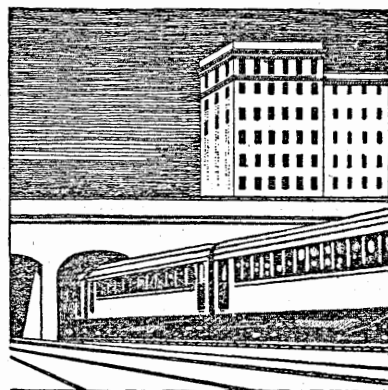
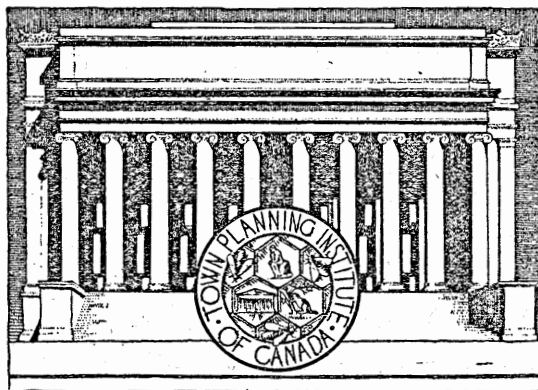


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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*Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities*

### MONTREAL CONFERENCE

SIXTH ANNUAL MEETING OF THE TOWN PLANNING INSTITUTE OF CANADA  
MONTREAL, APRIL 22-24, 1926

### CHIEF RESOLUTIONS

#### RESOLUTION ON THE REORGANIZATION OF THE FEDERAL TOWN PLANNING OFFICE

Resolved that in view of the fact that Town Planning has become a world-wide movement for the promotion of scientific method in the building of towns and cities and the better housing of working families; a powerful instrument in the promotion of national health, well-being and industrial peace, and the only solution of the immense problem of modern traffic, and that many governments on this continent and in Europe have found it necessary to create a government staff of technical experts in town planning and housing as a national advisory and educational bureau:

The members of the Town Planning Institute of

Canada assembled at their sixth annual meeting in Montreal, are of the opinion that the time has come to strengthen the Federal town planning office, implement its staff, and place it in a position to render extended national service in a creative town planning way, and that this resolution be transmitted to the Premier, Right Honourable W. L. MacKenzie King.

#### RESOLUTION ON THE NEED FOR TECHNICALLY QUALIFIED STAFFS FOR CARRYING INTO OPERATION CANADIAN PROVINCIAL TOWN PLANNING ACTS

That in view of the fact that Town Planning is now a world-wide movement for the promotion of

scientific method in the building of towns and cities; the extension of better housing conditions for working families and the only solution of the immense problem of modern traffic and that Canada is much behind other countries in town planning activity:

The Town Planning Institute of Canada, now assembled at its sixth annual meeting in Montreal, appeals to the Provincial Governments of Canada to do everything possible in appointing qualified town planning officers to assist them in putting into operation their Town Planning Acts and popularizing the movement.

### RESOLUTION ON THE NEED FOR PLANNING INDUSTRIALIZED AREAS OF GREAT SCENIC VALUE

In view of the fact that industrial corporations are taking possession increasingly, for industrial purposes, of areas in Canada of great scenic value:

The Town Planning Institute of Canada, assembled in Montreal for its sixth annual meeting, appeals to the companies concerned to have these regions planned for family home-making of good standard on modern town planning lines, so that they may not become hideous wildernesses of unpainted shacks.

The assembly would point out that this could be done at little expense if it is done at once, and that any industrial corporation taking possession of these lovely regions owes a debt to civilization to take all possible means to preserve their beauty and to make what provision is in its power to arrange for wholesome and pleasant living conditions for its operatives.

### Montreal Town Planning "Drive"

Something was said in our last issue concerning the determined effort that is being made in Montreal by the City Improvement League to organize town planning interest and enthusiasm with a view to the creation of a comprehensive plan for the future development of the city of Montreal. In view of this movement it was deemed advisable to hold the annual conference of the Institute in Montreal. A short business session was held in Ottawa on the afternoon of April 21st, when adjournment was made to Montreal for further business and a series of public addresses on town and regional planning topics, which occupied the two days of April 22nd and 23rd. The session was concluded by a banquet held at the Windsor Hotel, when members of the Institute and a large number of sympathizers and representatives of civic and provincial governments were the guests of the Mayor of Montreal.

### The Mayor's Welcome

Mayor Mederic Martin welcomed the delegates on the afternoon of April 22nd, and confessed himself a convinced town planner. Speaking in French, he declared that if town planning had been func-

tioning in Montreal during the past twenty-five years, the city would have saved millions of dollars which have been spent and would have to be spent in the destruction of buildings which had been erected in wrong places. Many of the extravagant expropriations which bled the city coffers would have been needless if steps had been taken in time to provide for and anticipate future development. The mayor stated that he had been preaching a policy of permanent city development on town planning lines for the last twenty-five years.

He was deeply impressed with the sociological import of the movement and was sincerely anxious that the living conditions especially of the poor, in Montreal, should be improved and some remedy discovered for the serious congestion in general living conditions and in the traffic of the streets.

### Dr. Lighthall

Dr. W. D. Lighthall, a consistent advocate of town planning for Montreal for many years past and an outspoken critic of those developments which have so badly disfigured the city, also welcomed the delegates as Vice-President of the City Improvement League. He stated that the City Improvement League began its work in 1908. The movement apparently failed to convince the city authorities of the need of town planning action, and the consequence was that there was still an unplanned city. Last year a new beginning had been made and a Town Planning Commission was appointed. This commission had recently been enlarged and was now known as "The Montreal Island City Planning Commission." They were looking for means to improve the health of Montreal, its transportation, and for a great city plan. He believed that the Institute meetings would assist in creating the public spirit they were seeking to arouse. The city hall staff were nobly supporting the movement. He wished to acknowledge the efforts of the Institute to promote the public welfare of Canada. There was no place where the sentiment of appreciation was more cordial and heartfelt than in Montreal.

### Election of Officers of the Town Planning Institute

President: James Ewing, Montreal.  
 Vice-Presidents: H. L. Seymour, Toronto; F. E. Buck, Vancouver; Douglas H. Nelles, Ottawa.  
 Secretary-treasurer: John M. Kitchen, Ottawa.  
 Editor and Librarian: Alfred Buckley, Ottawa.  
 Members of Council: R. Lacroix, Montreal; H. Hebert, Montreal; Dr. Emile Nadeau, Quebec; J. W. Allan, Vancouver; J. Alex. Walker, Vancouver; H. B. Pickings, Halifax; W. E. Hobbs, Winnipeg; T. D. le May, Toronto; B. Evan-Parry, Ottawa; A. A. Dion, Ottawa; W. L. Cassels, Ottawa; W. H. Moorehouse, Toronto; W. F. Burditt, St. John, N.B.; P. E. Nobbs, Montreal.

