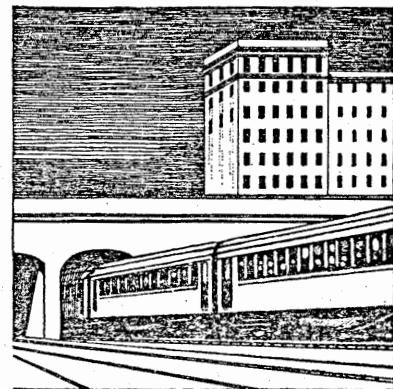
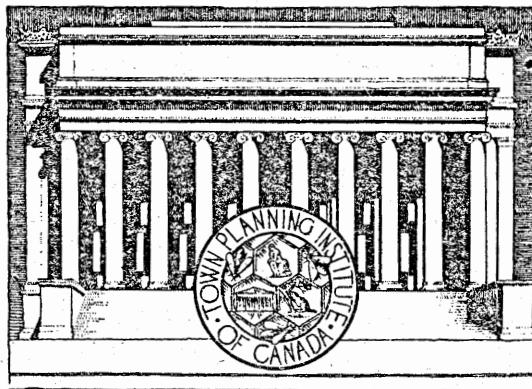
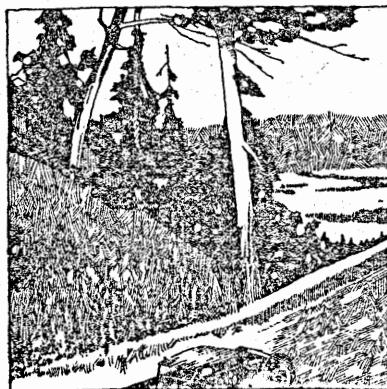


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

VOL. IV.

OTTAWA, DECEMBER, 1925

NO. 6

*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*

### Modern Town Planning Under Way in British Columbia

#### PLANNING THE UNIVERSITY LANDS

By the Editor

Ten years ago the present writer was engaged in enthusiastic advocacy, in a Vancouver newspaper, of the planning of the beautiful province of British Columbia. He was cut off by a proprietor who seemed to think that town planning philosophy was dreadful radicalism—not good for real estate. He had to find another job, but incidentally, the paper is no more; the University of British Columbia is town planning its lands and conserving for the support of the university the land values it has created in providing a magnificent first-class educational establishment for the boys and girls of British Columbia; the provincial government is town planning its remaining areas in Point Grey, close to the university, before putting them on the market; the municipality of Point Grey has passed a town planning by-law; the local branch of the Town Planning Institute has prepared a Town Planning Bill for the Province, which is now before the legislature; the real estate fraternity have realized that town

planning is good for their business and are supporting the bill; Jerusalem is to become a New Jerusalem by town planning methods; the new social science has reached the Malay States, South Africa, Russia, Japan, South America and all parts of the civilized world. England, looking upon the hideous results of an industrial *laissez-faire* policy of housing the workers—or failing to house them—has passed a compulsory town planning act and committed itself to an expenditure during the next forty years of approximately (taking the exchange of 85) \$6,674,761,000 to provide decent housing for working families—a terrible indictment of industrial “civilization” of the last hundred years but also a magnificent tribute to the quarter century’s work of the housing and town planning reformers of Britain.

Naturally the present writer, as an incurable enthusiast for the better planning of towns, believes that if he had been allowed to have his way in that paper it might have been flourishing still. Anyway,

he had no axe to grind except the town planning axe and he wanted to use that axe to bring order and beauty among the habitations of men. He wanted a better chance, especially for poor people, to have room to live in pleasant environment, and he still thinks there was a fine chance for a newspaper to take a lead at that time in a great social reform in that beautiful western land and help to save it from jumble building. Even a newspaper may lose its life by trying to save it in the wrong way. The unselfish advocacy of a public good may have an important effect upon the finances of a newspaper.

### The New Home for the University

A great event has happened in British Columbia, Canada, of which the Eastern papers have informed us very little, or not at all, so far as the present writer's newspaper reading has gone. The domestic infelicities of American "society" women, movie stars and baseball players appear to leave little room for the really great events that are happening in Western Canada. About the middle of October the Vancouver papers appeared with special illustrated editions announcing the establishment of the British Columbia University in its new home on the Pacific headland of Point Grey and also announced that a "Model Townsite is planned by Government at Point Grey in vicinity of British Columbia University;" "Three Thousand Acres set aside to Endow Institution;" "Proceeds of Sale Will Provide for Cost of Building;" "Homes Separated from Business by Zoning System." We quote from *The Province*:

In 1920 a bill was introduced into the Provincial Legislature setting aside 3,000 acres of land in Point Grey as an endowment to the University of British Columbia and it is by the sale of this land that the government hopes to repay itself for the cost of the University buildings that now stand on the Point Grey site.

Hon. J. D. MacLean, Minister of Education at the time, was responsible for this legislation, which, besides guaranteeing the government the cost of the buildings, will be a permanent endowment to this institution.

With this proposal came the idea to develop a residential section beside the University after the plan of several American institutions which have found it quite profitable.

The land which surrounds the University of British Columbia is ideally suited for residential property. Commanding a view of the waters of English Bay with the towering North Shore mountains in the background, a scene of unsurpassed beauty is obtained. On a clear day the snow-capped peaks of Vancouver island can be seen in the West, while to the south the mighty Fraser goes on its way to the sea.

In order that this residential district might be one of the finest of its kind, the government engineers have worked hard on the plans and have laid out a townsite of which they can well be proud.

The land is being developed along the latest town planning lines and is considered a model in its class. The zoning system is being used, and this will segregate all business establishments, boarding-houses and residences in the lands best suited for their particular needs.

### Ninety Lots in First Block

In the residential property, where ninety lots are for sale or have been sold, all improvements are installed. Water, sewers, concrete sidewalks and paved streets are all ready for the home buyer.

Wiring is all underground, eliminating the necessity of unsightly light and telephone poles. Even gas mains are being installed, the company working on a trunk main out Tenth avenue which will shortly be connected up to the houses.

Street lighting is provided by single standard lights planted at regular intervals along the streets.

The large frontage of the lots will eliminate the necessity of houses being built close to each other. The lots measure from 70 to 135 feet across the front, and all houses must be built forty feet back from the property lines. The building restriction is \$6,000.

Before fences can be erected around properties they must first be approved by the Department of Lands. This is to ensure a standard size and variety of fence for every block.

### Homes must be Built in Two Years

All property must be built on within two years of the purchase date and the buyer expressly agrees to do this when he acquires the land. The land is disposed of either by sale or leasehold.

While building has hardly been started, it is expected that the spring will see a large number of new homes in existence. Several properties have been sold and buyers have intimated their intention to wait until next year before building. Two houses and a block of stores are at present under construction.

Administration of this townsite will be in the hands of the provincial authorities. It was planned at one time to make it part of the municipality of Point Grey, but the electors of the municipality turned down the government's proposition.

Major R. G. McPherson, public works engineer, who was in charge of the site when the improvements were put in, has been appointed resident engineer and is in charge of the administration at present.

It is expected that as the district develops it will have its own heads and will soon be a thriving municipality.

### The Government Statesmen

Fitting credit is given here to the fine part taken in this great achievement by Dr. J. D. MacLean,

Minister of Education, who has made the establishment of the university and the town planning of its area his life work for the last ten years. Dr. MacLean has been permitted to speak for himself in the *Vancouver Province* and it is a pleasure to quote his words:

The founding of the University of British Columbia was the expression of the desire of our people to provide an opportunity for our sons and daughters to obtain a higher education within our own borders. While the essential parts of a university are the staff and students, yet it is desirable that they should be housed suitably and provided with equipment that would enable them to work to greatest advantage.

This has now been done in the erection at Point Grey of permanent buildings, the free offering of the people of British Columbia through their elected representatives in the Legislature, to the cause of higher education.

It is nearly a half century since the first move was made to establish an institution of higher education in the province, and from that time onward until the year 1915, when the first session of the University was held, the desire for such an institution slowly but steadily grew.

What is required to-day is not less education, but more education diverted along sane, practical lines. The capacities and aptitudes of our youth must be studied by trained observers in educational institutions equipped for the purpose, and each guided into that avenue of human endeavour for which his aptitudes and natural capacities best fit him.

Such a policy would lead young men and young women into husbandry, commerce and the various industries, as well as the professions. For some of these industries, a university training is not essential, but where, from the nature of the vocation, such is required, it is the duty of the state to open the door of opportunity to those who by nature are fitted to enter therein and to develop their talents for the service of their country.

It is to be hoped that the University of British Columbia, now settled in its beautiful home in Point Grey, will render this service to the young people of the Province of British Columbia.

The Hon. T. D. Pattullo, Minister of Lands, has also taken a leading part in the disposition of the lands of the University and has substituted modern town planning and conservation of land values created by the public for the old orgy of land speculation, with its wasteful concomitant of unimproved land lying idle for decades and generations till public enterprise has made it valuable. It will be seen that the land has to be used within two years.

Mr. Pattullo's statement in *The Province* is also quoted with sincere congratulations:

Some people argue that the University was started too soon. The argument is now purely academic, for the University was started and

grew to such proportions that it was evident it could no longer properly function in the quarters which it has just vacated.

Necessity compelled the devising of ways and means to meet the difficult situation. The University, in its inception, had been endowed with a large area of agricultural lands which however had never produced any revenue. These lands, therefore, were released from endowment to the University, and in their place 2,700 acres of high-class residential land at Point Grey, now known as the University area, were set aside by act of the Legislature as an endowment fund for the University.

As the University lands at Point Grey are of the very highest residential class, it was felt that by proper development sufficient money could be realized to construct the buildings which have just been completed, with additions from time to time as conditions might demand and justify.

With the establishment of the University in its new home it was essential that provision should be made adjacent thereto for residences, apartment houses, boarding-houses, stores and so forth, and with this object in view development of an area contiguous to the University site was undertaken.

The whole area has been laid out, taking into consideration the topography of the ground, and an attempt has been made at town-planning upon a scientific basis. All the latest modern facilities are provided in the University subdivision, and all the conduits for the various public utility services are placed underground, and I believe that the University area will in course of time be one of the most beautiful in the world.

With the continuous and certain development ahead of Vancouver and adjacent municipalities, there should be no doubt that the University lands will yield a substantial revenue for the upbuilding of the University.

#### Making Town Planning History

The significance of the undertaking can scarcely be exaggerated. It is making history in Canada, and, not the least important, town planning history. The problem was to provide university education for the youth of British Columbia in the province of British Columbia, so that the sons and daughters of the province, who have received their elementary education at the expense of the province, may not be compelled to leave their homes and country when the need for advanced education becomes apparent. The financial problem for the Government was serious. War-time pressure brought an imperious demand for economy in public expenditure. For ten years the leaders of the movement had to be content with temporary premises. They had their architectural plans ready for a series of noble buildings but the Government could not see its way to provide the necessary money.

The Government had, however, made large grants of land for the project. Could not these be treated in a new way, a town planning way, and be made to provide the necessary capital and revenue? In the past, Government lands had been sold to speculators for next to nothing who had reaped the unearned values created by the need for homes. Why should not the university—which was offering valuable social service to the community—conserve these values? This, of course, is the basis of the British Garden City movement.

But town planning philosophy was in the air. Something more than raw land—offered on the checker-board system, without art, design or beauty, or public services such as streets, sewers, and water—was needed. The psychology of attractiveness began to be considered—as it is in all businesses other than peddling of raw land in mathematical squares irrespective of contour and natural features—and the tremendous potency of beauty. "Beauty! What's beauty?" asks the man in a hurry to get rid of his raw land as quickly as possible and leave the people and the municipality to make it habitable by streets, sidewalks and parks. "Why beauty" replies Noulan Cauchon, "is a dazzling form of energy" and the audience laughs and thinks it a fine joke somehow connected with feminine charms. But Cauchon is quite serious because he knows something of psychology. To the people in a hurry to get rid of their raw land he will quote Frances Bacon "God Almighty first planted a garden" because He knew the dynamic of beauty. To the man who is only moved by the incentive of gain Cauchon says: "Very well, beauty PAYS." Anyway, what's ugliness? Voltaire said of the Christian hell that it was an outrage on humanity and an insult against God and that's just what ugliness is. The man who makes ugliness where beauty is possible is more dangerous to the commonweal than any communistic "red" can ever be. An industrial civilization, in a hurry to make money, made the slums of England and Scotland and now the country is committed to an expenditure of \$6,674,764,000 for the next forty years to salvage the intolerable result. Salvage is the right word. Redemption of the wasted life—the human suffering, misery and crime is impossible.

And so the University authorities in British Columbia have decided to submit their wonderful lands to the "might of design;" to lift them off the gridiron; to conserve beauty and create more—to study the psychology of attractiveness and the business value of social efficiency—in short, to utilize the science of town planning.

