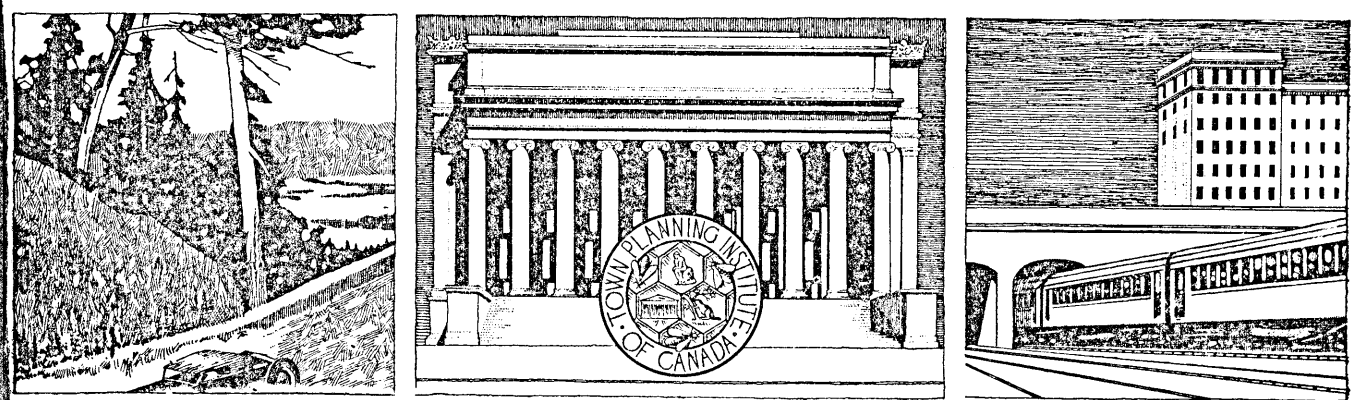


TOWN PLANNING



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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.

TOWN PLANNING AS THE PREMIER SEES IT

THE GARDEN CITY MOVEMENT
FROM "INDUSTRY AND HUMANITY"*
By RT. HON. W. L. MACKENZIE KING

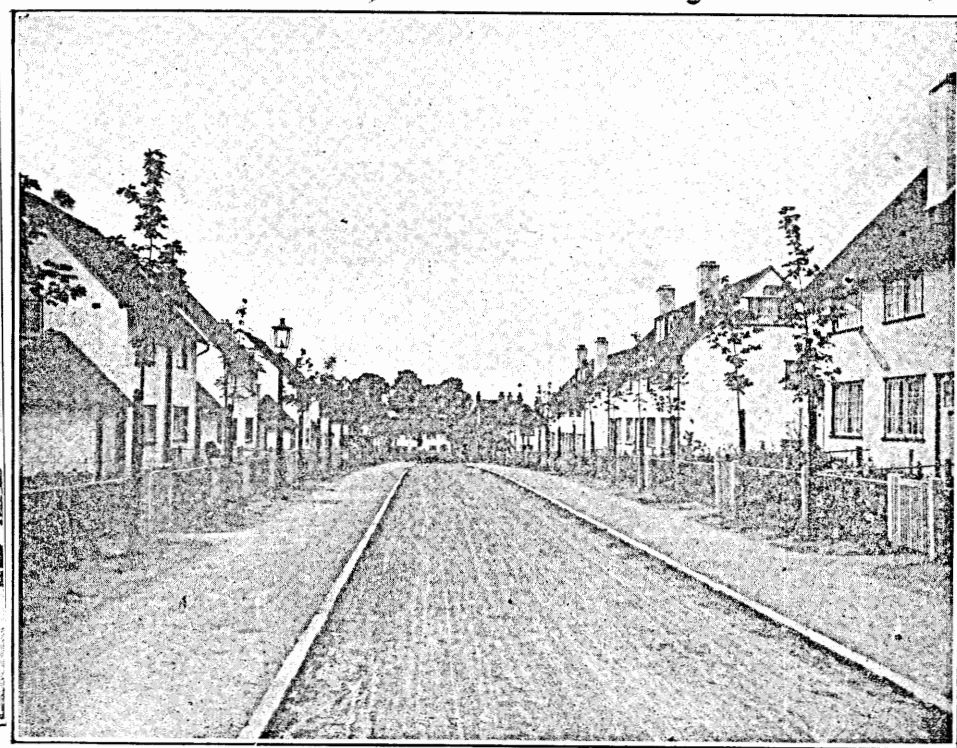
Illustrated by TOWN PLANNING

The care with which many new communities are safeguarding their development, and the efforts being made in older communities to eradicate the slum and to develop suburban and garden city communities, by means of cheap and rapid transit and the control of land values, are fine expressions of the new spirit

which substitutes a community for a property sense.

The growth of communities will compel universal regard for the new attitude. Wide and costly experience has made it increasingly apparent that the living problem in cities cannot be left to the fortuitous outcome of unrelated and unregulated individual interest, and the continuous conflict of public and private interest. Its solution is possible only through intelligent community action.

Published by Thomas Allen, Toronto.

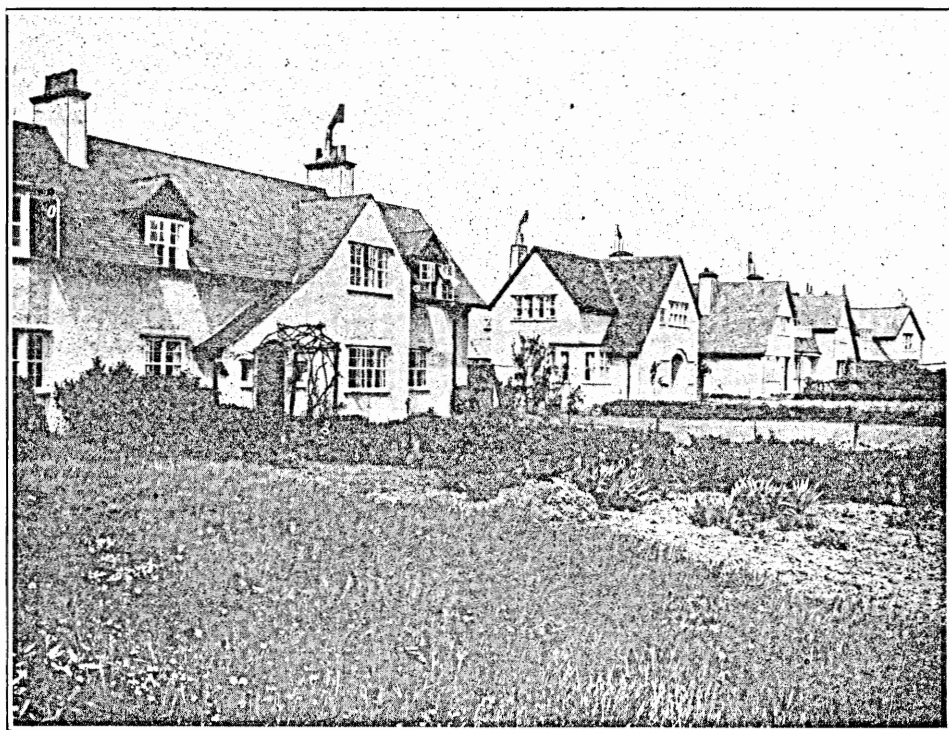


\$6.00 monthly, before the war. Roads are built inexpensively for domestic use and not for through traffic. Pride of ownership is as real as any freehold could give.

the individual property owner. The aim of the garden city is to bring dividends in human health and happiness as well as a return on property investment. It has plenty of places of rest, recreation, and play. Building restrictions are imposed, and the maximum number of houses to the acre is fixed. The improved health and condition of employees due to better homes and the open air, yield a return that pays for the investment. The co-ordination of garden cities with rural life; and of agriculture with the city, keeps down the cost of living. Existing garden communities have demonstrated that clean, wholesome, comfortable cottages are possible at a low rental, and that life is lengthened, the death and infant mortality rate reduced, and Labor in these open-air communities rendered more efficient than in the cities.

The movement reflecting the emphasis upon human as contrasted with material considerations is only at its inception. In a multitude of directions this is already evidenced. Social legislation, which had its beginnings, and a maximum of protection to powerful corporations, is slowly reversing that strange antithesis. Preventive measures are being substituted for remedial, in the case of both public authority and voluntary effort. Science is no longer confined in its application to furthering individual interests, but more and more is helping community interests, in matters of education, health administration, care of children, and provision for recreation and amusement. Politics, hitherto concerned mostly with trade, diplomacy and foreign relations have now increasingly to do with social problems.

Science may do much that



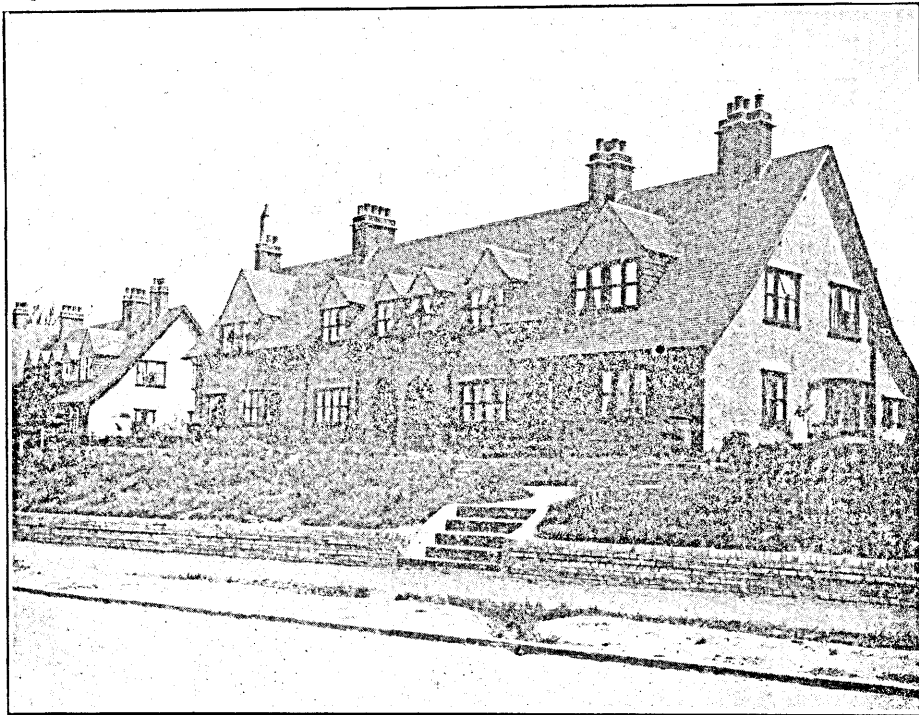
These are "better class" at \$7 to \$10 a month, including taxes. There is no "authority" over the collective owners save their own committee. The system is co-operative individualism and not communism. Economy is secured by scientific management and order and beauty by social example. Everybody gets a reasonable return but nobody a "rake-off".

Town planning and rural planning and development were almost unthought of a generation ago. To-day they are subjects of scientific study, and compel the recognition of Government. It is to be hoped that ere long public opinion will no more tolerate the slum and the overcrowded tenement than it would tolerate plagues such as were prevalent a generation ago.

The garden city movement was founded in England in 1899, and has spread to different countries throughout the world. It recognizes the slum as the product of bad means of transit and high land values, combined with the necessity of men living near their work. By providing cheap and rapid transit and controlling land values, it has been able "to provide a maximum of comfort, convenience, and happiness at the minimum of financial and



Garden City houses. These householders are partner-owners. They pay a small sum down and \$6.00 monthly, including taxes. Post-war costs are higher but the method has won out. Cheap leasehold land in perpetuity.



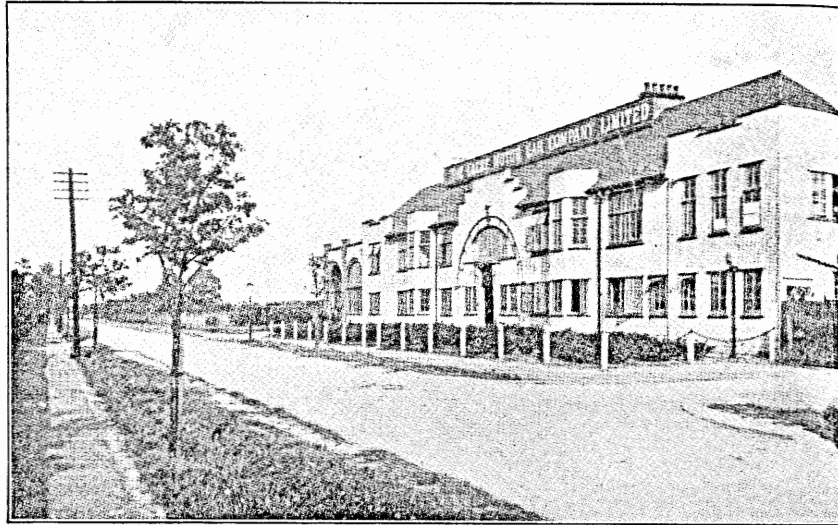
Garden City Tenants, Letchworth. Cheap leasehold land in perpetuity and co-partnership building made these houses available for \$6 to \$8 a month, including taxes, before the war.

personal cost." "It marks a widening of community rights and an enlargement of community services, the building of the city by the city itself, from the foundations upward and from centre to circumference."

The garden city is in effect its own landlord. Indirectly it is a house builder and house owner. The ordinary city is left to the unrestrained license of speculators, builders, and owners. It is a community of unrelated, and, for the most part, uncontrolled, property rights. The garden city, whether promoted by cities, co-operative companies, or private individuals and whether it be a self-contained industrial community, a garden suburb, or a factory village built about a manufacturing plant, is a community intelligently planned and with the emphasis always on the rights of the community rather than on the rights of

is yet undreamed of to ameliorate the human lot. The intelligence of the world has been at the command of nations for the building of dreadnaughts, submarines, aeroplanes, and all the organization and equipment essential to the work of destruction. Wars will altogether cease when science is equally at the service of the nations to further the principles underlying health, in the building of houses, developing transportation, designing cities, controlling land, improving sanitation, and eliminating slums.

In Industry the application of Science has been for the most part to the material processes in production and to mechanical organization, and not to the problems of health, vitality, and harmonious relations. The insufficiency of organized effort to bring the results of Science to bear upon the welfare of the masses of the people and social problem is being recognized. The time may yet come when it will be everywhere seen that the maintenance of standards of health is the surest means of maintaining standards of efficiency; and



A factory need not be ugly. Manufacturers get cheap leasehold land and cheap power in their own district. They have plenty of light and room for expansion. They respond to the social pressure for order and beauty. Their works are screened from residences by belts of trees.

when intelligence will be not less at the command of sure returns in life than it is at the command to day of sure returns in money values.—“Industry and Humanity”, pp. 358-363. ,

AN IMPORTANT ZONING RULING

Advocates of zoning have been very much gratified at the recent decision of the United States Supreme Court to the effect that zoning ordinances of municipalities in that country are entirely in conformity with the constitution. Some time ago a property holder in a suburb of Cleveland obtained an injunction against the enforcement of a zoning by-law enacted by the village, on the ground that the enforcement of the ordinance would prejudicially affect the value of his property, in that he would be debarred from developing it along the lines deemed by him to be most profitable. It was perhaps natural that he should stand upon what is regarded as the ancient rights of property and insist upon using it as he would; but according to the majority judgment of the Supreme Court, the situation created by modern civilization has raised the people of a community to a position superior to that occupied by property. It was frankly admitted by the court that some years ago zoning would have been considered an intolerable interference with personal freedom, but that changes that have come about in the development of urban centres have made it not only a reasonable but a highly desirable thing.

While the resistance of the aggrieved property owner to the carrying out of the zoning law may be at times vigorous, it is evident that he is waging a losing battle against the modern trend of regulation

of private activities in urban centres. It is no longer practicable or permissible for a private person to conduct himself or to carry out any operations in an enterprise that, however profitable to himself, would constitute a distinct disadvantage and annoyance to his fellow citizens. The private individual must give way to the needs of the majority, and upon this basic axiom all zoning laws must rest.... Wherever a development is calculated not to work out to the advantage of the people generally in the long run, it should be arrested by such regulation as a zoning law would confer.

We have not progressed very far in Canada in the matter of zoning laws. The cases of Kitchener and Point Grey, B.C. are notable examples to the contrary and constitute fine precedents for the advocates of zoning to cite. Already some 500 municipalities in the United States have during the past ten years put zoning laws into operation and it is not unreasonable to expect a rapid extension of the movement now that its legality has been established for all time. We are perhaps somewhat slow in following the lead of experience elsewhere in this matter, but the earnest efforts of a small group of far-seeing men who have long urged the adoption of zoning ordinances in this country cannot much longer be without fruition.—*The Canadian Engineer*.

THE ECONOMIC RELEASE OF CANADIAN LANDS

By NOULAN CAUCHON

Past President Town Planning Institute of Canada, Chairman Town Planning Commission, Ottawa, Chairman Ottawa Branch Engineering Institute, Canada.

The two problems that dominate us in this country to-day are land and transportation. They govern productivity of the soil and trade routes, which from time immemorial have influenced the evolution and the revolutions of mankind. They are problems that demand and deserve the freest investigation by the Canadian people.

The lessons of history, however remote, cannot and should not be ignored, though they need not become shackles on human progress. Times change but human nature and its reactions seem subject to certain psychological laws which modern science is trying hard to formulate.

If the Canadian heritage, won by courage and sacrifice, is to be preserved and properly developed some limit must be placed on drifting materialism and some deeper national concern be manifested for social equity. The relation of man to the soil and of the State to man has determined the domestic happiness or misery of man in the past and it will do so in the future in Canada. It is time to examine whether that relation has always been the best and the wisest and whether our prosperity may not be accelerated by some changes.

Land for Use

It is set forth in the laws of King Hammurabi, those stone records of a misty past two thousand two hundred and fifty years before Christ, which archaeology has of recent years brought to light in the Far East, that a man who failed to cultivate his field was forced to make purchase of grain equivalent to his discrepancy in production. To persist in neglect to cultivate land entailed its forfeiture.

The Book of Genesis reveals what, to economists, is one of the most extraordinary events in the administrative history of mankind. Joseph, having foreseen and foretold to Pharaoh the economic crisis which overshadowed Egypt, gained crown authority to "corner" the surplus food of the "seven fat years." Early in the cycle of the "seven lean years" the people being driven to starvation through crop failure and hard times, Joseph forced them to surrender all their money, their live-stock, their land and themselves to Pharaoh. Having thus accomplished the reversion of all the lands of Egypt to the crown, excepting the lands of the temples, he supplied seed grain; stocked the farms and leased them for production in consideration of one-fifth of their yield—twenty per cent. The land of Egypt is largely vested in the crown to this day, leased for production as is much of the land of India. In both cases the system is being successfully administered.

Decline of Rome and its Causes

In Roman times a different system prevailed. The empire of the Caesars prospered and the wealth of Rome was employed in creating big estates by at first buying out small independent farmers; then working the land by slaves, the spoils of frontier wars. The remaining free tillers of the soil were finally driven by such "machine" competition to emigrate extensively to the Asiatic dominions. The country became depopulated. When the slave supply dwindled, production fell and prices rose.

In the third century, Diocletian, the greatest administrator the Roman power ever had, tried to stem the rising tide of prices by fixing absolutely the cost of all food. Anyone caught charging higher prices paid the penalty of death. The emperor had ultimately, however, to abandon the effort to resist natural economic forces.

