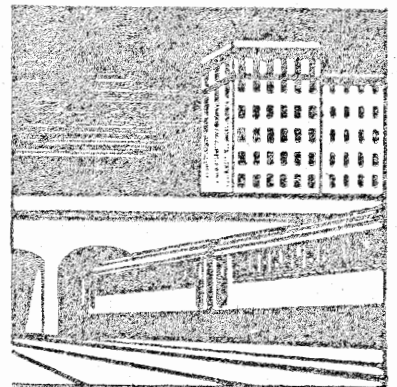
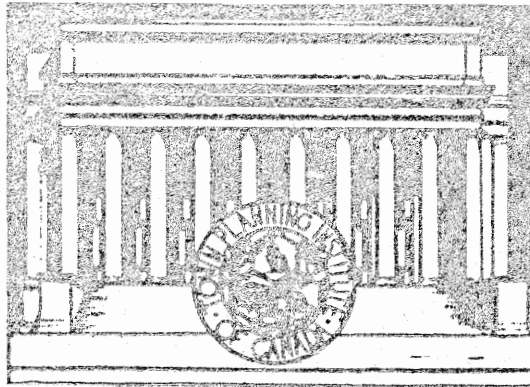


TOWN PLANNING



THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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CONTENTS

PRESIDENTIAL ADDRESS

GARDEN CITIES AND THE SOCIAL RENAISSANCE

COMPANY TOWNS

HOUSING IN RELATION TO TOWN PLANNING

PLANNING THE CHICAGO REGION

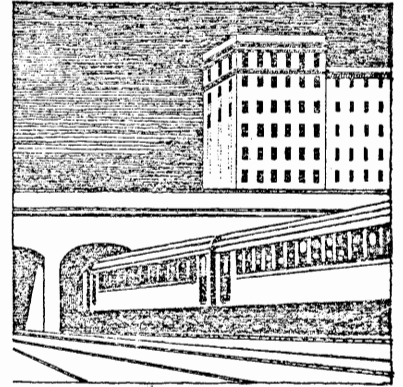
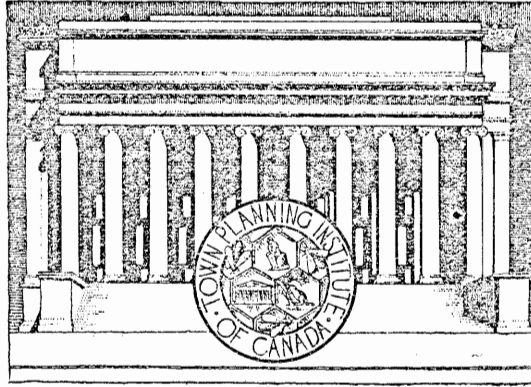
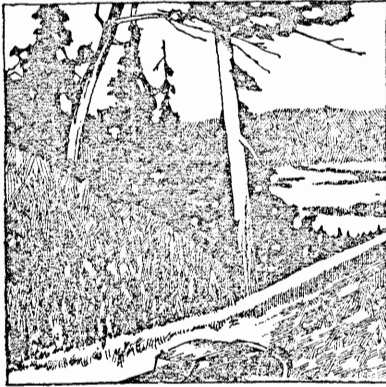
THE NEW FEDERAL DISTRICT COMMISSION

FOR OTTAWA

GOVERNMENT TOWN PLANNING CONTROL

NEWS AND NOTES

TOWN PLANNING



THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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

Seventh Annual Convention of the Town Planning Institute of Canada

VANCOUVER, BRITISH COLUMBIA, MAY 26-28

The present number of *Town Planning* is an assembly of addresses and papers prepared for the Seventh Annual Convention of the Town Planning Institute of Canada, to be held in Vancouver, British Columbia, May 26-28.

The papers are published in advance in order to give the delegates opportunity to study them beforehand and to encourage considered discussion among the members and visitors present. It is common experience at conventions that, with the best will in the world, attention and physical endurance are often so strained with the mere act of listening to a series of papers that intellectual exchange becomes impossible. Often all the available time is exhausted with formal papers. The Vancouver Executive are anxious to encourage the freest interchange of thought and speech at these meetings and to this end the addresses here printed will probably be taken as read or accepted in summary, after which the meetings will be open for discussion.

Moreover, there is so much of town planning significance to see in Vancouver, outside of assembly halls, and so many guests and visitors whose interest in the subject has been awakened have promised to be present that the academic aspect of the convention is not expected to range beyond control.

At the first day's luncheon some 500 members of the various City Clubs and Real Estate Board have promised to be present and many visitors from the Western Provinces, in addition to delegates, have signified their intention to attend the meetings.

Other speakers, whose addresses could not be assembled here are expected to take part, as the following programme will show:

May 26—Morning Session:

Address of welcome by the Mayor of Vancouver, Mr. Louis D. Taylor;
President's Address, Mr. Horace L. Seymour;
Luncheon: Speaker, Mr. A. E. Foreman, "A Major Street Plan for Greater Vancouver";

Visit to Exhibition.

Afternoon:

Addresses: "Garden Cities and the Social Renaissance," by Alfred Buckley, Editor, *Town Planning*, Ottawa; "Company Towns", by J. Alexander Walker, Vancouver; "Longview, Washington," by B. L. Lambuth;

Evening:

Round Table Discussion.

May 27—Morning:

Addresses: "Housing in Relation to Town Planning in Cities such as Vancouver," by A. G. Dalzell, Toronto; "Regional Planning in Chicago," by H. F. Kingery, Chicago;

Luncheon: Speakers: Lieutenant-Governor of British Columbia, Hon. R. H. Bruce, and Hon. T. D. Patullo, Minister of Lands.

Afternoon: Inspection Drives.

Evening: Civic Dinner. Chairman, Mayor L. D. Taylor. Address, "The New Federal Dis-

trict Commission for Ottawa," by Noulau Cauchon, Ottawa.

Public Meeting, Address, "The Vancouver Plan," by W. D. Hudson, St. Louis.

May 28—Addresses on "Necessity for Proper Direction and Advice in Town Planning by Provincial Authorities," by Messrs. M. A. Lyons, Town Planning Comptroller for Manitoba and Stewart Young, Town Planning Director for Saskatchewan.

Paper on "Government Control and Other Matters," by Tracy D. Le May, City Surveyor, Toronto.

Drives and Boat Tours.

An exhibition of town plans, architectural features and landscape work has been arranged.

The meetings will be held in the Hotel Vancouver.

(These papers are not released to the Press until after their days of delivery.)

PRESIDENTIAL ADDRESS

ANNUAL MEETING TOWN PLANNING INSTITUTE OF CANADA

26th, 27th and 28th May, 1927

By HORACE L. SEYMOUR

The Town Planning Institute of Canada suffered a great loss through the death of its late President, Mr. James Ewing, of Montreal. I wish to take this opportunity to state my personal appreciation of Mr. Ewing's fine character, his unwearied enthusiasm in the cause of town planning in Canada, and especially in bringing nearer to actual accomplishment a plan for the city of Montreal. My great regret is that he did not live to see and enjoy the fruit of his labor and take a further part in a developed and authorized plan for the metropolis of Canada.

The Function of the Town Planning Institute of Canada

In the time at my disposal I should like to comment on two matters: first, the Function of the Town Planning Institute of Canada, and, second, the Progress of Town Planning in Canada, with special reference to Town Planning Commissions and similar bodies.

In the country to the south of us there are two voluntary organizations which are particularly interested in city planning, the American City Planning Institute and the National Conference on City Planning, the first being a purely technical body and the second largely promotional in character. When the Town Planning Institute of Canada was first organized along the lines of the British Town Planning Institute, it was intended to make it purely technical in character. Since then its scope has been widened to include others interested, though not technically, and in general it has become, I believe, somewhat more promotional in character, combining the func-

tions of both the American bodies before mentioned. This is evidently a step in the right direction until the time comes when there is sufficient Town Planning work in Canada to make two separate organizations advisable. There is no doubt that much educational work requires to be done in Canada which is not being done, aside from the Town Planning Institute. In the United States both the Federal and State governments maintain adequate educational staffs.

It is, therefore, my opinion that, at the present time it is an important function of the Institute to engage in educational work and in every way to assist in informing the public along Town Planning lines. Until we get an awakened public, properly informed on the national, municipal and social advantages of town planning little progress will be made. It is surely time that the cloud that settled upon town planning education in Canada with the abolition of the Commission of Conservation six years ago were lifted by the Federal Government and some more vital organization for educational purposes be created. There should also be a provincial town planning publicity bureau in every province of Canada.

Progress of Town Planning in Canada

This brings me to my second topic, the Progress of Town Planning in Canada. Some two or three years ago I was entrusted with the work of getting together reports on progress from the various provinces. It is with regret that I have to state that in general I believe very little has been done since that

time outside this district. In any line of endeavour we are apparently only just now recovering from the effects of the war. In the United States Town Planning was not hindered on account of war activities. Just the reverse, for numerous housing developments were carried out, embodying in full modern town planning principles and providing fine examples for further developments. In Canada, however, housing carried out as a result of the war was, in general, along individual rather than along collective and scientific lines, and the opportunity for numerous fine examples of planning was lost. The fact seems to be that the provinces have never yet seen the necessity and wisdom of appointing adequate technical and educational staffs to popularize town planning in Canada, and to give the vital impulse to the movement which it so much lacks. Town Planning in Canada will be cruelly handicapped until this is done.

New Brunswick

In the Province of New Brunswick a Town Planning Act was passed so long ago as 1912, but no sort of intelligent use has been made of it. If a competent town planning staff had been appointed, New Brunswick might now have been leading all Canada in town planning activity. The local members of the Engineering Institute are now trying once more, led by Mr. Burditt, to get some action and the local newspaper satirist is helping them as the following discourse will show:

"I see," said Mr. Hiram Hornbeam, to the Times-Globe reporter, "you're doin' some more talkin' about town-plannin'. That reminds me of old Zeb Cook—out to the Settlement. When Zeb was quite a young feller he made up his mind to build a place to house his farmin' tools and git 'em all in out o' the weather. He talked about it every fall fer forty years—an' it ain't built yit. That's about the way with you folks in St. John. You know you orto hev a town-plan—an' you orter hev it afore the town grows any bigger—but you keep on putting it off and talking about it once in a while—to show it haint been forgot altogether. If I was you I'd make a job of it this time—an' I'm glad them injineer fellers hes took it up. This here town has got to grow. It's a-comin' whether you fellers kin see it or not. You're goin' to make it grow—to keep up with the procession. An' that's why you want a town plan. You got too many Zeb Cooks round here."