#### The Site

The site was described in these columns in the August issue of 1922 and some of the proposed buildings were illustrated. In 1912 the British Columbia Government called for competitive plans of the proposed University buildings. The award was given to Messrs. Sharp & Thompson, of Vancouver, now members of the Town Planning Insti-

tute. The description may be quoted in part:

In the fall of 1912 the provincial government of British Columbia called for competitive plans to develop the proposed Provincial University for which purpose a site of approximately 260 acres had been allocated at Point Grey, Vancouver, commanding a magnificent panoramic view of the Pacific ocean and the mountains of the coast.

The competition was open to Canadian architects and was assessed by the following gentlemen: W. Douglas Caroe, of London; A. A. Cox, of Vancouver, and S. Maclure, of Victoria, who unanimously awarded the first premium to Messrs. Sharp & Thompson, of Vancouver.

A subsequent commission of experts consisting of Warren P. Laird, Thos. H. Mawson and Richard J. Durley was appointed to examine and report on these plans. Their report stated that the winning design was conceived on correct principles and with some minor modifications would be worthy of the great opportunity such a scheme afforded. They were, however, of the opinion that the land grant should be increased by at least 200 acres to take care properly of the farm acres in connection with the Faculty of Agriculture. The government subsequently agreed to this suggestion, and set aside for farm purposes an additional 250 acres, making the total land grant for the university slightly more than 500 acres.

The site is an incomparably beautiful one, situated about seven miles from the city of Vancouver on a conspicuous headland of the Pacific ocean 300 feet above sea level, with superb views across the gulf of Georgia to Vancouver island on the west and to the mountains of Howe sound on the north.

#### The Planners

Tribute has been paid to the statesmen who have used their power and opportunity to bring this great movement to fruition. Doubtless there are party polities in British Columbia but these men seem to have been otherwise engaged.

But behind them have been men of science—town planners, engineers, surveyors, architects and sociologists whose knowledge, skill and labour are manifest in the whole achievement to those who understand the subject. Of these, Mr. A. E. Cleveland, comptroller of Water Rights and consulting engineer we believe was chiefly responsible for the plan, with Major H. L. McPherson and Mr. Thomas Killin as engineering assistants and these gentlemen are members of the Town Planning Institute of Canada. Doubtless other members of the Institute have taken part of whose share in the work we have not sufficient information. They have done their work quietly, as is the way of scientific men. Generations to come, who visit the great university of the Canadian West as men visit Oxford and Cambridge, and see how the

whole social environment has been made beautifully harmonious with its beautiful site may not hear their names. Greater therefore is the reason why their own generation should not fail to do them honour. Even Oxford is now planning its town to do honour to its university.

#### And Now for a Provincial Act

The members of the local Branch of the Town Planning Institute of Canada who are working so hard and unselfishly for a Provincial Act will now say: "And now for a Town Planning Act for British Columbia." If the Government thinks it wise to plan their town lands according to town planning science and the University adopts the same method can the Government reasonably refuse to pass legislation that will ensure decent living conditions also for the working families of British Columbia? The disastrous social results of the *laissez-faire* policy of town building are not confined to the older countries. A responsible witness, the Rev. Dr. McAvoy, giving evidence before the Royal Commission investigating the coal industry of Nova Scotia said that the living conditions of Glace Bay were the worst he had ever seen. The newspaper report of the Canadian Press says:

The witness, who stated he had lived in several industrial communities, believed that living conditions *on the average in Glace Bay were the worst of any place in which he had ever been.* It was a result largely from a great deal of unemployment, because of the large families to be supported and insufficient wages for decent living, especially among the lower paid men.

Of social life there was little in Glace Bay, the witness stated, and there was no apparent community spirit.

It is not difficult to understand why there is no public spirit in Glace Bay. The Philadelphia Chapter of the American Institute of Architects, a body to which no taint of radicalism has ever been attached, declared some time ago that an industry which fails to make possible adequate shelter, food, clothing and recreation for all its operatives is unworthy to exist.

The uncontrolled "development" of towns on the basis of land-selling has built up suburbs of the Capital City of Canada that are now the despair of the town planner and insoluble problems to the City Council of Ottawa. The town of Eastview, whose unpaved streets are quagmires at this season; whose sewer system is only just in its first stage after half a century of "growth;" whose water supply is dependent on the city of Ottawa and whose flimsy "shacks" are a fire menace to themselves and the residents of the Capital, now wants the city of Ottawa to "take it in," as it will be physically compelled to do at some future date since the town is already an arm of the Capital city. Then the residents of Ottawa, who are quite innocent of the hideous inefficiency of Eastview, will be taxed to pay for the civilization of Eastview. The Old Country may, or may not be obsolete but, while it has

done a mighty lot of this kind of thing in the past, is doing it no longer. Land dealers have had to provide these services before houses are occupied for many years past, and now, since the enactment of town-planning law, all land subdivision has to conform to a general plan of the town.

#### The Time Spirit

It has been said that there is nothing so irresistible as an idea whose time has come. Obviously the town planning idea has come to British Columbia and no Mrs. Partington's broom is going to be strong enough to sweep it out. The men of science, trained to look for the most direct way to the solution of a problem and to take it as a matter of scientific decency, irrespective of selfish and reactionary interests, are convinced of its soundness. The civil service scientific group are to be the executive of the new Act; are to constitute the Board of Appeal and be responsible for final judgments when individual Town Planning Commissions or City Councils are in doubt or difficulty in matters of procedure. This wise provision guarantees that decisions on town planning matters will be made by qualified men. This group of scientists, by actual intimacy with a town planning problem on their own area have constituted themselves practical town planners as well as surveyors, engineers and architects and landscape architects and now the whole province knows that it has among its own men qualified town planners and need not call in foreign experts to do its planning. The opportunity to prove themselves, which is coming so slowly to Canadian planners, has been given to this group and another valuable object lesson in planning new territory, so well begun in British Columbia by the Canadian Pacific Railway at Shaughnessy Heights, has been placed before those municipalities not yet convinced of the value of planning.

#### The Advertisement Value of a Town Planned Town

The municipality of Point Grey, by the adoption of a zoning by-law has accumulated to itself interest and advertising value which other towns are vainly trying to gather by obsolete methods of hideous and mendacious roadside advertisements. Since the adoption of the zoning by-law the name of Point Grey has been constantly cropping up in town planning journalism, both in Canada and the United States. If the municipalities of British Columbia must advertise by wayside billboards it is more than probable—so far as American tourists are concerned—that to-day the legend: "This town is zoned" would be by far the most effective "slogan", since zoning across the line is now a municipal fervour and a passion which every "progressive" community must adopt. When the cold truth is told it has, of course, to be admitted that American zoning has largely become the servant of real estate, since it "stabilizes values", that is, keeps up the price of land or makes another addition to the unearned increment of land values due to community enterprise. But even so, the conversion of the "realtor"

to the cash value of order and beauty makes the path of the planner distinctly easier and the sociologist hopes that the time will come when town planning control will make it possible even for a poor family to have the use of a piece of land in a country of well-nigh immeasurable spaces to build a home where there will be room to live in the clear sunshine of heaven. If the "law" said that 100 x 100 ft. should be the minimum area for the building of a home, in six months land dealers would be peddling 100 x 100 ft. lots just as merrily as they now peddle 25 ft. lots. God knows there is room enough in Canada for every family to have some share of the sunlight of heaven. By and by we shall really come to understand that sunshine is food and is just as necessary for the sustenance of the body as bread and milk. Perhaps some day the "realtors" will wake to the fact that in Canada, as in the Old Country, they cannot any longer skip away after their land is sold, before streets and sidewalks, water and sewers are provided.

#### Gambling in Land Values the Root of the Problem

For fundamentally gambling in land values, without social service, and the greed of land-dealers have been and are still at the root of nearly all the social misery that is costing England \$6,674,764,000 and breeding more social malcontents than all the prisons will hold.

"You cannot put ideas in jail. You can't deport opinion". The kind of thing to which the late British Minister of Health, Mr. Wheatley, gave such "pitiless publicity" made the Prophet of Galilee a searching radical.

There was in my neighbourhood a piece of land about ten acres in extent owned by a man known as Lord Newlands. That land had stood in the valuation roll of the city for 40 years as having no value ..... We thought there would be no difficulty at all about inducing Lord Newlands ..... to put this waste land at the disposal of the local authorities ..... Immediately we wanted the land, Lord Newlands said: "You can have it on condition that you pay me £714 per acre." We had to pay it. Then we only got a sort of backward portion of it. When we wanted a front portion facing the main road, Lord Newlands wanted for that £2,500 an acre.

The nations are finding that gambling in land values means social and industrial paralysis. The British Liberal leaders, Mr. Lloyd George and Lord Oxford, are making such startling proposals for land reform that the doors of the United States may be closed to them.

"I am convinced myself," said Mr. Baldwin at Glasgow, "that the day will come when we shall have to eviscerate our great cities." We quote *The Scotsman*,

Referring to Glasgow's housing conditions, Mr. Baldwin said the task of improving the worst quarters in our great cities was hard

enough to demand the co-operation of the best men and women of all classes—and those who withstand such improvement, whether it be from a selfish regard of their own wealth and property, or whether it be from a desire to monopolise their skill, and exploit the city—those people, in whatever ranks of life they were found, were the worst enemies of the communal life. I am convinced myself, he said, that the day will come when we shall have to eviscerate our great cities, a tremendous task, but a task to which the imagination and wisdom, and the wisdom of your best people, may well be devoted. The task is enormous, and therefore, it is all the better worth doing.

Mr. Stein, looking upon New York, where two-thirds of the people are too poor to afford a decent home because of inflated land values—in spite of all we hear about big wages in comparison with Europe—knows this is so and frankly confesses that New York wage-earners cannot be housed better except by cheap state credit and co-operative methods, or escape from the city.

The English Garden City reformers know this is so and say "We will have no more of it" and adopt the leasehold system—not the predatory leasehold system of other days where the landlord could grab all that was built upon land at the expiration of a short lease, but a perpetual lease to be held without interference so long as the lessee uses the land in accord with a social plan.

#### Freehold or Leasehold

We learn that some of the university residential lands are to be sold and some are to be leased and this is all we know. But the appearance of leasehold tenure in any shape means changing thought on town planning lines. Probably here it means that the university intends to keep careful control of certain residential lands. There is a mighty prejudice against leasehold tenure on this continent, probably because the old predatory lease is still remembered. But the English reformers have changed the character of the lease. The leaseholder at Letchworth has all the satisfaction in the tenure of land that the freeholder has—and more. The present writer had a lease of two acres of land for 999 years. So long as he used that land for a home no one could interfere with him. But, in addition he was protected from unreasonable neighbours who might wish to build workshops or stores or other incongruous structures that would destroy the character and amenities of the neighbourhood. He was protected and the whole neighbourhood was protected. Mr. Cadbury, at Bournville Garden Village, tried the freehold system but abandoned it for leasehold. His plan was going to pieces. "If men were reasonable," mourns Bertrand Russell "but they're not." Sometimes defenceless people can only be protected by law. This is the meaning of factory acts and the like and the meaning of compulsory town planning in England. Persuasive permissible town planning may

work—in about a century. But then the workers for it will be dead. Public sanitation would not go very far, if it were optional.

### The Demand for Sunlight

The demand for sunlight is no longer merely the scornful dictum of the scientist looking upon the mess we have made of our towns and cities. It has become a political and social faith. The scientists are still leading and treating their patients by sunlight when all other means fail. "Septic wounds", it is stated, "become clean, chronic conditions which have stubbornly resisted years of treatment yield to the ultra-violet rays of the sun. A skin disease which had defied all other forms of treatment for twenty years vanished under the rays." Objectors who profess to believe that there is nothing new under the sun—least of all ideas—may be interested to hear that bald heads have been reclothed. A dispatch from London quotes Sir

Oliver Lodge as saying: "What the effect of radiation on human bodies may be, we are only beginning to find out." Germany has more than 3,000,000 members of a sunlight society who insist on bathing naked in the sun in summer and send their members to parliament to legalize their demand for sunlight bathing. Town planning is concerned to get sunlight homes for the poor man and his family. The newspaper dispatch says there are a hundred reasons why all humans should have abundant sunlight and these reasons are all diseases. The large size of the university lots suggests that the university and government authorities in British Columbia have little to learn on this matter so far as the "high class" residents are concerned. A Town Planning Act will do something to secure for poor people also their share of the sunlight of heaven. Not more than twelve cottages to the acre are permitted in the British Act.

## Planning a Government Subdivision in Point Grey Municipality

By J. E. Umbach, Surveyor General, British Columbia  
With Separate Coloured Plate

### Transformation of Point Grey

Point Grey, an urban municipality adjoining the city of Vancouver, has, during the past few years, established a reputation for rapid development and efficient municipal government. Twenty years ago the area now comprised within the boundaries of the municipality was largely a jungle of typical Pacific coast forest, or, in the logged-off areas, of immense stumps and underbrush. Now it is with increasing rapidity filling up with homes varying in size and pretentiousness from modest bungalows to the palatial residences on Shaughnessy Heights, a high class residential area established by the Canadian Pacific Railway Company within this municipality.