Finally, Constantine had to remove his capital from depopulated Italy to the seat of man-power in the east (Constantinople). Then Rome and the west fell a prey to decline and barbarian invasions.

History repeats itself: lessening production—depopulation—political disintegration.

With economic sanity again emerging in the Middle Ages we find all lands held in "fief", that is, by leasehold and responsibility to the State.

This principle obtained till after the Black Death and the decay of feudalism in the 14th Century, when irresponsible private ownership gradually gained the full recognition which the old system had enjoyed. The following eighteenth century Industrial Revolution with its savage *laissez-faire* doctrine, unbridled materialism of wealth, for a time at least, has again won the day in the English speaking world. Land has become, not a responsible charge held on conditions of use, but a mere "commodity" for buying and selling, in many cases held out of use for decades, while the community is making it valuable by all kinds of costly improvements. Whatever be the duty of the individual to the State it is surely rendered more cheerfully for the welfare of the many than for the benefit of the few.

Dealing with Settlement

Past history and the abuse of private ownership enforce anew the conviction that the right and exercise of people—as a State—to control the use and development of land is simply self-preservation, the first law of nature as it is the oldest code of man. Modern acknowledgment is to be found in the British Garden City movement where land, both urban and agricultural, is held only under public ownership, and in

the Jewish repatriation project, where nearly all the land, urban and agricultural, is to be held for ever in the ownership of the Jewish people.

Ruskin glorified the soul of economic truth when he wrote, "There is no wealth but life." The burdens of domestic life, the high cost of living, taxation, customs, guaranteed bonds and expenses of government in general are the greater by reason of and to the extent that lands are withheld from production and depopulation caused thereby; particularly where the lands served by railways remain unused. The time has come for the economic release of land urgently needed for the development of Canada. A McGill professor has recently said: "Canada has become a vast real estate proposition."

Dealing with Lands

Public money paid to redeem guaranteed interest and bonds of railways running through lands withheld from production may in the final analysis be held to be paid ultimately to the speculator so withholding such lands—(the term "speculator" is here used in its generic sense).

Study of the Dominion Homestead map will convince any one knowing the three prairie provinces that practically all the lands agriculturally suitable and economically available for our generation have passed, or are in process of passing from the Crown. The prairie provinces have reached the fateful status of private ownership—much of it "absentee." A million and a half of sparse and disperse people are galled by a burden heavy enough for ten.

And the remedy? Population and production; to get cultivated, first, all the lands nearer the railways that permit thus of quicker and fuller returns; to farm more intensively and to live more closely, that the amenities of life may develop more freely; better roads, more churches, better schools, doctors at hand, better living and more social life, so that the "lonesomes" may vanish and cheerfulness reign in their stead. Then the urban industries will find a fuller market for their goods and a sturdy and better educated labour supply from "small holdings."

Reversion of Unused Lands to the Crown

Would it not be wise to undertake boldly and fearlessly the reversion to the crown of such suitable arable lands, enjoying railway service, as are now or may be withheld from production, whether by company, corporation or individual, the lands to be selected and taken over when and as the government can find settlers for them; the owners to be equitably compensated for their lands (free of anticipated profits); the lands so acquired to be leased for long periods (quasi-perpetuity) on terms of production and to cover cost at low interest rates available to government?

The expropriation of subsidy lands, for instance, would not require the raising of cash if paid for by liquidating the subsidy with negotiable collateral and freeing the lands at the low carrying charge of 5 per cent or under.

Once expropriated the public domain should never more be allowed to pass from the Crown.

This principle and method of leasing already applied to public water for power; public forests for lumbering; why not to public land for reaping the fruits of the soil under better social conditions and more scientific humanism?

The Fetish of Land Ownership

The fetish of "fee simple" has been idolized on this continent as an instrument of liberty and an advertisement for emigrants seeking relief from the "doings" of individual "landlordism" in Europe. They are being coaxed by the irony of fate to come and likewise "do" and "be done by" here ultimately.

Ownership frequently constitutes a disability for the producer. It is evident that where a producer, say a farmer or a manufacturer owning his place, borrows money at perhaps 8 per cent or more in turnover to advantage in his business, he is bearing the equivalent rate of interest on similar capital locked up in the cost of his ownership. The farmer would be that much better off if he had the cash represented by his holdings for use as working capital and could be using his farm at a rental of say 5 per cent to the crown or such lesser rates as government may be able to obtain and to fix as war disabilities recede.

It is contended that under the proposed dispersion all available private land capital could and would become productive, none being locked up in land except by the Crown at a low rate of interest to the producer.

As a Rural Credit

The Crown differs from the landlord of conventional tenure in that its function and desire are simply to promote full production. Its object is not the complete absorption of all increment.

Expropriation, with compensation by the Crown might possibly be later extended from idle lands to those of resident owners willing to avail themselves of the privilege of freeing their land capital for greater and more profitable production.

The advocacy of this system is not confined to western conditions. I have been urging it since 1911 for the east and west. The projects for co-partnership settlements of intensive small holdings near Ottawa and near Hamilton were based on the same principle adapted to local conditions. We need to colonize the east as well as the west, to evolve amenities of rural life so that settlers may be induced to go and to stay upon the land.

Security and Prosperity

The financing and administration of such a considerable enterprise could be done through banking methods like the Credit-Foncier in France—perhaps by creating a National Bank for the purpose. This involves plainly the nation becoming banker to agricultural producers. Normally the export of agricultural

cultural and animal products forms more than half the total exports of Canadian products.

The expropriation and leasing to settlers of the lands here referred to seems the best method of meeting the conditions to be faced in the immediate future. In the result farmers would produce the maximum of wealth; the railways would recuperate and prosper by carrying more; shipping would revive by multiplication of cargoes; industries would increase to meet the larger demand; the all-round purchasing power and general prosperity would develop on the sound and seasoned basis of creative wealth—production—earning power—the ultimate security in economics.

National Settlement Economics

There is a phase of our national development which needs consideration in its inter-relation to others, i.e., the *principle* of settlement which should be followed.

The country is now equipped, much over equipped, with the machinery of economic civilization, railways, highways, bridges, schools, hospitals and the numerous other public services which come out of public credit. These services are not used to anywhere near capacity and to that extent are an unwarranted super tax on our people and upon production. As an example,

where our railways are a burden for lack of a denser and sufficient population; the rate of interest upon the bonds may only approximate 5 per cent but the fares and freight rates are necessarily abnormal to maintain a paying service. This means that in practice the needful and sufficient service for the development of the country is costing many times what it ought by reason of over capitalization and under use. If capitalization is used to its fullest extent it is costing the face figure of interest; if it be used to only half its capacity then the service is costing double the face figure of the interest; if it is used to a fifth of its capacity, as, say, in the case of some railways, it is costing five times 5 per cent; that is, really 25 per cent interest, or if only used to one-tenth its capacity; as is the case with many a great highway

and bridge—then the development is costing ten times 5 per cent, i.e., 50 per cent to the users.

Small Holdings

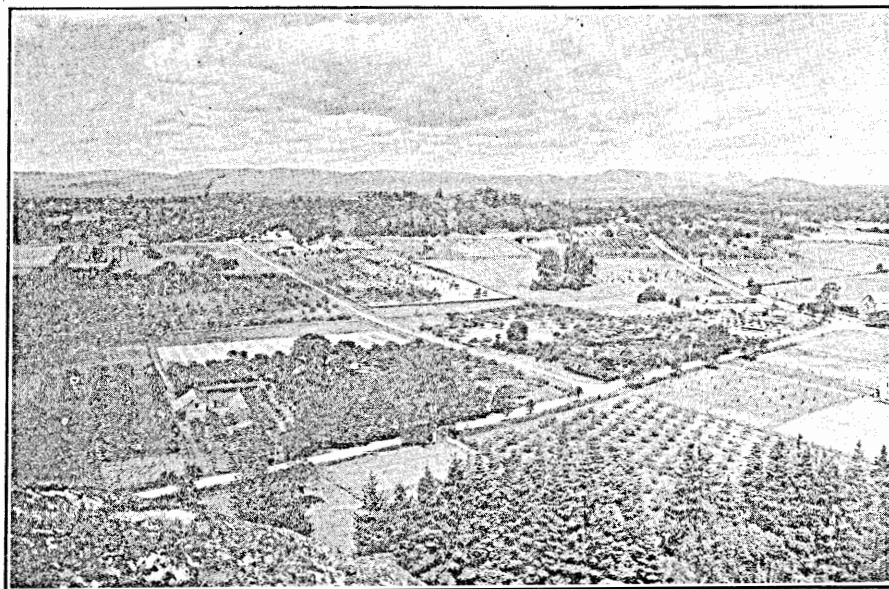
This is one of the arguments for advocating closer settlement on the principle of small holdings and more intensive cultivation—within the existing framework of our machinery of civilization.

It is the argument that if our existing railways need more people to feed them—put more people on the land but do not extend more railways.

Since our great motor highways, which cost more under similar circumstances than railways to build, cannot be carried by the farming country through which they run, they should be more peopled by settlers, closer and denser along those highways, that the burden and benefits may be more evenly and more fairly distributed—not heaped upon the terminals, i.e., the cities.

Let the principle be applied of distributing our

settlement and immigration around our cities, towns and villages and extending out along the great railways and highways leading to and from them. Settle our people and those we invite to our country in circumstances of civilized amenities where men and women and children may live and thrive under social conditions that stimulate "the good life" rather than "chuck-



Small Holdings at Victoria, B.C.

ing" them into a wilderness of isolation where every prospect saddens and soddens and where opportunity "skids" them back to "primitive" conditions.

With these realizations and convictions I have been advocating since 1916 that soldier and other settlement would find vaster opportunity in reclamation and small holding schemes around towns and cities with more happiness, efficiency and education and greater national benefit than by turning to extensive methods of expansion that involve the duplication of our national machinery instead of its more intensive and more economic use and development.

The opinion may be ventured with some ground of observation that the "small holding" system of civilized living conditions is the only one that to-day

has much chance of attracting just that self-governing class of people whom we most wish to get. This idea will not appeal to those whose material interest it is to fill and till the land with and by mere brute force.

With those who accept "The Man with the Hoe" as the spiritual ideal for Canada's future greatness, there can be no compromise—nor quarter. This is "a protest that is also prophecy."

Power and Settlement

The writer looks upon hydro power as a great *tool of production*, of economic self-preservation and national survival. A concomitant logic seemingly points the advisability of denser settlement to utilize it in home and industrial development — and such background needs be small holdings to afford the best physical co-operation and intellectual stimulus for the expansion of a healthy, efficient and contented people. One horse-power may be taken to approximate the energy equivalent of 10 man-power. Ten men are usually taken in economies to represent 50 of a population.

Viewed from this angle the export of 100 horse-power is equivalent to the export of 1,000 men, potentially, 5,000 emigrants, men, women and children. Would it not seem wiser to conserve our potentialities, to so order our resources that they be entirely applied to increasing our national productivity *per capita*? We shall eventually need it all.

Regional Planning

It is submitted that what we need provincially and nationally is exhaustive scientific regional planning of our territory, of our resources and of the disposition of our people to best advantage in health, efficiency and amenity—if we desire to attain first rank in the scale of civilization and adapt ourselves to the changing outlook of scientific humanism.

To proceed on this course, recognized elsewhere, the best system would seem to be the principle of decentralization of industry into satellite garden cities, with community ownership of land and of limited size (which has been so successful in England), surrounded by agricultural belts secured as such in perpetuity. We further advocate that these agricultural belts be cultivated intensively as small holdings.

The increase of our rural population to balance our industrial development, our past growth of railroads and the present extension of our motor roads, is admitted to be the most serious question in Canada to-day.

Not being disposed, even if it were considered profitable, to admit the average of the masses who would gladly come to Canada from Central and Southern Europe, how can we get the type we need? The more desirable settler from Northern Europe is past the stage of pioneering. He has tasted in the last few years the amenities of life and will never

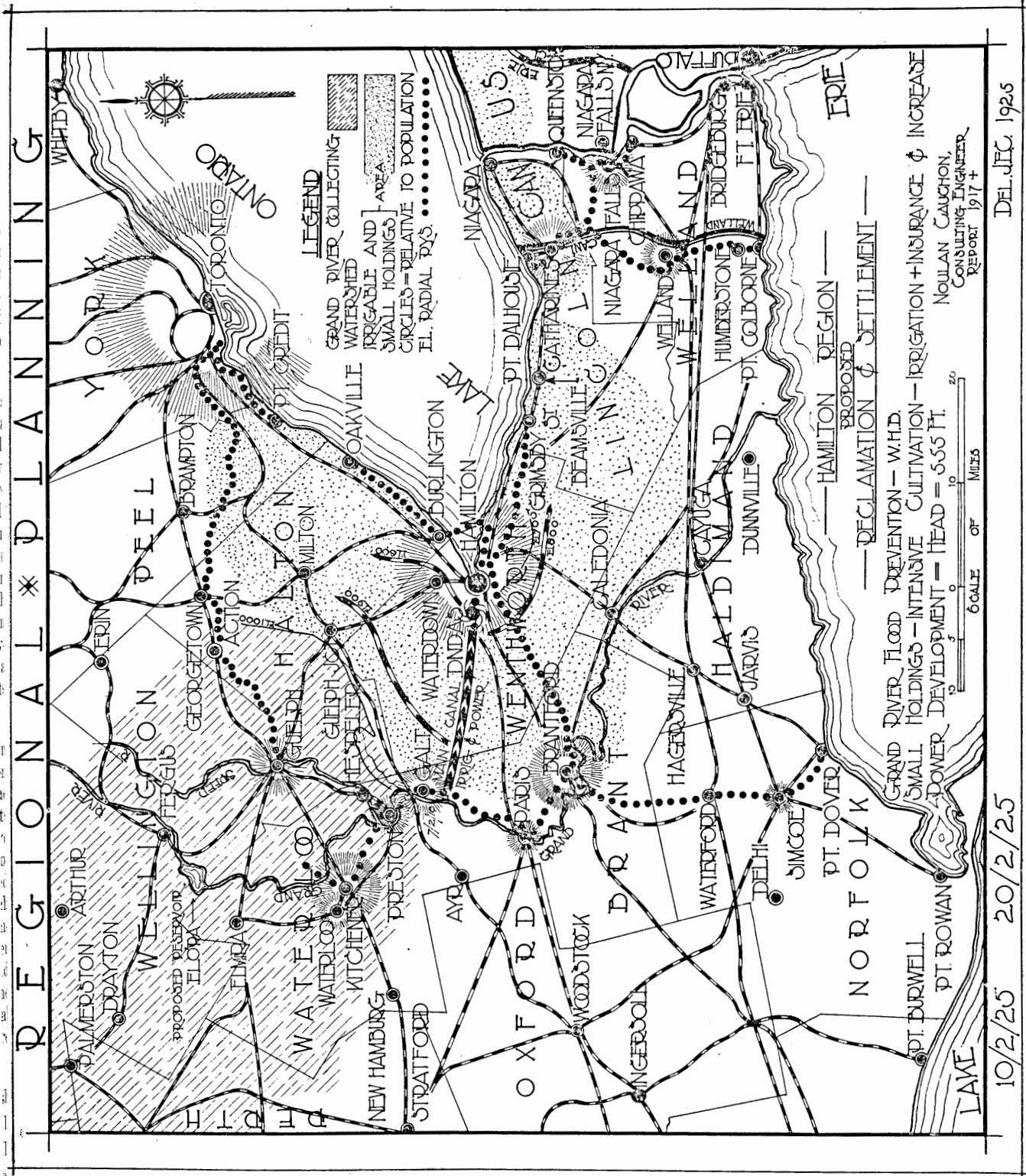
abandon them. His wife and children will see to that.

If then we want to attract a "Nordic" stock to the land we must offer them community life. It is the heart's desire of hundreds of thousands and more of British and other "Nordics" to hold on perpetual tenure a 20, 30, 40, 50 acre parcel of land on which they can gradually make a real home, but not so, if cut off from their folk. Offer them small holdings on rental terms of practical perpetuity, conditional on a measure of production and subject to long term revisions in a compact and well-planned regional area, on a railroad or near one, on a main highway, in a location chosen for proximity to markets and facilities for public utilities and within reasonable distance of some town or city enjoyment and then we can get our choice of those who by nature are disposed to cool and wise self-government.

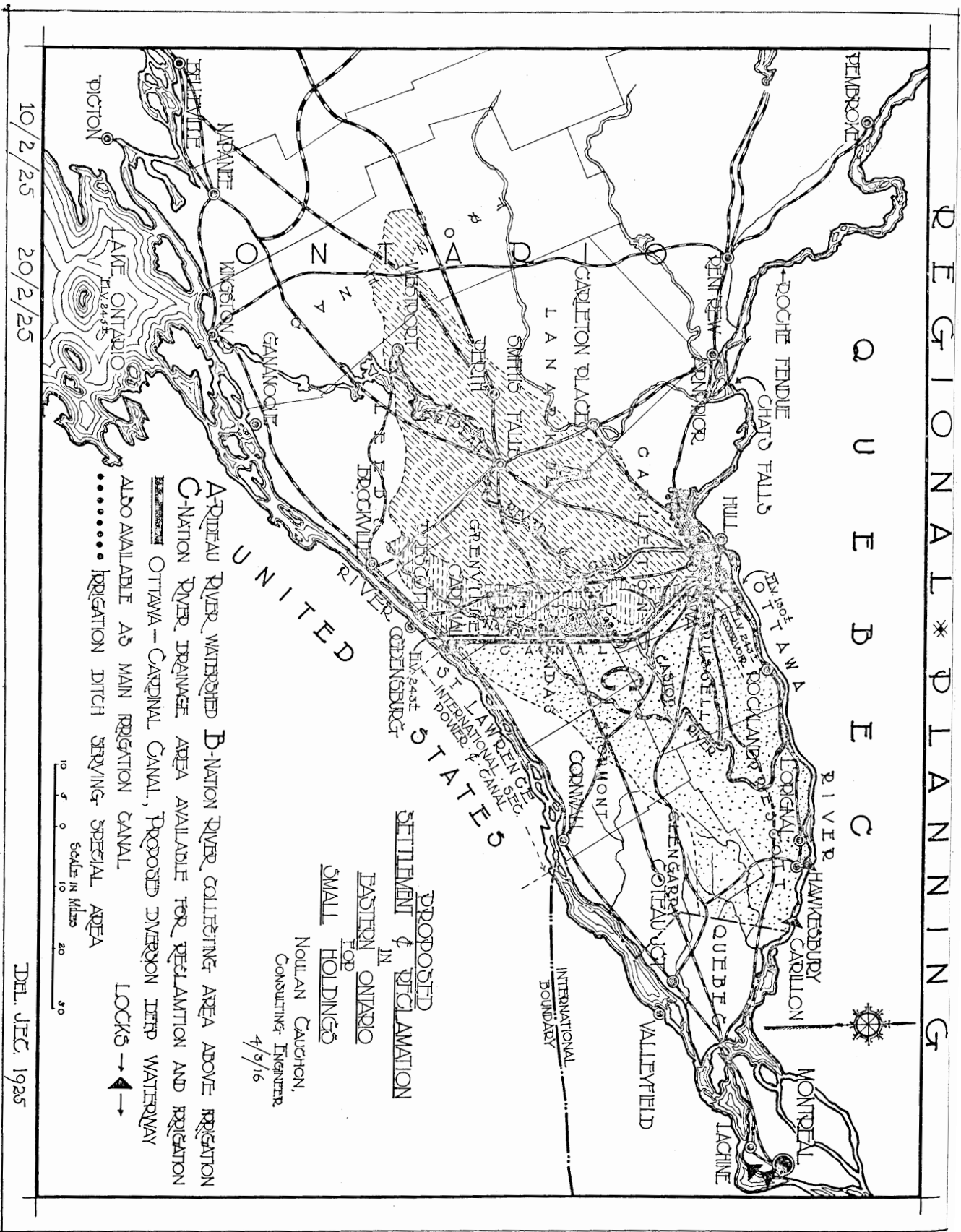
The magic of the enjoyment of a bit of land has before now made even the poorest of sandy soils a garden and the modern science of intensive agriculture with the concomitant science of co-operative buying and selling has worked still greater wonders where the system of small holdings has been adopted. It is the only way to secure a reasonably close distribution of rural population of a superior type and to provide a wider home market for expanding urban industries—it produces a population from which industry can be manned, more highly educated than is possible from the wilderness and it is acknowledged to be that which gives most stability to a nation and brings the most genuine happiness to its people.