New Towns

From recent press notices one gathers the impression of rather numerous important industrial developments which involve the creation of new towns. Some of these towns are, to some extent at least, being planned with regard to modern desirable requirements, and of this further details will be given in papers to be presented at this Annual Meeting. However, in general it still can be said that not sufficient attention is being given to the matter

and it should be one of the objects of this Institute to correct, in so far as possible, such a condition.

Extend the Membership

The suggestion I offer would be to endeavour to include in the membership of the Institute.—

- (a) Every engineer, architect or surveyor actively engaged in industrial Townsite development.
- (b) Every municipal engineer.
- (c) Not only members of Town Planning Commissions but also members of municipal councils, as Affiliate members of the Institute.

In this way our literature would reach a wider circle of readers and create more quickly an informed and sympathetic public opinion without which we can do very little indeed.

As to larger developments in Canada I am glad to be able to state that in contradistinction to the general lethargy in Canada in respect to Town Planning, the two great port cities, Montreal and Vancouver, are now actively considering their problems in a more or less comprehensive way.

The Vancouver Branch

I feel it is not necessary for me to endeavour to increase my vocabulary so that I can adequately mete out praise to the Vancouver Branch of the Town Planning Institute of Canada for its splendid work; it speaks for itself. With the assistance of other agencies it has brought into being a modern and very practical Provincial Town Planning Act and has been instrumental in having that permissive Act taken full advantage of by the City of Vancouver, as well as by the Municipality of Point Grey. Other municipalities are following suit. It can be said, I believe, without fear of contradiction, that the City of Vancouver is the first city of its size and importance in Canada to undertake the solution of its problems in an entirely comprehensive and scientific way. I quote from the Act, from the section relating to powers granted to councils.—

To prepare plans for the development of harbour and railway and rapid transit and street-railway facilities, with a view to the correlation of such development with the official town plan, and to recommend plans so prepared to any Railway Board or public authority having jurisdiction in the matter, and to any railway or other company concerned therewith, and to use all lawful measures to secure the adoption of such plans, and the due co-ordination of terminal, transportation and other facilities of commerce and traffic within and about the municipality."

In brief the City of Vancouver and municipality of Point Grey are both operating according to the dictates of the science of modern Town Planning.

Montreal

Montreal through its City Improvement League has the advantage of much real service from public

spirited citizens and it is to be hoped that we shall soon have such action entirely confirmed by provincial or municipal legislation. The members of the Institute are especially delighted in this connection that our beloved Noulan Cauchon, Ex-President of the Institute, has been retained as consultant on the Montreal Plan by the City Improvement League.

Planning the Capital

But especially in view of the activities for the further planning of Washington and district, the appointment of a Regional Planning Commission for Greater London and the magnificent scheme for the planning of the new Australian Capital, do the members of the Institute look to real action in the execution of a plan for our own Capital City, Ottawa and district. The granting of wider powers to the Ottawa Improvement Commission may be one of the means by which this can be accomplished, but, for the present, we miss the appointment, as commissioners, of distinguished members of the great engineering and architectural professions to advise the government on the town planning aspects of the problem. It seems to us that the present opportunity for creating a dignified and beautiful Capital City for Canada should not end in any scheme of mere "embellishment" but should realize an organic plan of economic-aesthetic development and should enlist the best technical town planning skill in the Dominion. Such has been the method and procedure in other countries.

In this general connection it is a matter of great pleasure to us to note that our own Premier, the Right Honourable W. L. Mackenzie King, has skillfully touched on the matter of planning in his highly philosophical book "Industry and Humanity" in the section dealing with the Garden City movement.

Town Planning Commissions

I have frequently made the remark that, as a rule, activity in Town Planning has been greater in those municipalities where a Town Planning Commission has been appointed. Until,—and I believe this is only a matter of a few years now,—but until Town Planning comes to be regarded as an ordinary phase of city government, the appointment of a commission is of distinct present advantage. Many instances might be mentioned of excellent work done by such commissions. May I mention in particular the City of Kitchener which was one of the first, or the first, municipality in Canada to have prepared a comprehensive plan. This would not have been possible without the fine efforts of the commission, and especially of its chairman, Mr. A. R. Kaufman, whose outlook is so broad and sympathetic, so wide that he has contributed a scholarship in Town Planning at the University of Toronto, and is now giving some consideration to a plan for the whole Grand River Valley region.

But there is the danger into which some commissions and similar bodies have already fallen, of con-

sidering themselves a technical, rather than an advisory or administrative body. Appointment to a commission does not necessarily make of a commissioner a Town Planner or even a "Zoner." Until all commissions fully realize this many queer things will be done in the name of Town Planning. I take this opportunity of saying in a public way to the members of the Institute, that a Town Planning Commission needs technical advice, just as every municipal council needs the advice of a municipal engineer.

The tragedy of the situation in Canada is not that there are so few town planning commissions and similar bodies, but that of those appointed a considerable number fail to recognize their opportunities for real service. In many phases of municipal activity where the councils will not or cannot raise funds, service clubs and even private individuals come to the aid of their municipality. The desirability of making a practice of this procedure may be questioned, but if funds are being raised for such purposes, if parks and hospitals are being donated by clubs or individuals, what finer action could there be than to contribute, at a very small comparative cost, a "Town Plan," the effects of which will live forever, and affect for good the lives of countless people?

The Problem of Land

Before concluding I wish to ask your permission to emphasize one fundamental fact of Town Planning which sooner or later must be considered in all real development if it is to have the most desirable results. The underlying problems of town planning are land problems. In actual practice the Town Planner is confronted with problems which have their solution in something more than the consideration of a street system, sewerage or water system, transit system, a transportation or harbour system, a recreation and park system, a zoning system or even a housing scheme. In the papers read at this Annual Meeting, the matter of tenure of land will be touched on directly or indirectly, as will also the matter of taxation. Whatever can be accomplished by combining or correlating in a comprehensive plan the activities just mentioned, the ultimate solution of many problems will still depend on these factors,—how the land is held and how the revenue for carrying out civic improvements is levied. We shall hear something of the Garden City idea and we should pay particular attention to the methods used to insure both that desirable relationship between Work and Home as well as the general development of the community, and note the methods used to eliminate speculation in land. As Town Planners we should gravely consider these underlying problems. Is nationalization of land desirable or do we merely want the "unearned increment" (or the value that attaches to land on account of public and private improvements and which in the last analysis is due to the presence of population) to be absorbed by the community? Are we entirely convinced that specu-

lation in land is a disadvantage? Personally let me, if I may be permitted, to advance my own opinion—and I advance it only because I believe that it is important that all Town Planners should endeavour to be very clear on this matter—personally I say, my own opinion is that taxes should represent the full rental value of land and should be the only source of revenue for carrying on the affairs of government, federal, provincial and municipal, and for providing all municipal improvements. Taking the negative rather than the positive position I would further state that there is nothing in my reading or experience which would lead me to any other conclusion. The, to some, apparent failure in Western Canada of a very limited application of such idea, that of the un-taxing of improvements, has been due to poor planning rather than to the method of taxation. Cities organized with an area and served with many utilities for a population of say 500,000, cannot properly function with only one-tenth of that number. The land problem, with considerations of how the land shall be held, how revenues shall be raised, as well

as how land is to be developed, is in the nature of things, a part of Town Planning.

Past Presidents

Elected by the Council to the Presidency when that office became vacant due to the untimely death of our late President, Mr. Ewing, a great honor was conferred on me. It is an honor entirely undeserved, except if it be regarded from one angle, that of interest in the success of the Institute. But in closing I want to draw the attention of the members to how fortunate they have been in their previous presidents, Mr. Thomas Adams, London and New York, now at the head of one of the most important Town Planning activities in North America, a Plan for New York and its Environs, the late Dr. E. Deville, Ottawa, Surveyor-General of Canada, Mr. J. P. Hynes, Toronto, President for many years of Federal and Provincial Associations of Architects, Mr. Noulan Cauchon, Ottawa, Chairman of the Ottawa Planning Commission and Technical Advisor to that body, and the late Mr. James Ewing of Montreal.

GARDEN CITIES AND THE SOCIAL RENAISSANCE

By ALFRED BUCKLEY, M.A.
Editor of Town Planning

Your President suggested that the title of my paper should read "The Garden City Idea as applied to Canada or North America." I understand the suggestion but I think it encloses a myth which I should like to explode. Wherever men and women congregate for community life under democratic government the Garden City idea is practicable. Its application depends upon the existence of a sufficient number of persons who care as much for the welfare and happiness of the community as they do for their own and their children's; who can think steadily of a new social philosophy in the Socratic spirit without breaking off in the middle to poison Socrates because he is enunciating unfamiliar ideas or failing to boost the grocery business. It is the answer of the Scientific Reason to the universal demand for a more civilized basis of urban society.

The Uses of a City

"Does a city exist to promote the life of its citizens?" asks Mr. Mumford, "or do the citizens exist in order to increase the size, the importance and the commercial turnover of the city?" One of these views, he suggests, is organic and the other is inorganic and "the inorganic is as different in quality and function from the organic as a cinder is from a flower." "The very objective of civilization," says Mr. Lethaby, "is to build beautiful cities and to live in them beautifully."

There we enter the region of the new philosophy

of the social organism. If we are not comfortable in it the fault may be not with the philosophy but with the traditions that have made cities what they are. A new philosophy of the social organism was born with Howard's book in 1898. A sufficient number of persons who did honestly care for the welfare of men and women gave some thought to it and the philosophy became an applied science. Garden cities were built. Some men I know would say that Howard did the talking and the others built the cities. I say that he was the master-builder, though he never touched compass or rule. Many years after the first Garden City was built, a *Times* writer, looking at the clotted masses of ugliness and inefficiency produced in England by the Industrial Age and called towns and cities concluded his condemnation of them by the remark: "They were not built by love." I am almost afraid to tell you what I really think: Howard built the garden cities by love.

Let me try to illustrate this something that was in the man and that I know was tremendously potent in founding this movement and bringing it to success—and that will build garden cities for Canada, sooner or later. Another man, belonging to the fine brotherhood of Howard, Henry George, again looking at the squalid masses we call great cities, said: "When I realized the squalid misery of the great city it appalled and tormented me and would not let me rest for thinking what caused it and how it could be remedied." There, too, you have the potent thing I am trying to name, the human

concern which gave us "Progress and Poverty," and a social philosophy at least half-way to garden cities.

You will find the same spirit in Blake's famous quatrain:

I will not cease from mental strife,
Nor shall the sword sleep in my hand
Till we have built Jerusalem
In England's green and pleasant land.

You will find the same spirit in the prophet of Nazareth brooding over Jerusalem—"which killeth the prophets and stonest them that are sent unto her"—whose metaphysic we have adopted as organized religion and whose social ethic the centuries have treated with contempt. You will find this spirit in everything Ebenezer Howard has done and said. It is this spirit that will make the garden city practical and this spirit is no more impossible in Canada and North America than anywhere else. It is just a question whether we are prepared to modify our conception of the uses and function of a town or a city and adapt ourselves to a new humanistic and scientific social philosophy.