### Originally the Gridiron System

The greater part of the area was originally laid out and disposed of in small rectangular acreage blocks by the Provincial Government. The dimensions of these blocks were designed with a view to facilitating further subdivision into residential lots on a uniform system. As a result the whole area so dealt with is a fine example of a regular grid system. Fortunately the greater percentage of the area is sufficiently level to lend itself to this system. There are, however, a few exceptions where the street grades created are excessive and the municipal authorities are now taking steps to replan a particular region so affected.

### Municipality Suggests Modern Planning and Government Agrees

It so happens, whether by design or chance, that an area of about 50 acres of sloping ground, in one unit, has remained unalienated up to date and the rapid development above referred to is creating a demand necessitating action on the part of the

Government with a view to disposing of the property by sale. The municipal authorities brought to the attention of the Government the desirability of abandoning the projected rectangular system of subdivision over this area, and resubdividing to a more appropriate plan. The suggestion was given consideration and acted on by the Lands Department and the plans, reproduced in colour, one the original rectangular scheme and the other the revised, give a striking example of the possibilities of subdivision planning, even on small tracts surrounded by already highly developed areas. The area is bounded on the south, east and west by developed streets. Tenth Avenue on the south is paved and the street railway serving the University of British Columbia passes along it. It is also part of the most direct route for other traffic between the city of Vancouver and the University, which has recently been established at Point Grey. It also serves at present a high class residential area which the Department of Lands is developing contiguous to the University. On the north the area is bounded by the links of the Jericho Golf and Country Club, which, combined with the view obtainable of English Bay and the mountains beyond lends considerable aesthetic value to the property. The adjoining development is well shown by the aerial photograph reproduced by courtesy of the Royal Canadian Air Force.

### Replanning the Area

In replanning the area, consideration was given to the desirability of creating a through street which would have a suitable grade and divert through motor traffic away from Tenth Avenue. This was done by diverting Ninth Avenue at Highbury Street slightly northward, diagonally across the contours



Airplane View of the Area

and joining Eighth Avenue near the middle of the north boundary of the block, giving a maximum grade of 6.5 per cent as against 8 per cent already established on Tenth Avenue. It is expected that Ninth Avenue and Eighth Avenue to the westward will become an important thoroughfare, eventually serving one of the two main easterly entrances to the University site.

#### Utility and Beauty

The maximum grade on the whole subdivision is slightly over 8 per cent, but this is for a short distance only and a comparison of the two plans will show at a glance the improvements effected in street grades in general. The heavier grades cover only very short distances, and all roads are capable of construction with a small amount of cut and fill, whereas the rectangular scheme would have required large cuts and fills that make the grades possible with the usual depreciating effect on the value of the adjoining property. A striking example of this occurs on the same side hill a few blocks to the northwest where a number of lots are rendered inaccessible and unsightly retaining walls have been constructed.

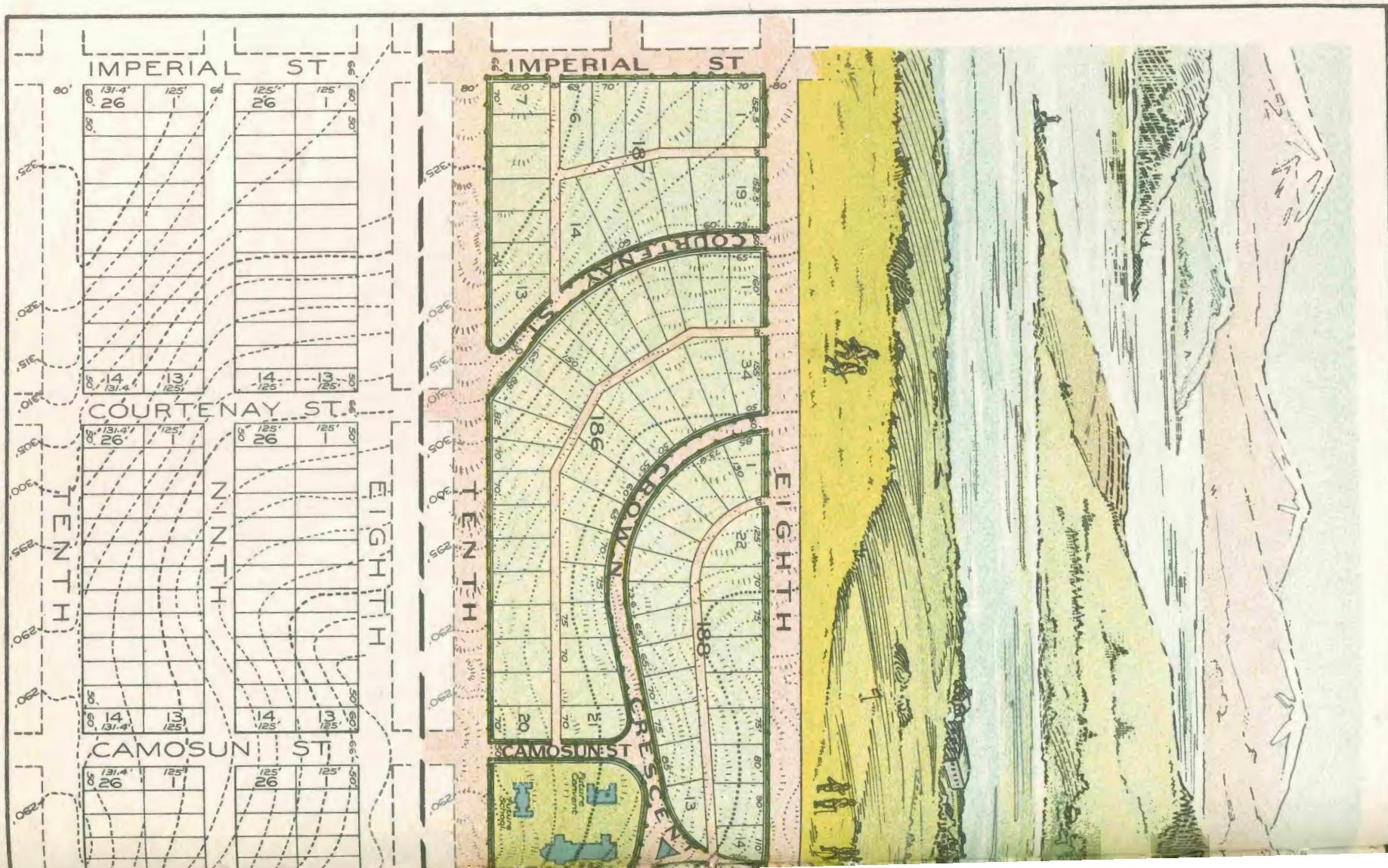
#### Street Widths Vary According to Use

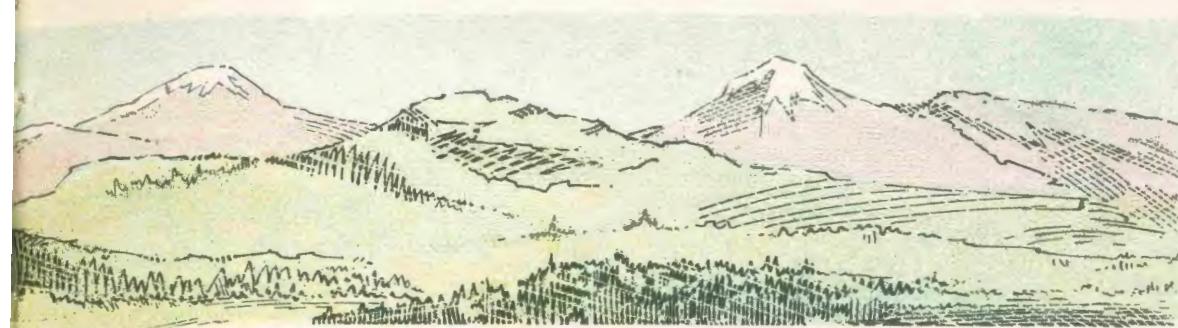
The main thoroughfares, Eighth and Ninth Avenues, are made 80 feet in width while the secondary streets are only 50 feet wide. With proper setbacks this is considered ample. The saleable area in the original scheme was 37.87 acres, with no provision for lanes. Under the revised scheme, which includes 20 foot lanes, this area is 34.92 acres, and adding nearly 3 acres for lanes, we find practically no change in the area of the street allowances.

In the original scheme all lots were of regular dimensions, viz: 50 feet x 120 feet. In the new plan there is a wide variety of choice as to size and aspect of the lots, the maximum and minimum areas being 15,350 and 5,390 square feet, respectively.

#### Area Zoned as Residential

It might be mentioned here that the area has been "zoned" as residential by the municipality and the minimum residential site area is set at 5,000 square feet. On the lower ground in the eastern part of the subdivision, suitable for cheaper building sites, the areas have been kept low, whereas on the higher ground, to the west, the lots have been made larger with the expectation that these will be in

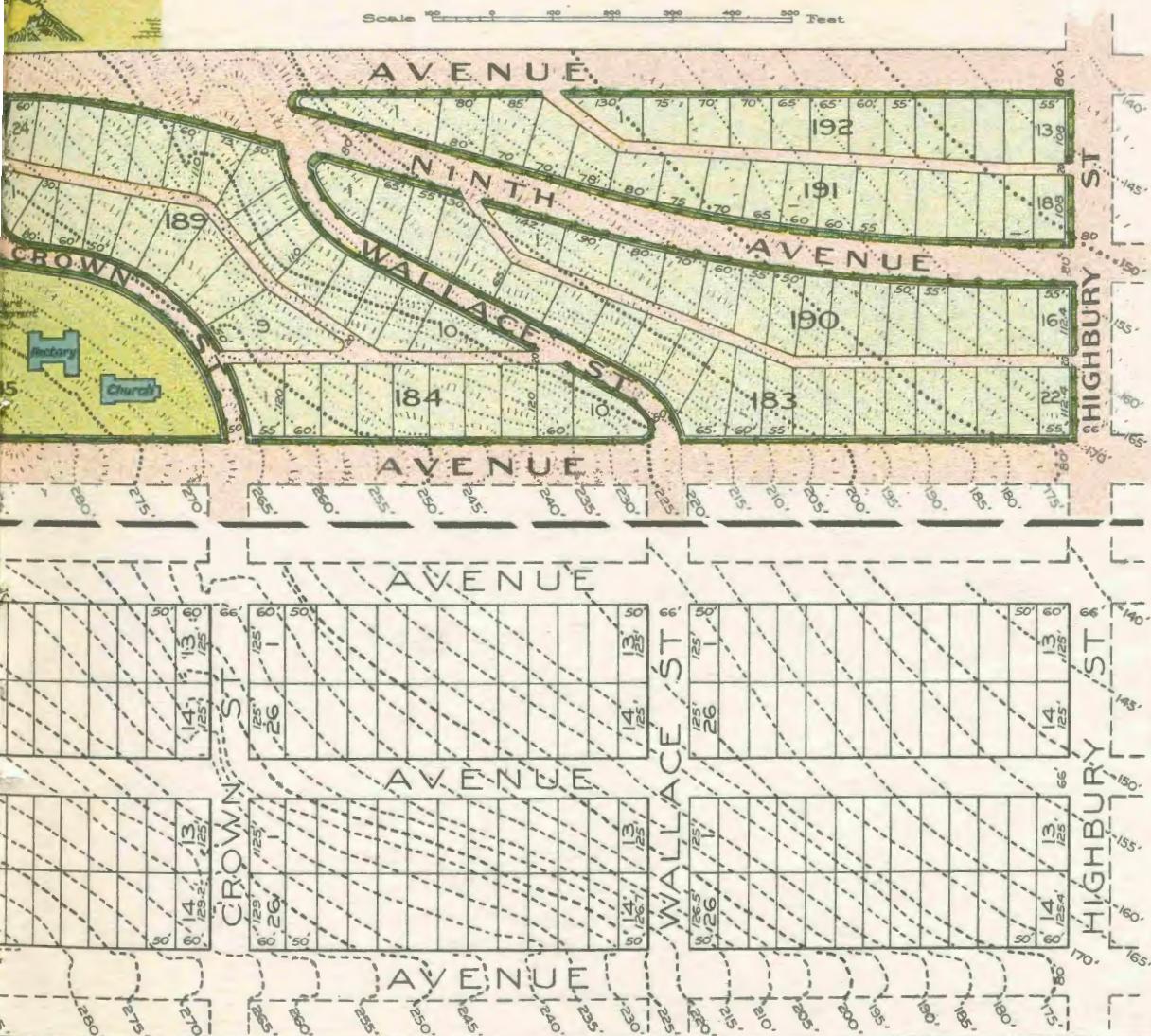




Plan of  
GOVERNMENT SUBDIVISION  
at  
POINT GREY. B.C.  
to suit the relief of the ground  
and traffic conditions.

The lower plan shews the original grid system  
and the upper, the scheme of subdivision replanned.  
The sketch gives an impression of the view from  
the higher ground in the area.

Scale 0 50 100 150 200 250 300 350 400 450 Feet



demand by persons who will be in a position to pay more for their homesites and desire space for more or less extensive lawns and gardens. The commanding view from the majority of these lots makes them very desirable as high class homesites, and the subdivision has been planned so that there will be very little obstruction of view by the erection of residences.