### President James Ewing

For many years Mr. James Ewing, consulting

engineer and town planner of Montreal, has carried on in Montreal a heart-breaking struggle to get into operation some really authoritative and effective technical commission which would have the power and means behind it to begin the planning of Montreal. Mr. Ewing has given endless lectures and addresses at great expenditure of his own time and energy, on the traffic mess of Montreal and the need for planning ahead, from the point of view of industry, commerce and better housing conditions. Time and again there has been some show of appointments by the civic authorities to start something, but either because the right men were not chosen, or because there have never been financial provisions to carry on the work, or possibly because the ever-recurring word "embellishment" has sustained the Montreal misconception of the real function of town planning—no organization has yet really got to work in the direction of a comprehensive plan for Montreal.

President Ewing has certainly earned the honor that has been conferred upon him by the Institute. Whether Montreal will also see that many years of voluntary public service have also earned for him an opportunity to embody in actual expression some of the constructive ideas he has so freely given them for the improvement of the city, remains to be seen. The chances at present seem to be brighter than they have ever been in the past. Mayor Martin deplored the fact that a mayor could really do very little, but town planners know that a convinced mayor means that a great position has been won in the victory for planning principles. Usually the mayor is the last man to be convinced, and without his encouragement, town planning can make little headway. Mayor Martin has the sense to know that the educated opinion of both races in Montreal is in favor of town planning and his desire that some attack should be made upon the slum regions, in the interests of decent living for poor people should inspire him to give some real opportunity for technical town planners in Montreal to get something worth while under way. Probably no movement could be initiated in Montreal that would so completely unite the French and English-speaking sections of the community. While the Institute meetings were in progress at the Windsor Hotel large meetings were being held in French at the University of Montreal and "urbanism" has become a subject of French-Canadian public speaking which now wins immediate and enthusiastic sympathy.

#### Mayor Martin's Opportunity

While so many of the great cities of the world are adding new fame to their records by great schemes for city and regional planning, Montreal has so far been largely dumb on this vital subject of public welfare. Mayor Martin knows that city planning has passed the academic and experimental stage. It is now recognized all over the world as

vital civic economy and an incomparable means of improving the status of a city and adding to the sum total of human welfare and happiness.

#### An American Example

Somehow they seem to get things done "across the line," with what must seem to Canadian planners astonishing celerity and the secret of it is just splendid co-operation. It is only a year since the Niagara Frontier Planning Board secured an enabling act to prepare a regional plan for "the county of Erie and the county of Niagara and all cities, towns, and villages in such counties," and the intervening spaces, a region comprising six cities, twenty-two villages, and already an illustrated report of sixty-six pages has been presented to the Governor, detailing the organization, guaranteeing the hearty co-operation of the twenty-eight authorities, and setting forth the plan of work.

The executive of this movement are "hard-headed" but wide-awake and long-sighted, patriotic business men. How could they fail to go into this history-making project with splendid energy when they receive a "send-off" from their Governor such as the following.

How is the state of the future to be planned? Is it to be just an accidental growth? Is it to grow in such a way as to serve the best interest of small groups? Or is it to be planned so as to make the life of every man, woman and child a fuller and finer life? The Planning of Communities and the Planning of the State is probably the greatest undertaking we have before us. It is the making of the mould in which future generations will be formed. We, the people of the State of New York can fix this mould. We can, in great part, decide what the physical framework of the future State will be.

In comparison with such splendid unanimity and co-operation one is inclined to think that Canada, with all our talk of "Canada as a nation," is but a congeries of jealous units wasting the nation's energy in everlasting domestic and political warfare.

#### The New York Enabling Act

These sensible men know that they could get nowhere without enabling legislation. Almost before sundown they had an act on the statutes which is eminently worth quoting, if only for its simple and intelligible English:

#### CHAPTER 267. LAWS OF 1925

An Act to establish the Niagara Frontier Planning Board and to authorize local appropriations therefor.

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

**Section 1.** There is hereby established the Niagara Frontier Planning Board to consist of thirteen members.

**Section 2.** The County of Erie and the County of Niagara and all cities, towns and villages in such Counties, may in their discretion expend out of the public monies funds to defray the expenses of the Board and to further its purposes and may raise by taxation such funds so expended.

**Section 3.** The members of the Board shall receive no salary or compensation for their services as members of such Board.

**Section 4. (1)** The Board is hereby empowered to and shall study the needs and conditions of regional and community planning in Erie and Niagara Counties and prepare plans adopted to meet such needs and conditions, and shall through such agencies as it may designate collect and distribute information relative to regional and community planning in zoning in Erie and Niagara Counties, and the same is hereby declared to be a public purpose, and all monies expended for such purposes are declared to be for municipal use.

Section 4 is almost identical with the section in the British Columbia Act, prepared by the Vancouver Branch of the Institute, and destroyed in the passage of the Act.

#### Retiring President's Address

Mr. Noulan Cauchon's address as Retiring President was published *in extenso* in our last issue. By this means the press of Montreal were able to make good use of it and the fact mentioned by the retiring president that the Province of Quebec is now the only province in Canada without a Town Planning Act, was largely featured in the papers.

Mr. Cauchon has served the Institute as president for two years and as Vice-president since its foundation in 1920 with untiring energy and enthusiasm for the cause he has so much at heart. Tributes too numerous to mention were paid to his constructive ability and originality. At the close of the banquet, when some fifteen speakers were called upon, Mr. Cauchon spoke in French for something like an hour on the planning possibilities of Montreal. At other periods of this Montreal "drive," he had addressed by invitation groups of leading citizens, business men and financial "chiefs" of the city. Until the City Council is convinced of the necessity of financing this movement, voluntary financial assistance may have to be solicited, as in Chicago and elsewhere, to get the project under way. Mr. Cauchon was selected to state the case for a Montreal plan to such groups as have the power, as well as the desire, to set the thing going. At these meetings there were significant signs that when the organization is complete and definite proposals are formulated the financial powers of Mon-

treau will do their share to make a Montreal City Plan possible and practicable.

The Editor of this Journal knows as well as anyone the great debt the Institute owes to the retiring president. While much of the substance of *Town Planning* must necessarily be an assembly of news of town planning activity in Canada and all parts of the world and the restatement of arguments for enabling legislation such as are pretty much obsolete in countries where town planning has been accepted as an imperative social reform, the retiring president has contributed original and constructive schemes for the advancement of town planning science which have been noticed and discussed in the most distinguished assemblies of town planning experts and which would have commanded considerable fees in the journalistic market. In many cases these articles have been copied and re-copied in American journals and there is little doubt that their time will come for embodiment in structural planning, if not in Canada, then in other countries.