It is the greatest stumbling block to the spread of town planning in Canada that we have not yet got this new orientation of the uses of a town. I meet opposition to it at every point. Years and years of town planning work are being wasted at Ottawa because of the prevailing concept that a town exists for the benefit of small groups of business men, who have not come to see, what many American business men certainly have, that the better physical shaping of the civic organism is better for them, as it is for everybody concerned. The author of "Socrates" in the interesting booklets entitled "To-day and To-morrow," points out how glibly we speak of the Greek genius, meaning thereby the genius of Socrates, Plato and the rest. But the Greek genius, he says, so far as ninety-nine hundredths of the people were concerned, was to act and think by habit, tradition and impulse every minute of their waking lives. It is such "thinking" that has created our dinosaur cities (New York is described in the frontispiece to the April number of *City Planning* as "the greatest aggregation of building blocks that has ever existed" and more of the same kind is "rapidly developing" while the town planning humanists are agonizing over those two-thirds of the people for whom decent housing cannot be provided), and our dreary and unlovely Main Street Zeniths and Gopher Prairies. Garden cities are the Revolt of Community Youth against the senseless and iniquitous traditions that have murdered the life of countless millions of men, women and children.

Our Educational Need

In a letter I received the other day from the State Consultant on Housing and Planning for the State of Massachusetts, the writer says: "We are here more in need of fundamental educational material than anything else. There is an enormous in-

terest, as compared with a few years ago, but the opposition is consolidating and this year there has been quite a reaction."

In a later letter he says, "We have had this spring, when zoning by-laws have been considered by our towns in town meeting, a regular epidemic of opposition from people who assert that liberty means that they may do as they please with their property. They have appealed to all sorts of sources as a basis for this opinion, apparently failing to realize that there is no such thing in the civilized world as liberty without law. These same people submit to regulations of all kinds, and even demand these regulations, such as for the control of contagious diseases, provision for a pure milk supply and a pure water supply, and building codes and housing laws of all kinds. I believe that one of our most difficult problems is going to be to show people that proper city planning and zoning are of fundamental importance if we are to have any kind of a scheme of growth for the municipality. They recognize this need when they plan a six or eight-room house, and all America boasts of its ability to design effectively industrial plants, but we put all these individual units into communities which are without design and where the economic loss, as well as the absence of all amenities, as our English friends call them, are injurious. It is interesting to note that you have lived in Garden City. I only wish we could do something of that kind in this country. It seems to me that Mr. Howard did an amazing piece of work and that his fundamental lines are absolutely sound. The craze with us for unwieldy and impossible cities I cannot understand. I have some hope, however, that there is a gradually changing sentiment here in the states, in regard to the economic value of a more constructive community life, and also that there is some recognition of the social values of home life in an environment different from what is supplied by most of our cities. We are going to have to wait a long time for that idea to amount to anything."

You will notice the two forces, old as Ormuzd and Ahriman, the principles of Light and Darkness, struggling against each other, it is said, through all eternity. But you will also notice that the State of Massachusetts has a Department of Housing and Planning and a State Consultant on these subjects who is really "concerned" about the progress of town planning.

The Need of a New Philosophy of the Social Life

Never was I more convinced of the indispensable service of the sociological thinker as a pre-requisite to town planning activity in Canada as elsewhere. There must be this social "concern"—call it what you like—behind it or it will not "go," let your technical equipment be what it may. Town planning is the technique of sociology, as Mr. Cauchon is always saying. And for this reason you must enlist the services of men and women who have just this qual-

ity of "concern" for human welfare and find room for them in your organization—as your president suggests, and you need intelligent women who will say things that we daren't—and keep saying them. Ninety per cent of us men lose our backbone in the face of wealth and Authority.

We must have a renaissance of sociological concern, a new humanism that looks on the spoiled and spoliated city with the eyes of a Henry George or an Ebenezer Howard or we shall make little progress. It is not enough to say that we ourselves could not possibly live in that dreadful town or that dreadful street. We should be consciously and profoundly distressed that anybody has to do it and, like Henry George and Ebenezer Howard, we should not rest for thinking how they have been caused and how they can be remedied. Our concern, in so far as it is genuine, will create public opinion in favor of change, and this must happen before the magic of your science and art can get a chance to operate. Time after time I have seen public officials and others who have power to do things touched with this new humanism. Then I have discovered that some group of "interests," billboard proprietors, land dealers or others have been busy and nothing was left but stolid, silent inertia, or positive irritation with all reformers and innovators. Six years ago a private bill for a city plan for Ottawa was killed in the Ontario parliament—I have the confession of one of the members concerned—by a bill-board company. This calamity damned the whole prospect for town planning in Ottawa. We have made some little advance there in public thinking but almost none in convincing the civic authorities of the urgent need for town planning activity.

None of these men whom I have mentioned strangled his idea of human good because it might not have promoted his own financial interests or have affected the outlook of his business friends. Their dream was for a greater happiness for the common people and a truer and more general prosperity. Howard has lived to see the realization of his dream, at least in part. His full vision is of chains of garden cities stretching all over England with no more Manchesters or Londons. I do not think he will build a larger cottage now that he has become Sir Ebenezer Howard. Two years ago he told me he would like to come on a speaking tour in Canada but his means were not sufficient. I made some efforts to bring him at our expense but was told that we could not get an audience for him. That audience we have to create before any adequate scope for your technical talents is secured. Outside of this organization I am profoundly disappointed with the lack of public spirit among technical men. Many of them, engineers and surveyors, still think that town planning is a "fad."

We need an educational organization, either a private organization such as the British Garden City and Town Planning Association or provincial and federal government educational and technical staffs

such as exist in America. We are in Canada, as in Massachusetts, "more in need of fundamental educational material than anything else." The State Consultant on Housing and Planning was asking for copies of your addresses so that they might learn from you. Our provinces will perhaps some day take a hint from them in the appointment of provincial Consultants on Housing and Planning, assisted by educational and technical staffs who know something of the profound social significance of this movement and desire above all things that their country shall no longer remain in the backwaters of it.

The New Humanism

There is nothing in the psychology of the Canadian people, or in their economic conditions, to make the Garden City idea impossible. Great and beautiful things are done here, as elsewhere, quite independently of the incentive of immediate gain. Your University Endowment Lands scheme has won public sympathy because it had the humanistic idea behind it of superior education for your boys and girls. Your legislators apparently agree with Plato that the State is what it is because the citizens are what they are, and they realize that only education can make better citizens. Plato recommended, more than 2,000 years ago, precisely what you are aiming at in British Columbia, "to every child and from the outset, full equality of educational opportunity." Even your modern real estate developments are coloured by a new humanism that shows some genuine concern for the happiness of prospective residents. Our new immigration schemes are charged with humanistic elements which have never before been dreamed of in the history of immigration. The Garden City idea belongs to the same school of feeling—a new humanism, a humanistic renaissance that shall not, like the Renaissance of the fifteenth century, reach only a few scholars and students and leave ninety-five per cent of the people untouched, but shall reach to every poorest family in the town and give them a new concept of the uses of life.

The ancient Jewish belief that the Jews were a special creation, elect of God, left the faithful wailing against the walls of Jerusalem; their Holy Land abandoned or appropriated by an alien people and their race scattered to the ends of the earth. Their repatriation project has its only promise in the Garden City idea. You would have said, *a priori*, that Palestine was the last place in the world for the application of the Garden City idea. The report of the planner says that his chief trouble is the existence of certain land development companies who are operating on the American principle of land speculation. It is this principle that has left Canada with a population of 9,000,000 when it might have had 50,000,000, if there had been reasonable access to the land without paying impossible tribute to the land speculator. I have watched project after project move up to this barrier to our civilization and starve and perish before its unyielding wall; great projects

of land settlement and the like that have come to nothing because somebody could not see easy millions for himself.

For twenty-five years I have been watching the development of the town planning and garden city idea. I was one of the first residents at the first garden city in England and had a special opportunity of studying the journalism that buzzed about it and the psychology of its critics. The main criticism was that it might do somewhere else, but not in England. It did not suit the genius of the English race. Its promoters were a bunch of cranks who wore sandals and discarded hats. Its founder was only a court stenographer and an impractical idealist. Now the founder has become Sir Ebenezer Howard; two garden cities have been built and more are in process of incubation. Town planning has scarcely an opponent in the British Isles except a few who will not see that extreme economy in building cottages cannot be made to square with architectural luxury; it is the law of the land. The second garden city has been financed by the government to the extent of \$1,000,000. The Minister of Health believes in his heart that the garden city principle is the only permanent solution of the housing problem in Britain and would make it a government policy if he believed that his Conservative colleagues would support him.

Government Aid

Sir Ebenezer Howard believes that they would, and it is indeed significant to find so long ago as 1913 a Conservative group publishing a statement like this: "In what respect is there such an immense difference between housing, education and roads that a principle which is right in the last two cases, is wrong in the first." The thinking there, of course, was sound, humane and non-political but it was rather elementary. In the case of education the returns belong to the imponderable assets—enrichment of life and its values, such as capacity for enjoyment, quickening of talent, development of taste, and, in the case of good roads, the benefits are indirect, though real. But in the case of housing on garden city lines, while the imponderable assets are there, there are also certain and direct returns—given community ownership of land and financial credit to tide over early development and given competent and scientific management. It is a business proposition from the first and the returns are as direct as in any ordinary business, though their distribution reaches the poorest member of the community. There is no charity; no financial muddle, no "rake-off" for anybody, as is commonly the case in municipal housing managed by inexperienced and otherwise busy officials. They will have competent and scientific management and they deny that a man is competent merely because he has been elected to public office by popular vote.

The British government now authorizes municipalities to buy land and establish garden cities, if

they have the pluck and intelligence to do so. Few of them yet have been willing to proceed, because the management would have to be put in the hands of specialists and city councils, whether competent or incompetent, do not like to sacrifice their prerogatives to boss everything. At Manchester and in Scotland steps are, however, being taken in this direction, because some new thinking is going on. I venture to prophesy a movement within a few years from the central government providing for garden cities, with a government staff of technical men whose work will be the building of garden cities all over England and presiding over their destinies until these cities have become such going concerns that they may be safely left to capable local management. This is the answer of humanistic science to the age-long problem of the building of cities and the housing of the people. They will not be dinosaur cities like New York and Montreal. They will represent the marriage of town and country, now perishing of divorce, and they will not have local patriots screaming to add another million to the population, when the population is enough.