Block 185 has been sold and it is understood that a church, school and residence will be erected thereon under expert landscaping and architectural direction.

#### Public Utilities to be Provided

The final subdivision of the area has not yet been laid out on the ground, as it is the intention of the Government to first clear the area and rough grade the streets. The cost of this work will be included in the upset selling price of the lots. When this work has been done the subdivision will be completed and

the lot corners posted, thus avoiding the removal and disturbing of survey monuments unavoidable during clearing operations. In the meantime a sufficient number of reference points have been established to permit of ready determination of the street lines for grading purposes. The municipality will be expected to surface the streets and instal water and sewer services as development may demand.

#### Wise Co-operation

The Department considers that the extra time and expense involved in the replanning of this area will be of benefit to the municipality, not only from the standpoint of improved traffic facilities and the general amenities which will extend also to adjoining property, but that the sale of the lands will reflect a considerable enhancement in value as a practical result.

## British Columbia Town Planning Bill

The first draft of the proposed Town Planning Act for British Columbia was published in our issue of January, 1925. Since that time many favourable comments have been made upon it in town planning quarters and the general opinion seems to be that it is one of the best and one of the most humane documents ever placed before a legislature in the furtherance of a great public good.

The Bill has now been printed and is before parliament for consideration this session. In view of the active town planning that is being done on the university grounds and the government lands at Point Grey the town planners of British Columbia have very strong hopes that the Bill will be passed.

The Bill has undergone considerable revision since it appeared in our columns. We are glad to see that "Town Planning Act" has been substituted for "City Planning Act." There is no reason why British precedent should be rejected in this matter in favour of American and there is good reason why it should not. The British movement began at the rural end of this problem in a desire to make better towns on new territory and be satisfied to make small towns where there should be provided the amenities of both the city and the country and above all, where there should be room to live and play. Only quite recently has British legislation been applied to built-up areas. Mr. Howard and his associates had studied the mass and mess of London long enough to see the immensity of the task of "city planning" there. They turned to the country and began to make new towns and they rightly called their movement "Town Planning." The American began at the other end with the big city, and one of their leaders has rightly described the work as "city patching," and he also has turned his eyes to the country.

British Columbia is still largely in the making, with a population of only half a million in the whole

province and the main object of the Act will be to shape their small towns right in their beginnings and so save the waste and misfortune of badly-built towns so well indicated in the preamble of the Bill. These towns may become cities in their time but at present the planning will be applied mostly to towns and not to cities.

#### The Preamble

We greatly admire the preamble of the Bill. In the other Canadian Acts there is nothing of the kind. The preamble sets forth the reasons why there should be such an Act and condenses into a very short space much of the philosophy and ethic of the movement. A member of the legislature, who may not have given a thought to the movement and may be called upon to vote an hour or two after the Bill is placed in his hands will know something of the why and wherefore of the Bill by reading the first dozen lines. He will learn that past methods of town building have been wasteful; that an organization is necessary to secure orderly planning, adequate means of communication for increasing population and the prevention of congestion, economy in industrial and business outlay, preservation of business and residential property, stabilization of real-estate values and room to live and play for the people. It is a pleasure to quote the preamble:

WHEREAS it has been realized that large municipal expenditures have become necessary owing to the fortuitous development of urban centres, and that it is advisable to provide an organization whereby the natural growth of cities and towns may be planned in a systematic and orderly way, so that adequate means of communication for an increasing population may be provided and congestion avoided, and that economies may be effected in the industrial and business activities of the community, and

so that the serviceableness of business property and the amenity of residential districts may be preserved and real-estate values stabilized, and adequate areas may be provided for protecting the health of and providing recreation for the public.

### Town Planning Executive

The first thing that is demanded in the Bill is a provincial town planning executive of technical men — which is just what most of the other Canadian Acts lack and for the lack of which most of them are either dead letters or are under one man so insufficiently staffed that rapid progress is impossible.

After definitions in the Bill the first provision is for the appointment of a provincial Town Planning Bureau, consisting of six permanent technical officers in the civil service. The provision that the Inspector of Municipalities shall be the secretary and chief executive officer of this Bureau does not look so promising, since he may not be technically qualified as a town planner. This is of the utmost importance, since town planning is both a science and an art and only a man who knows his subject has the driving enthusiasm upon which progress and success so largely depend. Neither a Cabinet Minister nor an Inspector of Municipalities, as such, is a qualified town planner, any more than he is a biologist or an artist.

The functions of the Technical Bureau will be to advise any Government department in the planning of an area of unorganized territory; to study the town planning needs of all parts of the province; to disseminate information on town planning and to co-ordinate the efforts of adjacent Town Planning Commissions. This last provision is important, since the geographic limits of a town planning scheme are often quite artificial, functionally. The planning of the territory beyond the city limits is usually as important as the planning of the town area. Otherwise, it may fall into the hands of speculative "developers" who may make such a mess of it that when the time comes to "annex" it the proper planning of it becomes an insoluble problem. This is the case with the most of the suburbs of Ottawa and of all the large cities. The Bureau will also act as a Board of Appeal.

### A "Permissive" Bill

Section 5 states that "every municipality may, by by-law, create a Town Planning Commission," which indicates that the Bill is permissive and persuasive, which means that the municipalities may not take any notice of it unless they wish to. It may be that the wider movement of town planning thought will make them wish to adopt it in their own interests, but the poor response to the Government questionnaire makes this seem rather unlikely in many cases. The permissive bills of Canada do not seem yet to be "cutting much ice." In England a mixed condition exists on this question of legal obligation to put a town planning act into opera-

tion. Towns of more than 20,000 population are under legal obligation to prepare a town plan within a definite date. The number of towns preparing plans not under this obligation is greater than the obligatory ones, but they have had the advantage of twenty-five years of education. Incidentally, too, they are showing the defects of the British Act. They are showing that town planning is even more necessary for the small towns than for the large ones because fewer costly mistakes in bad planning have been made.

The framers of the British Columbia Bill will probably argue that they had to proceed by easy stages and that the example of those towns adopting town planning will bring the non-conforming municipalities into line. This does not seem to have worked very effectively in the other provinces and considering the social and industrial importance of the matter as set forth in the preamble there would seem to have been a strong case for an obligatory Act. Democracy has its penalties as well as its advantages. It often leaves important social judgments affecting the welfare of thousands of families in the hands of men with no social passion or educational qualification to deal with them. An Illinois grocer recently advertised "Full weight given. Twelve ounces to the pound." When it was pointed out to him that he was under obligation to give sixteen ounces to the pound he confessed that he did not know that and had been giving twelve ounces for many years. When this man had made enough money to be appointed mayor in his community there may have been a certain lack of enlightened administration. *Life* tells of a firm of Brown, Brown & Brown which had an account against a general merchant of Littleville. The firm wrote to the freight agent of the "city" to ask if their goods had been delivered; to the local bank to learn if the merchant had any funds; to the post office to verify his address and to the local Methodist minister to ascertain their client's moral standing. Their client, as local postmaster, received the four letters and answered them all. He stated that as freight agent he could testify that the goods had been delivered; as president of the local bank he could guarantee the funds if Brown, Brown & Brown could get them, and that if he were not the Methodist minister himself he would tell Brown, Brown & Brown to go to hell.

It would be a pity if Vancouver and Victoria could not get a Town Planning Act because Littleville objected. Littleville would probably turn out to be the mayor and chief "realtor," contractor and hotel proprietor. If town planning depended upon him he would probably commit town planning to the sultry regions, but if town planning were law he might feel the necessity of having Littleville up to date and order his clerk to "put in" a town plan just as his brother ordered the architect to "put in a perspective" because his neighbour had got one.

Building by-laws are law and, therefore, compulsory. They were framed to protect the community from the unreasonable man. Europeans and Americans are finding that there is little effective town

planning without law. As already mentioned British towns not "under the law" are asking to be placed under town planning law for their own protection. We recommend the subject of voluntary or obligatory town planning to the consideration of the Vancouver local branch. New Brunswick has been held up in its town planning for years because one or two country "councillors" would not agree to certain necessary appointments, and we suspect the prairie provinces are shying so long at legal compulsion that not much progress is being made. Ontario has permissive zoning but few towns know anything about it.

The welfare of the province may be considered as an end in itself which may properly call upon the support of law for its maintenance and extension. The settings of most towns in British Columbia are so wondrously beautiful that all the resources of town planning science should be applied to save them from the vandal and the spoliator. It may be found that nothing but obligatory town planning will do this, and the time may come when visitors will say: "We don't find so many ugly towns in British Columbia as in some other provinces" and the provincial executives will answer, "That's the Town Planning Act. You know it's obligatory. There was a little kicking at first, especially in the country districts, but they got used to it and now they like it. It makes towns that are interesting, because they are beautiful and efficient and it stops the drift to the city. It protects property and makes for order and beauty."

#### A Dying Superstition

Much opposition to town planning has been experienced on the ground that a Town Planning Commission will interfere with the prerogatives of the city council. Probably there is not a city alderman in any city having a Town Planning Commission who any longer holds this superstition. We venture to say that there is not one in Ottawa. When a town planning matter comes up it is handed over to the Town Planning Commission as a technical matter for experts, just as engineering problems are handed over to the engineers. The Town Planning Commission humbly reports on it as the engineers humbly report on their problems. As Mr. Ewing says of the engineers, the Town Planning Commission is "on tap but not on top." The technical town planning men are just humble scientists, who once and again are graciously allowed to use their brains and knowledge for the good of the city. The city council is still "on top" and their yes or no can still save or dam the city. Moreover, they hold the purse strings and believe in economy where the salaries of scientific men are concerned.

#### The Town Planning Commission

If and when a Town Planning Commission is appointed under the British Columbia Bill its duties will be briefly:

- (a) To serve as an educational agency by arranging public meetings, lectures, discussions.
- (b) To prepare data for a comprehensive plan of future development "based primarily upon

public utility, convenience and general welfare."

- (c) To revise the plan when needed.
- (d) To recommend to the Council specific public improvements that may be carried out immediately and make plans for them.
- (e) To watch subdivision plans so that they are not allowed to conflict with a comprehensive plan.
- (f) To prepare special plans for such major public improvements as harbours, railway, rapid transit and street projects and recommend them to council.
- (g) To prepare zoning plans for use of land, both public and private and to regulate the height and bulk of buildings and the areas they may occupy.
- (h) To consider and report to the Council upon all matters dealing with the physical development of the town which may be referred to it by the Council.

Clearly the council is "on top" in all matters since it has the power of all final decisions and holds the public purse.

This assembly of duties seems to us remarkably well done. We know nothing in any other act, either British or Canadian, so persuasive and so humanly intelligent and intelligible. Both the Town Planning Branch and the Government are very fortunate in securing a man of long legal experience who has put his heart and soul into this work. The mischief of town planning legislation is that the framing of legal documents is often in the hands of lawyers who seem to delight in making themselves unintelligible and suppressing the impulse to take the ordinary person into their confidence and show a little feeling for human welfare. It is well known that Mr. A. G. Smith is behind this work and if it isn't, it should be. Mr. Smith has made a legal document a manual of education on town planning for the benefit of the whole province, and incidentally, of Canada.

The Vancouver planners are fortunate too in having a building inspector in sympathy with them. Mr. Bird has been working almost day and night for years to rescue the building by-laws of Vancouver from the Dark Ages and prevent such hideous erections for the future as the Chinese slums. We trust the Local Branch will see that he has qualified abundantly as member of the Institute. Cooperation between town planners and building inspectors is of the utmost importance. There are building inspectors who will allow anything to go up anywhere so long as they can bring them within the law—often a building law of the Dark Ages—for reasons that have nothing to do with town planning and may be radically opposed to town planning. At present a commercial building in Ottawa—pending the passing of the Zoning by-law—may occupy the whole area of a lot. The consequence is that three sides of a building, housing thousands of defenceless workers, may be cut off from daylight, not to mention sunlight. At present "it is the law" and

unenlightened builders (who forget that their premises may some day be without tenants) take advantage of it and building inspectors allow it, frequently on the plea that it provides work, as though it would not provide work if daylight lighting to all parts of the building were made compulsory. On some such plea, doubtless, Ludgate Hill was built up before St. Paul's Cathedral when the lovely work was intended to be the great architectural feature of Fleet Street and the Strand. The time must surely come when building inspectorates will be the reward of architectural education and practice and not the perquisites of political expediency.

#### Beyond Zoning

The duty of the Town Planning Commission, according to the Bill, will be to prepare a comprehensive plan, and not a mere zoning plan. Our people hear so much of American zoning that they are inclined to think that zoning is the whole of town planning. Our British Columbia planners clearly intend to watch this matter and get the thing clear. Zoning is merely a part of British and European town planning. It is the part that the United States have caught on to and made into "City Planning." New York has a zoning plan but it hasn't a town or a city plan. Three hundred other cities have zoning plans but the British concept and practice of a comprehensive plan governing such matters as planning for roads, streets, squares, industries, harbours, railways, parks, playgrounds, boulevards and parkways, open spaces, public buildings, scenic preservation and construction, bridges, viaducts, schools, architectural amenities and a score of other matters of vital civic importance is only just forcing its way through the imperfect concept of zoning.