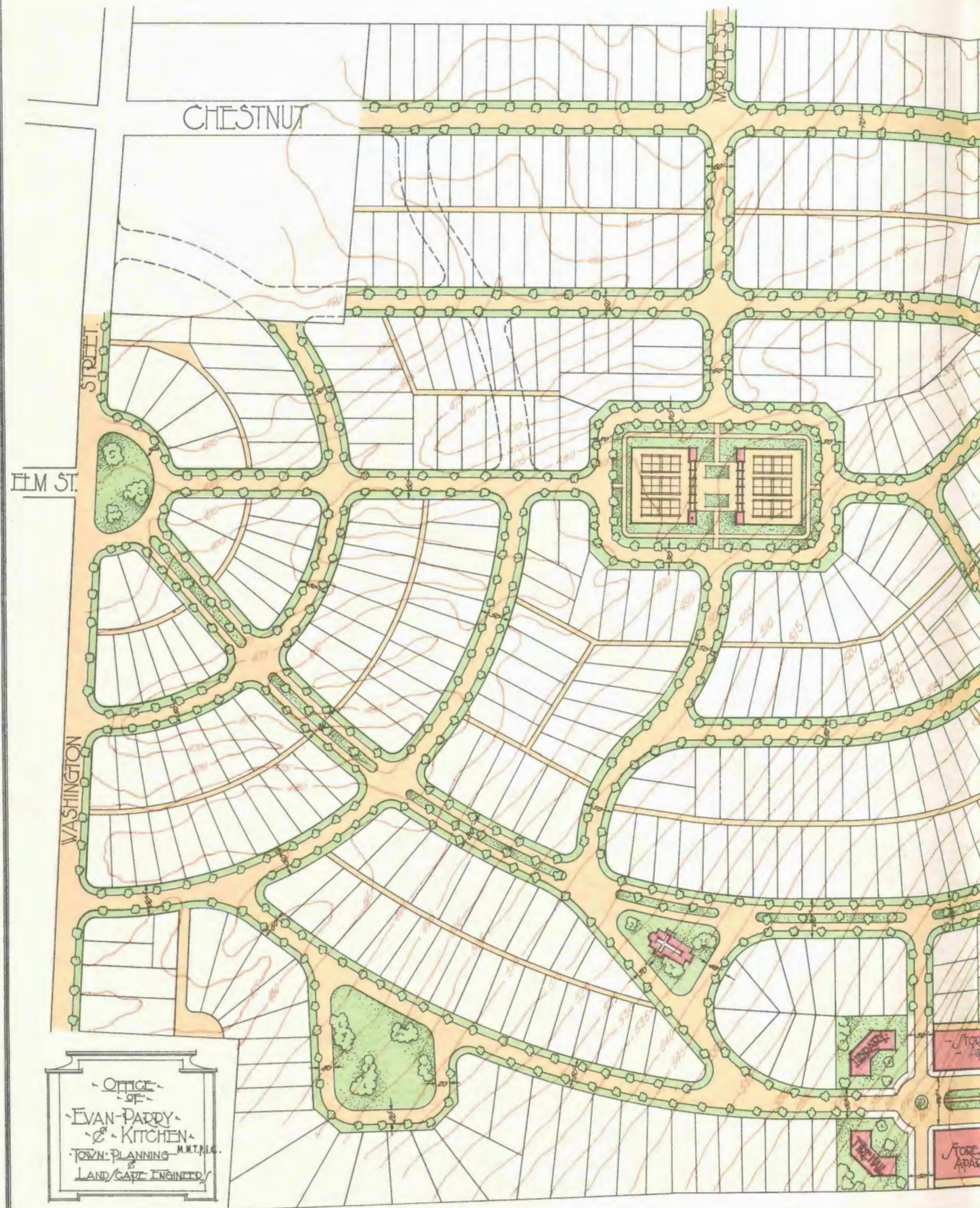
These lines are an attempt at least to recognize the debt which the Institute owes to its retiring president. Fortunately, Mr. Cauchon, as past president, will remain member of the Council ex-officio for the next two years, if Canada can keep him for that length of time.

#### Mr. Thomas Adams

Mr. Thomas Adams, General Director of the Regional Plan of New York and Environs and Past President of the Institute, addressed the luncheon gathering on "Recent Developments in Regional Planning." He informed the assembly that the British planners had had a recent interview with Mr. Neville Chamberlain, British Minister of Health, concerning the preparation of a comprehensive plan for the whole of London, and the prospect for this great work was distinctly promising. A large number of regional planning schemes were being carried out in England. There was a regional scheme for Manchester and District, covering 1,000 square miles; others for South Wales; for the whole of the county of Kent and the western part of London, where plans had been prepared covering 27 local authorities on both banks of the Thames. A plan for Western Middlesex, including 17 different authorities, had been started about three years ago. Since this was inaugurated practically every local authority had undertaken the planning of its territory in conjunction with the larger plan. In this way regional planning acts as a stimulus to local planning.

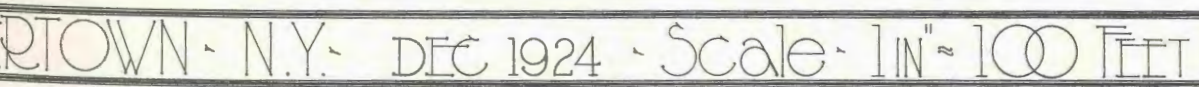
In the United States the Regional Plan for New York and Environs covered an area of 5,528 square miles, or more than three and a half million acres and 400 municipalities. San Francisco, Chicago, Philadelphia, Boston and the Niagara frontier were other regional schemes. The idea for the planning of Niagara frontier was first suggested by the speaker, and was to have a radius of 25 to 30 miles on both sides of the river. Mr. Hor-





THOMPSON GARDENS DEVELOPMENT WAT





ace Seymour some years ago prepared a preliminary report under Mr. Adams' direction. Since that time the State of New York has developed a regional planning commission and has spent \$18,000 in starting the work.

The motor car had brought a great change in the philosophy of planning. It is now considered almost impossible to plan small areas satisfactorily for the future. The planner's vision has to spread to a radius which is economically bound up with the city.