In his book on "Satellite Towns," Mr. Purdom envisages a Government Garden City Commission, charged with the duty of reporting upon such schemes, assisting in their preparation, supervising their construction, and helping in the finance. It is very interesting to note that, speaking the other day at a meeting in honor of the founder of Garden Cities, the British Minister of Health said:—

"If we could multiply cities of this kind we should be providing the ideal solution of the most difficult problem, the problem of our overcrowded industrial towns. To take the factories to the people in the country, instead of keeping the people around the factories in the towns—that is something that is worth working for.

"If this movement is to take on the proportions necessary for substantial progress towards the solution of great social problems, we shall have to enlist the machinery and organization of government—local or national, or perhaps both.

"We must educate the public to appreciate the possibilities of the application of the idea on a much larger scale. In that way we shall be preparing the soil for what seems the only practicable development—namely, the establishment and financing of some official organization to finance, establish, and search out and acquire suitable sites for garden cities, and perhaps to develop them, perhaps in conjunction with existing Local Authorities, until they are able to stand on their own feet."

So will be solved, I believe, not only the housing problem in England but the problem of many dull and sunless lives, for Welwyn Garden City has 52 societies for pleasure, recreation, cultivation of the arts and education and its 5,000 population includes some of the most active humanistic minds in the vicinity of London. There is no submerged tenth,

or any fraction of wasted life; all find abundant and pleasant use for their leisure time and shelter for the cultivation of home life that would satisfy at least the majority of this audience. There community life has become a science, built upon sound financial and ethical principles and deliberately promoting what Bertrand Russell calls "The Good Life," that is, the life rich in opportunity for enjoyment and culture. Let me say to those who stop their thinking when they see a word they don't like, the policy is not socialism but cooperative individualism.

Liberty and Law

Now at the beginning of this movement it is safe to say that 999 out of every 1,000 persons in England were dogmatically sure that the thing was unsuited to the genius of the English people and would never do. Similarly for a whole decade public opinion in the United States was dead against town planning because it was not suited to the genius of the American people. The idea of any law which would interfere with a man doing what he liked with his property roused passion to white heat. The man in the passion never stopped to consider that, as it was, he was obeying a hundred laws concerning his property which were, of course, compulsory. Town planning law would clearly assist him to arrange his property in better order and would protect him from the depredations of his neighbours, but he would not see that. The real estate men, particularly, opposed town planning almost to a man. Now there are more than 500 cities in the United States operating under zoning law and zoning law is of course compulsory and the socially educated real estate brotherhood everywhere are doing splendid work for the cause, as they are in Vancouver. There is now more town planning compulsion in the United States than there is in England. Half the town-planned towns and cities in England are under no compulsion to take any action whatever; but have done so voluntarily, and in England, there is no regional planning law, no enabling legislation for regional planning, unless the new Regional Planning Commission for Greater London is of that character. Regional planning has been, so far, entirely voluntary. Local authorities are taxing their people, very little, it is true, to raise the necessary funds for the organization. I strongly suspect that if any obstreperous citizen challenged such action the regional planners would have to finance their schemes themselves. In certain respects, therefore, our American friends have shot ahead of English legal procedure. They see that little progress can be made without legislation. Twenty years ago it was believed that all this kind of thing was not in accord with the genius of the American people. Now the genius of the town planning leaders, at any rate, is spreading itself in three ways, first, in persuading the people by such marvellously efficient methods of publicity as neither Britain nor Canada has touched; second, by securing enabling legislation which will compel

the man who still believes that the genius of the American people is to do as they dam well please with the face of the earth, independently of the quality of their pleasure and its effect upon others, to fall into line with those who are working for a finer civilization and a juster regime; and, third, to see to it that when the work begins competent educational and technical staffs are appointed forthwith. They are now inquiring whether there is anything in the psychology of the American people to make garden cities impossible and are founding a Garden City Association to find out.

Let me repeat, then, the garden city idea as applied to Canada or North America is not one shade different from the garden city idea in England or elsewhere. If we have difficulty in applying it it will be because we have no educational organization to make the idea familiar, such as the English Garden City Association or the City Planning Committee of the United States Federal Government, because we have no example to serve as object lesson for study, not because we are so poor in patriotic or humanistic sentiment that we cannot catch on to a great and beneficent social reform that will multiply the happiness of our common people and extend immeasurably the attractiveness and prosperity of our wonderful land.

A Garden City for Vancouver

Think of it, if some First Garden City company of public-spirited men would acquire say 4,000 acres of land in the Vancouver region, at agricultural prices; plan the area scientifically for all the uses of a community with the single idea that every member of the community should have as fair a chance of happiness as each member of a well-ordered family in the family menage—such a tide of tourist traffic would break upon this neighborhood as has never been seen, because this continent is looking for the embodiment of this Idea. As soon as the first garden city was built in England its critics said, "Why, it is possible and more, it is vastly interesting!" Letchworth and Welwyn are scarcely ever without their band of visitors and the visitors come from all over the world. Manufacturers would find an area set apart for them with plenty of room for expansion and would not need to clatter at the front door of the city as they do at North Vancouver; plenty of light, cheap power, cheap leasehold land and economic haulage. The needs of commerce would be studied as carefully and there would be no crushing overhead of land charges, nor would they have to build on 100 per cent of their lot, steal the daylight from their neighbors; and compel everybody to work by artificial light; public buildings would be grouped for convenience and beauty and each family would have a home and garden, built for use and to civilized standard and plenty of room for recreation and play. Always there would be an executive studying the welfare of the community as a specific end in itself. The liberty to injure others would be denied

but otherwise a larger liberty would be enjoyed by all than is customary in the hap-hazard town. If you cannot have unpolluted air to breathe, clean water to drink, night time quiet for sleep and sunshine to cleanse and sweeten your working rooms as you cannot, for the most part, in most cities liberty to live wholesomely in accordance with the elementary principles of health cannot be placed at a high valuation. If it were possible to raise a million dollars for such an object such a town could be at least satisfactorily begun in the Vancouver region. In England, as I have said, the time is at hand when the Government will most certainly finance such undertakings. The progressive province of British Columbia, which is leading Canada in so many movements of social beneficence, may some day leap forward over the barriers of sterile tradition and make the First Garden City possible. Then a new era of community development will break upon this country. Then we should concentrate upon the small town because it would be more efficient and pleasanter to live in than the great city. New industries would be fostered under ideal conditions; immigration itself would be a branch of science and there would be no need to turn away such applicants as Jesus the Carpenter. There would be somewhere for immigrants to live. At Welwyn, industrial buildings are being erected by the city to let out in sections on the cheapest terms possible for the fostering of new industries. The town would be surrounded with an agricultural belt, to be maintained in perpetuity as a necessity of communal life.

The Town Planning Sociologist

For some years I was inclined to think that the town planning sociologist, the man whose prime interest in the movement was the development and expansion of the social idea, was in some way an inferior member of the brotherhood—because he could not draw a plan and had forgotten all his trigonometry. I think so no longer. Ebenezer Howard was not a technician and probably never drew a plan. Mrs. Barnett, who built Hampstead Garden Suburb—that is, supplied the ideas, the enthusiasm, the social passion, was a parson's wife. It is just as difficult to drive through an unfamiliar idea as to drive through a sewer. In spite of existing opinion to the contrary I think we have many capable town planning technicians in Canada, entirely competent to handle any problem that is presented. What we need also is a band of educationalists, speakers, writers, who know something of the history of town planning and its social implications and something of the technique of the art and science of persuasion.

The Real Estate Brotherhood

I have no timidity in facing those members of our organization whose present business is to develop land for human uses. I know they are reasonable men or they would not be members of the Town

Planning Institute and I am sure that, as philosophers, they would have given Socrates a much better hearing than was granted to him—according to "Plato's American Republic"—by the Rotary Club of Hootsville. I shouldn't wonder if they will offer me, as a compulsory teetotaler from Ontario, not having yet had time to taste the new act, something better than a cup of hemlock, even if they do not agree with me on the principles of land development."

The socially-educated members of the real estate brotherhood have grasped the fact that orderly development of land may be good for their business, but they see also that it will be good for the community and their public addresses testify to the fact that they are in complete sympathy with the town planning idea. There is no suggestion here that their humanity is less active and real than that of the most ardent sociologist. For many years they will take an important part in the modern form of real estate development and, if the time should come when communities claim the right to own their own land areas and reap the full benefits of their development, their judgment, talent and skill will certainly be of the greatest service.

But they must know perfectly well that outside of their own group there are others dealing with land to the detriment of the community. This region has seen so much of the kind of thing I have in mind that no extended argument is necessary. The raw profiteering view of land development has wrought endless misery to mankind if it has put much money into the pockets of commercial buccaneers. These members will see that there is somewhere a tragic social question involved that ploughs into the substance of human life. When the Brownings of real estate buy legal and brainless mistresses with seal skin coats at twenty-five thousand dollars one day, three hundred diamonds on the next and promises of mansions on country estates not too much surely can be said for their overpowering intelligence. And when, as a consequence of such business "success" two-thirds of the people of New York cannot get light and sunshine into their packing-case dwellings or find a foot of ground for their children to play on, the thing becomes a social question of far deeper significance than the alimony adventures of a flapper.

Sometime the revolt from this kind of thing was inevitable, and it is coming all over the world, chiefly as a result of garden city thinking. If it should go to the extreme of declaring that land is not a commodity for buying and selling but only for use, as it has done in the garden city philosophy, in the splendid gesture of Canberra, the new Australian Capital, in a declaration at the Vienna International Conference on Town Planning and in the platform of two political parties in Great Britain, all men who are intellectually and socially alive will see that much thinking and suffering have gone to provoke this revolution and that beneath it justice is crying

aloud, not for revenge, but for the right to exist.

Our Forefathers

It is not a little ironical, as Mr. Dalzell, one of the finest sociologists as well as town planning engineers in this country has pointed out, that many of our forefathers, who fled from the tyranny of landlordism in the Old Country to get access to the land in Canada, immediately established landlordism here, doubtless finding it easier on the back to sell land than to cultivate it. This, I regard as the great Imperial folly. Not only was land monopoly in the Old Country a crime against the commonweal but it bore as its evil progeny an infamous leasehold system by which a landlord could steal all the buildings and improvements of the tenant at the expiration of the lease. He could swipe the improvements, as a friend of mine put it, and then prosecute the tenant for disturbing the sod.

Only the other day a new leasehold Act passed through the British parliament, by which this sickening injustice was ended. Henceforth, the landlord must pay the value of the tenant's improvements at the expiration of the lease or the State will step in and order an extension of the lease. The new garden city lease, created by men with some sense of justice and fairness, is directly responsible for this reform.

Even American business organizations, such as the secretaries of the New Jersey Chamber of Commerce, are passing resolutions which "view with grave concern land promotion schemes which have the complexion of real estate booms and are solely for the purpose of inflating values, which promotion schemes tend to retard the legitimate development of the State" — because such business men are learning that inflation of land values for speculative profit are a terrific tax on industry and commerce and a direct incentive to the high cost of commodities.