By the humanizing of the leasehold system in the Old Country it has been proved beyond question that the country benefits in assuring the use of the land for national service and that the tenant benefits both by his freedom to use his capital for productive purposes and the responsibility to use land for production as a condition of his tenure. What is needed is to see that the short-term predatory lease, which allowed land owners to reap the labour fruit of tenants and then send them adrift in favour of a "better buyer" should be recognized as a social iniquity and be sternly discouraged. Security of tenure on the basis of use would rejuvenate the whole agricultural situation in Canada and people our waste lands more quickly than any other method.

Since writing the foregoing I learn that the British Conservative Government has recently passed a Small Holdings Bill, which is expected to provide 2,000 small holdings a year for some time to come. The Liberal and Labour Opposition, while not opposing the Bill argued strenuously for the leasehold principle, as against buying and selling, and moved an amendment to compel the county authorities to provide small holdings.



The following maps prepared in 1916, show two regions where small holdings for intensive cultivation could be developed and co-operative methods be adopted making community life possible in touch with the amenities of civilization which have been provided at enormous capitalized expense because so little used.



TOWN PLANNING: THE SCIENCE OF THE SOCIAL ORGANISM

A World-wide Movement of Great Sociological Significance

BY ALFRED BUCKLEY, M.A.

Editor of Town Planning, the Journal of the Town Planning Institute of Canada

(Reprinted from *The Canadian Surveyor*)

I have been asked to sketch in outline the extent to which the new science of town planning has become an applied science in the different countries of the world, and to indicate as far as possible the sociological significance of this now worldwide movement. Ten years ago the first part of this task would have been comparatively easy, but since that time the progress of the movement has been so rapid and extensive in many parts of the world that only a book revised year by year could possibly keep abreast with the developments, and only a chronicler who had no other duties could pretend to be adequately informed on the subject.

World Progress in Town and Regional Planning.

—To those of us who do what is possible to follow the main events in the contemporary history of town planning one fact emerges and that is, that town planning is no longer an aspiration of the troubled humanitarian who sees with regret the wide-spread depression of physical and spiritual energy, and especially the energy of happiness, in consequence of the clotted ugliness of the fortuitous town and the so-called "great" city; the absurd confusion and inefficiency of these towns in the face of new conditions of street traffic and transportation of goods, and the appalling neglect of order and beauty in their physical arrangement.

Nor is it any longer a utopian philosophy, detached from the tormenting regret of the humanitarian and providing speculative sport for academic schoolmen. It has entered into the policy and practice of the nations as a vital means of social reconstruction. Many of the best minds of the world, tired of the waste and silliness of wars made by old men for young men to fight, are giving their brain substance to the problem of the rebuilding of the social organism on new lines, so that its physical form shall no longer devitalize human energy or crush the spirit of man by barbarous forces that have no enlightenment and no humanity in them.

The proof of this claim that town planning has passed from the academic stage into a policy and practice of nations may emerge from such imperfect data as can here be given of the world progress of urban planning. A movement that can bring together representatives from forty different countries, all telling of organized endeavour in their own countries to build or rebuild towns, cities and villages under the impulse of a new science of the social organism, and of new scientific humanism, and in many cases telling of achievements already completed or under way such as the world has never before witnessed, cannot any longer be considered an academic dream.

A movement which in England and the United

States has run the gauntlet of a multitude of civic officials varying in intelligence from the best and highest to something approaching zero, but, on an average, with an incurable reverence for property interests and a shivering fear of ideas that are not familiar and customary: which has induced 500 cities, towns and villages in each country to prepare and put into practice plans for their future development which will apply "the might of design" to their areas and assert the right of the community so to control the use of land and building that manufactures, commerce and residences shall be assigned their own places and not be allowed to destroy the home necessities of light, air, room to live and play—such a movement may be considered to have some "practical" significance.

A movement too which has run the gauntlet of political party passion in both of these great countries and has persuaded England to pass an obligatory ordinance by which towns of 20,000 population and over are required to prepare such plans, and in the United States has induced more than half of the urban population—27,500,000—to agree to zoning ordinances which control private property and assert the right of the community to say where buildings shall go and where they shall not go, must be considered to have some vitality and social significance.

A Great Movement in the United States.—Once again, a movement which will give rise to such astonishingly plain-spoken documents on the constitution of human society as are being issued by the Federal Office of the United States Department of Commerce and the State of New York in favour of new methods of town building as a national policy, must be regarded as significant of something new and true and real that has entered into the consciousness and conscience of the makers of modern history.

Mr. Hoover, secretary of the United States Department of Commerce, has seen the tremendous social and economic significance of this movement and has called together some of the leading experts on city planning in the United States to assist him in heralding the advent of a new science of the social organism. This "Advisory Committee" has published a series of pamphlets which have been distributed all over the United States. One is entitled "A Zoning Primer"; another "A City Planning Primer"; another "Zoning Progress in the United States"; another "A Standard State Enabling Act"; another "Municipal Ordinances" and Mr. Hoover's Department issues periodically, with a certain glowing pride, lists of new accessions to the 500 towns and cities which have adopted zoning regulations. The men who are called to this service are given freedom of speech. They

are men of scientific temper who will have nothing to do with the "frantic boasting" and boosting that smudge ugly and inconvenient facts out of recognition to promote civic and national glory. The "Zoning Primer" strikes straight out at the main fact of town planning, namely, that it means public regulation of the use of private real estate so that the uses of land can only operate within the range of an ordered and scientific plan of development. The pamphlet has been issued by the million and it is probably more responsible for the astonishing progress of zoning in the United States than all the books that have been written on the subject and all the conferences that have been held. Its style is direct and plangent, as will be seen by a quotation from the opening page. Even a city alderman could understand it.

WHAT IS ZONING ?

Zoning is the application of common sense and fairness to the public regulations governing the use of private real estate. It is a painstaking, honest effort to provide each district or neighborhood, as nearly as practicable, with just such protection and just such liberty as are sensible in that particular district. It avoids the error of trying to apply exactly the same building regulations to every part of a city or town regardless of whether it is a suburban residence section, or a factory district, or a business and financial centre. It fosters civic spirit by creating confidence in the justice and stability of the protection afforded.

Zoning gives everyone who lives or does business in a community a chance for the reasonable enjoyment of his rights. At the same time it protects him from unreasonable injury by neighbors who would seek private gain at his expense.

Zoning regulations differ in different districts, according to the determined uses of the land for residence, business, or manufacturing, and according to the advisable heights and ground areas.

But these differing regulations are the same for all districts of the same type. They treat all men alike.

WHY DO WE NEED ZONING ?

Some one has asked, "Does your city keep its gas range in the parlor and its piano in the kitchen?" That is what many an American city permits its household to do for it.

We know what to think of a household in which an undisciplined daughter makes fudge in the parlor, in which her sister leaves soiled clothes soaking in the bathtub, while father throws his muddy shoes on the stairs, and little Johnny makes beautiful mud pies on the front steps.

Yet many American cities do the same sort of thing when they allow stores to crowd in at random among private dwellings, and factories and public garages to come elbowing in among neat retail stores or well-kept apartment houses. Cities do no better when they allow office buildings so tall and bulky and so closely crowded that the lower floors not only become too dark and unsatisfactory for human use, but for that very reason fail to earn a fair cash return to the individual investors.

"Live and let live" is a better motto for the modern city than the savage one of "dog eat dog."

It is this stupid, wasteful jumble which zoning will

prevent and gradually correct. We must remember, however, that while zoning is a very important part of city planning, it should go hand in hand with planning streets and providing for parks and playgrounds and other essential features of a well-equipped city. Alone it is no universal panacea for all municipal ills, but as part of a larger program it pays the city and the citizens a quicker return than any other form of civic improvement.

ZONING PROTECTS PROPERTY AND HEALTH

Suppose you have just bought some land in a neighbourhood of homes and built a cozy little house. There are two vacant lots south of you. If your town is zoned no one can put up a large apartment house on those lots, overshadowing your home, stealing your sunshine, and spoiling the investment of 20 years' saving. Nor is anyone at liberty to erect a noisy, malodorous public garage to keep you awake nights or to drive you to sell out for half of what you put into your home.

If a town is zoned, property values become more stable, mortgage companies are more ready to lend money, and more houses can be built.

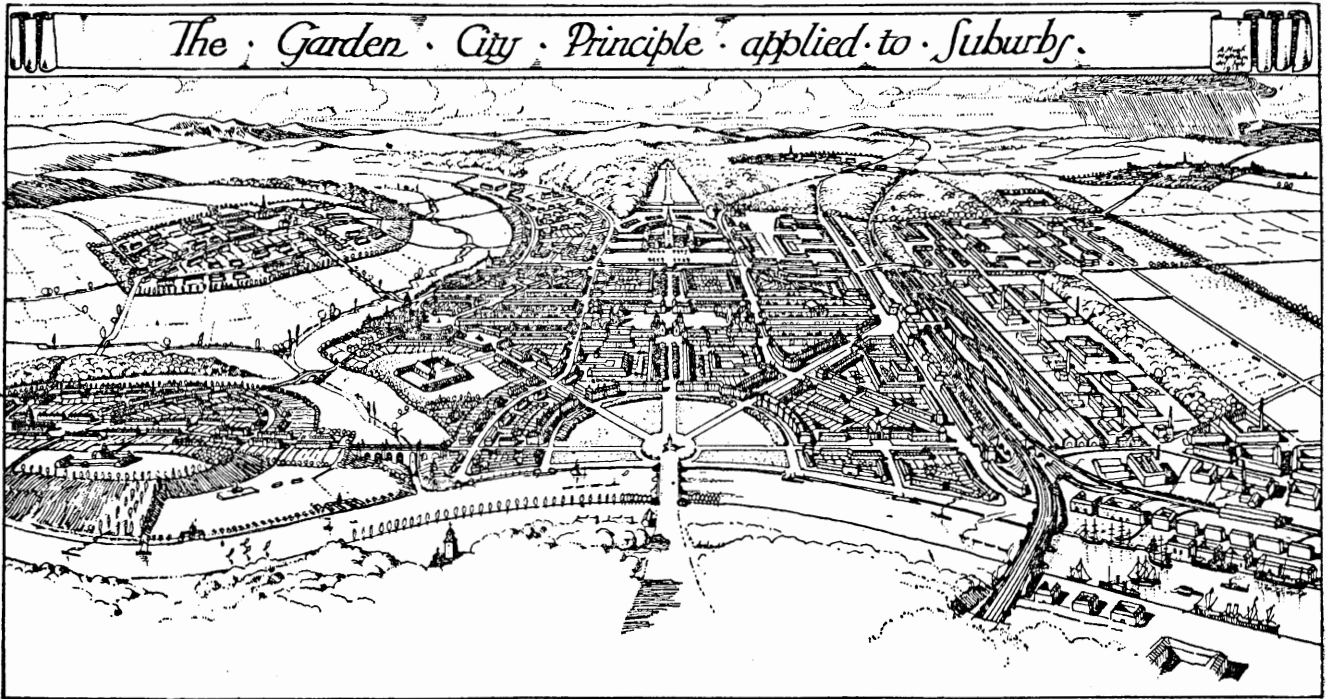
A zoning law, if enacted in time, prevents an apartment house from becoming a giant, airless hive housing human beings like crowded bees. It provides that buildings may not be so high and so close that men and women must work in rooms never freshened by sunshine or lighted from the open sky.

Other sections of the pamphlet state: "Zoning Reduces the Cost of Living"; "Zoning is Legal"; and "What Cities and Towns have accomplished by Zoning." There is a section on "How to get Started"; another gives "A Zoning Programme." There is an illustration entitled, "Waste in City Building" which shows a giant motor truck tipping a load of houses on to a rubbish heap and bearing the legend: "Owing to Haphazard City Growth Hundreds of Perfectly Good Buildings go to the Dump Every Year." Finally there is a section explaining why Mr. Hoover founded his "Division of Building and Housing," and stating that "for several years there has been developing a feeling that some agency of the Federal Government should interest itself in building and housing, and 'disseminate scientific, practical and statistical information' on the subject.

Following the impulse given by the Federal Division of Building and Housing, under the Department of Commerce, the different states of the United States are passing town planning and regional laws of far reaching character. Nineteen states have accepted the "Enabling Act" of the Federal office and thus saved themselves from endless duplication of work. About twenty states have now passed zoning ordinances covering a population of 27,500,000 people. The following bulletin, issued by the Federal office about three months ago, supplies some interesting figures. At the time of its issue 436 municipalities had adopted zoning regulations. It is probable that by this time the figure is nearer 500 and this figure has been used in this article.

More than half the urban population of the United States live in zoned cities and towns at present against about one-tenth in 1916, according to

(Continued on page 46)



THE CITY PRACTICAL

An Example of Scientific Care as applied to City Building

Dr. Raymond Unwin's Plan for a New Riverside Town

This is Dr. Unwin's suggestion for a new sea-side or river-side town such as North Vancouver or Rouyn, or the new towns that may spring up on the Gatineau river in the province of Quebec within the next few years. Dr. Unwin is Chief Town Planning Advisor to the British Government, and author of the monumental work "Town Planning in Practice." The plan presupposes a city built with the scientific care that is applied to a hospital or a high-class factory. There is, first, a spacious crescent as the entrance to the town, with a memorial site in the centre, from which radiate the arterial roads of the future city and region and a noble avenue leading to a town square, which would be reserved for public buildings with ample space for garden and lawns. The building sites of the crescent and avenue would be planned for high-class stores and apartment houses, regulated as to height, and perhaps with architectural amenities subject to an art jury, as is becoming quite common. John Nolen's plan in the accompanying illustration for the town centre of the new "demonstration town" of Mariemont, now in the course of development, will convey the idea.

Beyond the public square is the site for high-school or university, again with ample space for gar-

dens and with playgrounds for the students. To the east is the most generous provision for industries, all grouped in the same district for economy in haulage and power and with full open space for future development. Beyond the proposed limits of a town of reasonable dimensions—say 30,000 to 50,000 population—there would be agricultural areas to be maintained in perpetuity as a necessary part of community life. If it is said that these areas may be wanted later for more important purposes the answer is: There is no more important purpose than scientific agriculture in the neighbourhood of towns. If the towns should grow to the size of a compact Canadian community, such as Stratford, further development would not gobble up the agricultural belt but would jump it and become a satellite town, as shown on this plan.

No thoughtful man any more promulgates the superstition that towns grow "naturally." Most of them grow so unnaturally that they pile up such costly problems for succeeding generations as would beat even divine ingenuity to unravel. Nature has an exquisite principle of development. Most towns have none and are therefore practically helpless in face of changing conditions of modern traffic.

(Continued from Page 44)

formation obtained by the Division of Building and Housing of the Department of Commerce. There are now 436 municipalities with a population exceeding 27,500,000 inhabitants that have zoning ordinances in effect, as against six cities with less than six millions in 1916.

The greatest development in zoning has taken place practically within the last ten years. The number of zoned cities increased from six at the end of 1916 to 73 by the end of 1921; to 255 by the end of 1923; to 425 by the end of 1925; and 11 additional places have reported zoning ordinances since the first of the year.

Grouped according to population, 47 of the 68 largest cities having over 100,000 population, and 150 of the 287 cities and towns having over 25,000 population have zoning ordinances in effect.

In an effort to protect home owners and other land owners, in the reasonable use of their property, these cities, towns and villages adopted zoning ordinances, according to Dr. John M. Gries, Chief of the Division of Building and Housing. He said that zoning seeks so to regulate the use to which buildings may be put, the area of the lot that may be covered, and the height of buildings in different sections of the city, so that the land in each district may be used for the purposes it is best suited. Provision is made, consequently, in properly drawn ordinances, to secure a neighborhood of small houses, for example, against having a noisy factory site in its midst, with resulting losses, not only in property values but also in peace and quiet. The factory owner, likewise, is apt to have the better choice of desirable level plant sites with good transportation facilities.

The number of zoned municipalities in the leading states follow: New Jersey, 73; New York, 72; California, 47; Massachusetts, 41; Illinois, 38; Ohio, 24; Pennsylvania, 24; Wisconsin, 18; Michigan, 16; Indiana, 13; Connecticut, 7; Iowa, 7; Kansas, 6; Rhode Island, 5; Other states, 45.

In New York State.—The most active state seems to be the State of New York, though its record of zoned municipalities comes second on the list. New York State has established a "Commission of Housing and Regional Planning" and has published a series of reports of the most trenchant and startling character. The glory of bigness is set aside and the penalties of bigness are brought into the light of scientific truth. The Governor of the State is behind his splendid commission and has placed no iron band of official timidity upon their brains. "The planning of communities and the planning of the State" says the Governor, "is probably the greatest undertaking we have before us." At one of their public meetings Governor Alfred Smith spoke as follows:

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.

With such encouragement the Commission has published a series of reports which should convince

any reasonable person that a new science of the social organism has been born to which the term "planning" must be applied whether the descriptive adjective be "town," "city," or "regional."

The latest report to reach me, dated May 7, 1924, is a masterly scientific document giving, in the first place, the natural social history of the State of New York, including the first movements through the wilderness for fur, lumber, and country farming; the beginnings of manufacture, and, later, the story of the depopulation of the countryside and mass movement to cities. This masterly sketch is followed by impressive data on the waste of human and national resources due to unscientific method in the development of the towns and cities of the State and by earnest advocacy of the new science of the social organism, town and regional planning.

The leading principle of the report is a manifest heresy which the Commission intends to force into orthodoxy by the momentum of sheer scientific truth. "The aim of the State," it says, "should be to improve the conditions of life rather than to promote opportunities for profit." "The coordinated economic planning that has characterized our past development neglects imponderable social values."

Here is the mind work, not of the technician merely but also of the scientific sociologist:

SOCIAL COST OF CONCENTRATION

The primary costs of intense city concentration are the loss of human values. New York City shows these costs in more exaggerated form than any other. To a lesser degree they exist in every other city of the State. With the passing of rural or small town life have gone natural facilities for recreation. For the open field is substituted the city street with its constant stream of traffic. For woods and mountains are substituted parks. An artificial recreation grows up; pool rooms, moving picture theatres, dance halls, and a host of other good, but and indifferent forms of commercialized amusement. The home has suffered; the shadows of pyramiding land prices steal across one window after another until in the characteristic tenement in New York City two out of three rooms are sealed in perpetual darkness or twilight. The narrow canyons keep out not only light but air.