The germ of regional planning in Canada was Mr. Cauchon's proposal for the development of the Federal District of Ottawa, but there were several regions suitable for planning in Quebec. The key to the Montreal region was the port of Montreal, and the area was Montreal itself and every town and village influenced by Montreal. This would cover the island of Montreal and part of the south shore opposite to a depth of five to ten miles on the river St. Lawrence, comprising about 200 square miles. Then there were the Three Rivers and Shawinigan Falls districts. Montreal, like New York, has not only a great port, but a great manufacturing centre. Its factory products have been doubling themselves in each ten years since 1898. Cheap power is one of its greatest assets. Another is the great variety of its industries. Another is its unique combination of railway facilities and lake and ocean transport. What Montreal needs most is what Canada needs most—capital and population to develop its resources. But these are not the things Canada has been trying to attract in practice. You cannot destroy the confidence of investors by land speculation and badly planned cities, and keep up the inward flow of capital. You cannot provide for rapid increase of population without large expenditures on wisely planned improvements.

Congestion, faulty housing and defective streets, these were the bane of the modern city. Congestion and high local taxation are complementary and the chief cause of both is want of planning and development of urban land. Great waste caused by haphazard growth, by too much concentration in the centres, and by scattered building development in the suburbs has added enormously to the burden of taxation of modern cities in recent decades. In the larger cities the worker of today is being separated by too great distances between the home and place of employment—imposing heavy costs in time and money on manufacturing industry. Destruction of values takes place in residential areas owing to the lack of zoning laws to prevent improper and uneconomical business expansion. Business districts suffer from competition with stores in residential neighbourhoods.

Canada is falling behind in the application of foresight and science to the development of its urban and rural growth.

Mr. Adams was of opinion that a great mistake had been made, and a great injury to Canada in

destroying the Commission of Conservation. In a new country like Canada and with such new work as town planning, mere administration of a Government department was apt to be ineffective, unless there was some independent organization behind it, unaffected by the exigencies of political changes.

At a subsequent meeting Mr. Adams gave an illustrated address on the Plan of New York and Environs. The Russell-Sage Foundation, he explained, had contributed a fund of \$500,000 for this great project and had recently supplemented the grant by an extra \$250,000 to extend the period of the work for another two years. Altogether the work is covering seven years and planning for a population equal to the whole of Canada.

#### Mr. Nobbs

Mr. Percy E. Nobbs, Department of Architecture, Montreal, is the candid critic which Montreal and most Canadian cities badly need. While highfalutin patriots are describing Montreal as "le Paris de l'Amerique," Mr. Nobbs is calling continual attention to the errors of commission and omission of subdividers and realtors of the past in Montreal—with a certain tired humor that comes from about twenty years of interest in the matter. Yet no one is more generous in appreciation of the good work which has been done in certain quarters of the city.

Mr. Nobbs spoke on "The Town Planning Movement in Montreal." He dealt with the waste of time and space in making and re-making trains at five terminals; waste of time and gasoline and horse-flesh in carting everything that came into the city and most of what went through the city over unnecessary distances and up and down unnecessary gradients; waste of time in handling the mails. These and many other kindred wastages which added enormously to the cost of living in Montreal, with nothing but annoyance to show for it, were bound up with the question of how long the people were prepared to await a railway link between all terminals.

He declared that the root of the whole problem of zoning and planning Montreal lay in the railway terminals, since Montreal was essentially a railway made town. Perhaps the only way to overcome the rivalries and prejudices which stood in the way of civic improvement along proper lines was for the citizens of Montreal to formulate an opinion of their own on the matter. Mr. Nobbs is chairman of the Committee on Town Planning of the City Improvement League and is doing much in mobilizing educated opinion and funds for the town planning "drive." He declared that until such a link as he advocated among the terminals was established, the future locations of stations could not be even visualized and that it was idle to attempt comprehensive re-planning of the area of deterioration or to discuss the placing of diagonals to shorten distances and to mitigate grades.



Most Montrealers, said Mr. Nobbs, were brought up in the belief that the hub of the city was within a few yards of the Windsor Hotel. But the Montreal of the moment and of the future had its centre nearer Fletcher's Field. They would have to get accustomed to that idea before much could be done in the way of a plan. These two problems were accompanied by a third, the planning of the streets. This involved diagonals and encircling systems of communication, all dependent upon consensus of opinion concerning, if not actual solution of the two problems mentioned. Rapid transit was the answer to the congested slum with all its burdens on the charitably disposed. There could be no such thing as rapid transit in square miles of gridiron.

The fourth great problem was the re-planning and the re-subdivision of the unbuilt but subdivided area beyond the north end. Just how much of the insane and inane work of the subdividers and realtors in that area could be undone, required very careful investigation. Values could be created by intelligent re-planning where values had been destroyed by ignorant mishandling. The main defect of the area in question was that the streets followed the direction of the old farm boundaries, with the result that 50 per cent of all windows were deprived of sunshine for the greater part of the year.

Looking to the future, those charged with the responsibility of guiding the effort, felt that, provided the funds for the preliminary work of investigation and education continued to be forthcoming, very great progress towards a definite policy could be made during the coming winter. They felt that the town planning effort of the Montreal City Improvement League should be continued until such time as an authoritative town planning commission, adequately financed, was appointed, or, alternatively an association came into being of adequate financial strength to produce a comprehensive plan.

In either case the good offices of such a body as the City Improvement League would be necessary to undertake the supporting campaign of education and in so doing guarantee both the ethical and economic aspects of the scheme.

#### **President Women's Canadian Club**

Mrs. Vaughan, President of the Women's Canadian Club of Montreal, presiding at the Institute lunch at the Windsor hotel, declared that the members of the Women's Canadian Club of Montreal had tremendous sympathy with the heroic efforts of the town planners to establish the cause of Montreal planning. Perhaps the club had done too little in the past to further those efforts. She was convinced that what had been done and what was being done must tell in the end. Those who were working for the improvement of Montreal were building for themselves monuments not less important than the great cathedral which the great Christopher Wren left as the monument of his work. The public had become convinced that the best way

to deal with the neglect of the city was to exercise foresight and planning for the future. In this matter perhaps women's education had been neglected in the past.

#### **Mr. Dalzell**

Mr. A. G. Dalzell, consulting engineer and town planner of Toronto, spoke on "Town Planning in Toronto." He said the Toronto branch of the Institute had divided into groups to make special studies of the Toronto problem and had held monthly meetings to receive reports. The groups had studied the growth and distribution of population, transportation, aesthetics, zoning, parks and recreation areas. They hoped these studies would eventually be established.