Mr. Howard's sub-title of his first booklet entitled "To-morrow" was "A Peaceful Way to Reform." His tremendous service has been that he has stood over the seething social discontent that is breaking out into mad rebellion all over the world and has said: "Gentlemen, we must trust to reasoning methods and believe that right will prevail." Plato wrote his "Republic" and then quietly left Athens on the advice of his friends, because the place was considered too dangerous for his health. The Athenians had already poisoned Socrates. Mr. Howard wrote his garden city "Republic" and then faced his scornful contemporaries, touching their turbulent tempers and their selfish proclivities to reason, peace, belief and energy, and the civic republic of his dreams has been twice built upon the solid earth.

I am putting it to those who may be under the painful necessity of changing their jobs that some of us have had to do this not once, but many times. All my own jobs seem to have been characterized by extreme insecurity of tenure. You must have

been watching with some amusement the development of the radio in relation to the churches. It was very gratifying to clergymen to have their discourses broadcast on the mystic air, and really quite romantic; but when tendencies developed for listeners to absorb their theology by the fireside, where no collections could be taken and where the parson could be "turned off" if he did not please, clergymen are reported to have said: "O!" You see, the next invention might well be mechanical sermons, an idea absolutely inconceivable to clergymen though perhaps not unfamiliar to their hearers.

Twelve years ago, in this city, in various writings, in various newspapers, I advocated town planning and garden cities with the strongest verbs and adjectives at my command. Incidentally, I touched the sacred ark of real estate merely wanting, like the poor man in the Scriptures, to keep the ark from tumbling over. I was cut off and, since that time have been an exile in a foreign land where the trilliums come two months later: where the spring is seven-eighths winter and has hardly the right to be called a season. I have this in common with Plato that his exile also lasted twelve years.

Impossible ?

Do you say this thing, a garden city, is impossible? Who knows? Twelve years ago a comprehensive plan for the city of Vancouver seemed impossible. I advocated one in every newspaper in the city, I think even the *Province* let me in once or twice. I regret to say that two of the papers in which I wrote most are now no more and admit it is remarkable that the two in which I wrote least are both flourishing to-day.

But, if you ask to see the most advanced, vigorous and intelligent city planning now shaping in Canada, why, circumspect! When we put the matter up to Sir Richard he said it would receive careful attention, and his silver locks shook with sympathy each time we put it up to him. Whether it was considered for ten years or not, I do not know. Possibly it was fermenting in the mysterious subconscious of changing governments, but I think it was fermenting in the more fruitful soil of a woman's mind, where beautiful things grow more easily than in the finance-encrusted minds of the average political man.

You owe your comprehensive plan to your Lady Member, more than perhaps many of you realize. Vancouver never did a wiser thing than to send a sensible woman to its provincial parliament. At a distance of 3,000 miles I have been watching her brave efforts to advance social legislation in this wonderful province, and especially have I watched her persistent determination to get through a Town Planning Act. I have supplied her with more literature, I suspect, than she has had time to read and I have sent a "Well done, good and faithful servant" message more than once. Mrs. Smith has been tempted to go to Ottawa but has clearly been guided by Providence to stay in the

richest field of enlightened social legislation in Canada and do her brave part in advancing that legislation.

The Garden City Idea

And now it occurs to me that I have made no endeavour to tell you simply and clearly what a garden city is. That is an implicit compliment to you as members of the Institute. Your studies must have covered both the history and the political organization of the movement. I was most anxious to explain the underlying social philosophy of the project because I think this aspect receives the least attention and is, by far, the most important feature of it.

All the same there may be some members of the audience, as there may be some readers of this address, who have not had the advantage of your studies and who may require some concise account of the main facts and principles of the garden city movement. I will try to put this into a very few words. Howard developed the garden city idea independently, after reading of such utopian schemes as those of Campanella (who spent most of his life in prison) and Sir Thomas More (who had his head cut off). It must have taken a brave man to proceed, and, fortunately, Howard was a brave man. Socrates was poisoned; Plato, after looking the delightful democracy in the face, decided upon self-exile on the principle of safety-first; Aristotle anticipated his fate by poisoning himself. After this, losing one's job seems to be a mere bagatelle. You will find all the schemes of these adventurers in town planning in Mr. Mumford's "Ideal Cities."

It was not till later that Howard discovered that the term "garden city" had been used already for a more or less abortive project of town settlement on Long Island. This settlement, so far as I know, was not pointed out to us when we visited Long Island two years ago. I have no first knowledge of it and must, therefore, depend upon the account given by Mr. Purdom in "Town Theory and Practice."

The first use of the term "garden city" appears to have been made by Alexander T. Stewart, who set out to make a model town on Long Island, in 1869. He was the head of a large retail dry goods store in New York which later became known as Wanamaker's. He bought 8,000 acres of land at \$55 an acre with the purpose of building a new town for his and other workers. He was prepared to expend several million dollars upon it. His scheme, which included leasehold tenure of land, seems to have perished with his own death seven years later and the project developed on ordinary lines. The philosophic idea perished with its author and the scheme lost its originality and attractiveness. Perhaps there is no better illustration of the main contention of my paper, the vital importance of the philosophic factor.

In 1898 Howard published his shilling booklet

"To-morrow: A Peaceful Way to Reform" which was later republished as "Garden Cities of To-morrow." An educational organization was formed called "The Garden City Association" and, in 1903 a sufficient number of socially-minded persons had been persuaded to lend their aid and their wealth. An estate was bought of about 3,500 acres in the country, 34 miles north of London, at \$200 an acre and the building of the First Garden City was begun.

There were four principles: first, community ownership of land and public utilities so that all increments in land values and profits from public services should go for the benefit of the project and the people concerned; second, an agricultural belt around the urban centre to be maintained in perpetuity and thus to secure the marriage of town and country; third, the scientific planning of land so that areas should be set apart for the various uses of social and industrial life; fourth, the limitation of population to such a number as could be comfortably accommodated within the urban area, say, 30,000 with the idea that further applicants to join such a community should be accommodated in a new garden city so that, ultimately, a chain of garden cities should extend all over England. The financial contributors to the scheme agreed to a limited dividend of 5 per cent and agreed to wait a number of years for any dividend of any kind. Some twenty years had to pass before any dividends were available but by this time dividends are being paid and the two garden cities are pronounced, even by journals such as *The Times*, as financially sound. Houses are provided by private persons on ordinary lines, by public utility housing associations, which receive as much as 90 per cent of their capital from the government and the second garden city at Welwyn has itself undertaken housing projects. Working families can take possession of houses by making a small payment of about \$200, after which they become partner-owners and have direct interest in preserving the property and managing the business of their respective groups. While the business methods are financially sound there is nothing of the hard, relentless money-making spirit which has often characterized independent building societies of the older English type. The social idea prevails and is splendidly successful. I have lived in no place where the family feeling of a community is so civilized and wholesome and real. The whole frame of the organism offers liberty such as I have seen nowhere else. It is not socialism that is aimed at but co-operative, cultivated individualism such as Havelock Ellis speaks of in the last chapter of "The Task of Social Hygiene. Social life is a definite culture and, as conducted, is a liberal education in itself. That resident must be dull indeed who does not respond to the social pressure for something more cohesive and educative than is common in most fortuitous cities.

In 1919 the English Garden Cities and Town

Planning Association adopted the formal definition of garden cities in these terms:

A Garden City is a town planned for industry and healthy living; of a size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt of rural land; the whole of the land being in public ownership or held in trust for the community.

All that I could say about it further would be an expansion of that definition. Community ownership of land is fundamental and any estate development that does not carry this principle and calls

itself a garden city is exploiting the name under false pretenses. This has been done in England and elsewhere to quite a large extent. Real estate developers who have provided garden plots a little more generously than is common are using the name "garden cities." An article was contributed a few years ago by a Canadian journalist to the English *Garden Cities Magazine* entitled "Garden Cities of Canada." If there is a garden city in Canada I should be very glad to be introduced to it. Perhaps if I am exiled for twelve years more from this beloved province I shall find it on my return, at Vancouver.

COMPANY TOWNS

BY J. ALEXANDER WALKER, C.E.

Vancouver

One of the most difficult and insistent problems confronting industrial leaders of the present day is that of providing adequate housing and proper living conditions for their employees and families.

Statistics from all the leading industrial centres of the Continent have proved, so conclusively as to preclude argument, that there is a world-wide supply of good, worthless and indifferent labor. The company which offers good housing and desirable living conditions is the one which holds the best labor. Congenial environment not only keeps the labor turnover at a minimum, but maintains labor's producing power at the maximum.

The United States Bureau of Labor Statistics issued a questionnaire to employers of labor who had undertaken housing projects in regard to the results obtained therefrom. Nothing could be more convincing as to the merits of company housing than the replies received. Arranged according to the frequency of the comments the results of company housing were given as follows:—

- Secures a better class of workmen.
- Gives greater stability in the supply of labor.
- Results in the reduction of the number of "floaters."
- Means better living conditions.
- Procures greater loyalty from employees.
- Makes more contented and more efficient workmen.
- Affords better control of the labor situation, i.e., Company may hire and discharge with greater freedom.
- Attracts married men.
- Gives greater regularity of employment.
- Provides a better house for less money for the workman.
- Brings a profit to the Company.
- Facilitates part time.
- Serves to advertise the Company and to keep it favourably before the public.
- This statement of results makes it quite plain

that the thoughtful planning of the housing of employees is not only a humanitarian project but is a profitable investment.

There are many kinds of housing projects. E.g.:

- (a) Those constructed in isolated blocks in existing urban centres; streets developed and utilities already installed thereon.
- (b) Those constructed in one large undeveloped area embracing several blocks in or near an urban district.
- (c) Those calling for the creation of a complete, new, self-contained town.

These projects may be again subdivided into those executed by the Government and those developed by corporations or manufacturing concerns. The latter do not always conduct the real estate and building operations in their own name, but frequently organize a separate corporation to carry out such work.

The fact that there are so many systems of housing makes it difficult to arrive at the correct conclusion as to how best to solve the problem. Each housing project presents a series or combination of conditions and no standard therefore can be adopted until a thorough preliminary study of all conditions has been made to determine all factors.

Government housing projects were carried out during the war, principally in Great Britain and the United States. Industrial activity was paramount and when it became apparent that the only way to assure the uninterrupted production of war munitions and stores was to adequately house the great stream of workmen who flocked to the manufacturing centres, the Government stepped in and undertook the task.

Although this paper is primarily on Company Towns a brief review of some of the financial methods employed in the organization and promotion of housing projects will serve to accentuate the case for the Company Town. It is true that some of these methods exist in theory only, but most of them have been successfully tried out.