Transportation of both persons and freight becomes increasingly expensive as the city grows. The crowding on the New York subways is perhaps one of the imponderable social costs. But the increasing length of the haul is an economic fact whose consequences may be measured in dollars and cents on the tax bill. The congestion on city streets has slowed down the movement of goods. Street widening, one-way streets, non-parking regulations and elaborate traffic control are resorted to—and ultimately in the most congested area, private personal vehicular traffic is forbidden during the day. We are forced to ration the use of our street system. The larger city has higher per capita costs to government. These costs are in large part due to the assumption of new activities by the municipal government: the provision of parks and playgrounds, extended duties of the health authorities. All these costs must be absorbed in the cost of living.

The ever-increasing concentration of population in cities and towns and the continuous depopulation

of the countryside have given rise to problems in both city and country in which the State as a whole has a vital interest. The onward march to the city has resulted in rising urban land costs, a consequent intensification of land use which, in turn, further increases land costs and requires still more intensive use of the land. This unending cycle has already so over-burdened public facilities that every growing city must finance new public improvements in a measure far beyond its ability, with a resulting breakdown in street traffic and transit facilities, in public school equipment and all other public services. Attempts to relieve street congestion by widening streets and resorts to mechanical devices serve only to exhaust the city's tax revenue and increase congestion still further. The staggering cost of needed rapid transit facilities is met by sacrificing schools, parks and playgrounds and even this offers no relief. The experience of New York City in subway construction demonstrates that by the time new subways are completed they are already inadequate. They also serve only to develop new sources of congestion at the centre.

The problem of the country is equally vital. Every year thousands of acres of land hitherto cultivated are abandoned to weeds and brush. Within the past forty-five years 5,700,000 acres of farm land in New York State have been withheld from cultivation. While the heaping of population into New York City creates the highest land values in the world, within a hundred miles of the lower tip of Manhattan land may be bought for unpaid taxes.

In an earlier document the Commission states that the condition of housing in New York is probably worse today than it has ever been in the past twenty-five years. The reasons given for passing a new "Emergency" Housing Act are that after private building for profit has satisfied the immediate housing needs of 30 per cent of the population further construction becomes unprofitable. This means that 70 per cent of the population must be content with the "left-overs" of housing accommodation. "A system of producing houses which is geared to satisfy less than one third of the current requirements of society must be counted a social failure."

Zoning but a Part of Town Planning.—In the United States the zoning part of town planning first attracted public interest and when this movement became popular it extended, as has been shown, with astonishing rapidity. The time was then ripe for the leaders of city planning to explain that zoning was but one small part of the new science of the social organism and that no city could be properly planned until it had a comprehensive plan to deal with such vital problems as the transportation of people and goods to meet the changed conditions brought by motor traffic, water supplies and sewerage, the decentralization of industry, the creation of satellite towns, the provision of playgrounds, parks and parkways connecting up the areas of recreation. Many leading towns and cities were thus persuaded to set about the creation of comprehensive plans going far beyond the limits of mere zoning.

Regional Planning.—When comprehensive planning of the individual city was understood it was immediately recognized that even the comprehensive

planning of the town or city must be but a fractional activity of the larger movement now called "regional planning," since the town could not dissociate itself from the activities of its region, and much of the planning of the town must be, therefore, futile, unless it could plan in co-operation with the region. Thus was born the still larger movement of regional planning which had already made great progress in European countries. With characteristic and splendid energy the men of the State of New York, with the encouragement of a wise governor, founded its Commission of Housing and Regional Planning, passed enabling laws giving the State authority and even funds for the formation of regional plans. Already a private organization, founded by the Russell Sage Foundation, had undertaken to create a plan of New York and environs which would cover a region of 3,500,000 acres and a population of 9,000,000 persons.

Within a few months regional plans were in contemplation and preparation all over the United States, including Washington, Albany, Boston, Cincinnati, Philadelphia, New York, Buffalo, St. Louis, Pittsburgh, Detroit, Minneapolis and Los Angeles. On the Niagara frontier the regional planning commission has representatives of six city councils and 52 village boards. "All over the world," said Mr. George B. Ford, Chairman of the International Town and Regional Planning Conference at New York, "there is developing a realization of the fact that planning to take care of future growth cannot stop at the arbitrary political boundaries of a city or town, but must include the whole area which is economically and socially tributary to the city."

In European and Other Countries.—Meanwhile England has been busy with the idea of regional planning for something like a decade and had founded thirty-five regional planning organizations ranging from the Manchester and District Scheme, which covers nearly 720,000 acres and 96 local authorities, to the Worthing Scheme, which includes three local authorities and 15,000 acres. Scotland and Ireland are following suit. London is considering a regional scheme that will cover 1,000 square miles. And, not least significant as indicating the extent of interest in town planning in the Old Country, the once great Liberal Party has adopted town and regional planning, with land redemption for the uses of the people, as its main platform in appealing to the electors.

Other operations in England, under the impulse of the town planning movement, comprise the creation of plans for 500 towns, either under the compulsion of law or voluntarily. Two garden cities have been built, which mean something more than an extensive use of gardens, trees and flowers, and embody the economic principle of the public ownership of land, so that land values created by the community may be utilized by the community for its own enjoyment and revenue and not be appropriated by land speculators. Other garden cities are in process of formation. This is, without doubt, the most far-reaching social development, on the more intensive

scale, of the whole town planning movement. It embodies the same economic principle of public ownership of public utilities as the Ontario Hydro Electric development but its application is to land as the major public utility.

In Germany a large number of towns are trending to the same principle of civic ownership of the land on which the city is built. One town has acquired the ownership of 80 per cent of its area and many others are gradually approximating to that figure. The towns of Finland own all their own land. In Germany, also, the great Ruhr District Regional Scheme, covering 1,500 square miles, and including 300 different communities and nearly 4,000,000 inhabitants, is in process of development. France has 300 town plans in preparation and one great scheme by which the Department of the Seine, which includes Paris, intends to acquire a territory of forty square miles for public ownership and for regional planning.

In practically all European countries, town and regional planning have become almost as commonplace as public sanitation, at least in intention and conviction. In South Africa, India, in the States of the Malay Peninsula, in South America, in Italy, and Greece and Russia, town planning schemes are in course of formation and in Mexico there is even an ambitious plan to cover the whole nation with a complete nation plan.

For many years the town planning advocates in England had to be content with a law which made town planning obligatory upon towns of 20,000 population and over, and then only on the unbuilt portions of the town. Now that it has been proved by the voluntary action of a large number of towns that town planning is demanded by the people there is every likelihood that town planning will be extended to all towns and to the built-up portions of towns and even to villages and hamlets. The State of New York has already gone ahead in the matter of village planning and has just passed a law intended to encourage villages and hamlets to begin their planning before the mistakes of haphazard development make the process of redemption expensive and well nigh impossible.

The Canadian Outlook.—We cannot honestly say that Canada is abreast with this great social movement, or deny that town planning in Canada needs far more encouragement from men of position, influence and scientific training than it has so far received, but there are signs of awakening that are profoundly significant to those of us who have been with this movement for the last twenty years. All the provinces, with the exception of Quebec, have town planning Acts on their Statute books but in most cases failure to appoint technical and educational staffs and experienced and enthusiastic leaders has rendered the Acts largely abortive. Quebec was on the point of passing a provincial Act about a year ago but certain "powerful interests," it is reported, stepped in and kicked over the work of the town planners. All the same, the Montreal City

Improvement League are building up a case for the planning of Montreal which must win out sooner or later.

Excellent work is being done in British Columbia where, largely through the instrumentality of the local branch of the Town Planning Institute, an Act has been passed which has given the city of Vancouver legal opportunity to appoint a Town Planning Commission and a consultant and staff for the creation of a city and regional plan during the next three years. The adjoining municipality of Point Grey, one of the pioneering town planning municipalities in Canada, has arranged with the same consultant to extend his work to Point Grey and it is more than probable that the whole region of Greater Vancouver will agree to the creation of a joint regional plan for Greater Vancouver.

Vancouver, too, is witnessing a great town planning project in the planning of the University Endowment Lands on modern lines to raise revenue for the university education of its boys and girls. An illustrated account of this magnificent scheme may be found in the current issue of *Town Planning*.

The city of Kitchener has also passed a Zoning By-law and is preparing to struggle for the maintenance of its integrity in the event of attempts to destroy its operation. In the city of Winnipeg several suburban centres are framing town planning ordinances, with the sympathetic co-operation of the provincial authorities. The city of Edmonton, in Alberta, appears to have given the task of framing a Zoning By-law to its building inspector, a rather unusual proceeding considering the qualifications and staff necessary for so important a technical undertaking.

The Sociological Import of Town Planning.—My task is done as well as I can do it within the limits at my disposal. My business is to "spread the news" and to study, write and speak on the sociological side of this movement. I was one of the first residents at the English Garden City and for twenty-five years have believed that a new science of the social organism was in process of becoming. I think it has now come and has been built on sound foundations. When I come to the allied and tributary sciences of surveying, engineering, architecture, landscape work, I come to specialism where I have no right to an opinion except in so far as these sciences touch the sociological field. With political economy I do not feel so diffident because I think it has so neglected the imponderable values of human psychology that it has no right to its name. My studies of so-called political and social sciences have convinced me that there is no social science aside from this new movement. A social system that keeps a few people inordinately rich and masses of the people not only poor in money but poor in enjoyment, in fresh air, sunlight, recreation, quiet, intellectual and artistic stimulus and poor in the delights of home life, is fundamentally a failure. The New York Government pamphlets admit, as I have pointed out, that their past system of producing

homes "is geared to satisfy less than one-third of the current requirements of society" and must, therefore, be counted a social failure. I found that town planning was planning for a change in the social organism which would give these necessities of body and soul to the poorest family, and I staked my life interests in the movement.

I think there is a philosophy of humanism in the town planning movement that will rejuvenate the professions that I have mentioned. I believe that the wise surveyor of today will recognize that in the spread of town planning, which must affect Canada in the long run in spite of all opposition and indifference, as it has affected other countries, there is an expanding field for the surveyor's profession, which profession, by all accounts, suffers from periodical warnings that it may peter out if conditions do not change. I believe these changing conditions and extended opportunities are coming with the development of town planning. There is no more reason why a surveyor should not have a broad outlook on social welfare than that he should not be, as well as a surveyor, a musician, a poet, a hockey player, or even a Christian. Though town planning is, I believe, fundamentally a sociological movement for the creation of a better form of society and a greater amount of happiness for a greater number of people, its only chance of success is that it shall have the co-operation and the service of the exact sciences. Otherwise it will perish of oleaginous sentimentalism. Its dependence on the surveyor is manifest and acknowledged. Tens of thousands of practitioners in all the branches of science mentioned—surveying, engineering, architecture and landscape architecture—have been called into co-operation and service because of the development of town and regional planning, who might otherwise have found little outlet for their skill and energy.

I believe the next decade will see enormous developments of town planning in Canada, and that the

"inferiority complex" which prompts our civic authorities and commissions to send abroad for town planning consultants will be modified into absurdity and that the day of opportunity in Canada for the town planning surveyor is at hand.

The Town Planning Institute of Canada.—The Town Planning Institute was founded for the purpose of gathering together a strong body of men who would be ready for this work when the demand came and the initiative in its foundation was taken by Canadian surveyors. It has created a number of branches in different cities of Canada and it has others in process of formation. It has hopes of founding a National Housing Association, such as exists in England and America. It will keep the news spreading of the development of garden cities, which is probably the most vital movement of our times for the construction of civilized community life. "The great purpose of life in towns," says Mr. W. R. Lethaby, "is to produce finer and finer types of civilization and civility. The very objective of civilization is to build beautiful cities and to live in them beautifully." The garden cities of England are not entirely failing to reach this high ideal.

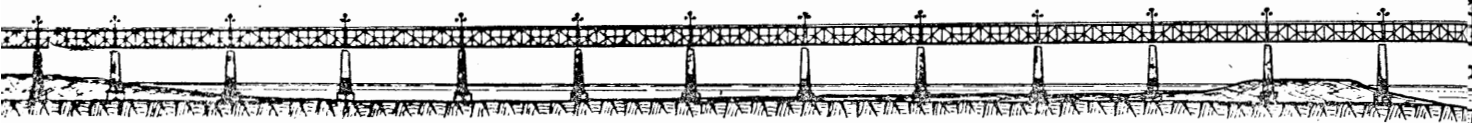
It is doubtful if any organization in Canada has more "promises and potencies" for promoting the progress of national life than the Town Planning Institute. Many towns are stagnating and perishing for lack of ideas. There is no living interest in them and their young life will not stay within their broken gates. Some of the most active members of the Town Planning Institute of Canada are Canadian surveyors. There is room for many more. The Institute is doing the pioneer work which the universities are doing in other countries. For its small membership subscription there is supplied free a town planning journal which is the only town planning organ in Canada and which endeavours to "spread the news" and to deal honestly, sincerely and frankly with related phenomena.



A VIEW OF THE TOWN CENTER MARION, OHIO.

Proposed International Bridge over the St. Lawrence River

STATE OF NEW YORK



SCALE OF FEET
0 500 1000

PROPOSED ST. LAWRENCE BRIDGE ON N

This Sketch Shows Contour of Islands and River Bed above Cardinal. The Centre Span is known

(At this time of writing plans for the celebration of the Confederation Jubilee at Ottawa have not been made public. Meanwhile, Mr. Noulan Cauchon has prepared an interesting contribution to the subject in the proposal to link up the Capitals of Canada and the United States by a Nordic Trail which would include a new bridge across the St. Lawrence river a few miles east of Prescott and Ogdensburg, some sixty miles south of Ottawa, a district historically famous for international warfare. The bridge would thus be a Peace Bridge and would add enormously to the volume of tourist traffic and intercommunication between the two nations.—Ed.)

The idea of a great monumental highway between Ottawa and Washington originated in 1916 concomitant with the project for an Ottawa-Cardinal canal.

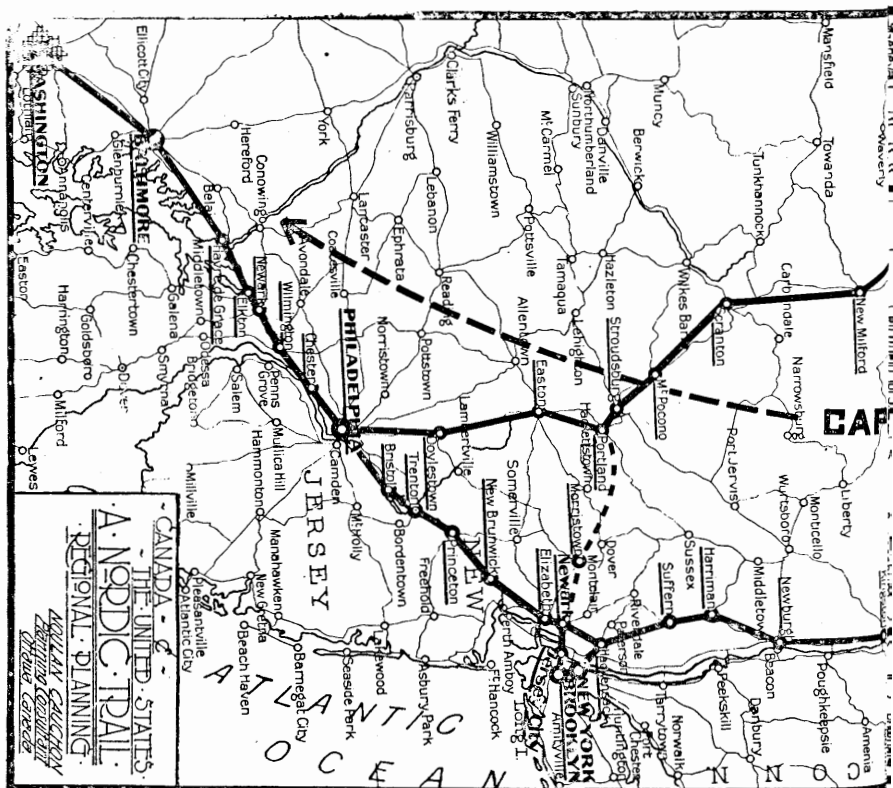
It was thought that the canal bank would provide a splendid parkway with a fast through motor road; that the lighting of the canal for navigation would at the same time serve for decorative illumination of the parkway and highway along its banks for the fifty miles between the Capital and the St. Lawrence.

It was then thought that a bridge across the St. Lawrence at the end of the canal parkway would appeal to our American neighbours to carry the highway on to Washington and so connect the two Capitals by an interesting link—one that could be made by improving existing highways and filling the necessary short gaps to make it the most magnificent monumental highway on this continent—or between nations anywhere.

Owing to the war conditions and subsequent economic depression the project has remained dormant. Some

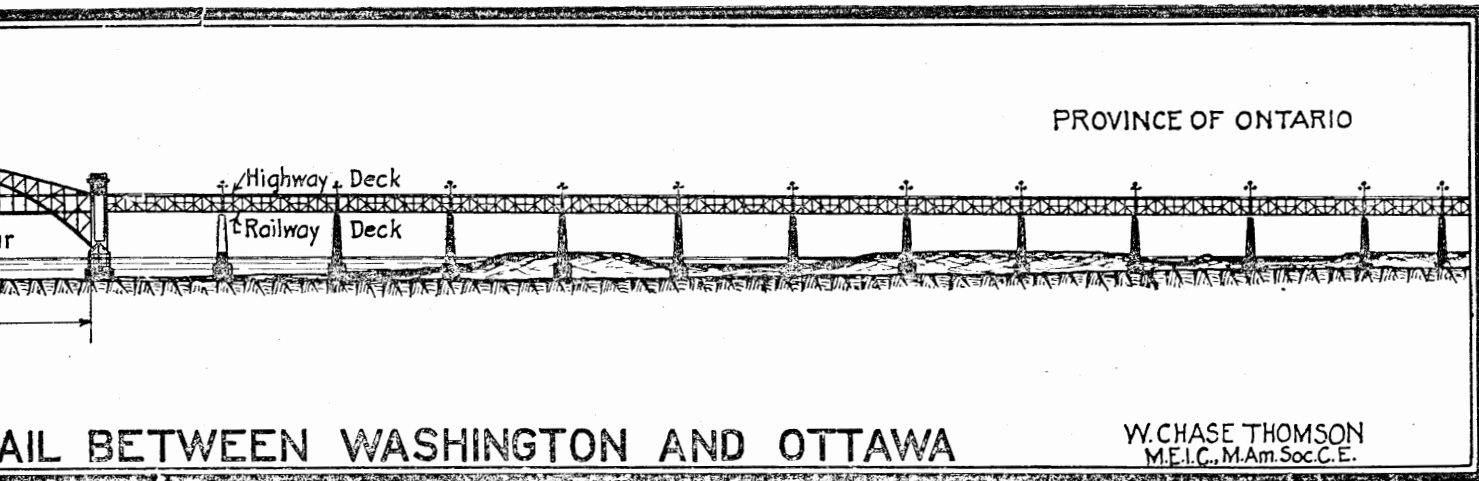
time ago a prominent Ottawa citizen of outstanding energy in private and in public enterprise urged that it was high time for Eastern Ontario to have a bridge across the St. Lawrence, and that one be made a part of the jubilee celebration of Confederation. No highway bridge exists between Montreal and Niagara. When the detail of location came to be discussed, there were many conflicting past suggestions, from many quarters, to consider and choose from.