The municipal authorities of Toronto, said Mr. Dalzell, exhibited a woeful lack of interest in the vital subject of planning but the condition of traffic was such that the people were beginning to see that something must be done if the city was to prosper. Big interests, like Eatons, were making private arrangements to park their customers' cars, and when sufficient garage provision had thus been made on private lines, it was supposed that these interests would ask the city to prohibit parking in the streets altogether. Clearly some relief would have to be found from street congestion.

The downtown districts of Toronto were showing a lesser density than in 1913. Some of them had decreased more than 15 per cent. The present report of the Assessment Commissioner stated that three wards showed decreases of population. The outside municipalities were gaining at the expense of the city. The city knew that if it annexed these municipalities it would mean additional heavy burdens upon the taxes. In one case a church had its tower in the city and its nave in the municipality. People were moving from old residential districts because there was no room for garages. These properties were, however, too valuable to destroy and the people who remained objected to their conversion into duplexes. The consequence was that much of this property remained vacant from year to year. Those who did not use cars objected to the cutting up of their back gardens to provide lanes. Some people thought that these districts would be used for industry, but industry was not moving that way. Industrialists did not care to deal with some twenty owners in order to get a site for their plant. Mr. Dalzell saw no way out of these difficulties except to preserve the amenities of these districts, as far as possible, and to secure some places for recreation. Otherwise people would continuously leave them in order to get room for recreation.

He did not see that there was much probability of material increase in the density of the population of Toronto. Apartment houses were not making much headway except those of high rentals and these demanded garage accommodation. Additional parks would be required, but there was an objection to buying parks outside city limits. The whole



region, however, was really one, and new parks would have to be acquired. King street had lost a great deal of its business because the owners of property would not improve it. Zoning seemed to have no meaning in Toronto, since by-laws could be easily upset by the changing decisions of council under the influence of interested parties. Where land was sold for taxes all building restrictions went by the board. In North Toronto certain districts were set out for single families. During the war some of this land was sold for taxes and then all kinds of jumble building followed.

Summing up, Mr. Dalzell stated that actual town planning in Toronto was practically at a standstill. Before the war there was some activity which resulted in the development of the harbor, the reclamation of land on the waterfront and its utilization, both for industrial and recreational purposes. The effect of the war was such that only a few industries had located on the reclaimed lands and lake traffic has not increased to the extent anticipated, and was not likely to do so until the new Welland Canal was completed. The original policy of only leasing the reclaimed land has had to be abandoned, and the Harbor Commission has now power to sell. As a result, new developments, including the execution of a large terminal warehouse, were now taking place.

The City Council has for some years refused to continue appropriations that were formerly made to secure the topography and planning of outside areas, though it still exercises control of subdivisions within a five-mile zone of the city boundaries. The attitude of the municipal authorities towards city planning was shown by the fact that three years ago power was secured to widen Bloor street, on a plan of deferred action, and new buildings were erected, set back to the new frontage line. Succeeding councils have, however, used all their powers, both in the courts and before the legislature, to cancel the widening of this main artery, just where traffic was densest, though the street has already been widened where the traffic was lightest. Up to the present the validity of the by-law had been upheld.

Unlike Montreal, the attitude of the municipal authorities of Toronto was against annexation of adjoining municipalities, and the consequence was that the outside municipalities were rapidly growing whilst the rate of increase of population in the city proper diminished.

All down town residential areas in Toronto showed a marked decrease in the density of population during the last six years. The extension of the civic car service and the use of the automobile had caused the population to spread. This diversion of population and diversity of control caused serious problems. One municipality, unable to secure co-operation with the city in the provision of sewers, has been obliged to construct its sewer system against the natural drainage, with expensive sewers in tunnel and with a sewerage disposal plant in an

illogical situation. Another municipality has secured powers, though not yet exercised to build a sewerage disposal plant adjacent to one of the finest residential districts of the city.

Toronto would lose because it has not organized a metropolitan area for the control of public utilities and the acquisition and development of park lands. A start was made to plan an encircling boulevard and some subdivisions had been laid out with diagonal roads, to serve as main arteries, but as yet no definite and coordinated action has been taken to see that these materialized without undue delay and excessive cost.

The problem of street traffic grew worse every day. East and west traffic had benefitted by the building of the new highway on the waterfront and the improvement and widening of other thoroughfares further uptown, but the North and South traffic on Yonge street and parking space-adjacent to this main thoroughfare, still present a serious problem and was having its effect on property values and business returns. The control of traffic was under the police, but the conditions which caused the control to be so perplexing were created by those who had no knowledge of traffic conditions. For instance, the police might find it necessary to keep traffic moving on a main thoroughfare, to secure powers to prohibit parking, either altogether, or for certain hours, but the benefit gained by this enactment was nullified because permission was given to install gas pumps on the curb, and so encourage automobilists to stop when the police wished to keep traffic moving. If down town business districts were to maintain their values, traffic control would have to be carefully studied, and the streets maintained for their legitimate purpose for the movement of traffic, and not for storage yards or market places. The Toronto urban zone included about 100,000 acres, the population in the ten municipalities surrounding Toronto is estimated as 121,000, with 550,000 in the city proper, making a total of 670,000 which should be in one metropolitan district.

#### A Toronto Branch Paper

One of the Toronto Branch papers to which Mr. Dalzell referred, on "The Need of Zoning in Our Cities," is contributed by Mr. G. H. Ferguson, now chief engineer to the Department of Health, Ottawa. It reads as follows:

Cities, and particularly the cities of this continent, at first glance appear to be a mass of streets laid out in a more or less checkerboard fashion. The organic character of a city in its structural and occupational interdependence, and in its common social problems, makes a comprehensive and carefully developed city layout essential to its very existence.

Zoning is desirable, as by this means it is possible to delimit areas in which fire resisting building materials are to be used, and also to regulate the height, bulk, use and occupancy of buildings in

accordance with the character of the districts in which those buildings are situated. The rule of height implies scale, and scale marks the restraint and discipline we impose on ourselves. It connotes a human quality. Absence of scale, or being "out of scale," means that one building is badly designed, the detail out of relation to the whole, that one building is out of harmony with another, that in each street the general setting is marred by some impertinent or ill-mannered intrusion.

Zoning is desirable so that it may be possible to bring large numbers of people together in compact units for purposes of production and trade without creating inefficiency and waste on the economic side, or disease or degeneracy on the human side. To secure concentration and specialization without congestion is the problem. Congestion is the disease that here in this form and there in that form assails the comfort, the strength and the very life of the city—congestion of the workshop, of the terminals, of the transit facilities, of the roadways, of the sidewalks, and of the habitations of the people. Concentration is usually good, but congestion is always bad.

