets, the pedestrians crowded out all vehicles from wall to wall; wheels and animals could only travel the streets by night, so the din of transportation on the cobbles made sleep next to impossible. May one not visualize the saturation of New York crowding out the motors by day—or vice versa?

### The Gridiron

In terms of hydraulics our exclusively gridiron system of water works pipes, like our street system above them, fails, where much extended, to furnish an economic, efficient, even distribution of flow and must be then supplemented by an auxiliary intercepting main.

In the parallel case of traffic the requirements are still more complex owing to periodic reversals of flow.

### Expansion by Amputation

Expansion of function by amputation, of cell, artery or skeleton to reciprocal advantage, is more or less of an anomaly.

Enlargement of a strand in the web or the woof of the street system, though sometimes unavoidable, does not redeem the disabilities of the rectangular mesh and sometimes shifts the frame of movement.

The corrective diagonal whilst more advantageous to through traffic is apt to increase local congestion.

It is further submitted for consideration that not only a new principle of artery must be obtained in the nature of an interceptor but that the shapes, dimensions and numbers of the blocks must be related functionally to the artery. It has been found that streets must vary in width to fulfil different functional needs; so must the nature of the "blocks" vary for functional reasons if the part and the organ, the block and the artery, are to form a rational entity.

### The Block

Tested by a biological analogy, the blocks of our present rectangular system (considered as cells of the civic tissue) are not evenly nourished nor is waste quickly eliminated, and we, as the units of living matter, degenerate to death. Our synthetic civic organism does not function adequately for lack of something—what?

### The Hexagon—A Residential Honey Comb

The hexagon, as shown on the schematic diagrams, is submitted as a principle of subdivision for residential cells in the civic tissue; advisedly adjustable in design, to circumstance of function and topography; a geometrical translation of a biological

analogy. The north pointing of the Hexagon, as a health provision, insures sunlight to both sides of all streets, in all seasons, at all latitudes.

The Hexagon cell is conducive to community life in that it permits of surplus backyards being collectively a children's playground. Also where opportunity is given the landscape artist to treat the interior as a park, the charm of quiet and repose can be realized in endless variety. The Hexagon residential cell radiates six streets, more than sufficient; whilst the block radiates a needless over costly and wasteful opportunity of eight channels.

The Residential Honey Comb has advantageous properties, in demanding less street length to given area served; in its three-way street junctions which display the minimum three collision points, vs. the five-fold greater 16 collision points of the four way; in having wide ( $120^\circ$ ) angle turnings and longer visibility vs. ( $90^\circ$ ) right angle turn and restricted view; more safety and greater speed vs. waves of fearsome slackening to the ever impending collision. The four way street intersection is nevertheless recommended for business intersections by reason of its facility for controlling heavy cross traffic and of grade separation as required.

This may be tabulated as follows:—

- (1) North pointed for Health—universal access of sunlight.
- (2) Child Life—safety, interior playground.
- (3) Adult Life—restfulness, interior park.
- (4) Community Life — welfare, interior playground.
- (5) Traffic—safer intersections. Only three collision points, vs. 16.
- (6) Traffic—greater speed and visibility—( $120^\circ$ ) wide angle turns vs. ( $90^\circ$ ) right angle turn.
- (7) Economy—less street length, 10% less capital cost to serve a given area.
- (8) Economy—fewer streets. Hexagon radiates 6 vs. block with 8 streets from its corners. Four - way intersections and rectangular blocks are recommended for heavy traffic, for ease of controlling traffic or for grade separation when required.

### Safety of Hexagon

Dr. Charles W. Eliot, President Emeritus of Harvard, says in an article in *City Planning* for April that "No large American City to-day provides the means for a family of small or moderate income of bringing up a family of children safely."

### Art

From the point of view of art, expression, of architecture in particular, the residential streets of the honey comb afford ever changing vista and focal points for effective treatment and display, secured free of the structural and other difficulties which obtain on curved streets, both above and below ground.

### Diagram—Schematic

In these diagrams which, I again repeat, are only

schematic, an endeavour has been made to demonstrate the virtues which lie in the properties of the Hexagon as a residential cell and of the rectangular block as a business cell. They also show the balanced relation between the two, and the justification for their individual functions.

The problem of the hexagonal cell is submitted in terms of economic engineering, yet with a hopeful feeling that the fascination of its economy and its flexibility in treatment may also appeal to the sociologist and the artist, that the humanitarian knowledge of the one and the intuition of the other may help in ascertaining "What is truth?" to be followed fearlessly wherever it may lead.

#### The Plan Pattern

A uniform, continuous fixed pattern of lot, block or street where extended in excess of the relatively balanced organic limits of function and topography becomes inefficient.

Force of reason impels the design of lot, block and street to fulfil the ideal of relative fitness for organic purpose.

#### The Arterial Highway

Arterial highways inside and outside cities should answer to the exercise of a function organically balanced to the cumulative ebb and flow of the local tide of population. They should not be over-burdened with any regular through transportation which may or should be the prerogative of steam and radial services.

Long distance and even suburban motor traffic should be consigned to independent rights of way relatively free from frequent adits and exits—"express" system. We are planning to bring this about in Ottawa on obsolete railway rights of way. It is planned to apply the principle of the interceptor upon 30 to 40 miles of railway right-of-way obtainable; the embankment will be widened to carry three radial tracks and a motor way on each side; all cross traffic will be restricted to grade separations as now existing and others as required. We have been working towards this result since 1910.

The present process of rapid transit trying to overtake uncontrolled height and number of skyscrapers in New York is the futility of a dog chasing its tail, more subways merely inducing more skyscrapers and consequently no relief from congestion. Density must be limited to get any beneficial result. **Expansion as "Greater X," on the Principle of the Interceptor**

Expansion as "Greater X" beyond the initial synthetic and more or less rigid provisions for its "norm" of centralization, should develop in multiples of norms, correlated on the principle of the interceptor; the independent through right-of-way; differing from the enlarged artery, in that the relief of access to be given, as with the intercepting service main, and of elimination as by the intercepting sewer.

It is submitted that a city must be planned as an

entity of given purpose and size and that increase in size for similar or for differing purpose must be provided for by separate adjoining entities; each calculated for its local requirements and obtaining its intercommunication with the others by intercepting arteries which will avoid congesting local facilities with terminal traffic. This is in opposition to the present process of overgrowth, the civic disease of elephantiasis.

#### NOULAN CAUCHON, OF OTTAWA, EXPLAINS ADVANTAGES OF STRANGE DESIGN OVER RECTANGULAR CITY BLOCK WHILE ON VISIT HERE

(From *Baltimore Sunday Sun*)

When Noulan Cauchon, of Ottawa, Canada, was in Baltimore last week with the group of visiting city planners he was carrying around in his pockets some small-sized blue prints of curious and fantastic drawings.

They looked like a cross section of a honeycomb, or perhaps a pattern for a crazy quilt; they even might have been mistaken for a design for kitchen floor covering. But they were none of these.

Noulan Cauchon is a busy man and has no time to engage in cubists' dreams, no matter how much he may be inclined to do so. He is busy because he is chairman of the Planning Commission of Ottawa, and as such is directing the planning of the capital city of the Dominion of Canada; for two years he has been chairman of the Canadian Town Planning Institute; he is a member of the board of directors of the American City Planning Institute; he conducts a private business as a consulting engineer. And, aside from these tasks, he is framing a zoning ordinance for the city of Ottawa which will, if enacted, be one of the first in Canada.

#### Carries City Plan

What he was carrying around was a drawing of his newest scheme for laying out a city. Not infrequently he could be seen discussing the plans with architects and engineers from various parts of the United States and Europe. To all of them he admitted that his idea was revolutionary but at the same time he was prepared to show that it was as practical as it was novel.

Bound up in his plan is a wealth of technical detail intelligible only to an engineer, but also it contains much that is "A.B.C. matter" to the layman. It was one of these more popular phases of the schematic design that Mr. Cauchon spoke in particular.

#### Designs "Cell" Block

The author of the plan started with the premise that the rectangular block is the logical unit for downtown or business sections in any town or city. But when it comes to residential sections, he finds that people like angles, circles and irregularly shap-

ed blocks to relieve the monotony of absolute uniformity. But irregularity smacks of waste of space, difficulties in architecture and confusion in directions.

So Mr. Cauchon evolved the idea of the hexagonal block—a "cell," he prefers to call it—as his unit for residential sections. Hexagonal blocks "gee up" with mathematical precision, leaving no dead spaces, such as would be incurred by a system of circles, pentagons, octagons or any other many-sided figure, he points out.

#### Explains Advantages

One of his arguments for the hexagonal "cell" is that, being the nearest approach to a circle of any angular block that will fit with others, there is a saving of almost ten per cent in the amount of paving that is needed to surround it.

Another is, that by facing his hexagon north, he avoids east and west streets, thereby insuring maximum sunlight to every home located in the block. Still another is that in his hexagon he can obtain all the artistic advantages of curved streets without incurring its structural difficulties.

#### Would Reduce Accidents

The principal advantage he claims for his plan is the relief that would be offered in the matter of traffic. He has no street crossings in his hexagonal sections, thereby effecting a drastic reduction in accident points. His specific figures on this point are that he has three possible collision points at an intersection in his hexagonal development, as compared with sixteen at every intersection where streets actually cross one another.

At this point in his history, Mr. Cauchon invariably is asked: "If my office is down town and I want to drive home through your dizzy streets, how am I to do so without running the risk of seasickness or becoming genuinely befuddled?"

#### Plans Main Arteries

He has an answer. The driver should proceed from his downtown office toward the residential section on one of the main arteries shown on his plan. Arrived at the end of this he would then turn into one of the interceptors shown on the map as "rapid right of way" and would proceed to the

point nearest home, after which he would have to negotiate only two or three of the zigzag streets.

This would be possible because he would put these interceptor belts at frequent intervals, describing with them a complete circuit around the city. His interceptor would run through the middle of blocks, according to his theory, and the ideal "rapid right-of-way" would be one to which entrance could be gained only every half of a mile or so. He would accomplish this by making underground or overhead crossings at most of the street intersections.

#### Provides for Playgrounds

One of the drawings reproduced shows a "close-up" of one of the hexagonal blocks, as compared with a rectangular unit. Mr. Cauchon would put a garden or playground in the center of his hexagon to serve all the families whose homes were in the cell. This play-ground, of course, would be lost in blocks traversed by a "rapid right-of-way." Still another drawing illustrates the possibilities of architecture for a house that would be placed on one of the corner lots.

Mr. Cauchon holds no brief for the adaptability of his idea to all sorts of terrain. Obviously it would not be practicable for rough, hilly ground. He suggests it, however, as an idea for the development of level sections, subject to such modifications as might be occasioned by the section to be served.