The present plan shows the bridge located a short distance above the Galops islands and rapids, where



Ottawa with Nordic Trail from Ottawa to Washington

HON



Engineering as the "Rainbow Arch." The Bridge would have a Clearance of 120 feet above Water

it will ultimately serve all future purposes and opportunities best.

Use Prescott Highway

For the present it is proposed that the Prescott Highway, which runs almost directly to the bridge site, be used and improved. The bridge plan, designed and contributed by a prominent Canadian bridge engineer, Mr. W. Chase Thomson, would take about three years to complete.

The recent events of the Imperial Conference and the appointment of a Canadian plenipotentiary in the person of Hon. Vincent Massey gave point to the

revival of the projected highway between Washington and Ottawa.

The bridge across the St. Lawrence of itself would afford the opportunity for a significant symbol of continental peace. For this reason a type was selected known as the Rainbow Arch, i.e., one in which the highway follows the chord of the arc, by suspension. It is a very beautiful form of bridge and the allegorical significance of its resemblance to a rainbow is that it may loom with the grandeur of a covenant that this continent be cursed no more by the devastation of war.

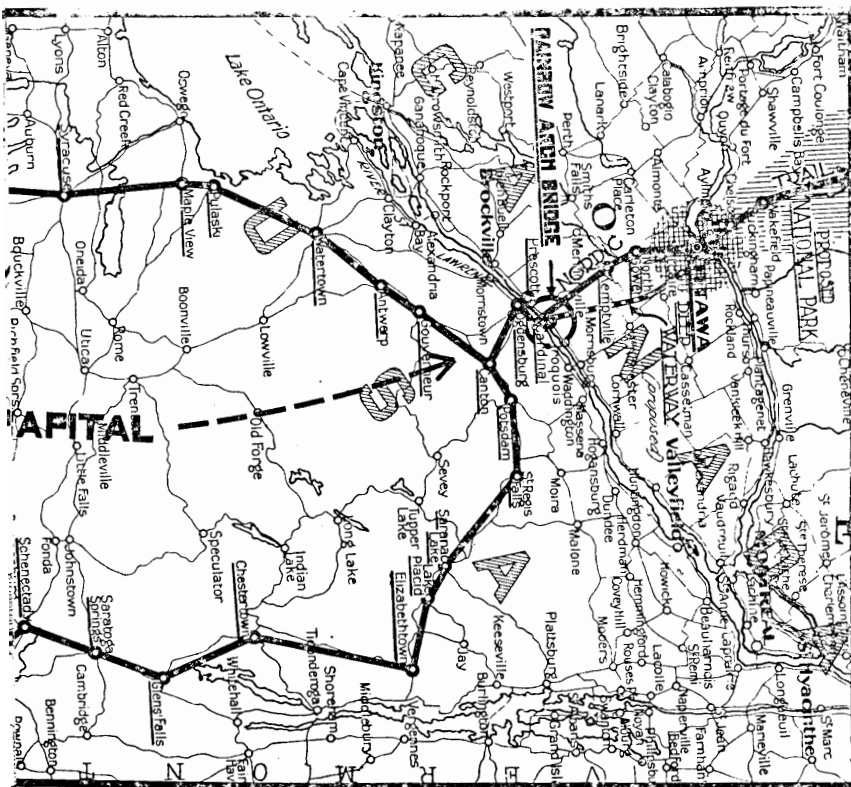
The design kindly contributed by our well known bridge engineer fulfils our expectations of this useful and befitting symbol of the linking up of two great peoples who have dwelt so peacefully and progressively side by side for well past a century.

Would Fit the Legend

There is also an old legend about the pot of gold at the end of the rainbow. The proposed bridge would fit this legend also.

The traffic which would flow across the bridge, a constant stream of motors, would encourage trade and understanding and should pay for itself. The financing, like the Buffalo Peace Bridge, could be so managed that the structure would begin its career as a toll bridge and upon the amortization of the bonds it would be handed over free to the public of both countries.

The undertaking is not beyond the ambition of financial co-operation between the financial men on both sides of the line. The proposal has been well received by the American authorities.



NEWS AND NOTES

The Annual Meetings at Vancouver

Members will have received private intimations by this time that the Annual Meetings of the Institute are to be held at Vancouver May 26-29. Since the Journal has many readers who are not members, the circulars are printed below by way of news.

There are special reasons, connected with the special psychology of the town planning movement, why the 1927 conference may be confidently expected to mark a new epoch in Canadian planning. The Vancouver conference will have a background of actual achievement such as no Canadian town planning conference has yet had, and a convinced public, at least partially educated in the first principles of planning—which are, of course, sociological and socially protective rather than technical—by the work of the Vancouver Branch during the last five years.

The Branch was inclined to postpone the Vancouver meeting for a year, so that they could have more to show of actual planning. The eastern group however was convinced that Vancouver, Victoria, and Point Grey have more to show already of actual planning than any other centre in Canada and have, as already intimated, an awakened public becoming patriotically proud of their participation in a great social and national movement, which is by way of attracting the attention of the whole civilized world.

The Vancouver Branch will be able to show the *Ding an Sich* (which Kant could never do) at Shaughnessy Heights and borrow a little glory from the planning achievement of the Canadian Pacific Railway. They will be able to compare it with the messing of Granville street, where handsome houses are neighbored by flimsy and ugly stores and apartment tenements jamming the sidewalk, with fortuitous manufactories sprawling where gardens and tennis courts should be. The contrast will show the meaning of planning better than many books and indoor exhibitions and will generate some sympathy with manufacturers operating in the wrong place.

It is often supposed that when a town planner talks of gardens and tennis courts he is opposed to manufacture. This, of course, is rubbish. There is no agency at the present time doing more to find the best quarters for manufacture—cheap land, light and power, economic haulage, room to operate at the least expense and room to expand at the least inconvenience. Welwyn Garden City, besides providing cheap long-term leasehold land, cheap power and plenty of room for such manufacturers as the Shredded Wheat Company, are actually financing industrial buildings which may be rented in sections to small manufacturers who cannot afford to put their capital into expensive plants. Such provision for manufacturers in Canadian towns would give a start to scores of new industries and would relieve the great problem of immigration of its main difficulty—what to do with the industrial immigrant. Nothing is more important than to scotch the idea that town planning is merely decorative. This continent is only just recov-

ering from the mischief caused by the identification of the sentimental City Beautiful with the town planning idea. Town planning will not neglect the city beautiful—for beauty is as necessary as food and beauty “pays”—but planning for industry is as vital a function of the movement as planning for parks.

At the Montreal conference last year a lady—after listening to an address on planning for industry said, rather querulously, to the present writer: “But I thought your object was the City Beautiful.” One had to explain for the ten-thousandth time.

The conference tourist cars will need to stop in Granville street and the president should be given a megaphone to explain that town planning is planning for industry and doesn't at all want to set fire to those misplaced industries in Granville street but simply to roll them round to their proper places.

But, for effective and beautiful planning, the Vancouver group will have Shaughnessy Heights and the great planning project of the University Endowment Lands, with the first unit of 100 acres complete and handsome dwellings rising from the ground. Point Grey will have something to show in the re-planning of its area, and the beautiful “Uplands” scheme of residential planning at Victoria, now mellowing into such charm as a dozen years of loving care can give to a properly planned environment, will show the delegates how easy it may be to capture the mellowed glory of the older lands—if only we plan for it.

Nothing will so certainly cure the nomadic restlessness of a new country as planning for mellowed permanence and peace. There is no greater injury to a town and country than planning residential districts with the idea that these may be wanted some time for some other purpose. The modern planner says: There is no better purpose, no better use of land than for beautiful homes and the more permanent they are the better.

In the delightful book “Plato's American Republic” (“To-day and To-morrow” series) the author points out that Hootsville did not think much of Rome because it was not built in a day. Canadian towns that are to capture something of the mellowed beauty of those European resorts which have brought millions of delighted tourists to share their charm will not be built in a day, and they will not be built at all if they are not properly planned and if the vision of their responsible officials does not extend beyond the next election day. Ottawa has just rejected an opportunity to buy 125 acres of land on the ground, apparently, that the city has enough dumping ground for some time to come. European towns—with some outlook towards the future—are buying up all the land they can clutch—one town has acquired 80 per cent of its civic area—this to get such unified control of it that it may be shaped to future needs for the benefit of the whole community and especially to provide suitable sites for industry and homes. It is true that Ottawa had to meet a cost of \$100,000 to

the holders of the land who had done absolutely nothing to earn such values other than keeping the land out of use till the community made it valuable. Dr. R. Schmidt, of Essen, planner of a regional area of 1,500 square miles has lately said that that territory is to be so planned that the benefits of civilization shall reach ninety-five per cent and not just five per cent, as is usually the case.

The Vancouver Branch have the intention of engineering such a conference in May as will beat all records. The records, so far, cannot be said to have climbed very high, though much hard work, especially in the case of Montreal, has been expended on the annual meetings. Conferences in the past have been arranged with the idea that a beneficent social movement, charged with humanistic philosophy and proved by experience to be economically sound and practical, must attract by its own inherent fascination audiences of intelligent persons to hear something about it. One can only guess, catching on to some arm of the new behaviouristic philosophy, at the reasons why, in some cases, these reasonable expectations have been disappointed.

What is needed at the Vancouver meetings, therefore, is not simply to beat the record but to create a new epoch for, not only the Annual Meetings but for the Canadian planning movement. This the Branch is by way of doing in its general activities. The Time Spirit is with them. A dramatic cremation ceremony for old opposition ideas would be a diverting episode, which, confessedly, the other meetings have lacked. So far as opposition is conscious and active, and not mere indifference, it might be worth while to have a funeral of old opposition ideas in order to prove that they are all dead, with not even the vitality of Carlyle's empty pots, all asserting that they are full. Where town planning gets really under way they just fade away like the mule before the motor car. Sometimes they are run over, as by the recent Supreme Court decision in the United States, which has recently legalized zoning and "removed it from the realm of legal discussion." In effect the judge said that the mule was all very well half a century ago but is now obsolete. Vancouver need not trample on the mule but it may perhaps dismiss it from tire-some opposition by engineering a great public conference of enlightened people where the mule will be *de trop*. Persuade the mule that it is not "in fashion" and it will be sure to retire.

Two Circulars

The following circulars have been dispatched to members from the office of the Secretary:

THE TOWN PLANNING INSTITUTE OF
CANADA

Office of the Hon. Secretary-Treasurer
City Hall, Ottawa, Ont., 15th January, 1927
To the Members of the Town Planning Institute of
Canada

SEVENTH ANNUAL CONVENTION

The ANNUAL MEETINGS of the INSTITUTE will be held in VANCOUVER, BRITISH COLUMBIA, on the 26th, 27th and 28th May, 1927. Every effort is being made to make this the most profitable conference in the history of the Institute.

Opportunity exists for the forwarding of Town Planning activity in the Western Provinces. In the passing of the recent Town Planning Act in British Columbia, there has been enacted legislation which is being taken advantage of by several municipalities. Vancouver and Point Grey are actually engaged in comprehensive town planning schemes, and members of the Institute present at the Annual Meeting in May will have every opportunity of securing first hand knowledge of what is being accomplished by these municipalities.

The extraordinary commercial development of Vancouver within recent years has given an added interest to an already attractive tourist city. A trip to the Pacific coast is one that all Canadians should take. You are requested to keep in mind the 26th, 27th and 28th of May.

Further information is being sent you direct by the Vancouver Convention Committee.

JOHN M. KITCHEN,
Hon. Secretary-Treasurer.

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THE TOWN PLANNING INSTITUTE OF
CANADA

Office of the Hon. Secretary-Treasurer
City Hall, Ottawa, Ont., 15th January, 1927
To the Members of the Town Planning Institute of
Canada

INFLUENCE OF THE INSTITUTE

A western Canadian newspaper has declared that as a result of the featuring of the great town planning project for the British Columbia University Endowment Lands in the last issue of TOWN PLANNING that project will be the talk of town planning experts and engineers throughout the world during the next few months.

Allowing something for the exuberance of local patriotism, there is yet this significance in the judgment of the Vancouver paper that the struggle of Canadian Town Planners to get something under way in their country of which they can be proud and the news of which they can broadcast with patriotic satisfaction is availing something.

The planning of the first unit—100 acres—of this magnificent scheme is practically complete and the second unit is to be taken in hand immediately. Moreover, comprehensive plans for the City of Vancouver and the municipality of Point Grey are now in process of development, carrying with them the possibility and probability that the whole Vancouver region, within the next three years, will be brought under a great regional plan.

The part taken in this work by the Vancouver Branch of the Institute cannot be detached from the total influence which has brought these results. Government officials and authorities have given their powerful support to the movement and have released those official energies which easily outdistance private and group initiative. The provincial government has done great things itself and has passed enabling legislation which will challenge the municipalities to follow their example.

Readers of TOWN PLANNING, however, will be aware that for a period of five years or so the Vancouver Branch of the Institute has been creating and stimulating public opinion in favour of the movement now under way. They pressed the case for town planning, in season and out of season, upon the legislature and the public consciousness until legislation was enacted that made action and progress possible. They have lifted the movement from the pages of academic advocacy to the realm of practical policy with a convinced government behind it.

The object of this appeal is to suggest that what has been done in Vancouver—aside from the university scheme—could be done in other urban centres of Canada by Local Branches of the Institute willing to give a little time to a great public cause and to stand by it through the chilly blasts of public indifference and uninformed opposition.

The connection between town planning and the exercise of the various professions of engineering, surveying, architecture and landscape work may seem indistinct and remote in many parts of Canada where there is no public opinion in favour of town planning, but the experience in other countries has been that when town planning sentiment awoke those who had anticipated it and prepared for it were the men whose services were first demanded.

The Vancouver example shows a steadily developing public opinion as the organization itself developed from one or two enthusiasts to a body of fifty members whose views on the urgency of town planning attracted more and more public attention and especially attention of members of the government who had power to release the energy of legislation in their favour.

This appeal to members has two functions which may be put briefly:—

- (1) It is urged that each member consider the possibility of forming a Local Branch of the Institute in his particular district. There should be branches in all the cities and large towns of Canada which should also serve as centres for country members where the formation of Local Branches is out of the question. There can be no doubt that the influence of a group of professional men, even though small in numbers, is much larger than the sum of individual efforts, except in cases where official position gives the individual exceptional opportunity and power.
- (2) To do this it may be necessary to attract new members to the Institute from among

the professions named. With this in view an application form is enclosed with this appeal in the hope that each member will use it to secure an additional member. Needless to say more forms may be had on application to the Secretary.

On behalf of the Council,

JOHN M. KITCHEN,
Hon. Secretary-Treasurer

Our New President—Mr. H. L. Seymour

By unanimous vote of the Council, at a meeting held in December last, Mr. H. L. Seymour, town planning consultant, first vice-president, and, so far as original initiative was concerned, founder of the Institute, was chosen to succeed the late James Ewing as President for the current year. At present Mr. Seymour is engaged as Resident Engineer on the Vancouver and Point Grey town plans, and is using his finely developed talent for persuasion to bring the municipalities of Greater Vancouver into a regional planning scheme for the whole Vancouver, North and West Vancouver, Burnaby and New Westminster territory.

After some years of training as town planning assistant to Mr. Thomas Adams under the late Commission of Conservation—during which he worked intimately on the Halifax reconstruction scheme—Mr. Seymour burned his Civil Service boats and plunged on the uncertain sea of independent town planning practice. He “settled” nominally, at Toronto but for some years has lived the life of a cheerful town planning hobo—calling at Kitchener incidentally, to present that city with a zoning by-law before taking the road for Venezuela. Nothing but his enthusiasm for town planning could have subdued his passion for exhibition tennis and doubtless a worthy opponent of Tilden is to be lost now that our new president has met a task in Vancouver worthy of his talent.

The following abstract of a recent address by Mr. Seymour to the British Columbia Surveyors will give members an idea of the character of his present more obvious work. In addition to this he is releasing carrier-pigeon ideas on necessary legislation in the hope that they will reach Victoria and be hospitably treated; he is in constant touch with the civic authorities of the adjacent municipalities, urging by interviews and public addresses the advisability of a regional plan and is taking a leading part in making such preparations for the Annual Meeting of the Institute as will make the annual gathering an important event in the history of town planning in Canada.

In short he is a whirlwind missionary as well as an active town planner and, since there are no cannibal islands on the Pacific coast, and Vancouver is such a pleasant place, it may be expected that during the next three years he will be spared the traditional fate of missionaries and, on his next *gira*, leave Vancouver a still happier and more beautiful place.

Mr. Seymour's Address to the British Columbia Surveyors

I take for my text an Old Country despatch from Edinburgh, Scotland, of December last. "Great Britain's Christmas holiday season has been stirred deeply by discussion as to whether a modern city can be governed strictly in accordance with the teaching of Christ. Andrew Gibson, member of the Edinburgh Town Council believes that it can, and introduced a motion in council to that effect. The motion eventually was killed as ultra vires after legal experts had been consulted!"

Then do you remember the story of the Englishman who, after listening to several riddles, asked the following one? "What bird is it that lives in Holland, has a long beak, long legs and barks like a dog?" No one could guess it—but the answer, the Englishman said, was a stork and the reference to barking as a dog was put in just "to make it more difficult."

These two somewhat widely separated incidents are not without parallel in our municipal activities. We have apparently erected legal barriers which make it impossible to govern a modern city according to the Golden Rule, or in other words, by customs or legislation have added impediments which "make it more difficult."

I believe that Town Planning is a way out of our difficulties. It provides a centralized municipal control over development that is lacking in most municipalities. I have in mind a large eastern city where a new entrance to the Exhibition grounds was to be made. It transpired that there were five separate distinct and very autocratic authorities involved, such as the Transportation Commission, Harbour Commission, Hydro-Electric Commission, the City itself, and the Exhibition Board. I am informed that considerable time was lost in endeavouring to bring some order out of this chaotic way of dealing with things. If such a city had been fortunate enough to be situated in this province, there would have been authority in the recent Town Planning Act passed in British Columbia, even if only an advisory one, to whom such problems could have been submitted for solution.

I personally regard Town Planning therefore, not only as a means of effecting very many matters in themselves of great value; such as Zoning (so uppermost in the minds of the public, and a matter which frequently should be considered last rather than first in the list) a system of arterial streets, matters of transit and transportation, provision for parks and public recreation and preservation and enhancement of natural and artificial works of art as applied to the city as a whole, in particular such matters as Civic Centre and street and boulevard improvement:—I repeat, that I do not personally regard Town Planning as merely a means of effecting these various desirable ends, but particularly as a means of rationally controlling the whole development of a city, so that "Work" and "Home" may be happily related.

But the only way to make Town Planning effective is to have public support. We now have a very good Act, and there are other matters of legislation pending which will be of further assistance, but if one could choose between public opinion and legislation, the first is the essential, as the latter will follow. As some one has said, "The British policy is, Never put your difficulties down on paper. Try the situation out first and then pass a law to fit the situation. That is better than to pass a law first and fail to enforce it afterward."