#### A Yearly Report on Recommendations

The Planning Commission is under obligation to present to Council two months before the municipal election, a list of projects recommended for immediate execution. If anyone should be in doubt as to the utility of a planning commission he will surely be convinced by clause 17 of the Bill. There is here created a group of public-spirited citizens whose duty it is to watch town and city development in the public interest and do what the city council often has not time to do and individual citizens hesitate to do—keep the spirit of civic improvement alive from year to year, prevent civic stagnation and protest against the creation of needless ugliness that depresses the social and business value of a town, and is due to the unsocial action of individuals. For many years the owner of a burnt-down building on the sea-front in the very middle of English Bay left the charred debris there untouched—where thousands of bathers congregate in an otherwise clean and beautiful place. The Capital City suffers from the same eye-sores—buildings torn down or burnt down and the debris left on the vacant lots for years—thus depressing the value of neighbour-

ing property and the social amenities of the whole city. The Prime Minister, Mr. W. L. MacKenzie King, has said that "in any civilized country private rights should cease when they become public wrongs." The actions of other individuals in polluting the water at English Bay also threatened to make bathing impossible. It will be the work of the Town Planning Commission to recommend to the City Council that such matters should be attended to within the coming year. They will serve without remuneration and will, therefore, not be afraid either of the votes of interested people or of the loss of their income.

#### Council may Expropriate Lands

Section 22 of the Bill gives power to a council to acquire and dispose of private lands for the purpose of civic improvement. Presumably values will be arbitrated when Council and owners cannot agree. We understand that it is a principle of law that all lands finally belong to the Crown. The principle of expropriation is now in common use both in Canada and other countries. Many town planning projects cannot be carried out without it.

#### Preserving Lands for Town Planning Projects

Section 23 is a farsighted provision for setting aside land, whether private or public for essential civic improvements to be carried out when circumstances permit as part of an official plan. Fifteen years are specified as the time limit for carrying out the projects involved. This is to meet the objections of those who attack a plan at sight without study and declare the town cannot afford it. Under this law the answer of the Council will be: "This project is necessary for the welfare and prosperity of the town. There are fifteen years to prepare for it. Money will be spent anyhow; it might just as well be spent rightly as wrongly. A school will be needed there; a widened highway here, a playground over there. If buildings are erected on these areas they will have to be destroyed later and paid for by the city at high compensation."

A noisy and ugly ship-building plant erected at the front door of North Vancouver may affect the whole gravitation of the town when North Vancouver realizes the cash value of a beautiful entrance to a town built upon one of the most beautiful sites in the world. Under this Act the North Vancouver Council would have planned its entrance right and preserved it for effective development within a period of fifteen years. As it is, the entrance is ruined, probably for all time. If a new entrance is properly planned at the Second Narrows bridge the step will be wise enough but it will be a pretty savage penalty for the helpless property-holders of the present entrance. It is in this way that districts are "blighted" and the property-holders, especially of residential and business property should be the first to see that town planning is the way out of the dilemma. Town planning does not disparage the existence of industrial enterprise. Far from it. But it does insist that industrial plants

should be in the right place, and not clattering at the front door of the people's homes.

#### Zoning

The provisions for zoning are placed towards the end of the Bill and occupy their logical place in the science and art of town planning, according to British ideas, and are not set forth either as the whole of town planning or a substitute for it, as in American practice. The regulations will be based on the following considerations:

- (a) The promotion of public health, safety, convenience, and welfare;
- (b) The prevention of the overcrowding of land and the preservation of the amenity of residential districts;
- (c) The securing of adequate provisions for light, air, and reasonable access;
- (d) The value of the land and the nature of its use and occupancy;
- (e) The character of each district, the character of the buildings already erected, and the peculiar suitability of the district for particular uses;
- (f) The preservation of property values and the direction of building development in accord with the official town plan.

The technical form of zoning adopted is as follows:

- (a) For designating certain districts within which it shall be lawful and certain other districts within which it shall be unlawful to erect, construct, alter, reconstruct, repair, or maintain certain buildings, or to carry on certain businesses, trades, or callings;
- (b) For designating certain districts within which the height and bulk of buildings thereafter erected, constructed, altered, reconstructed, or repaired shall be limited, and for prescribing the limitations;
- (c) For prescribing the area of yards, courts, and other open spaces to be maintained in any district;
- (d) For regulating, restricting, and prohibiting in any district the location of all or any classes of industries, businesses, trades, or callings, the location of apartment or tenement houses, terraces, club-houses, group residences, two-family dwellings, single-family dwellings, the location of the several classes of public and semi-public buildings, and the location of the several classes of public and semi-public buildings, and the location of buildings or property designed for specified uses;
- (e) For prescribing as to any district the class of use of buildings or land that shall be excluded or subjected to special regulations, and designating the uses for which buildings may not be erected, constructed, altered, reconstructed, or repaired, or land used, or designating the class of use which only shall be permitted.

This seems to us more flexible than most zoning codes and leaves more margin for experiment.

#### Looking to Regional Planning

The last paragraph in the Bill makes wise provision for joint sessions of planning commissions with a view to co-operation in matters that are of common interest to adjoining municipalities such as water and sewerage. It also looks to regional planning, a subject that follows inevitably the progress of planning for individual towns. England has already seventeen regional planning committees and regional planning is developing rapidly in the United States. Probably the whole Vancouver region, including New Westminster, Burnaby and North Vancouver will be subject to a regional plan in the near future. The movement is a world movement, as we keep saying. Vancouver and Victoria have their groups of public-spirited scientific sociologists who will not let the subject die or their own wonderful province suffer for the lack of scientific development.

#### Good Luck!

The Bill is being studied among the Ottawa planners with the greatest interest and every man is wishing the B. C. planners the best of luck in the passage of the Bill. These notes are very much *currente calamo*, but may be indicative of the interest created in the B. C. Bill. At the Council meeting held in Ottawa November 27 all the members were asking for copies. Its wide distribution in British Columbia would be a powerful means of provincial education in town planning. Our contact with the press has proved that they want "news and not views" and there is so little town planning news in Canada. Some planners are getting tired of the talk of legislation since so much town planning legislation appears to be sterile. The brotherhood of town planners watches its members drift to other countries with grave concern. Some of them stay in their own country much to their personal loss. The legislatures do not seem to see the necessity of providing adequate technical staffs for the execution of their acts. Montreal planners may have to act without encouragement either from their provincial or civic Government. Hope deferred has made them sick for many years. They are remembering that the Chicago Plan was launched by a group of public-spirited business men and they are getting ready for a "town-planning drive," as a citizens' movement.

The British Columbia Town Planning Bill might well be studied by the Local Branches of the Institute and comparisons made with other Canadian Acts. There is not a waste word in it and not a dry or legally-crabbed paragraph and in a quite marvellous way the philosophy and ethic of the movement seem to be condensed in it. One would like to see most other Canadian Acts reconstructed on its model, as a new beginning of a new period of practical activity. Especially would one like to see an Ontario Act, gathering the *disjecta membra* of town planning law found in the Municipal Act and half a dozen other

places codified, revised and presented with the philosophical simplicity, humanity and completeness of the British Columbia Bill. Fortunately the Vancouver City Council is actively in sympathy with the Bill and in Government quarters, both among the technical men and the legislators the battle of conviction

seems to have been largely won. Incidentally the movement, as it already exists in British Columbia, is measurably creating a new group of efficient and enthusiastic town planners. When the municipalities begin to demand town planning these men will be ready to respond to the call.

## TOWN AND REGIONAL PLANNING

### ADDRESS TO THE TECHNOLOGICAL CLUB OF SYRACUSE, N.Y.

By NOULAN CAUCHON

President, Town Planning Institute of Canada

#### Engineering—Civil and Political

That town planning is civil and political engineering, in its broadest and best sense, will be perfectly clear to any technical man having had experience with the public and its representatives—and justifiably so. The public must be educated first to an understanding of your technical foresight and then convinced of the desirability of implementing it, that it is right and advantageous, so that public representatives may feel free to react to an endorsed idea and enact its fulfilment.

Progression is slow in the evolution of many bone-armoured minds.

#### The Point of View

Man is the product of heredity and environment. Town planning is the technique of sociology in that it is the science of environment. It may perhaps claim broadly the scientific name of Euthenics, as defined by the American Illustrated Medical Dictionary:

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

And more explicitly by Webster's Dictionary:

Enthenics is the science and art of improving the human race by securing the best external influences and environmental conditions for the physical, mental and moral development of the individual and the maintenance of health and vigor.

#### Philosophy of It

Our view is that environment affords heredity its survival and its opportunity to develop its good or its bad traits; the physical and traditional moulds which shape and torture the body and soul into personality. Town planning for human betterment rests on a biological basis, the problem is to determine the medium in which human life can be and thrive.

From such premises are built up our philosophy and science and art of living which through the elusive paths of modification and mutation should bring a better and happier race.

Exploring in evolution, anthropology and sociology may seem to lead "far from the campfires of the tribe," but it is not only fascinating but necessary,

for he who would plan for human betterment must feel the urge and be suffused with the springs of human action.

#### Maintenance of Life

The enlightenment of scientific research brings visions, changing ideas and restatements of the minimum requirements for health and freedom, in anticipated mutations of our very conventional and limited civilization.

It is said that the two great primal urges are hunger and love;—let us deal with the first law of nature, i.e. hunger.

#### Indivisible Factors

The maintenance of life is fulfilled through the exercise of ethics, economics and art, as different, yet indivisible manifestations of natural law.

It is wise to define our terms with exactitude so that there may be no misunderstanding our appraisal of social right and wrong.

#### Ethics

Ethics are those customs of righteousness which have become so, of necessity for survival, in the evolution of the race. As to policy, our Canadian Prime Minister (Rt. Hon. W. L. MacKenzie King) is quoted:—"In any civilized country private rights should cease when they become public wrongs."

#### Economics

Economics is the science of the conservation and conversion of energy in the maintenance of life—of human life.

Commercial economics, in the profit of one to the outdoing of another, is but relative economics. Ultimate economics lies in the survival of the race. We must recall the spirit of Ruskin: "There is no wealth but life."

To engineers, that is, economic engineers, dollars and cents are merely a convenient decimal scale for reducing dissimilar things to a common denominator.

#### Art

Then Art is expression, sought through the properties of mind and of matter, of the truth, absolute, inherent in the nature of things. Technique is the tempered tool in master hands revealing beauty,

which is a dazzling form of energy. The need for Art in life is to express being and personality, individual and collective, and anyone versed in the matter can read a city like a book, as to what are the dominant incentives of the people who dwell therein.

### Professional Functions

Town planning is but the focussing of professional knowledge to the ends of human betterment. Each and everyone has his opportunity, his contribution to make in overlap of knowledge. Yet singleness of function is what we endeavour to instil through *The Journal of the Town Planning Institute of Canada*.

### Social Progress

For social progress, scientific men must become militant and not "pass like ships in the night." Further, scientists must hold to their responsibilities of intellectual leadership, of outspoken fearless synthetic teaching and not allow themselves to "jell" in static wisdom.

And there is the crying need for much research into the natural secrets of planning. There is congestion to investigate, which is the cancer of our aimless urban expansion, the crux of our problem of "preventive" planning. The solution lies in restraining population density by zoning for use, area, height and bulk, in providing a scientific articulation of streets, arteries, "Interceptors" and transits, correlated in width, direction, length, and in speed, that the tide of population may freely ebb and flow between homes and work, in comfort.

And as a man cannot, neither can a city, live unto himself, there is a possible happy merging of the city into the country which supports it, around it, where settlement on the more intensive small-holdings, free of isolation, afford co-operation, efficiency, comfort and the stimulus of civilized life and amenities. This is my constant plea at home for the spread of our immigration, that its soul may be nourished no less than its body.

### New York State Planning

The State of New York is fortunate in the foresight of its public leadership which has given it a State Planning Commission, no less than in the personnel with which it has been endowed. The fearless report of its Chairman (Mr. Stein) upon the housing situation has elicited much admiration among Canadian planners. A remedy must be found for a profiteering status on the part of capital or labour, or of both, which denies decent economic housing conditions to two-thirds of the population. It is explosive of prosperity to sit upon the safety valve of racial survival.

The United States abolished black slavery, perhaps because they had realized the lesson of history that no nation which has based its economics on slavery has survived. There is danger of falling into the parallel error or economic slavery, which may bring in the end national collapse, through its inherent vices.

May I refer you with genuine pleasure to the *Survey Graphic* of May, 1925, where the case is so splendidly pleaded from many humanitarian and technical angles, and also to the Report of your Commission of Housing and Regional Planning, legislative document No. 91, 1925.

In England they are launched upon a campaign to salvage, where they can never quite redeem, the evil social inheritance of the Industrial Revolution. In forty years it will have cost the national treasury and the municipalities over six thousand millions of dollars.