#### Useful Only In New Cities

Another valid observation is that developed city sections could not be replanned economically to conform to the plan. It is a plan to be followed in unbuilt areas and in towns and cities that are just starting.

"I have not evolved this scheme with the idea of offering a panacea for all city planning ills nor do I offer it as an absolute ideal design," said Mr. Cauchon. "I believe, however, that it has many merits, and I shall endeavour to try it out where I can in my work at Ottawa. The thought is entirely new with me and I have not attempted to put it into practice nor have I seen it tried elsewhere. I passed it along to other city planners who attended the New York conference for what it was worth."

## ZONING FOR HEALTH

BY B. EVAN-PARRY

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#### The Town of the Middle Ages

In the middle ages, particularly in the time of the guilds, the town spirit thrived, men thought of themselves not only as members of their profession or craft, but as citizens of their town, and communities were knit together as no town communities have been since. It is not necessary to enlarge upon the examples of civic art they left behind them

through all the countries of Europe; they still stand to remind us of the lessons to be learnt. It is true that little was known about sanitation, preventive medicine and many other sciences necessary for the development of towns, but the point is that the towns did function, they were organic and, as far as one can judge, they fitted their time and civilization quite well. It is true also that life

is much more complex now and that we could not, even if we would, produce the same kind of corporate life.

We have then to recreate a feeling for towns, based on our present needs and the gains that have been made by the great discoveries of the scientists and the creation of a new science of public health. Those old towns flourished mainly because they possessed a corporate life which was helped by their limitations in size and their general structure.

### Industrial Decentralization

The belief that an industrial country has to concentrate its industries is not well founded. That is only a stage in industrial development. Industry will decentralise. There is no city that would be rebuilt as it is, were it destroyed—which fact is in itself a confession of our real estimate of our cities. The city has a place to fill, a work to do. Doubtless the country places would not have approximated their livability had it not been for the cities. By crowding together men have learned some secrets. They would never have learned them alone in the country.

### The Great City a Helpless Mass

A great city is really a helpless mass. Everything it uses is carried to it. Stop transport and the city stops. It lives off the shelves of the stores. The shelves produce nothing. The city cannot feed, clothe, warm, or house itself. City conditions of work and living are so artificial that the instincts sometimes rebel against their unnaturalness. And finally the overhead expenses of living or doing business in the great cities is becoming so large as to be unbearable. It places so great a tax upon life that there is no surplus over to live on. Within the last decade the expense of running every city in the country has tremendously increased. The cost of maintaining these works, the cost of keeping in order great masses of people and traffic is greater than the advantages derived from community life. The modern city has been prodigal, it is to-day bankrupt, and to-morrow it will cease to be.

### Zoning a People's Movement

The positive side of zoning must not be left to the technicians alone, for no movement can exist for long under such conditions. It is not necessary that everybody should have a complete knowledge of zoning, but, unless a very considerable number know at least the rudiments, and are capable of understanding something of proposals put before them, we shall lose the vitality that springs from a common interest and healthy criticism.

We have much to be pleased with in the growth of the zoning movement within recent years and the tendency to plan the extension of towns instead of leaving it to chance. This is all valuable work but it makes it the more necessary that our principles should be well known.

### Example of Zoning

The suburb of Flatbush, which I had the privilege of visiting a short time ago, in the borough of

Brooklyn, U. S. A., was until recently farm land cultivated by the descendants of the original Dutch settlers. About thirty years ago the city grew out of it and well-to-do families, especially young married couples, began to go to Flatbush and build detached homes. When Greater New York was zoned in 1916 Flatbush was only beginning to become a great home area. Some trolley-car streets had already partly developed into business districts. The zoning plan continued these streets as business districts throughout their entire length. Several wide traffic streets having deep lots were zoned for apartment houses — Buffer districts for apartment houses — were introduced between business streets and detached home districts. The remaining land was zoned for one and two family houses, not on the use map however, but on the area map. The first effect of the zoning was to build up districts with a fine type of one-family homes. There was a demand for more areas to be similarly protected, and the result was that the Board of Estimates multiplied these districts. Later a new and more restricted district on the area map was created. The requirements of this district are a front yard of at least fifteen feet, two side yards of at least five feet each, and the building must not cover more than 25 per cent of the lot.

What has been the result? Probably nowhere in the United States can the effect of zoning be exemplified better than in Flatbush. This region was unspoiled territory when the zoning came, has developed rapidly, and has had the benefit of nearly ten years of zoning. The business streets have become better business streets because business could go nowhere else. There has been a decided tendency to build sunlight stores one story high. These streets exemplify the proposition that business streets should be all business if possible. Business streets are not the places to bring up children. The wide traffic streets set apart for apartment houses are building up with the best type of apartment house, largely with interior courts. Between these main traffic streets are the large districts of private homes.

Here one can see the development of an interdependent community of buildings and uses. There are the permanent home districts where children can grow up in the open, apartment houses for young married people, before children are numerous, and for the old people after they have brought up their families; business segregated in its proper places, and public garage centres plentifully supplied where they do no hurt. The apartment dwellers are better off than in solid apartment house areas because the tenants have more light and air and can walk out on pleasant streets. The private home owners have the benefit of more stores, better local facilities and lower prices due to the presence of the apartment house customers. It is also remarkable that apartment lots do not seek to become business, and private home areas do not seek to change to apartment house districts. Uses of build-

ings and values of all the kinds of land have become pretty well stabilized and the owners are well suited,

### Zoned Cities in U. S. A

Zoning ordinances have been adopted by over 325 cities and towns in the U. S. A. up to the end of 1924 according to the U. S. A. Department of Commerce. Of these 200 are what are known as "comprehensive" ordinances. Two-thirds of the combined population of all cities of over 25,000 inhabitants are now enjoying zoning. Two-thirds of the states have zoning enabling acts, almost all of which are at least based on the model acts prepared by Secretary Hoover's Zoning Committee. In contrast to these figures only two zoning ordinances are in force in Canada, one in Point Grey, Vancouver, and the other in Kitchener, Ontario.

### Zoning By-law for Ottawa

It will be very gratifying to the members of the Town Planning Institute of Canada to learn that a Zoning By-law has been drafted for the City of Ottawa by the President of the Institute, Mr. Noulan Cauchon. This proposed zoning ordinance has already been reviewed by representative property owners, architects, health authorities, realtors and representatives of the trust companies located in the City. This action has been the medium of primarily acquainting different classes of citizens with the proposed legislation, but of more particular value is the fact that these citizens have contributed in no small measure to the ordinance by incisive and practical criticism.

The By-law has been drafted after much thought and consideration. It is based upon many of those now operating in the United States, but is applied to the particular conditions which obtain in the City of Ottawa, always bearing in mind that the skeleton could be adapted to any city or town throughout the Dominion, and thereby become a very valuable contribution to the progress of the work which the Town Planning Institute of Canada has for its object.

### Zoning for Canadian Cities

It is manifest that the average city of Canada today may not have the right that it claims to be called a city of homes, if something more is not done to protect home makers from the encroachment of buildings that destroy home values. Periodically groups of courageous and angry citizens appear before the City Councils to protest against the admission of unsuitable and incongruous buildings to their home areas.

We all believe in protecting by law private and public property against the harmful use of nearby property, and are agreed that private property should be developed in an orderly way so that it will help rather than hinder the appropriate growth of its neighbourhood.

We may differ in our methods. The Teutonic, some of the Scandinavian and the Slavic countries have succeeded in inducing the property owner to

yield much more of his private rights to the common interest than have the other countries. But the time is at hand when every city in Canada must face the problem of determining the machinery by which it shall exercise some degree of control over the physical features of its future development.

Happily the general trend toward the practice of setting up some responsible body to administer planning, zoning, parks, and playgrounds, and to establish control over the design of public buildings and monuments is unmistakable.

### Definition of Zoning

Zoning is the method devised to regulate the use of property in the common interest and as such is concerned primarily with the orderly and harmonious development of the community. It is primarily a matter of relationship between the various uses and the intensities of use of property. It concerns itself not so much with what takes place in a particular building or with the effects of a particular use or mode of construction on the occupants of such building, as it does with the effects of a particular use or mode of construction upon the appropriate use of adjacent property; upon the orderly development of the neighbourhood as a whole and upon the general welfare of the entire community. It aims to enforce fair play in the development and use of property by requiring all owners to contribute to the yards and open space of the neighbourhood and thus prevents any owner from unduly cutting off or monopolizing the community's common stock of light and air.

It should not be overlooked that zoning is not restricted to delimitation of the character of the areas to the respective uses referred to. A zoning scheme deals with three matters:

First: Fixing the uses of the land to industries, commerce or residence, leaving certain areas unrestricted where the development is already of a mixed character, or where agreement with the owners is found to be too difficult.

Second: Limiting the density of building for each of these uses, either by fixing the number of buildings to the acre or the percentage of a plot that can be built upon.

Third: Limiting the height of and distances between buildings on each of the prescribed areas.

### Money will be Spent—Zoning or no Zoning

With or without zoning millions of dollars will be spent within the next few years on new buildings. That this money should be spent toward the permanent upbuilding of communities goes without saying. And yet if zoning is not generally adopted many of these buildings will be erected in localities never intended for them in a comprehensive city plan. The revival in building operations makes the present adoption of zoning especially opportune, for the lines followed by this development will determine what kinds of places many of our cities will be to live in and to do business in for generations to come.

### Zoning Time is Now

The time to zone our cities is now. Every year that is allowed to elapse without the adoption of zoning means that much less zoning in the end. The effect of the zone plan has been particularly noticeable in districts reserved for detached houses. In such districts there has been an increased demand for private residences. The restrictions have resulted in a great improvement of real estate conditions in such neighbourhoods. Where the prohibitions against objectionable uses of land imposed by restrictive covenants were formerly limited in their duration they are now permanent.

Zoning in its assurance to these districts of an orderly development in the future has strengthened values to a considerable degree. Free from any fear of invasion from garages, stores or apartment houses, the home owners in these districts are settling down to enjoy the relief which zoning has given them.

Business streets, too, are feeling the wholesome effects of the law. Keeping business off residential streets means keeping it on business streets. Haphazard development hurts business property as much as it does residence property. The sporadic store invading quiet home streets not only demoralizes residential values; in decentralizing the shopping district it also disintegrates business values.

Zoning does not attempt to establish building lines for purposes other than those for which zoning itself is established, that is, for health, safety, or public welfare.

### Uses of Zoning

Since zoning as such has been used, and, in fact, long before its use, when the only protection of building was through housing laws, it was recognized that the establishment of side yards in residential areas was a real necessity to safeguard the health, safety, and welfare of the public. From the standpoint of fire protection there is no question but that any measure which would compel owners to provide considerable space between buildings would be of value in event of a conflagration. There are instances in every city where houses are built so closely together that the eaves overlap.