I would like, however, to draw attention to some legislation pending, which I believe, has public support and that is legislation which will allow the replotting of areas now unsuitably subdivided—the areas where original subdivision is poorly conceived or where streets as plotted do not fit the contour of the ground. Where ownership has passed into several hands it becomes impossible, frequently, to get voluntary concerted action. The municipality of Point Grey has been successfully operating under a special Act which allows for the replotting of areas on the hillside where the original streets give undesirable grades and undesirable locations for houses. The scheme has proved very successful in enhancing the values and in the reduction of the cost of grading roads. This legislation should be made general, for so many subdivisions in British Columbia have been poorly laid out in the past.

You probably want to know what Vancouver and Point Grey are actually doing in the work in which I personally have a part. The work is divided into six elements:

1. Major Streets.
2. Transit (street railway and busses).
3. Transportation (rail and water).
4. Public Recreation.
5. Zoning.
6. Civic Art.

We hope to have a preliminary Major Street report within a month or so. While all the elements are more or less closely connected and must be considered together, the skeleton or framework on which the others must rest is the Major Street plan. I understand that there is a city of nearly one million population which attempted to Zone without considering fully the other matters which make up a comprehensive plan. Now they find themselves faced with a situation under which the City must be largely rezoned. That, as you can realize, is a more difficult problem than zoning in the first place. I believe that experience aptly demonstrates the fact that Town Planning can only be considered in a comprehensive way, and that to deal with it otherwise is to court possible failure. It should of course be borne in mind that a city largely residential in character does not present the same problems as a largely industrial city, but I do, in passing, respectfully suggest that the City of Victoria should be careful to give consideration to every element of the plan without which no zoning measures can be really successful.

Town Planners on City Councils

Recent civic elections have placed two of our members at the head of the civic poll. Mr. J. E. Underwood, D.L.S., chief of the firm of J. E. Underwood and Associates and member of the Institute was elected at the head of the poll at Saskatoon, that city of twenty-five foot lots, on a distinctly town planning platform, with a considerable backing of the more wide-awake real estate fraternity, who are beginning to realize that town planning is their best friend and that a mean policy of land sweating is no longer good for their business because the country is sick of the evil and ugly consequences of such a policy.

Town planning is teaching some elementary lessons in the psychology of attractiveness to land dealers all the world over and is creating a pariah class among their own ranks of those who have neither sufficient business sense nor sufficient humanity to see that land sweating is stupid business, which defeats its own profiteering ends by making land unsaleable, and is an ugly crime against national happiness and prosperity. Everywhere may be seen groups of intelligent and humane real estate men who have deserted this pariah class for good—as one slips away from the stench of evil company. They are lining up behind the town planners, both for business and humane reasons. Some of them are members of our Institute and, in Vancouver particularly, have taken the most active part in recent town planning legislation. In the United States, it may almost be said, that the whole real estate brotherhood—once the most uncompromising enemy of town planning, is now converted to the discipleship of town planning.

In Point Grey, that pioneer town planning municipality, Reeve Paton, one of the most enthusiastic members of the Institute, has been returned to office at the head of the poll, and for his third term of office.

Nothing could be more significant of the rising tide of town planning interest than the election of town planners to positions of civic administration. The appalling ignorance of the average civic administrative official of and indifference to a movement that is now world-wide in extent and is transforming the whole concept of city building is the stone of Sisyphus to the town planning movement. Even the most stubborn and mediaeval argument against town planning—that it will injure real estate profiteering—is rotten with age and evil living. Town planning presents the real estate dealer with a priceless asset—unearned and unbought, that is, orderly planning.

Members will surely see new signs of progress in the election of Messrs. Underwood and Paton as town planning representatives on their respective councils. These should be, as doubtless they will be, apostles and prophets of a new dispensation. The Hebrew prophets of the old dispensation did not have a particularly good time, and doubtless their contemporaries catalogued them as bores and disturbers of tradition (Socrates, in "Plato's American Republic" was deported for criticizing the American Constitution), but their voices are the only ones posterity cares

to hear.

Poor Cyrano de Bergerac, at the point of death laid about him with his tired sword among his "ancient enemies—Lies! Compromise! Cowardice!" and at last met the greatest enemy of all and died smiting it:

Thou Stupidity!

I know I shall be beaten by thy might,
What matters it? I fight, I fight, I fight!

New Town Planning Commissions

The district of West Vancouver has appointed a Town Planning Commission with a view to protecting a priceless natural heritage at the wonderful gate of Vancouver City—the First Narrows, where George Vancouver, a hundred and thirty years ago, caught his first glimpse of Burrard Inlet and talked like a gentleman, as best he could, with the astonished Indians.

Nothing could show more vividly the interdependence of various districts in the production of a metropolitan centre than the awful power that such districts as West Vancouver have to preserve or mar the architectonic majesty which Nature sometimes offers to a growing city. Great ships from all parts of the world bring thousands of passengers every year to Vancouver, who for days and days are transported by the loveliness of the Pacific coast till, finally, they enter as romantic a gateway to a city as the world can show. The marvellous conformation of the coast hides the city almost to the last moment of landing. Should West Vancouver build a mean little industrial town at the entrance to that gateway it would be not only a criminal act of impiety against creation but would destroy one of the incomparable assets of Vancouver city as such.

Yet this might happen if lot-peddling ended in every man being allowed to build what he liked on this beautiful site.

Hence the need for a regional plan for Greater Vancouver.

West Vancouver should preserve its area as it would preserve a priceless picture, which had accidentally fallen into its hands. It should no more think of its area as the private possession of a small group of men than it would of the view of Mount Baker.

There are, also, these further important considerations. A planning commission is useless unless its members are either qualified themselves to prepare a plan and get the law behind it or are wise enough to appoint qualified planners who know not only how to make a plan but also how to get it into operation. We are no longer excited by the appointment of a town planning commission. An old Scotch lady was asked the question: "Is the pulpit still a power?" Her answer was: "Weel, it depends wha's in't." There are abortive town planning commissions in some cities of Canada which have almost forgotten why they were appointed. Either they have not the knowledge to carry on the work, or the wisdom to appoint qualified men, or their first contact with opposing and unenlightened private interests—usually in land spec-

ulation—frighten them into cowardly futility. Plans are in existence in Ontario towns that have proved just a waste of public money, because no one had the courage or the public spirit to bring them into operation. Mayors come and go. Frequently one-half their year is spent in getting under way and the other half in preparing for the next election, which usually means feeling the pulse of the property holders. In spite of our professed devotion to democracy about fourteen citizens out of fifteen have no vote on the major issues of civic government—those which involve such vital matters as bringing clean drinking water to Ottawa and removing the cross-town tracks. Generations pass and such issues are settled—that is scotched—by one-fifteenth of the community, that fourth member of society, according to the Premier, whose voice should always be heard. It is thirty seven years since the first public demand was made to remove the cross-town tracks in Ottawa, but the project lies beaten still—by the vote, not of the community, but of the property holders.

The towns of Canada should not only have plan commissions but should have also competent town planning officials to whom the political scene is as indifferent as the marital adventures of movie stars—which our editors seem to think must be of enthralling interest to us. If the political scene were governed by ideas it might be possible to take some interest in it but, notoriously, it is not.

The town of North Bay is one of the latest accessions to the town planning interest. North Bay should have some representative at Vancouver in May to find out what a town planning commission may do and can do. If it were in the State of New York it would find the State "Housing and Regional Planning Commission," a university of free information. There is nothing of the kind at Toronto. North Bay can find town planning commissions in Ontario that have done nothing at all and might as well never have been appointed. Ottawa and Vancouver are the only cities in Canada, so far as we know, that have permanent town planning staffs. North Bay may find others with a forgotten plan in its cellars. The meaning of these phenomena usually is that enthusiasm has been killed for lack of official support or that affairs have been handled by officials, excellent, it may be, in other lines of activity but with no knowledge of town planning history or methods and no enthusiasm for the movement or obsessed by some cowardly fear of powerful and selfish "interests." In British Columbia government and people are partners in a great social reform. Canadian towns have yet to learn that the advertising value of real town planning is beyond computation.

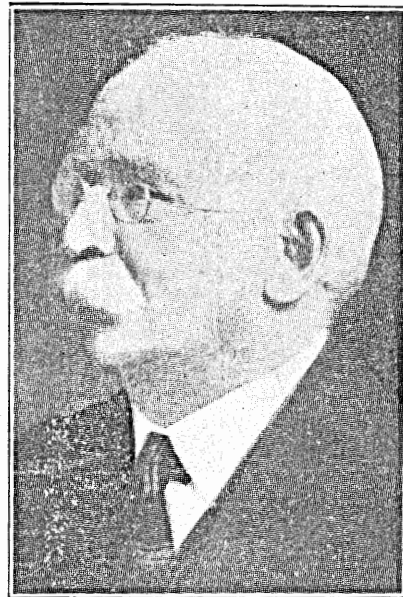
A zoning by-law for Ottawa would cost no more than the \$10,000 that is spent on boosting publicity and its advertising value would be a hundred times more effective. "Yes sir," say the Americans, "we are a zoned city. If you build here your property will be protected by law." Members in Vancouver will hear with some surprise that we still have no zoning law in Ottawa.

Crazy as the statement may sound the aim of town planning is "to bring dividends in human health and happiness as well as a return on property investment." Its driving power is a sincere sentiment looking to public good, combined with that kind of intelligence set forth by Vernon Lee in "Proteus, or the Future of Intelligence." It is the intelligence that sees harmony, balance, beauty and justice shaping the social organism for the happiness of mankind.

Proteus, the prophetic Old Man of the Sea, is described in the earliest legends as a subject of Poseidon, whose flocks (the seals) he tended. At midday Proteus rose from the sea and slept in the shade of the rocks, with the monsters of the deep lying around him. Anyone wishing to learn futurity from him was obliged to catch hold of him at that time. As soon as he was seized he assumed every possible shape in order to escape the necessity of prophesying, but whenever he saw that his endeavours were of no avail he resumed his usual form and told the truth. After finishing his prophecy he returned into the sea. Doubtless he thought that was the safest place, after telling the truth. But safety isn't everything. Perhaps his conscience troubled him in the vasty deep for trying to dodge the truth.

Sir Ebenezer Howard

In our last issue we noted with regret that Mr. Ebenezer Howard, the founder of the Garden City movement in England had not so far received national recognition of his great work. It is a matter of satis-



faction to learn that the regret was out of date at the time of writing and that arrangements had been made for the inclusion of Mr. Howard in the New Year honours' list.

The *Garden City News* of Welwyn, the second garden city, where Mr. Howard has his residence, declares that:—

The most interesting thing in the New Year's

Honours list is the Knighthood conferred on Ebenezer Howard, the originator of the Garden City. . . . Not only is it a fitting tribute to his long and single-minded advocacy of the ideas identified with his name and their practical outcome in the new towns of Letchworth and Welwyn, but it is even more gratifying as an official recognition of the importance of those ideas for the shaping of the cities of today and tomorrow.

People who live near Ebenezer Howard and sense his benign and unassuming personality are occasionally surprised at the evidences of his international fame. He has an air sometimes of being surprised at it himself, and to be disturbed by it as a thing not in accordance with his simple tastes. But there is no doubt about his unique position in the world. Americans, Europeans, Asiatics, Africans and Antipodeans take off their hats and almost indulge in involuntary genuflections when they pass his house in Guesens Road. Even Englishmen have been known to turn their heads with interest if they happened to be students of urban development. Whereat his fellow-townsmen stare; their feelings much more these of affection towards a nice old gentleman than of awe before a personal force that moves mountains and disperses cities.

Both groups are right in their way, but the outsiders are more right than the insiders. What the latter overlook is that the capacity to discern and hold fast to simple issues in a welter of complexities is one of the rarest gifts in the world, and, when the selection happens to be right and timely, one of the most important. It is perhaps as good a definition of greatness as can be proposed. Gazing with his simplifying vision at the bewildering chaos of modern cities, which only made Cobbett scream and Ruskin rave, Ebenezer Howard caught and fixed one of these rare big ideas that change history—an idea so obvious that even today people think there must be some hidden fallacy in it to account for its not having conquered the world long ago.

In 1898 Mr. Howard, then court stenographer, published a shilling booklet entitled "Tomorrow" which was later issued as "Garden Cities of Tomorrow." A sufficient number of people heartsick of the fortuitous industrial towns, the disgusting messes left by the Industrial Revolution out of which vast fortunes were made by a five per cent minority, and of the "wen" of London—read the booklet and formed, under Mr. Howard's leadership, the Garden City Association, an educational society which made possible the building of the first Garden City at Letchworth, thirty-four miles from London. The first principles of the new movement were public ownership of land, cheap and practically perpetual leases and orderly planning of the various areas to accommodate industry, commerce and residence.

For many years the movement was a text for every cheap satirist in Fleet street, but the cottagers who went to dwell there and manufacturers who could

put their capital into plant instead of into expensive land knew that a vast if peaceful revolution in the building of towns had been inaugurated.

Letchworth was a shot in better town building and better housing which has been heard all over the world.

It has brought no financial rewards to the man who founded it but it has released Christian ethic from its long sleep in this relation, and it has created a new science of the social organism of which the whole world is taking note.

The honour conferred upon Mr. Howard is an honour richly deserved by a great man and is an eloquent testimony to the fact that a movement born from a sincere impulse to relieve human suffering and to bring order and beauty into the building of towns and cities has not escaped the attention of an observant nation.

Mr. Dalzell's Housing Reports

The Rotary Club of St. John's, Newfoundland, has made itself responsible for a wise and beneficent piece of social service which belongs to the region of town planning news. The Child Welfare and Charity Organization workers of St. John's reported to the members of the club certain unsatisfactory housing conditions in the city of St. John's. The Rotary Club had previously organized a survey of the boy life of the city and in this way its members had come in close contact with the home life of the poorer citizens and had been much impressed with the urgent necessity of taking steps to improve sanitation and stimulate house-building in St. John's. Preliminary investigation showed the complexity of the issues involved and, with the fine business sense for which the club is noted, instead of side-tracking the problem with pious ejaculations or smothering it with post-prandial oratory about "this fair city," the members decided to bear the costs of a scientific investigation on the spot by independent housing and town planning experts.

They put the matter into the hands of Messrs. H. L. Seymour and A. G. Dalzell, town planning consultants. Mr. Seymour was called away to Vancouver and the work then devolved upon Mr. Dalzell. Mr. Dalzell visited the city and has now presented a series of important reports.

The housing investigator's task is seldom enviable. If the conditions are bad and the investigator has an active conscience, a keen sense of the tragedy of needless suffering by helpless people and an attitude towards social phenomena which compels the scientific decency of truth he has to take the risk of giving offence to persons whose interests it may be to suppress ugly facts. Indecent suppression has not yet received the ugly valuation it deserves or yet been catalogued among the cardinal social sins. Fortunately, Mr. Dalzell's task was commissioned by men who wanted to know the truth. Mayor and municipal councillors, government and other officials, the clergy and the citizens generally, says the report, encouraged a plain statement of the facts and offered all assistance in the investigation. The report is now before

them and it is to be hoped they will take action while the pained and awakened social conscience is still tender and sensitive.

The time for such an inquiry, it appears, was distinctly overdue. Some seventy years ago a wise physician pointed out that sanitary science and its preventive skill are of more value to a city than all the corrective arts of medicine and surgery and that "a careful regard for human life and welfare is an unerring index of social advancement." In many respects the intelligence of the city of St. John's needed such a reminder. In 1822 the Governor of the colony had urged that the capital city of the colony should no longer be cribbed, cabined and confined by obsolete and unsatisfactory laws. Fire had frequently devastated the city. In 1854 there broke out a serious epidemic of cholera. The bishop of the day attributed the misfortune to overcrowded living conditions, lack of drainage and sewerage. After the conflagration there was the usual scurry to get buildings up of any kind and in any fashion with no concerted town planning. The same problems and the same troubles recurred. Some better laws were passed but were largely disregarded. Today a large number of houses are either without a water supply or inside or outside sanitary conveniences. During the year 1925 there were born in the homes of the city 956 babies. Of this number 538, or more than 56 per cent, were born in houses that were without either a water supply or a sanitary convenience. "It must be remembered," says the investigator, "that death and disease are more deadly in congested city communities than in rural villages or isolated homes. In many of these homes without sanitary services there is much overcrowding and it is impossible to provide therein separate sleeping accommodation for girls and boys of the family as they grow up. Promiscuous living is far too common, and the utter lack of sanitary conveniences not only outrages decency but is a serious menace to personal and public health." Primitive methods of night-soil collection, long ago condemned by sanitary authorities as fraught with serious perils not only to those immediately concerned but to all citizens, still exist in St. John's. Wasteful and scattered development in areas where the municipal authorities cannot possibly provide water and sewer services are prevalent, "a system of community development which bitter and costly experience has proved results in degradation, degeneracy, disease and death." "A community can buy health if it wants to but it has to pay the deficit on poor health, whether it wants to or not."

There are many such passages in the report suggestive of the deep humanitarian concern of the Hebrew prophet, or the later humanism of Henry George who once said: "When I realized the squalid misery of a great city it appalled and tormented me and would not let me rest for thinking what caused it and how it could be remedied."

Mr. Dalzell has been face to face with this problem of housing for many years in many cities of Canada. For some years he was housing investigator

for the Town Planning Branch of the Commission of Conservation. His preliminary report is partly composed of a statement of the phenomena and partly of a forecast of the remedies that are necessary. There are sections on "The Need of a Town Planning Commission," "Zoning for Home Protection," "How Houses can be Built," and "A National, not a Local Problem." There are appendices giving graphs of mortality rates and diagrams showing the mischief, muddle and cost of scattered development. As usual, uncontrolled land speculation and utter absence of town planning are seen at the root of the problem.

It is scarcely possible that the citizens of St. John's can neglect the significance of this wise, honest and humane report on the housing conditions of their city. When Mr. Dalzell's work is completed at St. John's his services should be secured by Canadian towns which are in similar plight through continued neglect of this vital social problem of decent housing for working people. The Ontario report on this subject during war time showed the urgent need of the trained investigator. Dependence upon cursory local reports, compiled usually by untrained reporters and often written in the defensive spirit of local *amour propre* commonly proves useless and dangerous as all falsification of housing conditions must be when human welfare is dependent upon the scientific decency of truth. Problems in housing, sanitary engineering and town planning cannot be solved by Christian Endeavour secretaries in their spare time, or by the optimistic and often senseless boosters who can see nothing but trade and shop.

The Social Service Council of Canada has also utilized the talent of Mr. Dalzell in the preparation and publication of an important booklet as the first of a series on "Housing in Canada." It deals with "Housing in Relation to Land Development" and is by far the most impressive and outspoken document on this subject of which we have any knowledge. It should do something to put an end to the indecent suppression of facts concerning slum conditions in Canada and the appalling penalties that have followed unbridled speculation in urban land values. Probably no single cause has stood so drastically and tragically in the way of national progress as gambling in land values, both in town and country. A McGill University lecturer has recently declared in Ottawa that "Canada has become a huge real estate proposition." Says Mr. Dalzell:—

The high cost of urban lands in Canada bids fair to be a national disgrace. It has been stated by a well-informed authority in the United States, to be, in proportion to population, in excess of that prevailing in any other region of the world. Attention has been drawn again and again to the evils of land speculation, both in land used for agricultural purposes and for the purposes of urban development. But as yet no real attempt has been made to attack this problem, and the purpose of this report is once more to challenge the attention of the citizens of Canada to a ser-

ious situation, which vitally affects the welfare of the nation.