METHODS

1. Capital Supplied from the Manufacturer's Reserve or Surplus

The Company advanced the initial funds to finance the improvement of the land and erection of the houses. The purchase price on the property represented the actual cost of the house, land and improvements, without profit to the company. The employee made a cash payment of 10%, gave the company a twelve year note for \$1,000 and a demand note for the balance. Several methods of obtaining security were utilized, such as mortgages and life insurance, and the notes were paid off on a monthly basis. The purchaser agreed not to convey his equity to a third party without offering it to the company on the same terms as offered by the third party.

Advantages

The company's money is fully secured and purchaser's equity fully protected. Low monthly payments.

Disadvantages

The Company's funds are tied up for twelve years or more. No provision made for employee who cannot raise the 10% of the purchase price.

2. Philanthropy and Five Per Cent

This method originated about thirty years ago in Washington. It affords corporations and individuals actuated by philanthropic motives an opportunity to provide funds towards the relief of housing shortages and at the same time to realize a conservative but safe return on the investment. Houses are built for rental only, the rents being figured on 9% gross income on total cost of eleven months' rent. The twelfth month's rent goes for interior repairs, if necessary, and if not, it goes to the tenant. Five per cent goes to the stockholders as dividends, two per cent to taxes, agent's commission and exterior repairs and two per cent to a surplus fund.

Advantages

Relieves the manufacturer from the investment of funds in housing. Low rentals advantageous to unskilled labor.

Disadvantages

The funds are tied up indefinitely. Difficult to persuade capitalists to undertake the work.

3. Housing Projects Financed by Private Enterprise or "Home Building Corporations" and Sold at Low (?) Cost to Workers on a Long Term Basis

Advantages

Relieves the manufacturer from investing his own funds in the project.

Disadvantages

Such "Building Corporations" are usually money-making schemes, run for profit by real estate op-

erators. The terms of sale are usually such that the purchaser in addition to paying a stiff price on the "installment plan" gets a "jerry-built" house and stands to lose heavily when compelled to dispose of it.

4. The Capital Loaned by Trust or Loan Companies on Security Furnished by the Manufacturer until the Property is Disposed of to the Employee when the Trust Company take a First Mortgage on it, Arranging for Repayment by Long Term Notes

Advantages

The plan is simple and relieves manufacturer from investing his own capital. When a house is sold his collateral is released for other purposes.

Disadvantages

Few manufacturers would care to or have the power to take this step. Strict regard to its legal aspect would have to be observed and care taken in every way to protect the trust company's money.

5. Housing Projects Financed by Public Subscription

Under this plan several manufacturers and business men of the community may combine for the erection and sale of houses at cost, on a low margin of profit. Shares of low denomination might even be issued to the workmen under an agreement permitting the purchaser to convert his shares into an equity in a home when he has acquired enough, usually a sum equal to 10% of purchase price of property.

Advantages

The manufacturer who employs only a few workmen has as good a chance to house them at the same price, pro rata, as his associate with many. Relieves him of financing the whole project. The workmen are encouraged to invest small amounts of money in the community.

Disadvantages

Owing to the low returns it is difficult to persuade the moneyed man, outside of the manufacturer, to invest in such an enterprise.

6. Housing Enterprise Financed by the Sale of Shares to Employees

In effect the same plan as Method 5, except that an outside corporation is formed by the manufacturer which holds a portion of the shares, the remainder being issued in small denominations and sold to employees, who, when they have accumulated sufficient valuation, exchange them for an equity in a home equal to a given percentage of the purchase price.

Advantages

Encourages thrift among employees, stabilizes labor and the worker has an investment in the community.

Disadvantages

Relieves the manufacturer of only a small portion of the financial burden. Only applicable to large organizations employing thousands of workers.

Housing has also been subsidized and assisted by municipal and Provincial or State Governments. It would appear however, that these Governments are not very keen to undertake this work.

The Company Town

In the case of the Company Town, the company, either directly or through a subsidiary townsite company, owns the land adjacent to its manufacturing plant, erects the houses and community features, installs the utilities and rents the houses to its employees.

Disadvantages

The chief disadvantage lies in the fact that the company's funds are tied up for the duration of its manufacturing activities. Its employees are enabled to leave at short notice. It must, of necessity, provide all the maintenance both to houses and utilities.

Advantages

The company has absolute control of all its holdings in the entire town, with the exception of the streets, which, in company towns in British Columbia, come under the provisions of the Company Towns Regulation Act which will be enumerated later. If the townsite plat is not registered the burden of taxation upon a town-lot basis is obviated. The Company retains the increment which is bound to accumulate with the passing of time.

In addition to being able to institute general zoning restrictions the Company controls and may prohibit the use of land for noxious trades, and may set limitations in regard to the keeping of domestic animals, etc.

Town Planning Necessary to Good Housing

The study of Town Planning is inseparable from housing. It is seldom that the opportunity of planning a complete new community on undeveloped land presents itself. "Community" itself, be the community large or small, suggests something more than a mere collection of houses, and when the occasion to plan a community does arise the town planning engineer has a golden opportunity to allow his ingenuity, experience, vision and imagination full play to bring the project to a successful completion. He must be, of necessity, systematic, economical and scientific in the handling of his task.

Every new community has its own individual problems but every community builder should profit from the experience and problems of others. A great many factors must be taken into consideration in the planning of a new town: the nature of the predominant industry, its geographical location, topography, probable character of its population and the natural resources of the country surrounding the site.

The last is most important, as, should there be any likelihood of the natural resources, such as timber or mineral wealth, the conversion of which into manufactured projects was the prime reason for the establishment of the town, becoming extinct after a few years, the knowledge that there were other resources such as agricultural possibilities, would eliminate much uncertainty relative to the town's future.

It is a comparatively easy matter to design a village or a small city when the ultimate population within reasonable limits is known. The difficulty arises when the design is made for a small community and an unexpected influx of population occurs. The reverse is also difficult to control—the case where provision is made for a fairly large town and the expected population fails to materialize. In the first case the streets, utilities and community features become inadequate and in the second case large areas which were reserved for business remain unoccupied and the town presents huge gaps of vacant land with unnecessarily wide thoroughfares and with utilities such as sewers and water mains of unnecessarily large capacity.

While it is admitted that any design should be capable of growth and evolution, the most economic results will be obtained when the town planner is given some assurance by the promoters as to the probable population.

In British Columbia there is no self-governing incorporated community known as a "Town." The municipality, incorporated by Provincial legislation and operated under the provisions of the "Municipal Act," is known as a "City," "District," or "Village." Other communities, in which freehold tenure of land is in vogue and which are in what is known as "unorganized territory," are directly administered by the Government through its agents.

The only "towns" in British Columbia are Company Towns, such as Powell River, Ocean Falls, Britannia Beach, Woodfibre, etc. These towns, though owned and operated by manufacturing or mining companies, come under the regulations of the Company Towns Regulation Act, Chapter 14, 1919. This Act makes provision for access by the public to company towns. The company town is declared to be such, within the meaning of this Act, "where any one hundred persons or more employed by any company in or about any industrial operation or business carried on by the company are living or sojourning on lands owned, occupied, or controlled, either directly or indirectly, by the Company." The Lieutenant-Governor in Council, under the provisions of this Act, may, by order published in one issue of the Gazette, declare those lands, together with any adjoining lands within an area to be described in the order, to be a company town.

Under the Act, His Majesty, his agents and servants, and every member of the general public, with animals or vehicles, shall have the right at all times, to use and enjoy any roads, streets, or ways which

have been opened, maintained, or used by the company or by its employees in the area comprising the company town.

Upon the written request of the Minister of Lands the company must file with him a plan showing all roads and streets, etc., in the company town.

Where the usual means of transportation to and from any company town consists wholly or in part of transportation by water, the company must provide and maintain a public wharf and proper wharf facilities, together with convenient and proper approaches and ways connecting the wharf to the roads over all of which the general public may have access. These rights conferred upon the general public, however, are subject to the payment of wharfage and warehousing charges at such rates as may be approved by the Lieutenant-Governor in Council and are also subject to the industrial and business necessities of the company. Nothing in the Act prevents the company from exercising its rights to utilize any road or street for building sites or for any bona fide business or industrial purpose.

TOWN DEVELOPMENT STEPS

The steps for a complete town development are usually undertaken in the following sequence:

Procedure

(a) Selection of the Site

A consultation with an experienced town planning engineer should be made prior to the final choice of the site by the company officials. All too frequently it has been found that a selection of a future town site by laymen proved to be very costly to develop.

During its wartime housing operations the United States Government compiled a set series of recommendations for those charged with the selection of the site and development. No condition was left to chance or memory and when the final selection was made, it was certain that the best was obtained.

(b) Survey

A complete topographical survey of the site should be made and a large scale plan, showing contours of 5-foot intervals and all physical features of the terrain, prepared. This, being the fundamental basis of all the plans, is important.

(c) All land, such as creek beds, ravines, rock out-crops, unsuitable for homesites, should be preserved for open spaces and public land.

(d) The road system with which the blocks and lots are inseparably linked, is then projected, differentiating between major and minor streets. Care must be taken to provide a main thoroughfare through the town as well as a by-pass highway.

(e) The designation of appropriate sites for public and quasi-public buildings.

(f) Provision for public utilities, water, sewerage and drainage, paving and boulevarding.

(g) Zoning, building lines and other restrictions,

including regulation and control of location of buildings and their architecture.

(h) Detail plans of street sections and intersections, parks and individual lots.

The nature of the terrain and the extent of the area covered by the townsite will govern largely the amount of land to be set aside for park and public purposes.

The general geographical situation of the proposed town, as well as its size, will have an important bearing on the system of major thoroughfares. Reasonable road gradients must be maintained and in the working out of the general road system, every consideration must be given to the form of the blocks.

The matter of the size and shape of the lots is rather a contentious one. The lots will and should vary with each project. The nature of the industry, the general type of population and the size of the town are some of the more important factors which make a contribution to the final decision as to the size of the lot. In general, it may be said that a fairly safe rule to follow is to make the depth of the lot twice its width, but this rule, of course, depends upon the type of house it is proposed to build. In small towns it is usual to make the lots greater than in the larger towns or cities. In the latter gardening is not a popular pastime and much of the back-yard space might be used to advantage as children's playgrounds.

The number of public and semi-public buildings which will be required will be determined by the size of the population. Suitable sites for these may be chosen from the plan of subdivision.

The public utilities which will have to be installed is a matter of thorough study after the street design is completed. The assurance of a pure and adequate water supply for drinking and fire protection and an efficient sewerage system are absolutely essential to the health and safety of the community. Each town will have a problem of its own relative to paving and road surfacing. Coupled with the paving is the design of the street section in which due regard should be given to boulevarding and the plantations.