Buildings constructed very close together, of course, occasion shaded windows. Such houses are unquestionably darkened, damp, and do not contribute to the health of their occupants.

Zoning ordinances provide for rear yards for much the same reason as side yards. Such requirements also aid in reducing the percentages of lots occupied by buildings and have thus reduced congestion in dwelling-house neighbourhoods.

The arguments for front yards and set-backs are based on much the same considerations as those for side and rear yards. By their establishment, more light is obtained in streets; there is less fire hazard when the houses are far apart, and, in addition, a greater measure of safety is afforded on account of the larger yard areas, allowing more space in which children may play unendangered by street traffic.

There is no question but that well-defined lines on a street contribute to the happiness and health of all its residents.

Many incidental benefits arise from the establishment of such front yards. Owners are prevented from placing buildings beyond the other structures and thereby decreasing the value of neighbourhood property merely to gain advantages for themselves.

### Planning for Beauty

The provision of ample front yards, incidentally, contributes to the aesthetic aspect of the community, and as happens, frequently, in other places of comprehensive city planning and zoning, beauty results, not as the first consideration, but as an inevitable by-product of intelligent attention to and provision for the needs of the city. This is admirably illustrated in many American cities.

We are getting near the end of that period characterized by quantity production and we are being forced economically, as well as ethically, to think more of quality than of quantity. I am glad that we are being forced to realize what the "artistic temperament" is to contribute to life.

### Apartment Houses

Since we have not yet learned to co-operate intelligently to secure privacy, gardens, sunlight and space for children to thrive in, the builder of the apartment house enables us to "co-operate" in a single structure, deprived of most of these things, but big enough to support the heavy load of taxes for municipal utilities. Here the benefits of co-operative living and comprehensive architectural design are reduced to a minimum; not because a multi-family dwelling is necessarily inferior to a single-family dwelling, but because the design of such buildings is subordinated on the whole to a single motive—the most intensive use of the land, with a maximum yield of profit.

### Congested Impotence

Inadequate housing facilities, inadequate water supplies, inadequate sewerage, inadequate streets and inadequate transportation—these are but the larger and more obvious ills that derive from the congestion of population.

If we saw a family with ragged and neglected children, in a tumbledown shack, half of which was unfit for habitation, spending all its income and savings in providing a tiled bathroom and an automobile, we should conclude that this expenditure was unbalanced; the house should be put in order, the children clothed, the rooms sunned, aired and dusted, and the toilet arrangements adjusted to a decent sanitary minimum. Yet the expenditures of the city are quite as unbalanced as this. In order to reduce the horrors that result from the breakdown of housing and transportation, the city spends all its funds on futile palliatives. Like a man afflicted with hardening of the arteries, so conscious of his condition and so preoccupied with carrying out the incidental medical treatment (hopeless

though it be) that he has no time to work, to think, to play, to create, or to perform any of those acts which separate a state of invalidism from a state of health.

The day of the palliatives and the patent medicines is passing—in city-growth as in the fight against disease. We must do all that is necessary to combat the forces of congestion at their source. For in that direction lie the fundamental things that men and women care most deeply for—a beautiful environment, a home for children, an opportunity to enjoy the day's leisure and the ability to ride on the Juggernaut of industry, instead of being prostrated under its wheels.

Our present congested districts are the results of the crude applications of the mechanical and mathematical sciences to social development.

Will man learn the art of mastering and ordering his environment, to promote his own fuller purposes, or will he be mastered by his environment, and presently, as in Samuel Butler's picture in *Erewhon*, find himself without any purposes other than those of the Machine?

#### Realtors are Advocates of Zoning

Due to the familiarity of the realtor with the creation and maintenance of property values through privately restricted areas primarily in residential properties, he has been a real asset to zoning. He has been one of the first to realize that zoning is as important to business and industrial areas as it is to residential areas; he recognizes in it a stabilization of the merchandise the realtor sells. He foresees a future solution of blighted and abandoned areas or urban property of various types which have heretofore been so common in our cities. He realizes the loss sustained through unnecessary building up and tearing down, the uncertainty and shifting of property values, and the economic hazard resulting from injurious encroachment of property uses.

The realtor is highly appreciative of the great services that are being rendered this country by the city planners. Realtors are pledging themselves to co-operate in every way, to think, plan and build our cities for the future, rather than for to-day alone.

No, we can neither stop the city's growth nor shift it from an old to a new place, but we surely can have some influence over the direction of its growth, the character of its development, the curing of its diseases and the training of its mind. Like the human organism the city's greatest need is hope, inspiration and vision.

#### Zoning is Civic Economy

How can paving, or sewers, or water-works, or parks, or transportation, or lighting or telephones be planned to meet the needs of a city twenty to fifty years hence unless it be known what sections are to be devoted to business, to manufacturing, and to residences of the various classes? Each element of the city plan is affected by the other

elements. And yet, save for recent exceptions, the water-works engineer or other specialist is compelled to work, with little or nothing in the way of a general city plan, making the best guesses he can as to the future development of other city plan elements that are bound to affect the particular class of municipal improvements on which he is engaged. The penalties of such lack of correlation are becoming evident the country over.

#### Individualism

The modern city man believes that good things will come to him in abundance as the by-product of the inflation of values. So firm is his faith in the Good to flow indirectly from accelerated growth that he is not at all disturbed by plans for the future of his city which must by the nature of things work out to make each day of his urban life a day of added complexity. If, in the face of mounting costs and difficulties he entertains the thought that some limit had better be placed on growth and concentration, he is instantly confronted with a host of his own preconceptions which frantically shout at him that this would be suicidal.

#### Traffic

One of the most important features of city planning in its relation to traffic—although perhaps not thoroughly realized—is that of zoning, or "creation by law of districts in which regulations differing in different districts, prohibit injurious or unsuitable usages of structures and land." Zoning attempts to give stability to the general plan. It sanctions where the residents should live and sets forth areas to be devoted to stores and industries.

The factory districts, for example, will be interested in getting materials delivered to the factory and from the factory to shipping points and transportation centres. Their need is for wide heavy-hauling streets and generally the problem is that of caring for slow-moving traffic.

In the business districts, which are the principal objective points of all inter-city traffic, the question is largely one of arterial distribution within the district, with main exits and entrances. If the principal streets are stabilized as to use and thus as to value, it will more surely fix the improvements and provision for transportation requirements.

In short, to design intelligently a system of streets and to make them relatively permanent and, therefore, as nearly fixed as possible requires zoning, so that the planner may be certain as to the kind and character of the traffic the streets must carry.

Thus zoning enables sensible planning of thoroughfares of sufficient width and of a type to meet the requirements of different kinds of development, so that it will not be necessary to first build, then tear down and rebuild.

#### Better Sewerage for Less Money

Zoning if begun in time may prevent low lying land, subject to floods or troubled with high ground-

water, from being occupied in a way that requires drainage, thus obviating sewers on excessively flat grades and in many cases also pumping. The design of a sewerage system in a community that has been zoned and which has an effectively administered zoning ordinance, may be made with greater certainty and economy. The adoption of zoning ordinances means better sewerage for less money.

### Water

If the plan of a city indicates its business, industrial and residential sections, a water system may be designed at a considerable saving in first cost and in future reinforcement of the system. In preparing a zoning plan the water supply must be given due weight, as it is possible to destroy an existing source of supply and burden the city with a cost for new works out of proportion to the benefits resulting from zoning. In the adequate provision of water there are various degrees of aid that can be obtained through proper zoning.

### Elements of the Plan

Regulations for zoning should be made in accordance with a comprehensive plan, designed to lessen congestion, to promote health and to avoid undue concentration of population. It cannot be stressed too forcibly that to be successful those responsible should start right, which necessitates the preparation of the following: (1) A comprehensive enabling act; (2) careful study and preparation of data; (3) thorough discussion with everyone affected; (4) administration of such ordinances by capable and

honest officials; (5) interpretation of special clauses by a competent board of appeals, actuated by a sense of justice, fairness, and a humanitarian feeling toward those affected. The whole atmosphere of zoning regulations, their inauguration, preparation, administration and interpretation should be one of reasonableness and sanity with no attempt to accomplish a result too far in advance of the general public sentiment.

### Summary

In the final analysis, the primary purposes of zoning are to safeguard the conditions which affect three phases of life, namely, work, recreation and sleep, each of which occupies about one-third of the adult's normal day; to prevent private monopoly of natural light and air necessary to health by restricting the height and bulk of buildings in ways appropriate to their neighbourhood, and, further, the mitigation of nuisances occasioned by noise, odors, congestion, etc., which have such deleterious effect upon the health of the community; in fact, rightly understood, "zoning means the substitution of an economic scientific, healthful, efficient community program of city building for wasteful, unhealthy, inefficient haphazard growth."

### \*REFERENCES:

"Progress in Planning 1925", George B. Ford; "Front Yard and Building Lines", Lawrence V. Sheridan; "The Control of the Sub-Division of Land", Robert Whitten; "City Planning", Morris Knowles; "Dinosaur Cities", Clarence S. Stein; "Our Stake in Congestion," Frederick L. Ackerman; "The Road to Good Houses," Henry Wright; "Zoning and Reconstruction," Herbert S. Swan.

## ANNUAL BUSINESS MEETING

The following notes on the annual business meeting may be of interest to members:

### Town Planning Bill for British Columbia

Communication received from Mr. A. G. Smith of Vancouver, acknowledging receipt of letter from Council enclosing copy of resolution on the subject of the drafting of the proposed Town Planning Act for British Columbia. Mr. Smith referred to the work of extension of some of the principles contained in the Bill at present being undertaken by the Vancouver Branch of the Institute.

### Applications for Associate Membership

The following gentlemen, whose applications were endorsed by the executive of the Vancouver Branch, were elected to Associate Membership:

Richard Preston Bishop—Victoria, B.C.  
Reginald Pallister Wilson—Vancouver, B.C.

### Proposed News Service

Communication received from E. F. Noxon, architect, Toronto, through H. L. Seymour, Toronto, setting forth the proposal to establish a syndicate news service for the distribution of weekly articles

throughout Canada in order to place before the public matters concerning the professions of town planning, landscape gardening and architecture, and asking whether such proposal would find favour with the Institute and seeking suggestions as to the manner in which the scheme could be supported. Considerable time was given to this motion. Its importance was fully realized but the difficulties of financing the project had to be met, and since a similar scheme for distributing town planning news had been partially arranged it was decided to defer decision on the matter till ways and means could be satisfactorily devised.

### Date of Annual Meeting

Communication received from A. G. Dalzell, secretary of Toronto Branch, in which attention was drawn to the dates of the present annual meeting, and suggestion made of arranging an earlier date, more convenient for the members.