The President of your great Republic has come out boldly for the rights and justification of efficient living conditions.

We also welcome the able and helpful reports and bulletins which emanate from your Federal Department of Commerce. They suggest to me a possible friendly parallel to the story in the "Shu-King," that ancient Chinese classic. The Emperor when growing weary of worry decided with his council to select as his successor, Yu, his chief engineer, who had laboured long with success to restore finally the land of China from the four hundred years of scouring occasioned by Noah's Flood. See political appointments 2500 B. C.!

### Planning in Ottawa

The Canadian Capital is the first city in Canada where the municipal authorities have recognized planning as an initial and continuous advantage by giving its Plan Commission a small annual budget for maintaining two draughtsmen, but it may require political "heterosis" before we get the long anticipated Federal District.

A zoning by-law has been framed, and approved by numerous technical and professional and business interests, and has also received the "unqualified" endorsement of the Trust and Loan Companies who recognize that it is indispensable for stabilizing investment values.

There are some novel and interesting simplifications which have been introduced into it but which it would be premature to dilate upon till they "get across."

Of your cities 366, comprising 26,000,000 people are operating under Zoning law.

We derive all our zoning powers quite simply from the Statutes of Ontario 12-13 George V—1922.

The Municipal Institutions Act Chap. 72, 399a says:

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

#### Establishing Restricted Districts or Zones.

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

2. For regulating the height, bulk, location, spacing and character of buildings to be erected or altered within any defined area or areas abut-

ting on any defined highway or part of a highway, and the proportion of the area of the lot which such building may occupy.

We have a Board of Appeal in the personnel of the Ontario Railway and Municipal Board.

### Obviating Congestion

Congestion is the "Key" plague to be obviated; it comes of inadequate services and ill proportioned functions, nearly all variables.

To determine the adequate width of a street or artery, its length and the area and density of its population shed must be fixed, which means zoning the use and bulk of buildings and keeping in view the possible traffic speeds. These relations can be determined only for local purpose and within limits; expansion and traffic beyond that must be correlated by *Interceptors*, i. e., independent fast arteries free from the accretions of local business or domestic frontages. Also, it is my belief that the base for residential subdivision should be hexagonal rather than rectangular. Further, that arteries should converge towards a *central area* but diffuse far short of a *central point*; and that there should be a relatively large park-like inner central area of *low pressure* that the tendency towards peaking of the centralizing traffic be swayed into rotation around a balanced orbit.

You will, of course, understand that the diagram I am showing you is theoretical and of necessity somewhat rigid but the principle is elastic in its application to meet contingencies of circumstances and topography.

The forces of urban expansion are radial and circular, suggesting a solution to be found in an approximation of the properties of circles, not in those of squares. This was the theme of my paper at the International Convention last April in New York for which the American City Planning Institute and the City Planning Division of the American Society of Civil Engineers are extending to me the privilege of a joint session, 22nd January next to further explain and discuss.

Congestion limits the distance, about half an hour, which can be profitably devoted between home and work. *Time-distance* determines the available competitive area for homes; to increase it means more comfort; to reduce it means crowding people *in and up*, finally resulting in slums, deterioration, disintegration, degradation, death by commercial cannibalism. There are slums of congestion in cities and slums of isolation in the country. The optimum in ultimate economics is the survival of the race.

In referring to slums I mean, not only the slums of the poor, but also high-class slums of the high-priced apartment, where the majority of rooms are deprived of sunlight.

Ferrero in his "Ancient Rome and Modern America" (pp 78-9), says:

The disease which killed the Roman Empire was, in fact, excessive urbanization. Neither the attacks of barbarism from outside, nor those of Christianity from within, would have pre-

vailed against its might and its massive weight, if the strength of the colossus had not been already undermined by this internal cancer. But, slowly and steadily, the disease had spread through the trunk of the Empire, and had attacked its most vital organs one after the other, fostered on its deadly errand by wealth, peace, art, literature, culture, religion, all the blessings which men most long for and most prize.

### Zoning

Zoning is our weapon for protecting the disposition and bulk of buildings in restraint of density, of over crowding, and to secure for the dwellers in home and at work, to the measure of occupational requirements, sufficient air and its oxygen content for *metabolism*; sufficient sunshine with its heat and its dryness and its germ killing rays.

Metabolism, in this case, is a question of "the nutrition of man," on which subject I would refer you to Professor Chittenden, of Yale.

Slums do not create disease but they breed it and at the same time so lower human resistance as to leave it a weak and *ignorant* prey to every ill, physical, mental and moral.

Of course, there is always the problem of ignorance as to whether people are ignorant because they are poor, or poor because they are ignorant.

Glance at the mortality charts recently given so grippingly in Professor East's "Mankind at the Crossroads" and you will visualize how great is the proportionate death rate from all causes, particularly from respiratory and from alimentary system causes, especially to children under one year, and then up to five years, and you can further index it by the slum, the crime in social malnutrition.

The rays of the sun are the ultimate source of all energy on this planet.

### Sunshine as Food

Let me quote Woods Hutchinson, M. D.:

We know that it is the iron in our blood which plays the largest part in keeping the body supplied with oxygen from the lungs, and also it is the iron in the green chlorophyll life essence of plants which enables them to enslave the sunlight and use it to build up their leaves, seeds and fruits, and what is still more significant, the latest findings point strongly to the fact that one or more of the vitamins at least, act very much more vigorously and effectively in the presence of sunlight. *Given sunlight, in fact, the body may build its own vitamins upon a diet which is deficient in them. The vitamins may possibly be mineral sun-catchers, enabling us to eat the sunshine at first hand just like plants.*

### Sunless Rooms

And Barry Parker, the eminent architect of Letchworth says:

The *tenant*, probably, does not know that a typhoid fever germ will live for two years in a

place where sunlight never penetrates, but cannot live for one hour in the sunlight. He, or she, has probably never realized the significance of the fact that a laboratory used for the cultivation of disease germs must have a north aspect. The tenant probably does not know that even in tropical climates, where, in the past, the aim has been to exclude sunlight from living rooms (with a view to keeping them cool), it has been found necessary to pass legislation, making it impossible for a wall to be built in such a way that it prevents the rays of the sun from reaching the base of another wall, for at least a minimum of two hours a day. It has been learned that in tropical climates in particular it is those places to which the purifying rays of the sun never penetrate where disease germinates and flourishes. It is not a question, merely, of comfort or discomfort, but of healthiness or unhealthiness; briefly, the fact is that any room into which the sunlight never finds its way is an unhealthy room.

### Slum Statistics

And further, craving your patient attention, may I quote again from East re slum conditions:

A most instructive study on this score was made by Miss Emma Duke at Johnstown, Pennsylvania, for the Children's Bureau of the United States Department of Labor. It is typical of several studies made in this bureau under the direction of Miss Julia Lathrop.

Where housing conditions were good and the home was clean and dry, the infant mortality was 105; where similar clean houses were damp, it rose to 127. In moderately clean and dry houses, it was 158; in moderately clean and damp houses it was 171. Where the houses were dirty but dry, it was 162; where they were dirty and damp, it was 204. Similarly, when the houses were classified on the basis of the water-supply being inside or outside, the rates were 118 and 189 respectively.

And further:

Ventilation played a star role in the Johnstown studies. Where it was good the rate was 28; where it was fair, 92; and where it was poor, 169.

In the more general field Carr-Saunders, of Oxford, has given tremendous research to the survival propensities of the human race in "The Population Problem." He attaches apparently more importance to the traditional environment, social inheritance, than to physical environment and even than to heredity—but that is argument for another day.

### Ideals

The most satisfactory scheme so far for providing ideal home conditions is the English Garden City, on the co-partnership land-tenure system. It

can be seen in successful and happy operation at Letchworth and at Welwyn.

The recent International Town, City and Regional Planning Convention at New York City was the greatest clearing house yet for information on the progress of social ideas. The volume of transactions has now been published.

### Settlement

For years I have been advocating in Canada the adaptation of the English co-partnership principle to "small-holdings" and intensive cultivation as a settlement policy and for an immigration policy; offering the amenities of life within the confines of civilization, the stimulus due Nordic Races. It was such a settlement opportunity that appealed to me in 1919 throughout the length of your Erie Barge Canal belt of country and where, moreover, the production could be guaranteed against drought and also increased by irrigating from the canal. It appears to me as the greatest undeveloped irrigation possibility on this continent. Think of it throughout the state in the hot scorching drought of summer! You could rival the splendours of Granada—with water. Water is more valuable where it can be used for irrigation than where merely for power.

### The Tools of Production

Mr. Owen D. Young has recently pictured to you the wonderful development awaiting the fuller distribution of electric power along the canal route, another latent talent in the napkin! I look upon our water power as a national tool of production and visualize its conversion of every horse-power into the mechanical equivalent of ten men—ten energy settlers co-operating in Canadian development.

This is the basis of my objection to the export of power.

Surely as great or greater equivalents would obtain under your more highly industrialized conditions; so do not alienate your power. In the science of environment, we may claim for town and regional planning that its function is to preserve and to develop the best that heredity has bestowed upon us in the Race.

### Town Planning a World Movement

Town planning is coming into its own as a world movement for social betterment that has science behind it and philosophy. It is no emotional "uplift" movement. Your President and the Governor of your State are convinced of its soundness. The British Conservative Prime Minister is advocating it and his government, including the Opposition leaders are committed to it. No government will stand in Britain that is indifferent to it. The League of Nations is looking to a town-planned "World Centre." The Australian Capital is being built according to its principles.

## A Plan For the State of New York

By Clarence S. Stein, Chairman New York State Commission of Housing and Regional Planning

### American City Planning is City Patching

City Planning, as we know it in America, is in reality mainly city patching. Our cities were laid out according to a rectangular formula that made both the work of the city engineer and the realtor most easy. They have been developed for business and land speculation, not for efficient or beautiful living. As a result the homes of the workers are crowded into the less desirable parts; recreation space is not considered until land has become too expensive; what beauty there may be is the result of accident, or unrelated detail or of extravagant after-planning.

### Replanning runs against Excessive Land Values

The city planner was first called in to add embellishment, such as a public building. Later, when it was found that unlimited concentration of population was clogging the wheels of industry and thus multiplying its costs, at the same time making life unbearable to those packed in city slums, the city planner was again called in; this time not to beautify but to find some relief from the over-concentration and poor distribution of living and working places and from the breakdown of traffic and transit.

### The Unmanageable Centre

But the city planner had little chance to plan. Land values had reached a point that prohibited such zoning as would accommodate the use of land to a sane disposition of population for efficient industry or living. For you cannot zone effectively the congested parts of New York City or other great cities, without decreasing the value of much of the land, and any city planner who attempts that will have to seek another occupation. Nor can you relieve congestion by widening streets, by cutting a few extra avenues, nor by building two, three or four levels of thoroughfares. We have tried it, and traffic always increases more quickly than we build. Indeed we cannot solve the problem of transit with more subways. They do not decrease congestion but rather beget more. Each additional subway serves but to pour more workers daily into the over-crowded beehive at the centre.

It is apparent we have not been going to the source of our problem. We must have an understanding of the causes. These causes are related to the development of the Island of Manhattan, of the City of New York and of the region of which New York forms a part. In fact they are related to the development of the whole State and the nation.

### Suburban Expansion no Relief

Planners have been impressed with the futility of patching great cities without planning their surrounding areas. So we have come to include in our plans the surrounding suburban belt which is more directly related to and dependent upon the unman-

ageable centre. But we must soon find that spreading a much larger population somewhat more thinly over the surrounding area is no solution for the ever-growing problem of the great city. The impossibility of relating vast units to adequate sources of water, power, raw materials and perishable food, and to the adequate sewer outlets, is becoming apparent. If New York City is economically and socially inefficient with five million people, we are not likely to improve its prospects by planning a surrounding area for twenty millions.

### The Inefficiency of Overgrown Cities

We have accepted as inevitable the ever-increasing growth of the bigger cities, with the resulting decline of the rural population. The great centres increased as they did during the last century because they offered social and economic advantages that were absent elsewhere. Cities such as New York have already passed the limits of efficiency. They are becoming increasingly less desirable places for industry and particularly for living. Ultimately the disadvantages, the multiplying costs and the difficulties of carrying on work and even of sane or healthful existence will reach the breaking point. Then the big city growth will end. However, there are new elements that allow of decentralization: the automobile, giant electric power, the radio—elements that counteract the compelling centripetal force of the railroad, the steam engine and the concentration of art and culture. As the city grows, an internal economic and social resistance is developed which operates against further growth. Rents increase for both homes and business space. As the land value rises a larger proportion of the cost of the same type of house goes into the ground. This cost becomes prohibitive for any but multi-family construction. The individual yard disappears in the large city. More rather than less open recreational space is needed within the congested areas. But the high land costs within the cities make this impossible and the children have only the hard and dangerous streets on which to play. Other living costs advance more rapidly than income so that at the end of the year the workers in the larger cities have less left than those in smaller cities. Above all, the problems connected with the transportation of goods and men grow, quite out of proportion to the growth of the city. The number of trips per capita and the average length of the trip both increase. In New York City the worker refuses to bear this increased cost directly, and the city treasury loses about \$12,000,000 a year on its investment in the existing, inadequate subways. Sewage disposal is more difficult and is making an increased number of our beaches impossible for bathing. Finally, the potential water supply places a limit on growth. New York City has already reached into catchment areas that belong geographically to other parts of the State.