The discreet utilization of building lines will allow for the narrowing of minor residential streets without the sacrifice of light and air about the dwellings.

The usual zoning regulations relative to use, occupancy and area, etc., should prevail, but in addition to this the authorities of every company town should take cognizance of the necessity of class subdivision, zoning, segregation or any other name it may be termed. In Great Britain this idea is rather discouraged but on this continent segregation of classes and races is not only desirable but is necessary, and in a company town, held as it is in a single ownership, this can be done quite readily.

In large industrial communities the colored or oriental races and the foreign-born white unskilled labor element each have their areas allotted to them. Other areas are assigned to the foremen, skilled

mechanics and native-born laborers. Still another area is set aside for the executives, office staffs, merchants, etc.

HOUSING

In regard to housing, the type of population is again an important factor to be considered for, on the type of the inhabitants will the density of the housing depend.

The single-family house from four to seven rooms is the ideal residence for the Canadian family, but even the smallest is frequently beyond the means of the low-paid unskilled laborer. Other types are the semi-detached and duplex houses from four to seven rooms. Terrace or row houses are not popular in isolated company towns nor are they absolutely necessary if the land, in the first instance, was reasonably cheap. In some instances they have been found necessary to house cheap labor. Terrace houses should not be more than two rooms deep under any consideration.

The number of houses to the gross acre ranges from five to seven in the case of the larger and better class to from ten to twelve of the smaller type. The latter figure has been well tested in the garden cities of Great Britain. Terrace houses should never exceed eighteen houses to the acre.

The essentials of a modern house may be summarized as follows:—

Watertight roof, walls and floors.

Bedroom for parents.

Bedroom for male children.

Bedroom for female children.

Living room for cooking, eating, and general day use.

Private toilet room with sanitary water closet and sewer connection.

Suitable heating arrangements.

Running water supply fit for drinking.

Uninterrupted daylight and ventilation through windows in every room.

Sink in kitchen with running water and waste.

Further required by the Canadian family and considered necessary by them:—

Cellar.

Closets.

Bathtub with running water.

Window screens.

Separate parlor.

Desirable improvements which are usually added:

Porches and piazzas.

Lavatory bowl.

Hot water supply to bath, bowl and sink.

Window shades and blinds.

Dining room separate from parlor or kitchen.

Electric lighting.

Wall paper.

Stationary laundry tubs.

The benefit of large scale operations in developing

a housing project cannot be gainsaid. Another important item in obtaining the best results from the viewpoint of economical construction is in the nature of standardization of materials and details. This standardization, however, should not create such a monotony as to be tiresome. An architect of ability and experience should be retained who can design a block or street of houses which, though standardized as to the framing, present different exteriors and yet blend architecturally with each other. Care must be taken that the embellishments which are employed to avoid the monotony do not add materially to the cost nor sacrifice internal convenience.

Social Aspects

In a company town, remaining as it does in one common ownership, there is an unsurpassed opportunity to achieve a wonderful community feeling among its inhabitants by the simple process of carrying out a uniformity of treatment in the many elements of the town's structure. This applies chiefly to the design of the street section which includes the entire space between the building lines. The deadly monotony on the one hand and the extreme individualism on the other, which are so often encountered in industrial towns, by careful planning can be easily avoided at no extra cost.

All impractical ideas and ideals should be banned and the most economic formula for each detail maintained. No architectural ornament can equal the beauty nor produce the effect of mellowed permanence so well as the judicious planting of trees, shrubs and vines on the streets and buildings. A company town should not have the appearance of being constructed of wood and stone, but in its design there should be embodied the spirit of a happy people.

Good housing and amenity create a desire for genuine home life, encourage a goodly measure of contentment and an unshaken interest in the community in general.

It is felt that this paper on Company Towns would be incomplete without touching the question of Welfare. Just as high standards of construction and design in the company town are observed, so should a high standard of community excellence be maintained after the town has been built and inhabited. The company owns the town and, avoiding the suggestion of paternalism on the one hand and the element of harshness on the other, it should seek to foster a spirit of good-will among the inhabitants.

An organization or administration chart of the town should be prepared and under its guidance the town-manager and his staff should carry out their municipal duties with impartiality and kindly firmness. In addition to these duties all phases of life in the community, such as recreation, social service and physical and spiritual welfare should receive their sympathetic attention and support. It will be found that, in industrial towns, it is good business to pay as much heed to humanities as mechanics.

HOUSING

THE RELATION OF HOUSING AND TOWN PLANNING IN CITIES SUCH AS VANCOUVER

A. G. DALZELL,

Consulting Engineer, Toronto

Such a broad title as "Housing" challenges a paper much too extensive and exhaustive to open a discussion at the Annual Meeting of the Town Planning Institute of Canada. Having in mind the place where the meeting is taking place, and that much of my knowledge of housing conditions in Canada was obtained in this city, I propose to confine myself to the question: Would proper Town Planning improve housing conditions in a city such as Vancouver?

To answer this question it will be necessary to state, first, what are the conditions at present, and second, to indicate what difference and improvement would result if such a city as Vancouver were properly planned.

The Beginnings of Vancouver

Those familiar with the history of Vancouver will know that the city has not been planned as a whole. Before the city was incorporated there was a small townsite, known as Granville, which may have had some claim to be properly planned; but before this townsite and adjoining areas were amalgamated and incorporated in the year 1886 as the city of Vancouver, considerable areas of land had been subdivided into building lots, without any regard to a general or comprehensive plan. A quarter of a century passed before some of these areas became a part of the city, or even of any incorporated municipality. The city, like most towns in Canada, has been built up by the addition from time to time of subdivided areas, placed on the market by those interested in the sale of real estate. The plans were made according to the ideas of those interested in the several areas, with very little attempt to harmonize them with any general plan, or to develop them so as to secure the greatest benefit for the community.

With the exception of a few irregular shaped parcels of land on the waterfronts, or adjoining the right-of-way of the railways, it was also a quarter of a century after incorporation before any areas were specially designated for specific use. The establishment of industrial areas preceded the setting aside of areas exclusively devoted to dwellings.

The primary object in subdividing land in the past has been to afford free opportunities for as many as possible to speculate in land values, and to gamble on the chances to what use the land would be put. To set aside land for some specific use reduced the opportunities for gambling, and was therefore not encouraged. The result in Vancouver was that houses were built and occupied for a long time as dwellings on sites which, owing to their proximity to rail and boat terminals, were obviously needed for business or industrial purposes if the city was to grow to

anything like the size which the amount of land subdivided would indicate. On the other hand, industries were located on sites which, owing to their special advantages and proximity to the best bathing beaches, were most suitable for dwellings.

It is not disputed that this method of selling land enriched some people for a time, perhaps many people for a long time, but in the end the consequences have been most unsatisfactory, and in some respects may be said to have been disastrous.

When building land in urban communities is raised to high values it may be taken as a sign of the wealth of the citizens. But it also means that the cost of living, and the cost of doing business, or carrying on industry in that community is raised, and in a place where industry is competitive with similar industries in other locations, this definite overhead charge may be a serious factor affecting the welfare of the entire community.

In the average urban community the residents depend for their living on the commerce, business or industry carried on in the area adjacent to where they reside. Anything which is detrimental to the successful carrying on of the work of the community or which adds to the cost of living, has its influence on the welfare of the people as a whole, and therefore on their housing conditions.

The Consequences of Land Speculation

Some of the disadvantages that arise when land is subdivided primarily for the purpose of speculative sale, and not for specific use, are the following:

More land is subdivided than is required for actual use, and the holding of land for speculative gain is encouraged;

Because the land is subdivided for speculative use, it is usual to make the subdivisions regardless of the topography of the land;

A uniform width of street is generally adopted regardless of traffic requirements, or the use of the land;

The size of the building lots tends to be standardized, and is often of unsuitable proportions to secure the best sites for dwellings.

It is generally conceded that the most healthy family life, and the most satisfactory social conditions are secured when the bulk of the people in an urban community are housed in single family dwellings, which are owned by the occupiers.

For the single family dwelling a site, or lot, of moderate size and suitable proportions is required, and access must be given to that site by a street, or a street with a lane if access to the rear is desired. The site cost includes a share of the cost of the land

required for streets, and it is therefore influenced by the ratio of street area to building area. The site cost, with the cost of preparing and improving the street and providing the necessary sanitary services and public utilities, is part of the expenditure necessary in the building of a dwelling. If these costs are excessive, or disproportionate, it is obvious that the character or quality of the building may suffer.

Because land has been sold for speculative purposes, and building lots have not been set aside for specific use, their cost, either for industrial, business or residential purposes, has been greatly increased. A rumour that the Street Railway Company contemplated running a street car service on any street would raise the price of lots on that street, even though years might pass before the street railway lines were laid. Because someone chose to erect a store on a corner lot streets were supposed to have potential business values in what were residential areas, and the price of lots was raised accordingly. Others, however, seeking business locations did not consider the raised price justified and established stores on other corners. Those who wanted to build a home secure from being overshadowed by a business block would not consider the sites suitable for dwellings and went farther away. By this means, dwellings, business establishments and industries have all been jumbled together and all are paying enhanced rents and higher taxes than necessary.

The Centrifugal Movement

The working man with his limited resources has to seek the cheapest land he can secure. As to him the matter of cheap transportation is vital it has been usual for working people to seek sites at car terminals, either just within or just outside of municipal limits. In Vancouver, as in many other Canadian cities where a standard of car fare within municipal limits facilitated the movement, it was common at certain stages of the city's development to find a greater density of population at, or just outside of the city limits and at car terminals than in any but the most central areas of the city. In the outside areas the need for a water supply or sewers or improved roads was often so acute that annexation with the city was sought. If this was accomplished it was usual for the street railway lines to be extended and a similar centrifugal movement to take place to the new boundaries.

When annexation was refused or not desired it has been the custom to organize satellite municipalities. If street car lines were established in these municipalities an additional fare was usually charged. The working man who had to pay this extra fare was quite willing to travel two or three miles further if he could get cheap land. So the population was again still further scattered.

Dear Land at the Centre

The time came when those who held lots in the

more central areas found that the enhanced price meant increased annual carrying charges and that the land must be put to some use. The price of the land had risen to such an extent that the rent that could be obtained from a single-family dwelling would not justify building such a dwelling and it became necessary to put on the land some form of multi-family dwelling. Thus on lots of only twenty-five feet in width there have been erected in the modern cities of Canada, tenements and apartment houses of the Dumbell type which have been the curse and plague of old cities like Boston and New York. This type of dwelling is very detrimental to the best type of family life. It is quite unsuitable to the proper upbringing of children. It presents serious problems to the public health authorities in the control of communicable diseases and when buildings of this type are massed together they become a serious social menace. But it is in such buildings, or in single-family dwellings of the larger type deserted by wealthier citizens, that working people must live, if they must reside in the central areas of urban communities, because land is too costly to justify the erection of single-family dwelling houses on lots which have a speculative value for other purposes.