During discussion, it was pointed out that the late date of the present annual meeting was due particularly to the circumstance of the International City Planning Conference having immediately preceded it on April 20th to 25th at New York. The

financial year of the Institut<sup>e</sup>, ending on the 31st March, and the necessity of presenting the annual financial statement at the annual meeting precluded the holding of the meeting before April 15th at least, at approximately which date it was decided to hold the annual meeting in the future.

#### Amendment to By-law

The following amendment was presented to the meeting and carried:

That the following provision be incorporated in the By-laws of the Institute:

A rebate of fifty cents against each corporate membership fee of five dollars paid by corporate members of local branches shall be paid to such local branches, such rebate to apply only to membership fees of corporate members and not to the fees of affiliates or student members, and to be paid to the secretary-treasurer of local branches by the secretary-treasurer of the Institute twice yearly, i.e., on the 31st March and on the 31st September.

#### Membership Certificates

After considerable discussion, it was decided that certificates of membership in the Institute be secured and distributed to those members of the Institute who are full members.

#### Reports of Local Branches

The reports of Local Branches were read and approved. The Secretary-treasurer was instructed to convey to the executive and members of the Vancouver and Toronto Branches the congratulations and the appreciation of the members assembled at the annual meeting on the nature of their activities and the work accomplished by them during the past year.

#### Results of Election

The following results of the ballot for the election of officers for the year 1925-26 were announced:

President (Re-elected) — Noulan Cauchon, Ottawa, Ont.

Vice-Presidents—James Ewing, Montreal, Que.  
H. L. Seymour, Toronto, Ont.

F. E. Buck, Vancouver, B.C.

Hon. Sec.-Treas.—J. M. Kitchen, Ottawa, Ont.

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

Editor—Alfred Buckley, Ottawa, Ont.

Council—Brig. Gen. C. H. Mitchell, Toronto, Ont.

J. W. Allan, Vancouver, B.C.

Major D. H. Nelles, Ottawa, Ont.

Arthur Surveyer, Montreal, Que.

Henri Hebert, Montreal, Que.

Wilfred E. Hobbs, Winnipeg, Man.

Harry B. Pickings, Halifax, N.S.

Arthur G. Dalzell, Toronto, Ont.

J. Alex Walker, Vancouver, B.C.

B. Evan-Parry, Ottawa, Ont.

A. A. Dion, Ottawa, Ont.

A. S. Bourinot, Ottawa, Ont.

W. F. Burditt, St. John, N.B.

N. D. Wilson, Toronto, Ont.

The following are members of Council by virtue of their office as past-president of the Institute and chairmen of local branches:

J. P. Hynes, Toronto, Ont.

F. H. Marani, Toronto, Ont.

G. T. L. Sharp, Vancouver, B.C.

N. B. McRostie, Ottawa, Ont.

#### REPORTS FROM LOCAL BRANCHES

##### Vancouver:

The Vancouver Branch reported that the proposed Town Planning Bill for British Columbia had been submitted by the Legislature to more than 60 municipalities for local consideration and that the Branch had offered to send speakers to all the municipalities at their own expense to explain the bill to the citizens. The membership has now reached 36, with a number of applications pending and there is a possibility of the formation of a new Branch in Victoria.

The Branch also forwarded a copy of the following memorandum addressed to the newly appointed Town Planning and Zoning Committee of the Vancouver City Council by the advisory Sub-Committee elected by the City Council.

Vancouver, B. C., April 15th, 1925

To the Chairman and Members of the Town Planning and Zoning Committee of the Vancouver City Council.

Your Sub-Committee, appointed at the meeting held on the 20th March last to deal with the questions of organization and agenda, begs to report as follows:

1. Your Sub-Committee has held three meetings, at which all members attended, and has gone very fully into your probable activities, with a view to drawing up an organization and considering agenda which will be useful and effective. Your Committee has also made a number of inquiries and got in touch with the City Officials whose co-operation would be necessary in order that proper provision should be made in our organization for working together harmoniously.

2. Dealing with the question of organization, your Committee were unanimous that for the immediate present the following were essentials:

1st. A centrally located office, which would be available for daily use by the members of the Committee, and bear on its walls the plans which are from time to time being developed, and contain a working library.

2nd. A Secretary, who should preferably be an Engineer-Secretary, and should during the initial stages be only on part time, and whose duties, in addition to ordinary secretarial matters, would be to receive from the Engineering Department the data which they from time to time collect and to arrange these in a form which would be convenient.

for reference by members of the Committee.

3rd. The immediate collection of a working library, which could be secured at a very moderate cost.

4th. The securing of suitable plans upon which would be plotted the data under the various subjects collected by the Engineering Department for your Committee, and which plans would be progressively completed as the various data were secured.

3. The above suggestions were submitted to the City Comptroller and the City Engineer, as it was felt useless to recommend a course which would not meet with their approval, and your Committee are glad to be able to state that such approval was unreservedly given.

4. Your Committee further recognized the extreme importance of having a suitable person to act as Secretary, and have been fortunate in being able to secure, subject to your approval, the services of a Civil Engineer who has been particularly concerned for several years in collecting town planning data and literature, and who will afford such part time as the duties of the office will require for the remuneration of \$50.00 per month. Your Committee has also been fortunate in finding a suitable vacant room in the London Building, next door to the Engineer's Office, which can be secured at a rental of \$35.00 per month. Both of these suggestions have been approved by the City Comptroller as being reasonable, and consequently there will be no difficulty in securing the funds.

5. In considering the question of the internal organization of your Committee, a number of suggestions were made but it was unanimously agreed, that beyond the appointment of a Vice-Chairman to

act in the event of the absence of the permanent Chairman, it would not be advisable at the present time to strike any sub-committees. The necessary sub-committees and their respective fields of action can only be properly determined after we have had a certain amount of experience in dealing with the matters that come before the Committee, and your Sub-Committee therefore recommend that they be referred back to them the whole question of sub-not at the moment discharged and that there be committees, for further action as soon as occasion arises.

6. Your Committee finally recommend that a copy of this report, if adopted, be transmitted to the Finance Committee of the City Council for approval and for action thereon by the City Council.

All of which is respectfully submitted.

On behalf of the Sub-Committee,

(Signed) Arthur G. Smith,  
Chairman.

The Branch announced that the City Council had adopted the recommendations contained therein and appointed Mr. J. Alex. Walker as Secretary to the Committee.

#### Toronto:

The Toronto Branch reported a membership of 40 and gave an interesting digest of monthly and executive meetings. Members have addressed various organizations on town planning matters during the year and have supported the Ontario Association of Architects in protesting against amendments to the Toronto City building by-laws designed to allow the erection of buildings of excessive heights.

## The International Conference on Town City and Regional Planning

More than Six Hundred Delegates, Representing Twenty-four Countries, Meet in New York to Report Progress in the Town and Regional Planning Movement, now World-wide in extent, and to Exchange Ideas on the Means to be taken to Insure Scientific, Industrial, and Commercial Efficiency, the Prevention of Civic Waste by Jumble Building as well as to Insure Living Conditions for all Home-makers, where Room to Live and Play, Sunlight and Air and Some Touch with Natural Beauty Shall be Secured

The New York Conference was a vastly impressive gathering. There were more than 600 delegates present from 24 different countries, each man in some sense a leader in his own home environment in the endeavour to hasten the time when towns and cities and even remote villages shall be persuaded to plan their areas with some intelligent regard both to the needs of industry and commerce and the still more important needs of human beings who are to dwell therein.

The conference was organized by the International Confederation for Town and Country Planning and Garden Cities and the American National Conference on City Planning in conjunction with the American City Planning Institute, American Institute of Architects, City Planning Division of the American Society of Civil Engineers, American

Society of Landscape Architects, National Association of Real Estate Boards, American Institute of Consulting Engineers, American Association of Engineers, American Civic Association, National Automobile Chamber of Commerce, American Society for Municipal Improvements, National Housing Association and New York State Commission on Housing and Regional Planning.

#### Ebenezer Howard

The President of the International Federation is Ebenezer Howard, the veteran founder of the English Town Planning and Garden City movement whose little book entitled "Garden Cities of Tomorrow", published in 1898, made so powerful an appeal to the sociological intelligence of England that a company was organized to make actual his

prophetic dream of better city building.

The building of the English Garden City was begun in 1903 and since that time town planning has become a social science whose principles have penetrated convincingly to all parts of the world, imposing an obligatory ordinance for better town building in England, dictating the form of development for the new capital of Australia and awaking to activity that fine enthusiasm and immense social energy of American reformers which has brought 350 cities under town planning law.

### Decent Housing for all People

The social reaches of the movement may be indicated by the declaration of Ebenezer Howard and Dr. Kepler, of Holland, that unless planning is definitely aimed at the improvement of the living conditions of the poorest of the poor, it is not solving the social problem of degenerate urbanization.

The delegates were taken to see various housing developments such as Jackson Heights, Forest Hills and Sunnyside, on Long Island. These experiments in better housing contain many interesting features that make glad the heart of the housing reformer, but, with the exception of the last, it was clear that nothing has been done in the New York area comparable to the Garden City movement in reaching out to the housing of "the poorest of the poor." The Forest Hills development is undoubtedly a beautiful garden village, comparable to Bournville and Letchworth, so far as the beauty of location and design of individual houses is concerned. But it is a rich man's and not a poor man's paradise and nowhere in its borders does there appear to be as generous provision for open air play as characterizes Bournville and Letchworth. The Jackson Heights project—a co-operative scheme—is an excellent example of apartment house development showing that the promoters have realized the business value of the large playing field. In place of ugly back-yards, they have green lawns and fountains playing, pleasant flower gardens and sunny retreats, but again it is frankly admitted that the project had no reference to the needs of the low-paid wage-earners.

The Sunnyside development, on Long Island, has made provision for play in the centre of house groups and has provided various types of houses, rather barracks-like in appearance and the attempt at standardization rather glaring. This was the most promising evidence of an attempt to supply houses for common people but here again the prices were prohibitive of the fulfilment of the object.

A single family house of six small rooms sells at \$8,750, which on a cash payment basis of \$1,000 gives a monthly rental charge, excluding heating, of about \$10.00 per room or \$61.44.

A house of the two-family type, containing in all from eight to ten rooms and sold with the assumption that the purchaser will rent one unit at \$75.00 per month, is purchasable at from \$11,350 to \$13,500. A cash payment of from \$1,500 to \$2,000 will average the monthly payment at about \$10.00 per room, a charge which does not cover heating.

Four-roomed apartment units sell at \$4,800 and those of five rooms \$5,800, a ten per cent cash payment being necessary. Including heat and service this works out at some \$12.00 per room. The rentals quoted above, if forming one-fifth of the family income, which is a normal ratio, are obviously too high to benefit New York's poorest of the poor, whose incomes are probably not one-third of what would be necessary to carry such burdens.

Only that part of the population who can save a little cash can benefit and for such the need is not the most pressing.