### Haphazard Decentralization

These limitations are already leading to decentralization. First, there is a tendency for workers to find homes in the outlying boroughs or suburbs. But this is no escape. They merely trade the disadvantages of congested and inadequate homes for inadequate or congested transportation. And soon the city is upon them. They are again boxed in tenements and the green has disappeared beyond their sight. In the suburbs they cannot escape the Big City costs. The story of the decentralization of industry is likely to be the same. They move to escape the congestion and costs of the city. Others follow them, and soon they are a part of the outskirts of the growing metropolis as badly off as before.

The present tendency to concentration grew from natural and human causes. Force of habit will probably carry on the trend for a considerable period after economic and human needs have ceased to compel. But it is folly for those who see the signs of the breakdown of the present tendencies and understand their dangers to plan for further growth of the same kind.

### Scientific Decentralization—Regional Planning

The study that has been made of the State of New York by the Housing and Regional Planning Commission is an attempt to forestall this inevitable breakdown by studying the opportunity that is offered in the State of New York for a more efficient distribution of population.

We offer no hard fixed geometric diagram as a plan for the future State. Such a plan must be the result of years of growth. Much data now at hand enables us to see probable future tendencies and limitations. But the plan of a State is not a thing which one wills into being. It grows. It grows as the result of geographical conditions, as the result of human habits and tendencies, as the result of the invention of man and what he may learn about harnessing nature to his needs.

The plan must fortunately be shaped to a dynamic condition of growth. The planner is not faced with the task of rearranging a static population and resources. Industries, railroads, municipalities, the state itself, all are constantly expending vast sums on development with but little real idea of the natural or probable growth of the state. Each year some twenty-five millions are spent on roads and canals. The park program calls for the expenditure of \$15,000,000. To use these sums effectively we must start to lay the foundations for a comprehensive plan.

We have found that there are certain conditions that guide people in their choice of homes and working places. We have studied the past history of the state to discover just what are these controlling factors. If we rightly understand their action in the past we can understand future tendencies and opportunities and know how to make the best use of them.

### Overgrown Cities not Inevitable

We have come to the conclusion that the continued concentration of population in our big cities is not inevitable. There are opportunities for better forms of growth in this State. We can choose to guide the growth of the State along natural channels but in a more efficient way. The fact that new uses of nature are opening new opportunities makes it essential that we take advantage of these to redirect the current of growth before the mould is again set.

It is with this in mind that the Commission of Housing and Regional Planning has proceeded. The data collected is not a plan for the State. But we believe that it marks the first attempt to collect material by which may be judged the tendencies and possibilities of a more efficient use of the State in the future and on which to base a real plan.

### Scientific Study of Past Tendencies and their Causes

In the history of New York State we find reflected the great changes through which the whole nation has passed in the period of settlement and gradual industrial expansion which has culminated in the present problems of our large industrial cities.

When its great forests had been cut away—which occurred before the middle of the 19th century—the State had but scant natural resources. Its agricultural development was relatively limited. But its geographic position brought an increasing population so that fully one hundred years ago its people necessarily turned to the manufacturing industries. Since then its destiny has been shaped by the great changes in industry which have accompanied the inventions of man and the settlement of this vast country. This industrial development has been marked by two significant epochs: the first a period of small town industry and state-wide settlement which extended broadly from 1840 to 1880, followed by the period of large-scale industry and the drift to the larger cities from 1880 to the present day.

The first period was marked by a great diversity of small industries closely related to farm production, forestry, etc., in which no less than five hundred small towns and centres vied with one another in vigorous and healthy competition. More than seven thousand water wheels served to drive its machinery, and nearly one thousand miles of canals served to transport its commerce from point to point and into the New York market and port. Quite before the advent of traffic from the new West, New York City developed as the port of New York State and the principal port city of the country, and reached its most rapid rate of growth between 1830 and 1860.

However, in 1860, twenty years before the end of this period, the foundations were laid for a new state activity, in which the State, because of its position and topography, became the principal route of transport from the Great Lakes and the New West. The Erie canal forged ahead in its tide-

water traffic and the first two trunk line railroads joined Lake Erie with New York harbour. By 1880 this was resulting in the rapid growth of the cities along these routes. At about the same time agriculture began to feel the competition of the fertile lands of the West, and the improved farm land which had by then reached sixty per cent of the State's area began to fall off until it has shrunk to about forty-three per cent to-day.

For a time the small scattered industrial towns struggled on, but industry was changing to a new basis demanding greater and more regular steam driven power. Coal came in for the most part over the great trunk railways. This forced the small manufacturer to move down to the main line. With agriculture waning the people had to move first to the industrial centres along the Erie canal and Mohawk Valley, and finally into the New York City region.

Here is something more than the lure of the big city. It is the tragedy of a cultural period based upon changing and, in some degrees, misplaced foundations. Some of the tragedy might have been avoided if the college of agriculture had then been operating as it has been in the past thirty years, to direct the farmer to the better soil areas and to dairying and other products more suitable to his markets. But primarily it was a matter of such inhuman elements as transportation and energy to which man had not yet related himself.

#### Decline of Rural Population from 1850

The preliminary studies of the Commission exhibited at the International Congress of City and Regional Planning show how from 1850 on, county after county had joined the column of shrinking population so that finally in the period of 1910-20 only three out of the fifty-five counties outside of the New York area have grown except in one or, at most, two large industrial cities, while twenty-nine have actually fallen off, including the cities. The rural population, which in 1880 still constituted one-half that of the State, has now shrunk to less than 12 per cent, upon the basis of a careful study in which the purely suburban areas have been rightly classed with urban population.

This movement was inevitable so long as the forces which produced the second industrial epoch prevailed. Steam and rail transportation brought

about nation-wide changes which have been particularly severe in an old State such as New York, founded in a period of more primitive and elemental conditions. In spite of its traditions, great natural beauty, and its pleasant and exhilarating climate, our State was destined to shrink into fewer and more crowded cities so long as these forces predominated.

#### A State Plan Needed and Organized Country Communities

The studies of the Commission show that farm land has first expanded and then contracted and finally concentrated in the areas of more favourable climate and fertility. The shrinkage has occurred in the upland areas of poor land and partial deforestation. A very tentative outline for the development of the State suggests the more complete utilization of three favoured areas for both agricultural and industrial life broadened out to encourage more and better organized communities. The increased amount of unused land in the upper region, some of which is already reverting to the State and most of which is excellent forest land, should be reforested and conserved for the water supply, water power and recreational areas. There we may preserve some of the ruggedness of nature. We of the city valleys will need more than the little band of green around our garden cities if we are to have real recreation—a re-creation of the spirit that is being crushed by our great industrial cities.

#### New Towns for Old

However, changes are possible and are already taking place, which offer a more hopeful outlook. New methods of roadway transportation less confined to the valley grades, new methods of power generation and power distribution offer new possibilities to revive old towns and build new ones in long forgotten and dormant areas. It is already beginning to take place. It can be accelerated or retarded largely in accordance with our willingness and desires. Present interests will tend to hold back the change but as we realize the peril of the present situation and the opportunities of the future it will at least be found within the province of the State so to direct its energies and plan its public facilities as to encourage the extension of all its natural resources and advantages.

## NEWS AND NOTES

The attention of members and students of town and regional planning is called to the foregoing valuable paper by Mr. Clarence S. Stein, chairman of the New York State Commission of Housing and Regional Planning. An effort is being made in this journal to give readers who may not have come in contact with his work an opportunity of following it, to some extent, since it has many features of interest.

Mr. Stein is tackling the enormous problem of planning the state of New York with a view to better distribution of the population; better utilization of the resources of the state; restoration of prosperity to derelict depopulated country towns and is doing it by scientific methods which aim directly at the truth of things and is in no way disconcerted by private and selfish interests which may seek to get in his way and sterilize his work. He is fortunate in having

behind him a State Governor who respects these methods and gives to the chairman of one of his most important commissions the scientific freedom without which scientific investigation cannot maintain its splendid impulse nor serve its day and generation to its maximum power. Mr. Stein is apparently neither muffled nor muzzled, and accordingly he can marshall all the facts of his problem—the inefficiency of the over-grown city, the waste of public money, the needless multiplication of the costs of living, the dreadful living conditions of the low-paid wage-earner and the draining of the rural population into already overcrowded centres where excessive land values have made decent home life impossible. His free and untrammeled findings he can broadcast in government publications and find them echoed by a humanitarian President of the Republic whose word again carries not only over the whole United States but over the whole civilized world.

To a student of the British movement for decentralizing the population and industry by building chains of satellite garden cities all over the country, the American movement for city and state planning is extremely interesting. Its promoters, while not inhospitable to British ideas and methods seem determined that the debt shall not be too obvious or overwhelming and that if there is another possible line of advance it must be taken. Yet a philosopher in the skies would probably see that the social problems of all nations where men congregate in towns and cities are practically identical and that "nationalism" in their solution may be a sad waste of time and energy. Some of them, such as the civilized housing of low-paid wage-earners in decent environment are so important to the welfare of the race that our sky philosopher might wonder why the line of quickest and most effective advance was not adopted by all men who wish to do something fine for their day and generation.

For a decade or so British town planning was rejected in America as an interference with the splendid individualism of the American character, though some flirting was done with the idea of the City Beautiful. Next, while the British town planning movement began with the building of new country towns in unbuilt-up areas, in garden cities, as the line of least resistance and the best way of showing what better towns should be, the American movement began with the built-up city, proved that zoning would "pay in dollars and cents" and thus attracted the erstwhile enemies of the movement—real estate "developers" and speculators and in a few short years made city planning a real estate movement.

Mr. Stein sees clearly enough that "city planning, as we know it in America, is in reality mainly city patching."

The city planner was first called in to add embellishment, such as a public building. Later, when it was found that unlimited concentration of population was clogging the wheels of industry and thus multiplying its costs, at the same time

making life unbearable to those packed in city slums, the city planner was again called in; this time not to beautify but to find some relief from the over-concentration and poor distribution of living and working places and from the breakdown of traffic and transit, but the city planner had little chance to plan. Land values had reached a point that prohibited such zoning as would accommodate the use of land to a sane disposition of population for efficient industry or living. For you cannot zone effectively the congested parts of New York City or other great cities, without decreasing the value of much of the land, and any city planner who attempts that will have to seek another occupation. Nor can you relieve congestion by widening streets, by cutting a few extra avenues, nor by building two, three or four levels of thoroughfares. We have tried it, and traffic always increases more quickly than we build. Indeed we cannot solve the problem of transit with more subways. They do not decrease congestion but rather beget more. Each additional subway serves but to pour more workers daily into the over-crowded beehive at the centre.

And so Mr. Stein is getting at causes and standing appalled before the bloated city land values which are at the root of the problem and, like the British reformers, he is turning to the country, to the small town, where land values have not become an insuperable obstacle to "efficient and beautiful living." He is working for a state plan—the American substitute for the British garden city and regional planning.

How he will enforce his plan, when it is made, remains to be seen; how he will deal with land speculation, which is sure to arise as soon as any planning or social settlement or public services are contemplated or provided; how he will get legislative power over privately-owned land to the extent of controlling its development for national good or whether he will attempt to carry out his plan in negotiation with hundreds of individual land-owners who may not in the least understand or sympathise with his aims remain to be seen.

Clearly he is thoroughly sick of the social inefficiency of the great city and his vision of trying out better town building in the neglected unexploited country region is not very different from the vision of the British reformers.

Possibly he will convert his state to the better way as the British town planners are doing, but he will need some definite legislation behind him. In England there was for many years strenuous opposition to any further public control of privately-owned land, but when the compulsion of law was applied to all towns of 20,000 population and over, and the benefits of town planning to everybody began to be understood, the towns not under compulsion began to plan on their own initiative and now more towns are planning not under compulsion than those that have a definite legal obligation.

### Joint Meeting American Society of Civil Engineers and Town Planning Institute of Canada

By invitation of the American Society of Civil Engineers the Town Planning Institute of Canada participated in a joint Session at the annual meeting of the Civil Engineers' Society held at Montreal on October 15. Mr. C. E. Grunsky, of San Francisco, past president of the Society was in the chair, but at his request and with the concurrence of the assembly Mr. Noulan Cauchon, President of the Town Planning Institute of Canada, was called to preside over the meeting.

Mr. James Ewing, M. E. I. C., and Vice-President of the Town Planning Institute contributed the first paper on "The Engineer and the City Plan." This paper was published *in extenso* in the last number of *Town Planning*, and copies were distributed at the meeting.