One of the most important problems in every rapidly growing city is the prevention of the undue congestion of population such as is to be found in New York city and certain other large centres of population. The tendency for an increasingly greater number of the city dwellers to live in tenements and apartment houses is very marked. The tendency towards congestion is also to be found in the business district in the development of skyscraper office buildings. Other cities will approach the conditions found in New York unless the spread of the tenement house and sky-scraper office building is limited through the adoption of a zoning scheme.

Zoning is desirable so that the different functions of the city shall be so grouped as not to destroy one another. It means method, cleanliness, efficiency, economy of time and resources. It is the first essential to the securing of a measure of orderliness in the building of the city. The common-sense of the average citizen leads to a degree of order in the home, the store and the factory that is all but lacking in the life and work of the community as a whole. Orderly city growth cannot fail to have a marked effect on the physical fitness and vitality of a city's inhabitants. The rapid increase of nervous and organic disorders has some very definite relation to the congestion, noise and confusion incident to the existing haphazard and uncontrolled building development.

Zoning is desirable as it tends to minimize the decentralization of industry with its accompanying economic loss. The relative competitive strength of a city in the domestic and foreign markets of the world is frequently conditioned to quite as great an extent by the arrangement of the industries within the city as by the availability of raw materials and the proximity of a consuming public.

Every cent saved in needless trucking means just that much more money available for the extension of the city's commercial and industrial radius by rail or water.

Zoning is desirable in that it affords protection for those who cannot readily protect themselves. Industrial housing areas can thus be carefully protected against invasion by trade and industry; and a definite limitation placed on the number of families that may be housed on a given area of land.

Zoning is fundamental to all sensible city planning, and in general must be the first practical step. Haphazard development in the past has resulted in enormous waste and destruction of property values. But this enormous economic waste is not nearly as important as the social and civic loss. One illustration is the immediate decline in the civic spirit and social life of the neighbourhood as soon as the neighbourhood begins to run down through the blighting influence of unregulated building. From a social and civic point of view there is nothing more important than the maintenance of the morale of the neighborhood. So soon as the confidence of the home owner in the maintenance of the character of the neighbourhood is broken down through the coming of the store, or of the apartment, his civic pride and his economic interest in the permanent welfare of the section declines. As the home owner is replaced by the renting class, there is a further decline of civic interest, and the neighbourhood that once took a live and intelligent interest in all matters affecting its welfare becomes absolutely dead insofar as its civic and social life is concerned. Zoning is absolutely essential to preserve the morale of the neighbourhood.

Zoning is necessary, as the making, or unmaking of value in a community lies in the proper restrictions of land uses. The value of being in a restricted district protected against the encroachment of business, or manufacturing, is of vital importance.

The endless conglomeration of annexed districts where building has proceeded in haphazard fashion is an expensive, and most unscientific way to build up a city. It not only develops a fringe of planless ugliness near the city's rim that must be re-shaped later on to the general configuration of the urban area, but also adds seriously to the city's problems, especially those of transportation and public utilities.

In other words zoning is the attempt to secure the utilization of the various portions of the city and parcels of land in such a manner as best will serve the health, welfare and safety of the community to the best purpose. It is desirable to make not only the most effective use of the property, and to build on the most adaptable ground, but also to protect the future purchaser.

Perhaps the best argument for zoning as against private restriction lies in the lack of permanence of the latter mode. The courts have held repeatedly that when the parties to a contract want to set that contract aside there is no reason why it should



not be set aside. The question of public interest as a rule does not enter.

There is also a feeling in the minds of many investors that a private restriction may act as a cloud on the title of the property affected, and thus help to destroy values. Few trustees are willing to invest trust funds in real estate under circumstances where the only guarantee of the stability of the residential character of the neighbourhood is to be found in private agreements, subject to conflicting interests.

Any zoning scheme applicable to a greater Toronto has two expressions, a limited one in which the best is made of the existing development, with its variety of vested interests, having regard to the improvement of what is, and the co-ordination of further development in the built-up section, with existing uses; and secondly, the expression of our present knowledge in restrictions adopted to the needs of the areas to be opened up in the future. The first field is confined, the second permits of considerable exploration.

The need for zoning may be summed up somewhat as follows:

1. To ensure the provision of properly planned industrial areas, with facilities for transit by railway, waterway and road. This will not only greatly benefit the manufacturers, but will also add materially to the industrial resources of the city.

2. To ensure the provision of garden areas adjacent to the workmen's houses, with plenty of air and light. This will greatly benefit the artisans, and also add to the industrial efficiency of the city by making healthy and efficient workers.

3. To ensure the provision of playing spaces and parks, so that the children may be able to enjoy their games in pleasant and healthy surroundings, away from the dangers of the streets.

#### **Industrial Housing at Riverbend, P.Q.**

Mr. C. N. Shanly, town planning engineer to Price Brothers, Limited, contributed a paper on the housing and planning scheme at Riverbend, P.Q. This is a project to provide industrial housing for the chief employees of Price Brothers on the north bank of the Little Discharge of the Saguenay river, about six miles from Lake St. John, province of Quebec. The town plan is the work of Mr. Shanly. Mr. Dunington-Grubb, of Toronto, is to be responsible for the landscape work and Mr. S. S. Hawkins for the architecture.

The land in course of development consists of about forty acres, separated from the mill by a ravine and from the town of St. Joseph d'Alma by a railway. The whole town is the property of Price Brothers, and it is not the intention to sell land either for residence or business. The houses will be rented to the chief officers of the industry, including manager, superintendents, office staff, and about fifty skilled workers. In this way the company will be able to maintain complete control of the development. Out of the 400 to 500 employees

provision is to be made for seventy-five families only and for about eighty unmarried workers. Most of the unskilled labour, it is explained, is recruited from St. Joseph d'Alma, where it is already housed. There is to be a "staff house" in its own park, a boarding house, town hall, community building, post office and moving picture theatre. These buildings will form a civic centre. No house is to cost less than \$5,000. The annual rent charge on each class of house is five per cent of the cost of construction, which is extremely low, but is regarded as inducement to industrial content and loyalty.

The development seems to be an intelligent case of company housing for superior workers only, with due consideration for modern requirements in town planning amenities. Mr. Shanly says it was not considered necessary or even advisable to provide houses for the unskilled workers. The reason advanced for this, as already stated, is that they are already housed in a neighbouring town. The quality of their housing is not stated.

The project, from the sociological point of view, does not seem to have all the breadth of the Cadbury scheme for housing workers, but it is much to the good to get examples of town planning method established in Canada, if only for the "better class."