Mr. Clarence S. Stein, Chairman of the New York Commission of Housing and Regional Planning frankly admits in his Report of the Commission that housing in New York for low-paid wage-earners is not being provided and states that under the present commercial methods, with prevailing prices of money, land and materials, housing for two-thirds of the people of New York is practically impossible. Nothing but public credit at small interest and town and regional planning can meet the situation.

### Congested Impotence

Of the wondrous mass, and mess, of New York, with its crowded skyscrapers, the terror of its traffic and the boxing of countless thousands of its inhabitants in tenement dwellings, which the victims are obliged to call homes, the European delegates spoke in friendly but clear and out-spoken criticism. Dr. Raymond Unwin, Town Planning Adviser to the British Government, summed up the matter in the phrase "congested impotence," and Mr. Albert Lilienberg, Chief Engineer of Gothenburg, Sweden, and Dr. Schmidt, Engineer in charge of the planning of 300 municipalities in the Ruhr, spoke in similar terms.

Since that time President Coolidge has advanced the same honest criticism. Speaking before the American Automobile Association on the traffic problems of the great cities he stated that the problems reached one hundred times deeper than the mere superficial problem of getting streams of motor cars moved through cities. They had to do with the elemental social organizations and concerned the vital phases of community welfare and progress. "It is perfectly plain," he said, "That if, when our cities and towns were first laid out, the motor car revolution could have been anticipated, both ground plans and structures would have been arranged on widely different lines. The relations between business and residence and industrial districts would have been vastly different. Convenient and adequate parking spaces would have been provided, quite as a matter of course. One cannot help wondering how a model city, adapted to the conditions they now all confront, would have been organized if from its beginning these conditions could have been foreseen."

### Deplores Congestion in Cities

"But that speculation has little more than an academic value to us. Our city and town authorities

are called to deal with the practical question of adjusting themselves to conditions that could not have possibly been anticipated. Billions of dollars in property value, not to mention the whole mode of living for many millions of people, are involved."

"It seems fairly certain that if, a half a century ago, men could have foreseen this transportation revolution, they would have agreed that it meant an end to the congestion of population in the limited areas of cities. It would have been assumed that when once the business man and the working man found themselves able to live many miles away from their employment there would immediately begin a sweeping redistribution of population, spreading it over wider areas and organizing it in quite different communities."

"Yet experience has been quite the contrary. Instead of using the new transit facilities to end overcrowding, people have seemed determined to crowd themselves more than ever. The apartment house, the skyscraping commercial building and the elevator have tended to increase congestion.....It must be said that, thus far, the victories have been all on the side of the skyscrapers, the elevators and an ever-increasing congestion of population."

"Some recent studies by engineers and sociologists have led to doubts whether the superior efficiency of the very great cities as business, industrial and cultural centres can be taken altogether for granted. They have advantages, but they also have disadvan-

tages; and the disadvantages seem to be multiplying faster."

Dr. Raymond Unwin stated that Lord Bryce used to say that he knew of no advantage offered by the very large town which could not equally be enjoyed by a town of 100,000 inhabitants and near the close of his life he said he should put the most desirable figure even lower, 50,000 to 70,000.

It is not bigger but better cities that are needed if the oppression of the congested city upon the spirits of men and women is to be relieved. Sometime it will be realized that the crowding of families into mean streets, where there is no provision for play for themselves and their children, and no enjoyment of the cleansing power of fields and woods and open skies is a crime against humanity. The next war will be a war against slums and the forces for this war are already assembling.

The British ideal is a chain of small towns complete in themselves, industrially and socially, divided by playing fields and agricultural areas which will be considered as necessary to human welfare as the factory, office and the store, and it is certain that the mass of thought now fermenting on this subject cannot be suppressed at the dictates of land speculators and that a new philosophy of town building is demanding the attention of all town and city officials which they cannot neglect and maintain their position as leaders of the people. The political leader of the future will be the sociologist.

## DINNER TO GARDEN CITY DELEGATES

Anticipating the official programme of the New York Conference the Garden City delegates were entertained to dinner on Sunday evening, April 19th, by the New York Housing Corporation, a housing organization which has provided homes for 300 families of moderate income on lines approaching the Garden City idea.

The chairman of the corporation, Mr. Alexander M. Bing, welcomed the delegates from Europe and paid tribute to the Garden City as a real contribution to social science. He said that America was far behind its European friends in this respect. He did not mean to say that housing conditions were worse, but he had to confess that many buildings had been erected that should neither have been built nor occupied. There was a strong feeling growing in America, as in Europe, that the housing of that part of the population which was unable to take care of itself was a community responsibility. He did not know whether this was going to lead to the adoption of Garden City methods in America, but perhaps some of them at least would be adopted. The City Housing Corporation had no ambitious project of building a Garden City at the outset, but the Sunnyside development at Queens did not represent the final idea of the Corporation. He hoped that gathering would popularize the idea of Garden Cities in America. The solution of the housing problem

would not come from finding better ways of designing houses or blocks. It would not be solved until we learned to build better and finer communities. The first speaker he would call upon was a man to whom the Garden City owed its inception, Mr. Ebenezer Howard.

### Ebenezer Howard

Mr. Howard said he was conscious of much real emotion in coming back to America, the country that had given him true friends and great inspiration. The man who gave him financial help in writing his little book more than 30 years ago, was one of the chairman's countrymen and at that time this American gentleman had understood the proposal Mr. Howard was making more clearly than anyone he had met.

The Garden City was in the nature of an invention but it was not an invention which could claim a monopoly. He was born in the city of London, but he had come to realize that the city of which he had once been proud was really something to be ashamed of, as a city should be ashamed if a large number of people were living in the wealthiest city in the world in habitations unfit for the uses of life. He had travelled to some extent in the large countries of America and had conceived the idea of building a town on a clean sheet, like a painting. He

had seen that a large number of industries were operating in London contrary to all economic principles; where renting was high, where great distances had to be travelled by the workers, where the conditions under which the resident workers lived were entirely unwholesome. He believed it would be possible on purely economic lines to attract manufactures and workers to country areas, provided there were capital enough to build houses for the workers and provide factory sites for the manufactures, and that a town could be laid out on a definite plan provided with all the necessities and utilities of the best civilization.

He wrote a little book in which he set forth this idea and then formed an association to propagate the idea. That association succeeded in forming a company with a nominal capital of £300,000 for the purpose of acquiring an estate covering six square miles of land. There were now fifty different factories at Letchworth and about 13,000 people. The company only succeeded in raising about £85,000 and the estate had to be mortgaged. If the project had been properly capitalized the success would have been even greater and more immediate.

The Garden City was a town designed for healthy living of a size that made possible a full measure of social life and not larger than the whole of the land held in trust by public ownership for the community. The Letchworth project had been successful, financially, socially and industrially and its vital statistics showed that it was a life-saving movement. Later the Garden City builders started a similar project at Welwyn on four square miles of land and had profited greatly by their first experience at Letchworth. Welwyn had been successful practically from the beginning.

Mr. Howard was strongly of the opinion that no country in the world was better fitted to carry on this movement than America and he believed the need for it was even greater in America than in England. Some of the congested areas were larger.

When the movement was started in England there was no prepared public opinion. The difficulties were great. But in spite of insufficient resources success had been achieved. He was persuaded that the men of the United States, so rich in experience of dealing with land and industry, if they would put their energy into this movement would bring it to the wider success it was destined to achieve. All the countries of Europe would ere long be carrying out the same kind of work and so the nations of the world would have little time to think of fighting one another.

Nothing would give him greater joy than to feel that the land in which he had lived for some years, the land which was young yet in energy and ideas would take up this work and carry it to issues more successful than he had ever dreamed.

#### Dr. Raymond Unwin

Dr. Raymond Unwin said that the Garden City movement was in a different position to-day from that of a few years ago. A new conception of the

meaning of the city had been growing up. We were no longer satisfied to think of the city as a place where people met together to take advantage of industrial opportunities. We were beginning to realize that the great purpose of life in towns is to produce finer and finer types of civilization and civility. The very object of civility was to build beautiful cities and to live in them beautifully. This was the new conception of towns and cities that was taking hold of the people. It developed in England 30 years ago and several movements of a distinctive character took place. Professor Geddes urged the need of a social study, the study of the conditions of life in the city and the work going on in New York under the Russell Sage Foundation was a supreme example of a close civic survey of a great city. Town planning had been in operation in Germany even before this date and Dr. Unwin had learned much from Germany at the beginning of his Garden City work.

Following the diffusion of the Garden City idea, international conferences had been arranged and it was discovered at the conferences that, whether the subject were approached from town planning or the Garden City there was much agreement among the nations as to the general conception of the city and the remedy for its evils. The result of the conferences had been a united Federation for Town, City and Country planning.

They were agreed on certain general principles, such as that in city building there was little to be gained by overcrowding, whether horizontal or vertical. In America one was not struck by any great absence of space; there was plenty of room to spread out. The problem was one of proper distribution of the people and the reasonable localization of the people round the place where they lived and worked. The number of journeys we have to take to and from our work may be taken to be the measure of our failure or success in planning.

It was not a natural method to grow by haphazard accretion. That was the way of a crowd. It was not the proper method for the organized community to grow. No army organization or any other could be successful on these lines.

Another principle that had been adopted was that open spaces were as much an essential ingredient in a town as buildings and streets. The town should be a place where the citizens could live a good life. Then, too, the Garden City, or the satellite town, should never be a mere mix-up of town and country. It should have a definite and orderly design in which the buildings were grouped, the open spaces were grouped, the commercial areas were grouped and in proper and convenient relation one to the other, with definite space left about the town so that when the town grows we need not pull down one part of it to accommodate another. There should be proper proportion and relation of the parts.

When a city reached a certain stage of growth it should not go on growing but should acquire

satellite towns around it, clean spaces to develop with new ideas. This was better than letting a big town grow indefinitely. You could not multiply certain things indefinitely. Certain things might be found in great capitals and nowhere else, but they were few. It was not enough that a city should offer great opportunities to the few with a limited number of those who could take advantage of them. It was necessary that the city should supply a place for everyone in it. In great cities a few men take the lead, the rest are mere onlookers. This is not the idea of human life that appeals to those who are working in this movement. They believe that a city should be the wonderful play of action and reaction taking place, the life of the city expressing itself in the form of the city, and the form of the city expressing itself in better life. If you provide adequate opportunities of play for children and adults, said Dr. Unwin, you will find the people will come together and amuse themselves instead of flocking in crowds to see some specialist persons amusing them.