And regarding slums:—

Lord Byng of Vimy, speaking to the Women's Canadian Club in Montreal, said: "When I came here first I said Canada had no slums. A gentleman very kindly told me I was wrong, and he undertook to show me where I was wrong, and this he did. You have some slums. *Why have you new slums?*"

There are, it is true, no such large areas of slums in Canadian cities as exist in the older cities of Europe, and the United States. But there are slum spots in most of the Canadian cities, and even in many of the smaller communities, and it is necessary that prompt measures should be taken to prevent them from spreading, and every effort should be made to heal the sores that already exist.

In one of Mr. Merrill Denison's plays the tragedy of backwoods life in Ontario, where settlement on land unsuitable for agriculture has been permitted, is depicted with such terrible realism that the play has so far scarcely seen the lights of the stage. Mr. Dalzell quotes Denison to this effect:—

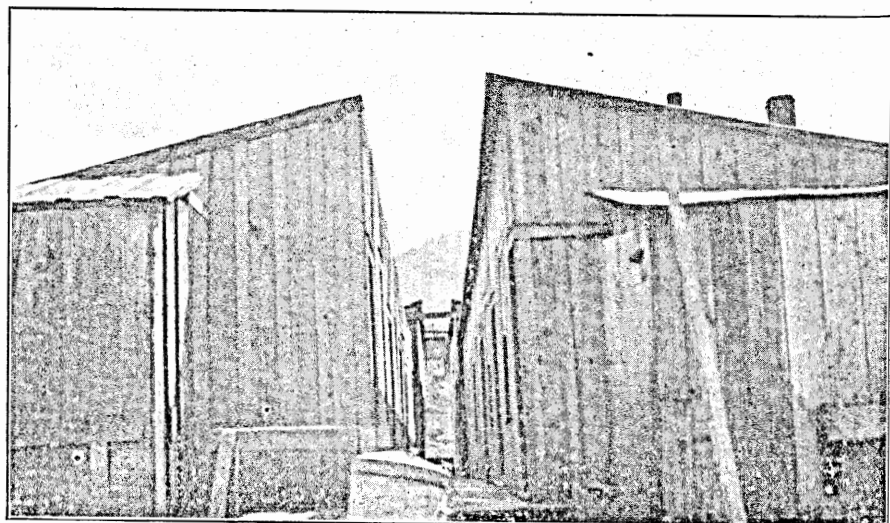
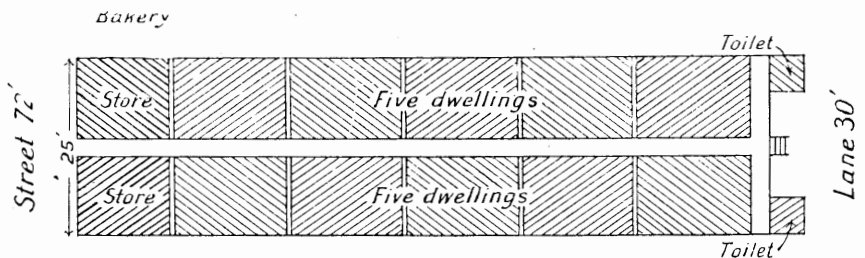
No one knows how bad conditions in the back country actually are. Every so often cases in the newspapers focus public attention on this glaring and appalling social canker. Murder, whose true motives may be only darkly guessed: sex crimes whose revolting details are too repulsive to give any wide-spread notice to, broods of children living like wolf cubs in a burrow beneath the flooring of a rotting shack, a woman found insane through loneliness and deprivation. The fact is that the backwoods form a vast, rural slum. Even the criminal tendencies are of a peculiarly low order, three generations of inter-marriage—always amongst the poorest—because the best never stay to improve the stock—has resulted in children successively poorer in mentality and strength.

We shall have to choose sooner or later whether it is more patriotic—not to say more moral—to smudge over the truth concerning our slum developments and refuse to see them or to investigate them and put an end to them by town planning method and some new way of providing decent homes for poor families.

Meanwhile the Social Service Council has chosen, by employing a qualified investigator of town planning

sanitary engineering and housing experience who fears nothing but cowardly and indecent misrepresentation of facts and respects nothing but the scientific and religious decency of truth.

It is to be hoped that the first pamphlet—which is necessarily critical—will be followed by a constructive work on the way out of the drift to slums by town planning and co-operative housing methods. Arguments that have moved other countries to better methods of town and house building will in time find the same responsive humanism in the Canadian public. It is vastly to the credit of so powerful and extensive an organization as the Social Service Council that they should show themselves willing and anxious to give these arguments a decent hearing. Such work seems to us profoundly religious. There can be no Kingdom of God on earth so long as millions of people are indecently housed. Nor can these millions be decently housed until the root cause of their condition—land sweating—is challenged by society and denied the right to impoverish the life of the people. In the English Garden cities a family can take possession of a charming cottage in a town planned environment that cannot be debased—as a part-tenant for life on payment of a small part of their income for house and the use of land and the young married couple need not fear the advent of children as a calamity. Housing for poor people is not a hit-and-miss affair, dependent on the price of land and the profiteering prospects of the jerry-builder but is a problem in scientific humanism to which the best brains of the community are devoted.



Housing in a western Canadian town. Up this 3 ft. alley there are 10 dwellings, with two insanitary toilets at the rear end. At the front are two stores—all on a 25 ft. lot. A bakery is next door.

Land sweating and *laissez-faire* in house building have imposed upon the British people a debt of \$6,670,000,000 for the next forty years and has brought with it a terrible awakening not only to the cost in money but also to the cost in physical suffering and spiritual impoverishment. Poets sang of "This happy breed of men" and "Merrie England," just as they do here, while the housing conditions of the poor were growing steadily worse and the fortunes of the industrialists were growing rapidly larger. The social awakening has come and the price of social and religious neglect of the housing conditions of the working classes is what we should call six and a half billion dollars to be paid by the present war-taxed generation.

So long as land dealers are allowed to chop up agricultural land on the outskirts of towns into 25-foot lots and "get away with" the profits without providing the common and necessary utilities of streets, sidewalks, water and sewers, so long shall we be creating the slum conditions for which the Old Country is paying so dearly, and so long shall we be piling up the tax burdens of urban residents who will have to pay the bill when the straggling suburb is "annexed" and the new hospital is built. Toronto has learned this lesson and has declared—in spite of clamant cries to "double the population" and the like—that it will annex no more. The whole thing is a question of scientific sociology—to replace individualistic profiteering, and the science that has been born to meet the need is the science of town, rural and regional planning, which is now moving over the face of the world.

Members should by all means secure a copy of Mr. Dalzell's Social Service pamphlet and should testify in some manner their appreciation of the wisdom and courage of the Social Service Council in giving it publicity. Permission is being asked by this Journal to do what is possible in extending the circulation. There should be copies in every city council office, since the ultimate responsibility for town planning and better housing rests there.

Mr. Cyrus Kehr's "Nation Plan"

Mr. Cyrus Kehr, of Washington, D.C., presents in a handsome volume published by the American branch of the Oxford University Press, the developed argument for a nation plan to cover the United States. To those of us who are working in communities where the philosophy of planning for the future development of towns is still regarded as a negligible fad, Mr. Kehr's book may provoke recollection of some such classic poetic relief as Miss Rossetti's poem beginning "When I am dead, my dearest."

There should be a special petition to Providence to grant Mr. Kehr good health, an extension of life and a comfortable retainer just to keep this idea alive in the minds of his prepotent compatriots while the army of city planners do the grubbing for village improvement, town planning, city planning, regional and state planning and the civil and political engineering which these projects involve. Some time will

be needed, too, to learn some thrilling lessons from the present urban and rural planning of the Holy Land, which has doubled the Jewish population in Palestine within the last few years.

Who knows? Some prepotent mind, not in the least impressed by the necessity of making the shack village into a "Sweet Auburn, loveliest village of the plain," may be attracted by the big idea of a nation plan and may command the army of city planners in America to get busy at once and beat the world with a nation plan. Mexico is doing this, and Mexico can hardly be allowed to be the messiah of so big an idea. Mexico, with its nation plans already at the exhibitions, may do more than Mr. Kehr or any other seer, dipping into the future far as human eye can reach, to give the world a nation plan of the United States in the year 1927 instead of the year 2027. With Mexico in the field no one should be incredulous about a nation plan for the United States.

Mr. Kehr's argument is perfectly sound. No person who has watched the amazing progress of town and regional planning in Europe during the last twenty-five years will treat it lightly. It is the same argument that has brought regional and state planning. Once begin to plan scientifically the smallest town or village and the unplanned remainder of the world will stand as a challenge for further activity. If you tidy up one room in your house the other rooms will keep you awake 6 nights. This is "What Every Woman Knows."

In a sympathetic letter to Mr. Kehr, Dr. Raymond Unwin states the case for nation planning:—

When once it is realized that planning with design is better than haphazard development, no stop can be made at the city, the region, or the province; the details of the work must differ as the work expands, but there is no local halting ground short of the Nation, probably not there. Interest is growing in this subject: in no country perhaps does so much depend on it as in the United States, where natural resources are so great, development so rapid, and irreparable injury so soon done.

In an equally sympathetic introduction to the book Dr. Unwin expands the idea:

We have entered on a period of planning, and the area to be planned cannot be restricted within artificial bounds: that is the thesis set forth in this book. In one activity after another the expanding ramifications of interdependence are reaching a stage when the need for co-ordination obviously outweighs the advantages obtainable from complete individual freedom of action and competitive enterprise. Most human activities are now conducted on a scale which carries them beyond the sphere of one man control. Either individual liberty of action will be lost altogether in an enslavement to the momentary impulses of mass control, or planning on co-operative lines must be adopted in order that a free sphere may be allotted within which each individual can move and exercise his liberty for

the general benefit.

The expansion of Dr. Unwin's last paragraph might well occupy a book in the "Today and Tomorrow" series: its philosophic importance is very great:

Either individual liberty of action will be lost altogether in an enslavement to the momentary impulses of mass control, or planning on co-operative lines must be adopted in order that a free sphere may be allotted within which each individual can move and exercise his liberty for the general benefit.

Every concerted movement for relieving the social organism from the wounds of such savage competitive individualism as characterized the Industrial Revolution in England, which created the hideous "Black Country" and left the present English people with a crushing debt to civilized housing amounting to more than \$6,500,000,000 is met with alarmist cries of interference with individual liberty. For one person who sees the beneficent action of social co-operation and released intelligence within an orderly social organism (as set forth in Havelock Ellis's last chapter in "The Task of Social Hygiene") there must be ten thousand who stand in opposite camps yelling their little party shibboleths because they haven't the brains to take the social and synthetic view.

Few studies of this ancient conflict are more illuminating than certain chapters in Premier King's book, "Industry and Humanity," which is here commended for careful study. Premier King has inserted a fourth element into the factors that govern civilized industry—that is the Community. Capital, Labour, and Management are necessary and indispensable, but if they forget the fourth factor—that is the Community, they may not only fail themselves, but may blast the community. "Industry has been used to destroy Humanity." Garage workers are now being slowly poisoned in thousands of modern garages for lack of decent ventilation.

Ellis tells of a lecturer who went to Glasgow to preach against community interference. Yet he gave his address in a municipally owned hall, illuminated by municipal lights, to an audience which had largely arrived in municipal tramcars travelling through streets owned, maintained, and guarded by the municipality. This audience was largely educated in State schools, in which their children received not only free education and free books, but, if necessary, free food and free medical inspection and treatment. Moreover the members of this same audience were entitled to free treatment in the municipal hospital, should an infective disease overtake them; the municipality provided them freely with concerts and picture galleries, golf courses and swimming ponds; and in old age, finally, if duly qualified, they received a State pension.

Of the famous Industrial Revolution in England—out of which immense fortunes were made by a

small group of men—it is written in Gibbons' "Industrial History of England": "Children were often worked *sixteen hours a day*, by day and by night. Even Sunday was used as a convenient time to clean the machinery. The author of "The History of the Factory Movement" writes: "In stench, in heated rooms, amid the constant whirling of a thousand wheels, little fingers and little feet were kept in ceaseless action, forced into unnatural activity by blows from the heavy hands and feet of the merciless overlooker and the infliction of bodily pain by instruments of punishment invented by the sharpened ingenuity of insatiable selfishness." "They were fed" says Gibbons, "upon the coarsest and cheapest food, often with the same as that served out to the pigs of their master. They slept by turns and in relays, in filthy beds which were never cool; for one set of children were sent to sleep in them as soon as the others had gone off to their daily or nightly toil. There was often no discrimination of sexes and disease, misery and vice grew as in a hotbed of contagion. Some of these miserable beings tried to run away. To prevent their doing so, those suspected of this tendency had irons rivetted on their ankles with long chains reaching up to the hips, and were compelled to work and sleep in these chains, young women and girls as well as boys suffering this brutal treatment. Many died and were buried secretly at night in some desolate spot, lest people should notice the number of the graves; and many committed suicide During this period of unheeded and ghastly suffering in the mills of our native land, the British philanthropist was occupying himself with agitating for the relief of the very largely imaginary woes of negro slaves in other countries. . . . The spectacle of England buying the black slaves by riches drawn from the labour of her white ones, affords an interesting study for the cynical philosopher."

Against such infamous results of the mere liberty to make unlimited profit out of industry the lone suffering Community at last rebelled under the leadership of determined humanists who could stand the barbarism no longer. Premier King himself took a notable stand against them in the case of the garment workers of Toronto in 1897 and was responsible for the creation of defensive law against them in Canada. He is also responsible for the phrase "The New Industrial Revolution," and for much of the feeling on this continent in favour of it.

The movement for the better planning of towns and cities is an integral part of the New Industrial Revolution. More and more the wretched confusion of such cities as New York and London is driving thought to the synthetic view of the social organism—the beneficent interaction of orderly and scientific control for the protection of human welfare within the organism and the exercise of a wide spiritual liberty as a result of that order. But on all sides frantic attempts are perpetuated to maintain the economic laws of the jungle so as to permit the

"Peaches" Brownings to make fortunes out of the control of the land, while two-thirds of the people of New York cannot get decent room to live.

Dr. Unwin's paragraph has brought us into the realm of social philosophy, which is, of course, the native air of such master minds as Unwin's, now guiding the course of town and regional planning all over the world. Philosophy is powerful but its mills grind slowly and its ideas, lovely and beautiful and true as they may be, will not stand comparison for driving power with the simple concept "Others are doing it."

Mr. Kehr's argument for a nation plan for the United States is quite philosophically sound but if he had finished every chapter with the simple statement: "Mexico is doing it" its logical momentum would have been increased a hundredfold. As a good American we are not sure that he could stoop to this but we all have to do it. There comes a time when our belief in Arnold's "sweet reasonableness" suddenly collapses and we have nothing left but to yell "Others are doing it!" This journal has been occupied with this cry for some time and has almost come to believe that it is the only argument worth while.

For a decade or so America would have nothing to do with town planning. It was a violent interference with the sacred rights of private property. Then somebody began to yell "Others are doing it." Now the penetrating concept—so well stated by Dr. Unwin—that within an orderly social organism liberty for a larger number of people and liberty of a much finer quality will be assured, is occupying the minds of America's splendid army of city planners.

The garden city concept is piercing through the same rubbish heap of ancient prejudices. America is quietly incubating the garden city idea and by and by there will be such a hatch of garden cities in the United States as the world has never seen. The idea is dawning that a community can own its own land at least as virtuously as any "Peaches" Brownings, or other millionaires of real estate, and can do vastly more with it for the benefit of the community. Certainly a country with the housing accommodation of its chief city, New York, "geared to satisfy less than one-third of the current requirements of society" cannot deny that it has something to learn from its city planning prophets.

We do not gather that Mr. Kehr lays any claim to have dealt with the technical side of the immense problem of a nation plan or to have any technical qualifications for such an enormous task. He is concerned with spreading the idea and creating and assembling such arguments as will bring the idea within the realm of practical politics.

The book contains many fruitful suggestions. One of them is that the mere floating of a scheme for a nation plan—however vague and indefinite—will further popularize the idea of planning in America and

will stimulate individual towns and cities to increased local planning activity.

Beer Advertisements laid on the Bier

Some time ago the following verses appeared in this and other journals:—

The Beer Advertisement on the Chelsea Road

(After the Poet Laureate)

I will not drink your beer—
E'en though there be no other four-point-four;
What though my thirst prostrate me on the floor;
Your hideous Ad. I say will leave me dry
Each time I pass your monstrous bottle by—
I will not drink your beer.

I will not drink your beer—
There where the winding road was like a bower
Wrought by that Loveliness which is God's dower,
To reverent men. There you have placed your hideous Ad.—
E'en though my thirst should drive me raging mad
I will not drink your beer.

Now the good news comes from Montreal that the beer manufacturers have decided that they will no more deface the country-side with beer advertisements. A clear case of *post hoc propter hoc*—so the writer of the verse must believe. How else can the impulse to verse be sustained?

The beer manufacturers may deny this source of inspiration and attribute it to the United States, where similar companies are passing similar self-denying ordinances, but the writer of the verses cannot consider such a solution. "What's poetry" said Balaustion, "but a power that makes?"

Moreover, the self-denying sentiment of the verse may surely be modified now that this rapprochement has been honourably achieved—that is, when Ontario permits. At present the Interprovincial bridge is quite too shaky to withdraw the resolution with precipitate violence.

It may now also perhaps be confessed that the original poem referred to, written by the Poet Laureate, begins, "I will not let thee go." That, of course, is quite too much to say in this connection, considering the need for reasonable self-control and the interesting vagaries of popular voting.

Doubtless the beer companies will be satisfied to have the passionate resolution of the verses unconditionally withdrawn, or, at least, hung up until next May. They wouldn't want to attach a fellow so closely to a mere bottle of beer.

They may be interested to note, however, from the point of view of rural landscape amenity, that a practical abstainer from intoxicating drinks may look more kindly upon Montreal beer (as of all other doubtful "goods") if the advertisement of them does not destroy the beauty of the country-side. The opportunity cannot be missed to declare that at least one person buys nothing whose advertisement spoils the country-side. Milton held that to kill a good book was a kind of murder. Advertisers must learn, sooner

or later, that to kill the beauty of the country-side is also a kind of murder, which brings as nemesis a silent boycott of the goods concerned. British Columbia, that progressive and enlightened province, is declaring by law that it won't have its beautiful country-side destroyed by hideous advertisements. This is what government is for, to protect the rights of those who cannot help themselves. And this is the meaning of the whole world-wide planning movement—rural, town and regional planning. England has thirty-five regional planning projects. Regional planning is breaking out all over the United States. The first Canadian regional plan is now shaping in Greater Vancouver. A plan for the Federal District of Ottawa and Hull would be a regional plan and would not only protect the country-side, now breaking up into ragged suburbs in all directions, but would also be a perfectly glorious consummation of the Jubilee year.

Mr. J. Alexander Walker, President of the Vancouver Branch

Mr. J. Alexander Walker, Secretary to the Vancouver Town Planning Commission and for several strenuous years Secretary of the Vancouver Branch of the Institute, was elected President of the Branch at the recent annual meeting. Mr. Walker has had excellent and valuable experience in planning industrial settlements on the Pacific Coast and has been for many years an active student of the art and science of town planning. At the annual meeting of the British Columbia Land Surveyors held at Victoria, January 11, he contributed an admirable paper on "The History of Town Planning in British Columbia." We have received a copy of the address bound in a neat cover, which also encloses a full collection of the documents drawn up by the Branch and dispatched to the Vancouver City Council and to the Provincial Government arguing the "Case for Town Planning."