#### **Quebec Planning Gets a Jar**

It was common talk at the Conference that the efforts of the Quebec planners to get certain town planning clauses into the acts concerning the new industrial developments at Drummondville, Arvida and Noranda were killed by the Legislative Council at the instigation of big industrial corporations, instructed by their lawyers. The bills simply asked that the plans of the new towns should be submitted to the Director of the Provincial Bureau of Health so that health considerations should be assured; open places for playgrounds and parks should be preserved and the segregation of residences, commerce and industry be arranged according to modern zoning principles. It was reported that there was reasonable chance that these provisions would be passed by the Legislative Assembly when panic broke out in the aged minds of the Council, inspired as indicated—and the Government gave way before the storm.

The planners will now have to begin their work again or more shack-town slums will deface the lovely province of Quebec, breeding disease and crime and labour discontent—not to mention the conflagrations. And all the planning to be done over again at some future date when Quebec gets a Town Planning Act—at vast expense, and to be done worse because of a bad beginning.

- Canada is suffering terribly from troglodyte minds. Even the industrial interests might know by this time that an orderly, beautiful town, built on town planning lines, has immense advertising value and brings business and contented permanent workers.

## SUBURBAN PLANNING

### COMPETITIVE PLANS FOR THE DEVELOPMENT OF A WATERTOWN, NEW YORK, U.S.A. AREA OF 168 ACRES. AWARD GIVEN TO CANADIAN PLANNERS

We publish with this issue a coloured supplement illustrating a plan for the development of an area of 168 acres in the suburbs of Watertown, New York, U.S.A.

The developers of this estate appear to have realized that the gridiron need not be the eternal pattern for arranging the dwellings of mankind, and that the art and science of town planning may perhaps provide some imaginative variation that is not unconnected with business interests.

They, therefore, offered an award to a group of town planners for the best plan of development and finally accepted the plan of Messrs. B. Evan-Parry and J. M. Kitchen, of Ottawa.

Aside from its technical interest to town planners, the plan may be considered to have two points of general interest.

#### An Old War Ended

First historical. It may be taken to indicate with much other evidence of the eager adherence of American "realtors" to the town planning movement that the war between town planning advocates and real estate developers is at an end—in America. In Canada there is still much to be done.

Something like a decade was consumed in America in persuading the real estate fraternity that wise planning of the environment of residences—planning for beauty, for social convenience, for the glorious passion for play, for community amenities, would PAY the developers; stamp them as men with something new to offer; some magnanimity, some consideration for the happiness of their clients; re-class them, not as greedy profiteers who were quite willing to crush humanity into mean gridirons so long as they got maximum profits, but as social reformers who have intelligence enough and good will enough to carry on business without robbing men, women and children of sunlight and room to live and play.

"Enlightened selfishness," suggests the cynic. Perhaps, quite a good deal. But such is trade, for the most part, though the trade in land is seldom enlightened; and enlightened selfishness is at least better than stupid and criminal selfishness. Bernard Shaw put this kind of selfishness into a play called "Widowers' Houses" many years ago. Quite respectable and wealthy people drawing the means to enable them to do nothing in high style from rack-renting the poor in filthy gridirons.

#### Work for Canadian Planners—in U.S.A.

Secondly, Canadian officials who have the power to open the way in Canada for this great humanistic movement and will not do so or allow others to do so may note that Canadian town planners are winning prizes in other countries for scientific and

humanistic planning of the homes of men and women such as all civilized countries are adopting as the best way to industrial peace and national welfare. Some fine work of a group of town planners to get town planning legislation for new towns in Quebec, which had passed the Legislative Assembly was recently destroyed by the Legislative Council.

#### End the Mean Gridiron

Where home life is planned for sunlight, beauty, order, recreation, quiet, little is heard of crime, vice, envy and class hatred or migration to other countries. George Cadbury gave his best thought to the creation of a contented community and he lived to see his dream realized. He gave his work people real homes to live in and wages to pay for them; room to live and play and opportunity to cultivate beautiful things and beautiful ideas. An American president of a National Conference on Social Work has said: "Next to lack of opportunity, lack of character is the chief cause of poverty, and I mean lack of character, especially among the rich who control many of the causes of poverty." The coming social science will be identified with the better planning of towns and cities; for the vile, mean, crowding of human beings on the face of the earth for the profit of the few has been responsible for waste of life more than any other single factor.

#### Description

The following description is contributed by the authors of the plan:

The area comprises 168 acres and is situated between Washington and Gotham streets in the city of Watertown, N.Y.

The subdivision, which is a studied departure from the rectangular, is the outcome of careful and logical application of those basic principles of planning so essential to economic and physical harmony as well as to social well-being.

The steep grade which existed diagonally across the area from the south-west to the north-east corners provided a physical feature which greatly enhanced the value of the site for picturesque residential development, giving as it did an excellent vista overlooking the city of Watertown, and Lake Ontario to the north. This feature, however, formed a problem in accessibility from the north-west to the south-east of the development.

Washington and Chestnut streets, being the main channel for heavy traffic emanating from the city, the at first most obvious general directness of communication desirable through the area was from the north-west to the south-east of the estate. Such an artery would have, however, apart from its encouragement of direct fast through traffic and consequent congestion, traversed directly the steepest



grades. It was therefore decided to commence the main boulevard at the junction of Elm and Washington streets, as shown on the plan, and thus approach the hillside from such a direction that there would be traversed the area over which the contours on the hill face were less acute, and hence give the most satisfactory grade. This general direction gave also the most level conditions throughout the lengths of the streets entering upon the boulevard at right angles thereto; provided even gradients on each of the two ways forming the church site and allowed of a level street as a turn back at the rear thereof.

The church site in itself is admirably located for purposes of grade adjustment at this junction, as is the park site north of the school where the steep ridge is broken through by the boulevard and lateral space for grade adjustment necessitated.

From this point and as a further deterrent to through traffic, the logical direction for the boulevard was along the crest of the ridge overlooking the development and the city to the north, terminating at Gotham street, opposite the main gateway, to the city's largest and most beautiful park.

Similar careful consideration determined the general direction of the remaining streets, the grades obtained thereon being commensurate with the nature of their use, the most extreme occurring on those streets where straight approach was made up the hill face. Here, however, bearing in mind the purely residential nature of the development with wide lots, and the fact that such streets are almost due north and south, the detriment of steep grade is greatly discounted, since the northern aspects of the houses erected thereon are much enhanced, unlimited architectural possibilities opened up, and full advantage made of the outlook over the city to the north.

The location of the community centre renders it easily accessible from all parts of the development. It is situated on the highest part of the estate, and the character of the buildings projected is such as to allow of fitting architectural treatment. Its architectural possibilities, as seen from the approaches from the city, are exceptional. Being located on the boundary of the development, valuable land is not necessarily sacrificed, and the development of the adjoining property to the south, is effectively controlled.