#### Mr. C. B. Purdom

Mr. C. B. Purdom, Finance Director of Welwyn Garden City, emphasized the idea that the Garden City was a practical thing and not a mere idea or a theory. It was something that was being done. Letchworth was started with less than half the capital required for the undertaking but the interest had been paid upon the capital subscribed and now the assets were worth quite as much as the total capital expended on the project. It seemed to him that America, with enormous building operations proceeding everywhere and immense wealth, presented a wonderful field for building cities on new principles not only immeasurably superior to existing cities but actually and always creating financial

values of the most permanent kind. He could not conceive of any finer undertaking in the world than the building of garden cities.

#### Mr. Noulan Cauchon

Mr. Cauchon conveyed the greetings of the Canadian Town Planning Institute to the assembly. In Canada, he said, we had followed the great work of Mr. Howard with vivid interest and looked upon him as a new Saint Paul, carrying the gospel of social welfare. Town planning, when it was not civil and political engineering was the technique of sociology. In some way we had to convince the people that the ethical question was at the base of it, founded upon the right to live. But you had to persuade the public to demand reforms before the leaders could lead. And it was not enough to have a plan of a city unless you could get a policy of carrying out the plan. Mr. Cauchon had been an engineer all his life but had always considered that beauty was an incomparable form of energy that could not be neglected. There was need for a new science of environment, a science of euthenics, dealing with the conditions that made life fine and fruitful or wasteful and disastrous. Vast sums of money were spent on the cure of disease but it was very difficult to get the authorities to spend one-tenth of that money on the prevention of disease.

#### Mr. A. W. Crawford

Mr. Crawford said he had been present at a conference fourteen years ago with both Mr. Unwin and Mr. Thomas Adams. At that time not a single zoning law had been passed in America; now there were 320. He hoped the next fourteen years would see similar progress and witness the adoption in America of a Garden City movement.

## PROGRESS IN PLANNING 1925

BY GEORGE B. FORD

President of the National Conference on City Planning and of the American City Planning Institute. Chairman of the Council of the International Federation of Town and Country Planning and Garden Cities.

City planning is young. It is growing rapidly. Its possibilities are limitless. It is because we all realize these things that we are come together to exchange experience and ideas.

We of the United States most heartily welcome you who come from other countries. We believe that your coming will be of the greatest value to us in the inspiration and suggestions it is bound to bring. We hope you also may glean ideas from what you may see and hear while with us which will repay you for what you have sacrificed in coming.

Thanks to the many city planning publications and the previous international conferences, we are already fairly well acquainted with what others are doing and why. Yet every now and then we suddenly realize that we have utterly misunderstood.

This congress should be especially useful in clearing up such misconceptions and in so doing it is bound to add to the common understanding among nations so essential to permanent peace. For this reason if for no other we believe that it is particularly fitting that this international conference should take place in this country, known as it is for its isolation from contacts with other nations.

#### Planning in the United States

The United States can now offer for study an exceptionally large number and variety of plans. To-day city planning is active in 22 out of the 48 states. It is well launched in all but six of the remainder. During 1924 planning was in process in over 350 cities and towns, an increase of at least 100 over the year before. There are now over 300

city planning and zoning commissions and at least seven state associations of planning boards. Nearly 100 towns of less than 10,000 people have commissions and planning commissions are also currently at work in all but three of the 60 cities of over 100,000 inhabitants.

Complete new towns, laid out according to the best planning practice, are being developed by Nolen at Mariemont, Ohio, by Olmsted and Cheney at Palos Verdes, Calif., by Hare at Longview, Wash., by Bartholemew at Three Rivers, Texas, and by Phillips at Southfield Garden City, Mich.

Zoning ordinances have been adopted by over 325 cities and towns up to the end of 1924 according to the Department of Commerce. Of these 200 are what are known as "comprehensive" ordinances. Two-thirds of the combined population of all cities of over 25,000 inhabitants are now enjoying zoning. Two-thirds of the states have zoning enabling acts, almost all of which are at least based on the model acts prepared by Secretary Hoover's Zoning Committee. Various recent court decisions, especially three in Massachusetts, have put zoning on an especially firm basis; even "one-family per house" districts have been strongly upheld. The decisions upholding zoning far outweighed those unfavorable.

Subdivision platting is controlled in hundreds of cities and towns, and in at least 10 states for a distance of from three to 10 miles outside of the city limits. Many of these cities have adopted complete platting regulations, among which are Toledo, Duluth, Allentown, Norfolk, Cincinnati, Dayton, Memphis, Worcester, Rochester, Springfield, Mass., Los Angeles, Akron and Haverhill. Most fortunately, Secretary Hoover, through his Division of Building and Housing and his Zoning Committee, is now endeavouring to harmonize and improve the plotting and planning enabling acts in the various states, as they have already done with the zoning acts.

Most valuable contributions to the larger subject of the control of the development of new areas have recently been brought out by Messrs. Bassett, Whitten, Williams, Nichols and Bettman, all of which fortunately, are being set forth during this Conference.

### Traffic and City Planning

Traffic regulation is unquestionably being improved as a result of the National Conference on Street and Highway Safety, called by Secretary Hoover. For the first time it has been brought home to all that the permanent solution of street traffic problems lies in city and regional planning. Various cities have studied traffic regulation as a stop gap to serve until such time as improvements in the thoroughfare system can permanently solve the problem. The most notable report on this subject is the one recently made for Los Angeles by Olmsted, Bartholemew and Cheney. Other reports have been made for Toledo, New Brunswick, Elizabeth, Memphis, Cincinnati, Norfolk, Albany, Worcester, Springfield and Pittsburgh.

Thoroughfare systems have been worked out for

a number of cities and in most cases for at least three miles outside of the city limits so that outlying as well as inlying plats can be made to conform to them. The recent systems include Chattanooga, Dayton, New Brunswick, South Bend, Albany, Toledo, Des Moines, Elizabeth, N.J., Harrisburg, Allentown, Pa., Indianapolis, Norfolk, Atlanta, Worcester and Los Angeles. The Detroit Super Highway report with its network of 204 foot thoroughfares throughout a 40 mile radius, with rapid transit lines in each, particularly catches the imagination, as does also the huge scheme for the New York area being worked out by the Sage Foundation. Unquestionably the greatest scientific contribution to the subject is embodied in the paper presented by Pepler and Brix, which is a mine of comparative facts with regard to thoroughfares, and that presented by E. P. Goodrich in which he proves mathematically that beyond a point that can be determined in each case, money spent on improvements to relieve traffic is wasted and that often much less needs to be done than the plans propose.

Extensive studies of transportation by rail, water or air have been made recently in a number of cities. The airports of Boston, Buffalo and Dayton are up to the minute. The Baltimore, Duluth, Toledo and Seattle port schemes are going ahead apace. The inland cities of Albany and Richmond are being made into seaports. Comprehensive railroad relocation plans as a part of the City Plan are now being carried out in Louisville and are well under way in Philadelphia, Toledo, Cincinnati, Dayton, Memphis, Rochester and Portland. Complete transit and bus schemes have been worked out for Los Angeles, Atlanta, Worcester, Norfolk, Toledo, Pittsburgh, Cincinnati and Duluth.

### Park and Playgrounds

The development of park and playground systems has had an especial impetus of late. Great progress has been made on the Chicago waterfront parks and on the Schuylkill River Parks in Philadelphia. Much has also been done in Birmingham, Santa Barbara, Seattle, Indianapolis, Cincinnati and Norfolk. The county park systems of Westchester, Erie and Niagara Counties, N.Y., and of Essex, Hudson and Union Counties, N.J., and the State Park Systems of New York, Indiana and Massachusetts are examples of a most logical recent tendency. Particularly fortunate is the interest of various national park and recreation associations in city planning, heading up as it did recently in the President's National Conference on Outdoor Recreation. The most important event of the year was the creation of the long needed Park Commission for Washington and its surrounding region. Mr. Bassett's study on how to acquire play parks made for the Sage Foundation is the outstanding recent contribution to the subject.

### Civic Art

Civic Art is rapidly regaining its proper place in city planning as is evidenced by the completion of

the San Francisco and Denver civic centres and the good starts made in St. Louis, Memphis, Buffalo, Toledo, Lexington, Ky., and Camden, to say nothing of the full plans for Cincinnati, New Brunswick, Worcester, Duluth, Norfolk and Chattanooga. The new bridge and approach plans for Camden, Springfield and Washington set a new standard.

For America a new note was struck by Saarinen in his inspiring studies of silhouette and ensemble design for Chicago's lake and river front.

### Plans and Economic Surveys

Comprehensive plan reports have been prepared during the last year for Toledo, Boston, Rochester, Denver, Allentown, Pa., Passaic, N.J., Williams Bay, Wis., North Adams, Mass., Cincinnati, Worcester, Elizabeth, N.J., Duluth, Memphis, Norfolk, Springfield, Mass., Springfield, Ill., Belleville, N.J., Sarasota, Fla., and for Wakefield, Malden, Winchester and Dedham, Mass. Preliminary reports have appeared for Washington, D.C., and for Somerville and New Bedford, Mass.

Economic and industrial surveys related to city planning have been made for Cincinnati, Toledo, Louisville, Seattle, Albany, Augusta and Richmond. They illustrate a most healthy new tendency to put city planning on a sound economic basis.

### Financing the Plan

How to pay for the execution of the City Plan is a subject that has received much attention of late. The assessing of benefits locally is rapidly gaining in popularity. Thus more and more property owners are paying for improvements in proportion to the benefit they receive directly from them. Large bond issues for carrying out city planning programs have been launched in many cities, notably Chicago, St. Louis, Philadelphia, Los Angeles, Toledo and Buffalo. However, a most interesting innovation has been tried out in Rochester, N.Y. There excess condemnation of land beyond that needed for the actual improvement has been undertaken most successfully in several cases. This is quite in harmony with its successful experience in England which is brought out so clearly by Dr. I. G. Gibbons's paper at this Conference.

The public has been educated in city planning of late in many effective campaigns, in particular those in Dallas, Evansville, Ind., Buffalo, Chicago, Rochester and Boston. The publications of the Massachusetts, Ohio, New York and Wisconsin federations of planning commissions are proving of the greatest service, while the Indiana campaign with its map showing currently the progress being made in city planning and its city planning primer for high schools is proving most effective.

### Plan for Cincinnati

The most important planning accomplishment in the United States is that Cincinnati has just officially adopted its complete city and regional plan. It is the first larger city in the country to have an official comprehensive plan. According to the Charter and

the State Law nothing can be done contrary to this published plan in the use or layout of property, and the Plan must be conformed to in all other regards unless overruled by the City Council after hearing by a two-thirds vote and also with the approval of the Department affected. All public improvement and public utility programs are now legally controlled by the detailed City Plan.

### Washington Planning Commission

The one event that should appeal to all citizens of the United States is the movement organized by the Federal City Plan Committee and the American Civic Association with the collaboration of many national and Washington organizations to induce Congress to create a Washington and regional planning commission and allot to it sufficient funds to make a comprehensive plan for Washington to grow to. For it is a fact not generally realized that the city has already outgrown its famous plan of the past and action must be taken immediately to prevent irreparable mistakes. All should insist that their Senators and Representatives support the Federal City Planning Bill.