Mr. Cauchon congratulated Mr. Ewing on the philosophic tone and scope of his paper. The engineer, he said, was inclined to remain in the background and to take little part, beyond his official duties, in the life of the community. This was to be regretted since he was often better qualified than most people to guide public thinking aright. Town planning might seem to be an overlapping of other professions but it did not involve overlapping of functions and it was usually the best means of giving to other professions—engineering, architecture and landscape work—new and better opportunities of doing their best. The more the town planner knew of other professions the better he was qualified for his work, but no man knew better than he when the engineer, the architect or the landscape specialist was needed in town planning work—just because it was part of his duty to study the civic problem as a whole. The more town planning was done the more calls there would be upon the contributing professions. The basis of town planning was biology. It was leading to a science of environment which would determine the physical medium in which human life could subsist and thrive. Traffic congestion was the cancer of the civic organism. The town planner should give as much care and attention to the grades of highways as did the railway engineer on the railway and should recognize the necessity for establishing ruling grades on the highway. There was about one and a half million horse-power hauling of passenger and freight trains on the Canadian railways but about ten million horse-power of motor passengers and trucks on the highways. This justified the demand that municipalities should have the ruling grades of highways respected quite as much as railway grades.

Mr. Cauchon called attention to Mr. Alvan Macauley's two pamphlets on the universal need of town planning (reviewed in the last number of *Town Planning*). It was something of an event, he said, to find the head of the Packard Motor industry insisting that the only solution for traffic congestion and the salvation of the motor industry were bound up with town planning. When great industries

recognized the indispensable services of town planning there was better chance that municipalities would see the necessity of taking town planning action.

Mr. Gerard H. Matthes, consulting engineer of the Fairchild Aerial Surveys, New York, spoke on "Aerial Photographic Maps for City Planning." Among the well-known engineers present and taking part in the discussions were George S. Davison, Pittsburgh, R. Ridgeway, President, Morris Knowles, Pittsburgh, Charles M. Green, Chief Engineer of the New Jersey Transport Commission and Mr. Charles B. Ball, Secretary of the City Planning Division of the Engineers' Society. The members were entertained to lunch by the Cunard Line on their R. M. S. "Aurania." Previous to the meetings Mr. Charles B. Ball visited Ottawa and was given an opportunity to see the city as the guest of Mayor Balharrie.

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### Hexagonal Planning to be Discussed in New York

Mr. Noulan Cauchon, President of the Canadian Town Planning Institute has been invited to a joint session of the American City Planning Institute and the City Planning division of the American Society of Civil Engineers in New York city on January 22, 1926, to give details and discuss the principles of his Scheme for Hexagonal Planning and the Interceptor Express Highway as presented by him at the International City Planning Conference held in New York in April of this year. He addressed the Technological Club of Syracuse, New York, on November 30 on the philosophy and art of Town and Regional Planning and was the special guest at a dinner which included university and engineering groups. He also addressed the engineering students of the university. Mr. Cauchon is to speak to the Social Service Council of Canada at its annual meeting at Toronto in January next on the relation of town planning to social and public welfare.

Till the subject of adequate payment for professional technical services in Canada is in the air, and the drift of our technical men to the United States, it may be in order to point out that the zoning of Ottawa would have cost the city at least \$65,000 if foreign experts had been called in to do the work which Mr. Cauchon is doing and which the city council acknowledges by a small honorarium. The executives of the city are proud of their savings for the year, but professional men would think more of them if they paid decent fees to their town planning technical adviser. Ottawa would have some difficulty in finding a civic adviser who has done more and is destined to do more for Ottawa than Noulan Cauchon, that is, if he remains in Canada.

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### Council Notes

At the Council meeting, held in Ottawa, November 27th, Messrs. W. L. Cassels, Ottawa, and E. G. Marriott, Victoria, B. C., were transferred from Associates to Members; Mr. Stewart Young, Dir-

ector of Town Planning, Saskatchewan, was elected Member. The applications for Associate Membership of Thomas Holmes Bartley, Ottawa, Geoffrey Kirby Burnett and John Harold Disney, New Westminster, B. C., were approved. Randolph McLaughlin Martin, Vancouver, B. C., was elected to Student Membership.

The letter ballot governing amendment to by-laws as recommended at the annual meeting (see June issue) proved to be unanimous.

Mr. Noulan Cauchon was appointed the Institute representative on the Council of the International Federation for Town and Country Planning and Garden Cities.

The secretary reported a steady increase of membership and testified to the good health of the Institute. Members are spread over the Dominion from coast to coast and cannot meet with the frequency possible in a country of short distance, but no one who takes the trouble to observe is in any doubt as to the important pioneer service of the Institute. Most of the official work has to be done by groups nearest to some centre, who would quite willingly hand it over to any other group, but the western movement is showing that the official work at the centre is of small importance compared with the activities of local groups. Local groups can best build up the strength of the Institute and make the movement a Federation of Independent units all benefitting to some extent as members of a Dominion organization. Several members have forfeited their membership on the ground, apparently that there is "nothing doing" in town planning in their localities. Possibly the wiser course would have been for them to find out why there was nothing doing and create the public opinion that creates the demand for action. Town planning action brings the demand for professional services. In those countries where town planning has become a national activity there has been an immense demand for all collateral professional services, such as engineering, architecture, surveying and landscape work. The first thing a master town planner looks round for is the right men for the collateral professional services. Canada's time for town planning is coming and the patient and active co-operation of the professional men interested will be the best means of hastening that time. The Institute will function as a Dominion organization, representing a body of thought on an important national question, a centre of reference and an educational institution. The loyalty of the members, in the face of the immense difficulty of creating active public opinion in Canada in favour of town planning, has been quite remarkable. The number of members who have lapsed during the six years since the foundation of the Institute has been very small. Some who were in doubt listened to the representations of a patient and persuasive Secretary and have retained their membership. In centres like Vancouver, where something is really being done in town planning activity, there is apparently little doubt as to the utility of a Dominion organi-

zation for town planning and the roll of western members is constantly increasing.

What we should like to see is a new movement in the East and in Alberta. The Montreal group have got public opinion behind them and in the near future something will be heard of their plans and activities. Saskatchewan and Manitoba seem also to need active local branches. They have good Acts but groups of men touched with a certain amount of sociological fervour could make those Acts more workable and socially beneficial. Town planning will not go far as a mere profession. It has a social philosophy and its exponent needs to care something for the welfare of men.

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### Planning the Holy Land

Palestine, which has not so much lived as died on its traditions is adopting town and country planning as the way of social salvation. Jerusalem is being planned and, to meet the social and industrial needs of the new immigration—some 3,000 to 4,000 a month, mostly desiring to be settled on the land—new towns on garden city lines are being fashioned and over eighty agricultural settlements, for which the land has been acquired by the Jewish nation to counteract the evils of land speculation. These agricultural settlements are also being shaped on modern lines of rural planning.

*Garden Cities and Town Planning* publishes two plans for rural settlements in the Valley of Jezreel and the vicinity of Lake Tiberias respectively. Co-operative agricultural methods are being adopted. Communal buildings, synagogue, school, etc., are in the examples illustrated placed in the centre of the settlement; within a circular road are built the houses of the non-farming members of the community and outside the periphery of this circle are the homesteads and plots of the cultivators. In most of the larger settlements a stadium is arranged for sports, and residences and commercial buildings are zoned in modern town planning fashion.

For many years Mr. Cauchon has been recommending precisely this form of community settlement as the solution of the Canadian immigration problem and has constructed elaborate maps to prove its feasibility but so far he has failed to convince his countrymen of the practicability of his scheme.

In these Jewish settlements some study is obviously being given not only to the advantage of scientific planning both of towns and rural settlements but also to the psychology of settlers who will live and work contentedly in groups and communities when isolation will break their courage and drain their energy. Canada should have learned this lesson by now. The less a man is intellectually equipped the more he needs the "society" of his own kind. Group settlement has succeeded in Canada while scattered settlement has mostly been a failure. The leaders of Jewish agricultural settlement appear to be studying profitably the psychology of the settler.

### Mr. Horace Seymour Town Planning in Venezuela

Mr. Horace Seymour, town planning engineer, Toronto, now on a year's adventure as Chief Engineer of the Lago Petroleum Corporation, Maracaibo, Venezuela is being retained as town planning consultant in the development of residential properties. The city of Maracaibo, it appears, was made quite famous in buccaneering days but is now the centre of an oil area. While its streets of 22 feet may have served all right for the adventurous brotherhood they don't seem adequate for motor car traffic and the business corporations are converts to modern town planning. Mr. Seymour's planning scheme will deal with water supply, street railway, parks and parkways. He expects to return to Canada in the spring of 1926.

Mr. N. D. Wilson, in Mexico! Mr. Seymour, in Venezuela! Mr. Cauchon feted in the United States! Missionary work is all very well but Canada should keep these adventurers at home and keep them busy.

We hear of vast industrial projects that will employ hundreds of men in river-side villages but little of town planning projects for the housing of these men and their families and the building of decent towns in the beautiful river-side places that are to be "industrialized." In Venezuela the oil corporations seem to be giving some thought to this matter. Mr. Seymour has already presented Kitchener with a zoning scheme and London, Ont. with a town plan. Though Maracaibo may have its fascinations for an adventurous spirit we imagine Mr. Seymour would settle down comfortably enough as planner of Newtown or Tumblefalls, Ontario — given the chance and a tennis court within reasonable distance. Doubtless he to himself has said, this is his own his native land, which very much needs planning both before and after the commercial buccaneers have had their way.

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### Toronto Branch

The Toronto Branch of the Town Planning Institute of Canada have entered upon a thorough study of the town planning situation in Toronto and the Branch membership has been divided into groups of approximately ten members each who will deal with the following topics:

- (a) Distribution of population
- (b) Aesthetics
- (c) Traffic and transportation
- (d) Zoning
- (e) Parks

These groups will be called together by a convener, and elect their own times of meeting and chairmen and will report to the Branch in the order named at the regular monthly meeting on the first Tuesday in each month.

Toronto has its magnificent harbour achievement in aesthetic and industrial planning and of late years has done some fine replanning in street improvement — with which Mr. le May's name is rightly associated. But in view of the multitude of American City and Regional Planning schemes the Toronto Branch may find in the near future a more responsive attitude on the part of civic and provincial authorities to the more ambitious schemes of city and regional planning they doubtless have in mind.

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### British Commitment for Housing and Town Planning

It is estimated that the maximum charges on the Exchequer and on the local rates would be as shown in the following table:

| Year.                  | Exchequer Charge.                             | Charge on                              |
|------------------------|---|--|
| 1924-25                | £ 278.000                                     | £ 135.000                              |
| 1925-26                | 1.072.000                                     | 521.000                                |
| 1926-27                | 1.905.000                                     | 925.000                                |
| 1927-28                | 2.823.000                                     | 1.371.000                              |
| 1928-29                | 3.827.000                                     | 1.859.000                              |
| 1929-30                | 4.946.000                                     | 2.403.000                              |
| 1930-31                | 6.195.000                                     | 3.010.000                              |
| 1931-32                | 7.601.000                                     | 3.693.000                              |
| 1932-33                | 9.180.000                                     | 4.460.000                              |
| 1933-34                | 10.930.000                                    | 5.310.000                              |
| 1934-35                | 12.824.000                                    | 6.231.000                              |
| 1935-36                | 14.761.000                                    | 7.172.000                              |
| 1936-37                | 16.699.000                                    | 8.113.000                              |
| 1937-38                | 18.636.000                                    | 9.054.000                              |
| 1938-39                | 20.573.000                                    | 9.995.000                              |
| 1939-40                | 22.511.000                                    | 10.936.000                             |
| 1940-41)               | to ) 24 yrs at £23,-<br>) 156.000=555.744.000 | 24 yrs at £11,-<br>250.000=270.000.000 |
| 1963-64)               |   |  |
| 1964-65                | 22.878.000                                    | 11.115.000                             |
| 1965-66                | 22.084.000                                    | 10.729.000                             |
| 1966-67                | 21.251.000                                    | 10.325.000                             |
| 1967-68                | 20.333.000                                    | 9.879.000                              |
| 1968-69                | 19.329.000                                    | 9.391.000                              |
| 1969-70                | 18.210.000                                    | 8.847.000                              |
| 1970-71                | 16.961.000                                    | 8.240.000                              |
| 1971-72                | 15.555.000                                    | 7.557.000                              |
| 1972-73                | 13.976.000                                    | 6.790.000                              |
| 1973-74                | 12.226.000                                    | 5.940.000                              |
| 1974-75                | 10.332.000                                    | 5.019.000                              |
| 1975-76                | 8.395.000                                     | 4.078.000                              |
| 1976-77                | 6.457.000                                     | 3.137.000                              |
| 1977-78                | 4.520.000                                     | 2.196.000                              |
| 1978-79                | 2.583.000                                     | 1.255.000                              |
| 1979-80                | 645.000                                       | 314.000                                |
|                        | £926.240.000                                  | £450.000.000                           |
| Total Exchequer Charge | £926.240.000                                  |  |
| Total Local Rates      | ..... 450.000.000                             |  |
|                        |   | £1.376.240.000=\$6.674.764.000         |

Aldridge's Guide to the Administration of the Housing Acts.