The schoolhouse is suitably centred and is so situated as to involve the minimum of local street improvement charges on the community, while its approaches are sufficiently far removed from traffic as to render children immune from danger.

The church sites, forming terminal features, are planned to serve the maximum number of people with the minimum inconvenience of approach.

The reserves on the north, west and east corners have been so treated as not necessarily to affect the development proper nor exercise any undue influences thereon, since the plan functions without their possession, but, if such reserves were develop-

ed, they could be consummated to advantage in their entirety.

The road leading diagonally to the south of the estate parallels with the south extension of Gotham street, thereby lending itself to future development.

The main arteries and secondary roads have taken full advantage of the contours, thereby securing good gradients, minimum of cut and fill, suitable levels for cross road intersections, and direct means of communication from one end of the estate to the other, as also natural courses for sewerage and water services, presenting a physical design suitable for a community and not a mere suburban dormitory.

Communication has been treated as of two distinct classes; circulatory and distributory. General simplicity, continuous routes and corners required for economical structures have been fully secured without sacrifice for picturesque offsets, jogging, or pattern making anywhere. Straight streets are limited in length and are not permitted any convex change of grade contradictory to their function of visibility and terminal emphasis for completion of their architectural form from every point.

The unit of aggregate lots does not take that form of blocks which has neither social nor economic significance in the current standard of subdivision, but becomes an organism on a scale that may incidentally be the basis of much effective voluntary domestic co-operation and common convenience.

The general disposition permissible of the house with reference to the meridian assures the sun in fair measure to all.

The lots vary in frontage from 50 to over 75 feet with an average depth of 150 feet or over. The total number of lots available, after deducting streets, would be 780 if the minimum area of 7,500 square feet for each lot were planned, and the parks omitted, whereas, if the plan be followed, including the parks and the lots of the various frontages and depths as shown, there are 611 lots available.

#### Approximate lengths of streets:

100 feet wide	.....	700 feet
80 feet wide	.....	4000 feet
60 feet wide	.....	8100 feet
50 feet wide	.....	8900 feet
45 feet wide	.....	300 feet
30 feet wide	.....	2800 feet
20 feet wide	.....	1100 feet

The following table shows the disposition of areas within the development.

Streets	.....	34.4 acres	20.5%
Parks	.....	4.6 acres	2.7%
Building Lands	.....	129.0 acres	76.8%

Total ..... 168.0 acres 100.0%

The development provides for the housing of about 3,500 people, although on account of its strategic location, the community centre will cater to at least 7,000.

## THE PLANNING OF OTTAWA

### MR. CAUCHON ADDRESSES THE UNIVERSITY CLUB, OTTAWA

Declaring that the west side of the canal, from the basin to the present Plaza was the only place for railway expansion, and that the proposal to turn this space into a park as proposed by certain government and other officials was an unwarranted interference with the city's rights in the matter of future railway development, Mr. Noulan Cauchon, chairman of the Town Planning Commission, went on record at the University Club luncheon as being unalterably opposed to the scheme. If carried out it would mean that Ottawa's growth for all time to come would be impeded and the whole situation as regards transportation hopelessly set back.

#### The Civic Centre

Taking for his subject, "The Civic Centre of Canada," Mr. Cauchon dwelt upon the fact that Ottawa was merely held in trust for the people of Canada by those in charge of its development. They could not discharge their responsibilities to the Dominion unless they were assisted and not obstructed and opposed by federal and other bodies. The Town Planning Commission was operating under the Ontario Act.

Mr. Cauchon asserted that the greatest obstacle to Ottawa's development was the Rideau canal. It was not only an economic absurdity, but imposed a dead hand on the city's growth. It surrounded the very heart of the Capital and strangled all expansion and rational progress in a civic sense because of having to go high over it.

#### Railway Situation

The other great factor was the railway situation. Mr. Cauchon showed how favorably Ottawa was situated as regards the entrance of railways to the city and how muddled the situation was after they got in. The Union Station was badly planned. Not only did the heating plant impede and cramp the whole at a vital point, but the station itself was a one way affair. As a consequence, engines had to back out several miles in order to get around to the west side of the city. The only through part consisted of a track or two, and this part could not serve the purpose of a modern station such as was needed here. A through station was at least 20% more efficient than a one-way station. Over 40 C. P.R. engines and their crews had to back out of the Union Station daily and make the round trip to the east or west side where they could come into the city again. This involved a tremendous loss of time and money.

Taking up the question of railway bridges, Mr. Cauchon pointed out that the Alexandra bridge was merely a one-track crossing and was unable to carry the heaviest type of engine, and the Prince

of Wales bridge could only carry a very light engine. Consequently every train was transported across that bridge with a light engine which had to be dropped and a heavier substituted for heavy trains or grades. Mr. Cauchon showed that it would require several millions to reconstruct these bridges and that the interest on this sum would pay the bonds on the tunnel scheme which he proposed as the sane solution of the question.

#### Tunnel Terminal

The tunnel terminal entrance would be where the Birkett and Bate warehouses are now located, and the new post office could be built over the tunnel entrance, as is the case in many of the great terminals elsewhere. Under this plan, local trains would be accommodated by the Union Station and through trains on the tunnel side. Mr. Cauchon also advocated the widening of Elgin street from Laurier Avenue to the City Hall, pointing out the comparatively low cost character of the buildings on the east side of the thoroughfare, and could be done by a set back line over a term of years.

#### Acquire Daly Building

The chairman of the commission also voiced his opposition to the proposed addition to the Chateau Laurier as under consideration. It would obstruct the entrance to the park. His idea was that the Chateau should acquire the former Daly building from the Government and connect the new structure with the old by means of an artistic archway, giving entrance to the park, putting the reorganized services in the new wing.

Mr. Cauchon paid a tribute to Colonel By, who, if not a modern town planner, at least had ideas far superior to those who came after him in the laying out of the Capital. The only decent streets were those laid out by Colonel By and his engineers, such as Wellington, King Edward avenue, Rideau and York streets. "The rest are turkey trails," said Mr. Cauchon. The suggestion for a By memorial monument had met with the approval of scientific men in the country. For, while 90 per cent of the development of Canada had been accomplished by engineers and other technical men, the politicians had taken to themselves 90 per cent of the credit therefor. The reverse should be the case for awhile, till things evened up a bit.

#### Belongs to Country

Mr. Cauchon made an earnest plea for the recognition of the duty of parliament towards the city. "It isn't our city; it belongs to the country. It is not Ottawa's civic center, but Canada's civic center that we are working and striving for," said Mr. Cauchon impressively.—*Ottawa Citizen*.