### Canada

In Canada the recent activity has been largely confined to zoning, the control of platting and the framing of better enabling acts.

Point Grey is undergoing an interesting development and plans for Kitchener and Waterloo are complete. The new general layout for the University of Saskatchewan is a model for the effective grouping of buildings. Mr. Cauchon, President of the Town Planning Institute, Mr. Hynes and Mr. Adams have long been active in arousing interest in city planning.

### Other Countries

In Mexico, the City of Mexico is making a city and regional plan with the help of Mr. Bennett. Mr. Contreras reports that interest is springing up in other cities.

In South America most of the larger and many of the smaller cities have a charm comparable with that of many of the older cities of Europe. In addition they have a personality of their own. In the setting, grouping and harmony of their public buildings and in their beautiful promenades, in the orderly appearance of many of their streets, they, with Mexico and Cuba, set a worthy example to the United States. In housing developments at mines and on large plantations some exceptional results have been obtained.

In Japan great progress is being made under the compulsory town planning law. In Tokio many broad streets are being cut through by forcing the property owners to give up one-tenth of their land without compensation.

Australia and New Zealand have made notable progress of late, as will be brought out by Mr. Hurst Seager at this Conference. Canberra, the capital of Australia, now well under way, is developing on a

radiating plan filled in with a rectangular plan. No land is to be sold in fee, but all is to be leased on 99-year leases.

In India plans have already been drawn for most of the largest cities.

#### Europe

In Europe the public first became interested in city planning only about 30 years ago. The modern science of urban planning was developed actively in several countries before the war. To-day most of the large communities of Europe and many of the smaller are being planned. In 1919 both France and England passed laws requiring all cities of over 10,000 or 20,000 people to make comprehensive city plans. To-day in England 177 obligatory and 200 optional plans are in process under the direction of Mr. Gibbon, Mr. Unwin and Mr. Pepler. In America public interest in city planning dates from the Chicago World's Fair in 1893, but it was not until 1908 that there was enough interest in any except the esthetic side of planning to warrant the calling of a national conference on the subject.

Architectural planning of cities had its modern start primarily in France under Louis XIV. Its greatest development was under Baron Hausmann during the time of Napoleon III. To-day most European countries are actively interested in conserving and extending the beauty and personality of their towns.

Social planning of cities had its first notable development in Germany and England about 30 years ago. It is being pursued actively to-day in many countries, notably Sweden, Austria, Belgium, Holland and England.

Economic planning of communities had its beginning and most of its early development in Germany. To-day economic planning outstandingly characterizes American planning, although most countries are more and more developing this side of the subject.

The legal side of city planning had its leading early growth in Germany. Its most striking manifestation is the nation-wide compulsory city planning law passed first by France in March, 1919. To-day all progressive countries realize that good planning laws are vitally important.

No country has as yet rounded out its planning by developing in their proper relation all four aspects of planning; the economic, the social, the esthetic, the legal. The completely rounded out plan is yet to be made.

#### International

To the end of rounding out planning practice, if for no other reason, this international congress and exhibition in America should be of the greatest benefit to all. For the first time all four approaches are adequately represented by their best exponents, and also contentious subjects can be studied fairly from every angle. Each city, each state, each nation has something to contribute to the common fund of experience and ideas, and at the same time each of them has much to learn from the others.

This does not mean that planning practice can be standardized. A uniform type of plan cannot be imposed on cities and towns generally, for each community has its own distinct personality which is and should be most jealously guarded. However, experience shows that there are certain fundamental principles that do apply to most communities under similar circumstances. It is this common fund that should be measurably swelled by the discussions of this Conference.

#### Regional Planning

Regional planning has had the greatest growth of late of any of the phases of planning practice. All over the world there has developed a realization of the fact that planning to take care of future growth cannot stop at the arbitrary political boundaries of a city or town, but must include the whole area which is economically and socially tributary to the city. If there are several communities of more or less equal importance in an economic group it is recognized that they must plan in common.

The Austrian Planning Union and the Roumanian Union of cities provide in each case for what amounts to nation planning, taking into account administrative and financial as well as technical features. The beginnings of a nation plan have already been laid out for Mexico.

Probably the most advanced regional planning in any country is that in the Ruhr district in Germany where Dr. R. Schmidt and his associates have planned an area of about 1,500 square miles, including 300 different communities with nearly 4,000,000 inhabitants. In 1920 they formed a planning parliament for the district which assesses the towns pro rata for carrying out the common plan for highways, transportation of all sorts, zoning, decentralizing of population and for forest and park reserves. The recent plans for Cologne and surroundings are exceptionally complete, including a great forest belt and the treatment of the mining area beyond.

Equally interesting plans are in process for the metropolitan areas of Berlin, Hamburg, Munich, Budapest, Prague, Zurich, Warsaw, Oslo, Stockholm, Copenhagen, Amsterdam, Rotterdam, Brussels and Antwerp.

In England the development of the regional plan about London is being carried out on a large scale—to cover in all an area of some 10,000 square miles. The Thames Valley and the Middlesex Country sectors of the plan are particularly active. The Doncaster Regional Plan of Abercrombie's for the Yorkshire district is one of the most completely worked out regional plans that have yet been prepared. The competition for a plan for the Dublin area, sponsored by Lord and Lady Aberdeen, attracted universal interest.

In France, regional plans have been worked out recently for the Paris, Lille, Rheims and Strasbourg areas, although the greatest regional plan development is probably along the French Riviera where most of the cities and towns have combined in the creation of a common plan into which their individ-

ual local plans are made to fit. The treatment of the Paris fortifications and the series of garden suburbs now under way about Paris, under the direction of Sellier, Bruggeman and Bassompierre are of great interest.

In the United States there has been a remarkable advance in regional planning within the last year—notably in the creation of the Toledo and Cleveland (Ohio) County Planning Commissions and the Niagara Frontier Regional Planning Commission. Great progress has also been made recently toward the creation of regional planning commissions in Washington, D.C., Albany, N.Y., Boston, Cincinnati and Philadelphia, while considerable progress has been made in the actual preparation of regional plans for New York, Buffalo, Norfolk, Toledo, Cincinnati, Indianapolis, St. Louis, Pittsburgh, Detroit, Minneapolis and Los Angeles.

The Ohio permissive law providing for the creation of regional or county planning commissions and providing for their support by pro rata assessments on the communities affected is working out most satisfactorily in practice according to all reports and can well serve as a model for other states. It is interesting to note that Dayton, Ohio, as a preliminary to regional planning, made a detailed study throughout the tributary area of all factors which would effect a decision as to whether annexation, amalgamation or co-operative planning would be the most practicable method of handling the common problems.

The Niagara Frontier Regional Planning Commission is unique in the United States in that it is composed of several larger communities of relatively equal importance so that no one can dominate. On the commission are represented six city councils, 22 village boards and the boards of county supervisors.

The New York, the Philadelphia and the Washington regional planning programs extend into three states. In the two latter cases an endeavor is being made to create a commission with official representation from all three states. Precedent for such co-operation already exists in the New York Palisades Interstate Park Commission, in the New York Port Authority and in the New York Bridge and Tunnel Commission.

### The Garden City

The Garden City idea, Mr. Ebenezer Howard's great inspiration, has proved in England an unqualified success, thanks to the devotion and resourcefulness of Mr. Unwin, Mr. Purdom, Mr. Parker and others. It is being tried in various other countries, but not as yet in the United States. It is to be hoped most sincerely that this Conference will inspire the adaptation in this country also of this idea of a self-contained garden community, with its own means of livelihood and permanently limited in size and surrounded by open farming territory.

We all believe in protecting by law private and public property against the harmful use of property. We are agreed that private property should be developed in an orderly way so that it will help rather

than hinder the appropriate growth of its neighborhood.

We are all controlling the layout of new areas by what we call "Plat" or "Site Planning." We are controlling the use and density of property development by what we call "Zoning." Our underlying principle is the same. What a man gains by being protected against an undesirable use of neighboring property more than compensates him for any rights he may give up of using his own property in any way he may wish.

We differ in our methods, for the Teutonic and some of the Scandinavian and some of the Slavic countries have succeeded in inducing the property owner to yield much more of his private rights to the common interest than have the other countries. We should all examine these methods and their results with great care to see what we may adapt to our own use.

### Different Methods

Another important difference of method, most marked as between England and the United States, lies in the detailedness of initial comprehensive planning. In England initial planning is confined to fixing the general lines of communication, open spaces and zoning. The rest is left to "Site Planning," whenever a given tract is ready for development. In the United States it is customary to plan initially in much more detail on the principle that the earlier the plan is fixed the less there will be to undo later. The experience of Germany corroborates that of the United States and at the same time Germany has gone further than any other country in preventing building in mapped streets and open spaces and even in forcing out existing property uses that are contrary to the best interest of the neighborhood. It is conceivable that each country can find something in the experience of the others that would be to its advantage.

### Architectural

In the United States and Canada the least developed side of city planning is the architectural side. While remarkable progress has been made of late in the design of individual buildings almost no attention has been given to controlling the appearance of the silhouette of the town as a whole. Two notable exceptions are Bennett's silhouette for Ottawa as seen from the river, and Saarinen's wonderful design for the Chicago lake and river fronts.

In Europe almost every city plan lays great emphasis on preserving the personality of the town and on designing its effect as a whole in relation to its site and setting. This idea is strikingly brought out at the Conference by Prof. Sverre Pederson of Norway, who insists that color, material, form, atmosphere, climate and topography should all play an active part in the painting of the city picture.

In general, all experience shows that the interest in and the art of planning grow in proportion as the competent groups collaborate and work together for the common end. In the United States it is

thus of the utmost importance that every state should have its federation of planning commissions working in close harmony with the State League of Municipalities and the State Association of Real Estate Boards and the State Chamber of Commerce.

### Collaboration

Nationally, the National Conference on City Planning should pursue even more closely its past collaboration with the Department of Commerce, The National Association of Real Estate Boards, The Chamber of Commerce of the United States, The Association of American municipal organizations and the various national organizations actively interested in parks, recreation, housing, traffic, thoroughfares, transit, etc. Similarly the American City Planning Institute should keep in close touch with the American Institute of Architects, The American Society of Civil Engineers and The American Society of Landscape Architects.

With a view to greatly extending the range and effectiveness of its educational work it is highly desirable that the National Conference on City Planning should join the National Federation of Planning and Park Association which is prepared to conduct a national campaign of planning education among communities, large and small.