The dossier might well form the first publication of the Vancouver Town Planning Commission. It is a valuable historical document, well worth preservation in the archives of the city. Meanwhile it will explain to the present citizens of Vancouver the philosophy and history of the town planning movement and serve as a Tract for the Times for other towns in British Columbia and throughout Canada and might well be sold at a price sufficient to cover the cost of printing. There are several printing firms in Vancouver who could give it excellent format and artists who could illustrate it. Great work has been done in the United States through this medium.



At a corner of a country lane not unlike this a huge picture of a beer bottle, about eight feet high, was staked to the ground. It was offensive enough to make a teetotaler for life.

Planning the "Holy Land"

The article on the "Planning of Jewish Settlements in Palestine" in the British Town Planning Review for November, 1926, written by Richard Kauffmann, Director of Town Planning for the Repatriation movement should not be missed by members whose outlook on town planning stretches beyond their immediate job. Palestine is being rejuvenated by a policy of town and rural planning. Palestine, once a fertile country but neglected for centuries, crushed by a ruthless foreign power and left in a mist of hazy sentimentalism is being redeemed by a policy of town and rural planning, introduced at the beginning of the British occupation in 1917, but now controlled by the Zionists themselves.

It will be remembered that the British mandate was ratified by the League of Nations and has no relation to the ancient idea of conquest. The British authorities, educated by their own town planning, realized that the need of Palestine was scientific planning and at once set their own men to plant the first seeds of a scientific policy of development. The policy is now in the hands of the Zionists themselves. New methods of social reconstruction are being adopted which would be declared impossible in most countries subject to the bondage of traditional methods usually regarded as the acme of civilization.

Agricultural colonies were founded in Palestine as early as 1860 but there was no settled policy of rural planning and no success attended these early efforts. A marvellous change has taken place. Generally a New Jerusalem is rising. Towns are being planned on modern lines; agricultural colonies are being planted where Jewish immigrants, arriving, as is said, at the rate of one to two thousand a month are being absorbed into a "productive sphere of

riculture and industry," in planned settlements which are prepared for occupation and supplied with the first essentials of productive living and the amenities of community life. "The younger generation in particular," says Mr. Kauffmann, "have returned in large numbers to agriculture." "Palestine was at one time a very fertile country. The neglect of centuries has greatly damaged its economic possibilities, and the most resourceful and devoted work is needed to bring it back again to its agricultural zenith. Herein, as well as in the industrial manufacture of its agricultural products, and of the natural raw materials of the country and its hinterlands, lie the potentialities of productive activity."

"The economic and geographic conditions of Palestine in the region of the borderline of three continents made the country famous already in olden times as a prominent centre for trade and commerce. With progressive agricultural, industrial and a commercially sound development great possibilities will rise again."

The Zionists' agricultural settlements are established on land acquired by the Jewish National Fund, an organization which acquires land as the inalienable property of the whole Jewish people. Thus the principle is established that agricultural land should be held only for use and never pass, as we should say, out of the hands of the Crown.

In regard to town settlements, Mr. Kauffmann's chief trouble has been with certain American Jewish organizations which have insisted upon bringing into the project American systems of land speculation. These have "endangered the organic construction of towns" and multiplied enormously the task of the town planner. "It must be stated with regret," says Mr. Kauffmann, "that the most earnest protests proved unavailing."

It will be seen therefore that the deadly hypnosis of profit is hampering the planner, as in all other countries, and that the scheme as a whole is only half-way to the Garden City principle that the increments in land values, both of town and country, should go to the community which creates them and that all land should be held for use and not for speculation.

So far, however, as agricultural land is concerned, this does seem to be the settled principle.

The Zionist organization has created various Societies for the acquisition and amelioration of land, the most important of which may be mentioned here. The central agency for purchasing and selling land is the Palestine Land Development Company. The Zionist colonising society is the Agricultural Colonization Department of the Palestine Zionist Executive. The Zionist agricultural settlements are established on land acquired by the Jewish National Fund, a donation fund, which acquires land as the inalienable property of the whole Jewish people. It grants the land on hereditary tenure, and is thus not only a land reforming institute in the most radical and idealist sense, but by this solution of the land question lays the first and most essential foundation for

a satisfactory system of town planning in the settlements. The fact of its being a gift fund unfortunately limits its scope so that some land also passes into private hands. Thus, through the agency of the Palestine Land Development Company, lands are transferred to companies, of which the American Zion Commonwealth and the "Mekle" are the largest. An extensive colonization scheme was also carried out by the Jewish Colonization Association (I.C.A.), a creation of Baron Rothschild's, which, however, cannot be dealt with here. Practically all the settlements for which I have worked out the plans, and the most important of which will be described below, owe their existence to one or other of the above-mentioned colonization bodies and land societies. Mr. Kauffmann describes "The Aspects of Town Planning Development in Palestine" and the "Field to be Covered" as follows:—

Taken as a whole, Palestine offers favourable opportunities for her architectural development. The sins committed in European countries in this respect, particularly in the latter half of the nineteenth century, in many cases exact the penance of a difficult and costly process of destruction prior to a recourse to sound and economic construction; and that only where settlements have not to be rebuilt entirely. Urban and rural town planning started under far more favourable auspices in Palestine than elsewhere. Here virgin soil awaited cultivation, very little poor work of any sort existing, and the mistakes committed elsewhere served as a warning example and helped to further an organic growth adapted to the special needs of the country. The fact that this opportunity has not been fully taken advantage of is regrettable, but cannot be discussed here.

It is necessary to point out that the special conditions attending Zionist settlement in Palestine also brought the town planner a mass of fresh tasks and problems, which were not lessened by the absence of previous material to work upon in modern town designing in the east, or in earlier work of a general kind, such as agricultural settlement and so forth. This will receive mention further on, suffice it to say that these conditions increased the attraction of the labour.

Summoned by the Zionist Organization from Norway in 1920, where for one-and-a-half years I had been co-operating in large town planning schemes, I found an extensive field of work in Palestine, which, as time went on, grew steadily. At first it was mainly a question of plans for garden suburbs and agricultural settlements; later came along sites whose character marked them out for towns. The three different types of settlement are dealt with below in four divisions:—

- (1) Garden Suburbs.
- (2) Urban and
- (3) Rural (agricultural) settlements, and
- (4) Regional planning."

Garden suburbs have already been built or are on the way to completion in the neighborhood of Jerusalem and in the vicinity of other existing towns. The replanning of towns has presented the familiar and sometimes hopeless difficulty with which all town planners are acquainted, but much has been done in this direction.

To Canadian planners and all interested in the immigration problem, the story of the development of Workers' Agricultural Villages and the accompanying plans will be of the greatest interest. Here the planner seems to have had full freedom to experiment, since unified control was in practice. In some cases the radial plan has been adopted, which is commonly declared to be visionary and impossible. The co-operative principle has been adopted as the very heart of the problem. The return to Palestine, it is declared, must mean a return to the soil.

"The whole Orient is characterized by a frightful exploitation of human labour," says Mr. Kauffmann, "particularly that of women and children." "For the success of Zionist colonization, sociological no less than economic factors have to be taken into account." "Common to all settlements is the ownership of land by the community, the Jewish people, through the Jewish National Fund." "The settlers in this case, the Workers' Communities, receive the land on a long hereditary lease." "The centre point is to be the village green with communal buildings grouped around, whence roads radiate in all directions." "The social idea predominates," that is, it is being recognized that work is not the whole of life and that the impulse to work itself will perish if social contacts are not provided.

Reviewing and Amending Town Planning Acts

A comprehensive review of town planning legislation in Canada would be a valuable contribution to the forthcoming conference, if it could be presented in a scientific spirit—that is with simple and decent regard for fact and with complete disregard of local sensibilities. It is an unscholarly use of the word criticism to make it mean ill-natured condemnation. To the Greeks, who may be said to have founded the art of criticism and kept it clean, criticism meant considered and passionless judgment. Modern science has rescued and redeemed the word and is once more detaching it from mediaeval degradation.

Such a review would show a comparative study of the Canadian Town Planning Acts and would try to get at the causes of their success or non-success in operation, as these might be found either in the Acts themselves or in the administration of them. Unless criticism is free and frank and courageous—that is scientific—there will be no progress in Canadian planning commensurate with that of other countries. If progress is not being made where it might be reasonably expected we

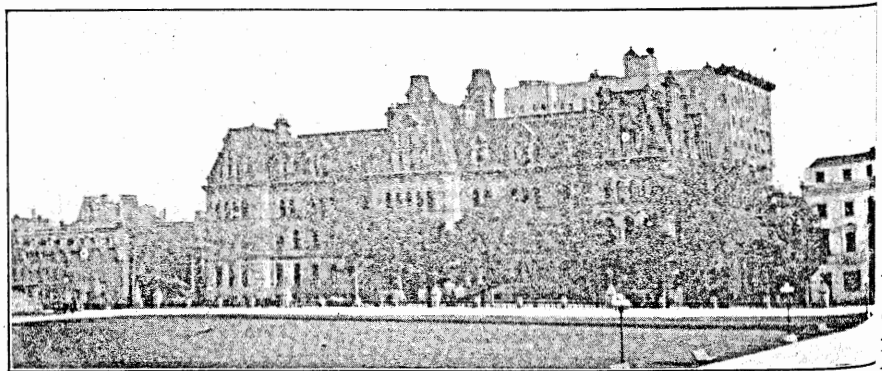
should know the reasons why. Town planning should not be allowed to die—after the Tennysonian method—without knowing the reasons why.

The British Columbia group are already asking for further legislation which will give all the municipalities power to pass by-laws authorizing the recontouring of streets where straight north and south surveys in newer districts have resulted in road prospects of impossible grades.

At a recent joint meeting of various authorities a Victoria representative asked that the British Columbia Act should be strengthened to enforce obedience to town planning by-laws. This is, of course, in keeping with universal town planning experience that permissive laws mean wearisomely slow progress and terrible waste of time and energy. Sanitation could never have reached its present efficiency without rigid enforcement.

Another delegate asked that there should be some enforcement of good manners or architectural amenity in the erection of buildings. The accompanying illustration will show the reasonableness of such a demand. The Langevin block, seen from the Parliament terrace at Ottawa, was entirely worthy to the right of respect as a beautiful building and should have been respected. Behind it was erected a taller building, presenting its Mary Ann back to the Parliament terrace in defiance of all neighborly good manners and architectural amenity. To the right of this building is a still worse example, where the noble architectural simplicity of the Rideau Club is now backed by the rear side of a tall building proclaiming its bad manners in loud advertisement. These are seen from the terrace of Parliament Hill where all beholders want to see the architectural best that Canada has to show. Can anyone deny that there is justice in the claim that architectural art should have some public protection?

In his address to the British Columbia Surveyor our president classifies the functions of the town planning work now proceeding in Vancouver—with the consent of the City Council. The sixth function is Civic Art, which forecasts a policy of public protection for beautiful buildings.



Langevin Block, as seen from Parliament Terrace

Dominion Land Surveyors and Town Planning

At the concluding session of the Dominion Land Surveyors' convention held in Ottawa a resolution was passed instructing the incoming council of the association to organize a town planning committee to investigate and take action leading to the advancement of town planning, particularly along educational lines. The development of close co-operation with the Town Planning Institute was suggested, especially in efforts to introduce into provincial school text-books educational articles on town planning.

The action of the surveyors will command the respect of the town planning fraternity. It is a prophetic vision that sees provincial school text-books illuminated by town planning diagrams and descriptive articles on the social and national benefits of orderly planning in the building of towns. If children are taught that architectural anarchy is not a less serious offence against the commonweal than political anarchy—taught by pictures of beautiful architectural sky lines—they will be less disposed in their maturity to measure the glory of their town by the number of its skyscrapers or to agree that the squeezing of every possible dollar out of a piece of land should be the only determinant in the building of a town. They will see that the Premier's fourth factor in the organization of society—the Community—has a right to a voice in the shaping of a town and that height regulations are just and right, because they protect the rights of the community. "Private rights cease," says the Premier, "when they become public wrongs." Is not this the principle underlying law and order in all civilized communities? Is it a principle from which communities can depart without inviting anarchy?"

The children of the schools might easily and usefully be told that it is not the essence of patriotic wisdom to gape at a tall building, but rather to observe its asymmetry with the others and to question the anarchistic tyranny by which it destroys both the beauty (a priceless asset) of the other buildings as also their financial values.

The Vancouver group of town planners—many of whom are surveyors—have already pressed upon their provincial legislation the need of school instruction in the first principles of the art and science—and the ethics—of town planning. The American *City Planning* for January shows a bare school room covered with small wooden building models by which the children are taught the scientific arrangement of buildings and the anarchy that must result if there is no controlling and scientific principle applied to their arrangement.

The science of the social organism is in its infancy and the Americans are beginning to teach it to their own infants. The theory is that *their* minds, at any rate, will not be cluttered up with traditional beliefs concerning the rights of real estate owners to do what they like with city's area in defiance of the rights of the community. "There is no right," says the Premier, "superior to that of the community as a whole." Unfortunately, the community as a whole

has no vote on the major issues that govern its welfare. Property owners settle these.

The surveyors recognized that the time has also come for a closer co-operation between their profession and town planning. They see that town planning *does* give them a scientific ground for a finer and warmer—that is, more human—application of their science to the problems of the social organism—that is to social welfare. What Mr. Dalzell has said of the engineer may be said with equal cogency of the surveyor, "Personally I feel that nothing would raise the engineer in the esteem of the public so much as his giving attention to some social and economic problems that sadly need real 'engineering.'" Here is the vision of the engineer who cannot escape from the social implications of his work—how it affects the happiness or misery of his fellows and, ultimately, of his country.

The engineer and the surveyor are accustomed to scientific method and are temperamentally inclined to cut off their interest—their social interest when their job is finished. They run against the untrained mind which democracy has put in power and, impatient of its often paralyzing and stultifying authority, are inclined to say: "That is my work; for the rest you can do as you please," then to view the *comédie humaine* of local administration at a scornful distance and take no part in it. The Vancouver engineers and surveyors changed all this. They got behind the town planners' demand for a zoning law and carried the City Council with them. Ottawa is waiting for a similar combined movement. Ottawa has no zoning law after five years of talk!

Town planning was born to say: There may be a science of the social organism which, if applied, will result in beautiful, orderly towns by bringing orderly methods under the compulsion of law—which will eventually train and compel fortuitous civic administrations to consider—not property holders alone—but the community as a whole, because a new concept of the rights of the community has been born and because "There is no right superior to that of the community as a whole."

Town planning exists for the establishment by LAW of the rights of the community. From this work the splendid intelligence and public spirit of surveyors and engineers cannot stand apart. There are cities in England and America where architectural juries are working in co-operation with city councils—not as rivals, but as friends and helpers, both to the council and the community. The councils have got over the parochial and childish fear of losing their prerogatives and authority. They see that as a popularly elected body there are some special problems which they are not qualified to settle and they are wisely willing to hand them over to men whose training qualifies them to settle them better in the interests of the community.

The surveyors also see the need for a big improvement in town planning education and publicity in Canada comparable to that now proceeding in the United States. There is no more urgent need in Can-

ada. Mrs. Edith Elmer Wood, who has written much on the new housing and town planning movements in Europe, sees the time at hand when nations will compete, no longer in the machinery of destruction but in the best ways of housing the people and creating efficient and beautiful towns. The movement is now under way in Europe and is occupying some of the best and greatest minds, long tired and sick of the silly clatter of war. The word propaganda has acquired an evil connotation because so commonly associated with profiteering and party publicity, and the surveyors showed excellent taste in avoiding it and using the cleaner word education. The man—and especially the city official—who cannot see the disastrous social results of leaving a town at the mercy of the land speculator and profiteer needs education. Nothing can be done with him—except removing him from positions of responsibility—until he is educated.

The surveyors also see the tremendous potency of group settlement—the human demand for social contact, which is deep and fundamental as hunger and sex. Nothing is more significant in the history of Mormon settlement—and its amazing success—than the penetrating economic and social wisdom of the group idea. The success of the English Public Utility or Co-partnership Housing movement is founded on the same wisdom. The early Scottish settlements in Canada have the same lessons. Isolation kills as surely as disease—kills body and mind and usually kills the woman first. The western farmers have learned the lesson of co-operation. Ontario farmers are learning it. It is the beginning of social science. In the scramble of unsocial individualism the devil takes the hindmost and he has a tremendous crop. The science of the social organism is emerging from the blood and tears of the *laissez-faire* Industrial Age. The surveyors see the need for group settlement. Some tell us it has been tried and has failed. That is because organizing ability and scientific method have not been adequate and because at some point land profiteering blocked the way to social good. Somebody else's good other than the people's was considered too much. "We've got to use Canada's brains to solve Canada's problem," says Dr. Tory; "and keep them at home," says the Sydney Post—and to let them work on ideas that are not centuries old, might also be added. New ideas in industrial machinery are always welcome but new ideas of the development of the social organism are usually classified as fads and frills and new ideas on the social uses of land are received with painful and indignant surprise.

The promised co-operation of the Dominion Land Surveyors with the Town Planning Institute is another sign of Canadian town planning progress.

"Point Grey of Tomorrow"

The Town Planning Commission of Point Grey Municipality, the enterprising municipal neighbor of

Vancouver and the pioneer town planning municipality of British Columbia, has published the first of a series of educational pamphlets entitled "Point Grey of Tomorrow" intended to keep the residents informed in respect of work to be initiated by the Town Planning Commission. The Commission was appointed immediately on the passing of the British Columbia Town Planning Act last December, and one of its first steps was to publish this brochure so that all residents could inform themselves not only of the purpose and function of the commission, but also of the general argument for town planning as the best means to improve social conditions, reduce the tax bill and to ensure that the physical development of the municipality should be submitted to orderly and scientific control and so escape from the planless disorder that damns so many new towns in Canada to failure when the application of scientific planning might lead on to fortune.

The pamphlet points out, first, the need for an "Official Plan" to serve as a guide for the future growth of Point Grey and to give the legal control without which town planning philosophy is largely futile. Town planning is set forth as "the most practical activity in which a city may engage both for economic and social reasons; for order, beauty and low tax rate." An example is given in an American city that reluctantly spent \$14,000 on a plan but neglected to apply it to surrounding suburbs and later had to spend \$14,000,000 to correct its mistakes. Lack of zoning, it is estimated, in the West End of Vancouver, has resulted in a depreciation of residential property to the extent of \$12,000,000. "Town planning saves millions by guarding against such mistakes."

Point Grey was especially active in securing the first town planning legislation in British Columbia in 1922, which gave zoning powers under the Municipal Act. It was the first municipality to enact a zoning by-law under the new legislation and for the last four years its citizens have had zoning protection for their building enterprises, much to their satisfaction. The Point Grey Council were again prominent in urging upon the Legislature the need of a Town Planning Act for British Columbia and it is doubtful if the Pacific province would have had an Act today but for the insistence and persistence of the Point Grey representatives. Immediately on the passing of the Act, Point Grey created an official Town Planning Commission and passed a resolution inviting the Vancouver Town Planning Commission to discuss the appointment of an expert to create a joint plan for Vancouver, Point Grey, South Vancouver, and Burnaby, and offering to bear their share of the cost. Vancouver, it appears, decided to act alone in the appointment of a consultant but Point Grey, at an emergency meeting, decided to employ the services of the same consultant and made arrangement with him to prepare a complete plan for Point Grey.