### World Exchange For Planning

Finally the planners of every country have everything to gain by taking a much more active part in

the International Federation of Town and Country Planning and Garden Cities. Its local meetings should be increased in number and an international medium for the constant exchange of information and ideas should be organized at the earliest possible moment. It would seem self-evident that this might best be done by means of a more intimate collaboration with the International Union of Cities, which holds its third international congress on September 28, this year, at Paris, and which publishes valuable monthly reviews of planning events, and with the Union of International Associations, both of which bodies now have their headquarters in Brussels.

Possibly all three of these bodies and others associated will eventually be grouped in the much discussed "Palais Mondial" or "World Center," in connection with the League of Nations. In any case the possibility of creating a world exchange for community planning ideas in connection with the proposed League of Nations Bureau of Municipal Research is worthy of most serious consideration.

Again, we planners of the United States most heartily welcome you from other countries and we most sincerely appreciate the honor you bestow on us in coming to our shores. We most ardently hope that these international meetings will continue in an unbroken series and that we may all participate largely in them for our mutual benefit and inspiration.

## TOWN PLANNING IN CANADA

BY W. W. CORY, C.M.G.

Deputy Minister of the Interior

### The Need of Better Housing

A good many years ago Charles Dickens, who realized how great was the part that housing conditions play in the life of people, said:

I have systematically tried to turn fiction to the good account of showing the preventable wretchedness and misery in which the masses of the people dwell, and of expressing again and again the conviction, founded upon observation, that the reform of their habitations must precede all other reforms, and that without it all other reforms must fail.

I like to think that it is upon burning zeal for the bettering of conditions of the less fortunately placed that the modern science of town planning is based. I realize from my reading that many town planners consider indeed that their work stands or falls upon this question of the provision of better housing for the workers; that without this provision they believe all else is vain.

Certain it is that mean streets produce a mean people; our cities are more than mere centres for trade; they are or should be places where utility, comfort and beauty can be combined, places where the lowliest may find decent habitation and some charm at least in this business of living.

### The Promise of Town Planning

Town planning, it seems to me, holds out a promise of this; it makes for a city planned and controlled in the best interests of all the various classes who make up the population of a city. One meets from time to time people who contend that the modern city is at best a blot on our civilization. They counsel us to let it go on its own way to certain destruction, regarding all city planning as a mere palliative.

I prefer to accept the fact that the modern city is the necessary corollary of modern civilization and I look to the town planner to make it a place in which reasonable people can live in peace and comfort.

I was much struck by a definition of town planning contained in a leaflet issued by the Minneapolis Civic and Commerce Association:

Town planning is the art of laying out cities to serve the business requirements, convenience, health and comfort of the public. It is guiding the growth of a village or city in conformity with a scientific design. It is adapting the physical form of the city to the peculiar needs of its parts.

It is, I think, a significant fact that Chambers of Commerce and Boards of Trade of the North American continent (composed as they are of practical hard-headed business men) are among the strongest supporters of town planning.

### Canadian Activity

Of the nine provinces of Canada the following seven have town planning acts: Nova Scotia, New Brunswick, Prince Edward Island, Ontario, Manitoba, Saskatchewan and Alberta.

Under these various acts a good deal of work has been accomplished. In Nova Scotia plans have been made for the Halifax district; in New Brunswick a scheme has been prepared for the city and county of St. John.

In Ontario about a dozen cities and towns have appointed Town Planning Commissions and several have had plans for future development prepared. Manitoba has a town planning department with a Comptroller of Town Planning to whom all plans of proposed subdivisions are referred. Saskatchewan has a Provincial Director of Town Planning under the Minister of Municipal Affairs. The Director deals with subdivision of land and the location, direction and width of streets.

The Vancouver Branch of the Town Planning Institute of Canada has presented to the Legislature of British Columbia a draft of a suggested Act and the Secretary of that Branch considers it probable that this measure will be introduced at the next session of the Legislature.

While Quebec has not as yet passed a Town Planning Act there is evident a good deal of interest in town planning matters, notably perhaps in Montreal. Although the actual achievement in Town Planning in Canada is perhaps not as yet proportionally as large as in Great Britain and the United States, there is, none the less, a very vital interest in the subject throughout the Dominion.

As one instance of this interest I might mention that the Town Planning Institute of Canada has now a membership of about one hundred and seventy and in this membership is included the majority of Federal, Provincial and Civic officials whose duties bring them into contact with town planning matters. Among the honorary Members and associates are many public spirited citizens keenly interested in the orderly growth and development of the communities in which they live.

### Planning in the National Parks

Now while I don't agree with those who with a sweep of the arm would abolish all cities, I yet hold that the longing to get away from cities to the quiet places of the world, where beauty dwells, is a perfectly natural human longing. And this brings me to the phase of town planning in which, as Deputy Minister of the Department of the Interior, I am perhaps most directly interested, the regional and town planning work being carried on in the National Parks of Canada, a branch of my Department's work. These National Parks are veritable mountain

kingdoms, dedicated for all time to the service of the people of Canada and of the visitors within her gates.

There are seven National Parks in the Rocky Mountains—Jasper Park, in Northern Alberta, the largest of them all, almost the size of the State of Connecticut; Waterton Lakes Park in Southern Alberta adjoining the United States Glacier National Park at the International Boundary; four parks along the main line of the Canadian Pacific Railway, Banff, Yoho, Glacier and Mount Revelstoke, and the new Kootenay park established along the Banff-Windermere highway. There are a number of smaller National Parks elsewhere in Canada and there is also the great Buffalo Park at Wainwright.

The Government takes charge of all administration within the parks, protecting them by eternal vigilance from the ever threatening menace of fire, guarding the rich heritage of wild life, preserving and enhancing the natural beauty of the landscape, opening up the many attractions by roads and trails and making provision in every way for the convenience and comfort of visitors.

No land may be purchased in the parks, but sites for business or residential purposes may be secured for a nominal rental. There are no monopolies and no concessions. Equal opportunity for all is the policy of the administration. The various businesses which provide service for the tourist are regulated by a system of licenses. Health Inspectors ensure cleanliness and sanitation. Law and order are enforced by justices of the peace and the Royal Canadian Mounted Police.

I mentioned both regional planning and town planning in connection with the parks for, of course, in these great reservations, it is necessary not only to plan the towns and villages that are growing up but to consider also the roads and trails which link them to one another and to the various outstanding beauty spots which we desire to make easily accessible to the visitor; to consider too the railway facilities and their relation to the commercial enterprise—mining, for example—which existed prior to these areas being reserved for the nation and which have, in fairness to their owners, been allowed to continue operations.

The town of Jasper is the administrative centre of Jasper National Park and it was our good fortune to be able to have this town properly planned from the outset. The plan was made by Mr. Thomas Adams and Dr. E. G. Deville, the late Surveyor General of Canada; the town having grown now to a fair size one can appreciate how very skilfully the planning was done and how admirably this little town fits its site on a plateau at the foot of the great mountain ranges. We have rigidly adhered to the plan and in addition we require that plans of all buildings to be erected in the town be submitted to the Department for approval. We frequently have occasion to amend these plans in various particulars in order that the standard we have set may be maintained.

Banff, which is the capital of Banff National Park, existed as a railway centre prior to the creation of the Park. It has, however, been greatly added to and the plans of the additions were made by Mr. Thomas Mawson and Dr. Deville. It forms now one harmonious whole in keeping with the beauty of its site. Banff has a permanent population of 1,800, and during the summer it has some 10,000 visitors. Its streets are broad, well kept and well lighted and it possesses in good measure the conveniences of a modern town—hospital, churches, theatres, schools, banks, and the best water supply in the Dominion of Canada.

At Jasper, Banff and Waterton Lakes we have constructed golf courses planned by experts where golf can be played amid, what, I believe, to be some of the finest scenery in the world.

At Banff and Waterton automobile camp grounds have been laid out, and we have been told by people who have traveled by motor car all over the continent that the camp grounds at Banff are unsurpassed. There is a pleasantly designed office at the entrance to the camp grounds, where plans may be seen, visitors choosing their own location as far as possible. There are dining-shelters with tables and benches and with a water supply close to each one. There are also buildings with toilet accommodation for men and women and with rooms where laundry facilities are available, and around the whole camp grounds there is the shelter and seclusion of the pine trees.

In all the parks provision has been made for the children; at Banff, for example, a charming little building has been erected principally for them and there are in addition playgrounds fully equipped for their amusement.

I should like to have had time to say something of the other attractions of the parks, the Museum and Zoo at Banff, the Cave and Basin with its swimming pool 150 feet long, one of the finest bathing establishments on the continent housed in a building which not only does not destroy the beauty of the site but actually enhances it. Something too of the trails and roads we have made, including the great new Banff-Windermere road with its numerous camp sites and the Radium Hot Springs, the many small townsites we have laid out on the shores of the jewelled lakes that are to be found in all the Parks, but I have perhaps said sufficient to enable you to see that in our administration of these great reservations the science and art of town planning occupies an honoured place.

### Town Planning

It has been realized for some time by the Editorial Committee of *The Journal* that the full title: *The Journal of the Town Planning Institute of Canada* was unwieldy for use and reference and that

something more direct and simple must be discovered. *The Journal* in future will be known by the major title *Town Planning*, with the sub-title *The Journal of the Town Planning Institute of Canada*.

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### Conference at Detroit, June 24-25

The Board of Governors of the American City Planning Institute invite the members of the Town Planning Institute of Canada to join them at their conference at Detroit, June 24-25. Members who intimate to Mr. Flavel Shurtleff, Secretary of the National Conference on City Planning, 130 East 22nd St., New York City, their intention to be present will receive all particulars of the conference and will be accorded a hearty welcome.

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### Why Not a Garden City Foundation?

Has not the time arrived for the establishment, by some public-spirited man or woman of large means, of a Garden City Foundation, the capital as well as the income of which would be used for the building of new communities? Some of the existing foundations can, no doubt, use portions of their income for this purpose; but why should not some American of vision put his surplus capital to work in this direction? Under proper restrictions the risk of loss in capital investment would be negligible; and the resulting benefits to the world would be far greater than if the foundation's capital funds were tied up in more traditionally conservative securities.—*The American City Magazine*.

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### The Exhibition

Space has not permitted an appreciation of the Exhibition of Plans and drawings set forth in the Pennsylvania Hotel and at the Grand Central Palace. Town planning and architectural material was shown from all parts of the world, in bewildering variety and abundance. As a pictorial proof of the world-wide interest in town planning the exhibition was most impressive.

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### Enlarged Number

The present number of *Town Planning* has been enlarged to three times its usual size in the attempt to cope with the mass of material issuing from the two conferences—the annual meetings of the Institute and the great International Conference on Town, City and Regional Planning held at New York. Yet many important papers of the New York Conference have had to be omitted. It is hoped that some of these may appear in future numbers of *Town Planning*. The transactions of the New York Conference will appear shortly in volume form. Members who find any difficulty in procuring a copy may have the loan of one for a limited period on application to the Secretary.