As an example to which speculation will raise the price of homesites for the working classes an illustration may be given which I have frequently used but which is so definite and convincing that it will bear repeating. It is in no way exceptional but is characteristic of what happens everywhere when land is subdivided for speculative purposes.

In the year 1911 the city of Vancouver took over from the Provincial government an area of 414 acres of land on the southern boundary of the city. This land was occupied by 3,300 people of the working classes. There was no water supply or sewer system in the area when it was annexed and only a few plank sidewalks and graded roads. The assessed value of the improvements on the land the first year it was within the city averaged \$325 per capita, or \$4,400 per building acre. But the assessed value of the land in this area averaged over \$10,000 for every building acre, though, out of the 901 improved lots 856 were occupied by dwellings. It is true that this area was intersected by main thoroughfares on which it was surmised that car lines would be (and were later) built. But as an example of the price paid for an ordinary homesite in the centre of the area, and a block away from a car line, a lot with 49½ feet frontage and 122 feet in depth was purchased before annexation for \$450, which is equal to \$3,245 per acre. Incidentally it may be stated that this lot is situated on a muskeg swamp, and that no solid foundation can be found at less than 30 feet below the surface. In the present year this same lot, occupied by the same resident owner is assessed for land value at \$950, which is equivalent to \$6,852 per acre.

As definite proof that this land, purchased largely in the first place from the Provincial government and used mainly as sites for the dwellings of working people, had its cost increased through speculation and the failure to declare it as a residential area is this fact: In the same year that annexation took place the land department of the Canadian Pacific Railway Company was developing the first section of the highly restricted residential district known as Shaughnessy Heights. This area was of the same extent (400 acres) and was bounded by the same avenues as the before-mentioned area but a little over a mile to the west. The Company cleared the whole site, graded and surfaced the streets, provided water mains and sewers with connections to the lot lines, put down cement sidewalks, and planted and improved the boulevards and parkways. But because this area was restricted to residences and thus its speculative value limited, the land with the improvements was sold at the base price of \$10,000 per acre. Thus homesites for the wealthiest citizens of Vancouver, with all improvements and safeguards against depreciation, were sold in the same year, for less than the average assessed price of the unimproved and unregulated area available for working people. In the year 1919, when the Shaughnessy Heights area was well built up and the improvements on the spacious lots had an assessed value of over \$11,000 per acre, the land value for the purpose of municipal taxation averaged \$8,000 per acre.

The Evils of Shack Towns

To those accustomed to the congestion of population in towns and cities in the old lands overseas, or even to those familiar with the tenement districts of Canadian cities, the housing of working people, even in what are sometimes designated as "shack-towns" seems to have many advantages. Certainly the disadvantages are not so obvious, but they are very real and very serious. Leaving on one side the consideration of the many disadvantages of scattered settlement from the point of view of social conditions, there is a very serious factor that has for too long been overlooked. It is now clearly demonstrable that settlements of working class people, outside of a larger municipality in which the bulk of them gain their living, cannot function as separate municipalities on the basis of a city plan and on city methods without eventually coming to financial failure.

The experience of the municipality of South Vancouver is familiar to many. It will be remembered that at one time its municipal administration had to be placed in the hands of a commissioner to protect the bond holders. If some of the lost ground has been recovered yet the citizens were in 1926, according to figures published by the *National Municipal Review*, paying the highest tax rate per \$1,000 of assessed valuation of any of the sixteen largest municipalities in Canada. All familiar with the conditions in the municipality know that the citizens were not

getting for that high tax rate anything like the service or return that the citizens of Vancouver secure for a much lower rate.

The Winnipeg Debacle and Toronto

In the area adjacent to the city of Winnipeg there are nine suburban municipalities in which there are 36 square miles of subdivided land. Fifty-four thousand people are scattered over this area and only one lot in thirteen is built upon. The density of population on subdivided land alone is less than three to the acre. Nearly all these municipalities find themselves in serious difficulties and in the report of a committee of the Legislature appointed to consider their position the following paragraph appears:

With tax levies exceeding safe limits, revenues insufficient to cover expenditure, debenture debt far in excess of the dictates of sound finance, sinking funds depleted and bank credit dissipated, disaster is imminent, and a course of action to place these municipalities on a sound footing must immediately be determined, and vigorously prosecuted.

Surrounding the city of Toronto there are eleven satellite municipalities, and those closest to the city would welcome annexation if the city authorities were agreeable. One of the most compact of these municipalities, with a population of over 21,000 people, has been warned by its bankers that its expenditures must be curtailed, and yet the citizens say that without improved roads, living in the municipality is almost impossible and property values will deteriorate.

Just as the average man cannot be happy if he is financially embarrassed so there can be no happy community life in areas where taxation is burdensome and where many of the amenities and pleasures provided in well managed municipalities have to be foregone because of financial stringency.

One of the main reasons for this high taxation is the excessive subdivision of land. As the Committee of the Manitoba Legislature stated:

Not the least of the causes leading to present difficulties was the promiscuous subdivision of acreage land into building lots which took place in all suburban municipalities during the boom years. Even though little or no building took place on many of the subdivisions, yet they involved the municipalities in additional administrative costs, and certainly were a contributory cause to tax sale troubles in which all suburban municipalities are involved to a greater or lesser degree.

That this excessive subdivision of land was not confined to suburban municipalities is evident when it is remembered that the cities of Calgary and Edmonton had subdivided areas, before they had a population of 50,000, sufficient for a population of a million. The result in the case of the city of Calgary has been that at the end of the year 1926 the city

was in full possession of over 73,000 lots, which of course means that the citizens who retain their holdings have to pay all the charges that result from placing these lots on the market before they are actually required for use.

Excessive Street Areas—High Taxation

Another reason for high taxation is excessive street area: cost of street improvements and the installation of sanitary services and public utilities for residential properties. Satisfactory housing in Canada is too often prevented because too much money is spent on the streets, as well as on the sites. In Fort William, Ontario, there is a section exclusively inhabited by foreign immigrants. The site is only four feet above the level of Lake Superior and an expensive sewer system with automatic pumps has been installed. Land was sold to foreign immigrants in this area, which, on the basis of the square foot, was more costly than land purchased for the establishment of Hampstead Garden Suburbs, within a few miles of the heart of the British metropolis. But costly though these sites have been, the cost of the installation of the cement sidewalks alone, on the deferred payment plan, is greater than the cost of the site. What tremendous handicaps these foreign immigrants have to face to build houses to what we choose to call Canadian standards when they are forced to pay such exorbitant prices for sites and site improvements!

Subdivisions of land with excessive street area were made before the advent of the automobile, but the demand for improved road surfaces for automobile traffic which these wide streets involve has added to the cost of housing. The uniform width of street adopted in most subdivisions makes it very difficult to distinguish between streets for traffic purposes and streets simply to give access to residential property. The tendency to make every street a first class traffic street no doubt enables those who use automobiles to spend more hours on the streets, but it is just as certain that it leads to housing conditions which result in the children using the streets as playgrounds and losing their lives under the wheels of the modern juggernauts. Most cities planned for the purpose of the speculative sale of land have excessive street area and far too little recreation area of land for community purposes. Land for park purposes has often to be bought when its price has been raised by speculative sale. For less than a hundred acres of recreational area in the city of Vancouver the land cost has been over a million and a quarter dollars. This cost, like street cost, has to be added to the cost of building a home.

The Uses of Town Planning in Relation to Housing

Having thus indicated what are some of the present conditions in a city planned for the purpose of the speculative sale of land, we now proceed to show what might result if the city were planned for community uses.

The objection will at once be raised: How can you plan a city or set aside land for specific use when no one knows how, or to what extent, the city will grow? There are, of course, difficulties to be faced, and no city plan is likely to be carried out just as it was originated. But this is certain, that every city should have residential areas, and if these were carefully planned housing conditions would be very greatly improved. To begin with, the very setting aside of land for the sole purpose of affording sites for dwelling houses, and nothing else, would reduce its speculative value, and hence its price. The example of Shaughnessy Heights and the new residential area in the University Endowment lands at Point Grey are surely convincing illustrations that there is no need for sites for the housing of the working classes to be sold at higher prices than the homesites of the wealthiest citizens.

By setting aside areas for residential sites only, the street area can be reduced and the cost of street improvements greatly lessened. By this saving it will be possible to make wide and well improved streets to take care of through traffic, and lay out the streets in the residential area proper in such a manner as to discourage and check through and fast traffic.

In the ordinary subdivision of land in the Vancouver area the proportion of street area is seldom less than 33 per cent. of the subdivided area and in some cases is over 40 per cent. As a concrete illustration of what can be done to reduce this street area in residential districts, the subdivision known as Quilchena Park, in the Point Grey Municipality, designed by Mr. J. Alexander Walker, a member of the Town Planning Institute of Canada, shows the street area reduced to under 27 per cent.

When every street has to be designed to take care of all traffic the pavement construction is costly, because it must be wide and heavy. With streets designed merely to give access to residential property heavy trucking can be prohibited, the pavements made lighter and narrower, and yet the road surface can be properly completed so as to reduce the dust nuisance. Owing to the methods that have been adopted for surveying land in Canada, it seems inevitable that the main thoroughfares will be on the section lines a mile apart. But if we assume that each quarter section is bounded by a main street suitable for traffic and on which business blocks could be erected, the inner area could be laid out with streets fitting the contour of the land, designed to prevent through traffic, and of suitable width for giving access to residences only. By enforcing building lines the effect of wide streets can be obtained at greatly reduced cost both in the first instance in the purchase of land, and, equally as important, in the reduction of cost of annual maintenance. The cost of properly maintaining grass and planted boulevards by civic administration, which is the only effectual way, is greater per square yard per annum than the cost of

paving. If this area is given over to the lawns and gardens of the householders it is maintained by the individuals, and the cost is not noticed.

Wide streets in ordinary residential districts inevitably result in narrow lots, and these require lanes to give access to the rear of the property which require surfacing and maintaining. With narrower streets wider lots can be obtained and then it will be possible to secure effective lighting of the home from more than two sides. More adequate spacing of the buildings reduces the fire risk and the cost of fire insurance. Lanes are not necessary. Public utilities can be placed on easements, as also illustrated in the subdivision of Quilchena Park.

When areas are set aside for residential purposes, the humblest home can be erected without the fear that it will be overshadowed by a big apartment block or industrial building. Many cities have adequate building by-laws to ensure that every room in a house has sufficient window area, but the same cities make no attempt to regulate the placing of the house on the lot, so that often large windows for large rooms are placed so close to the lot line that the erection of the building on the adjoining lot completely shuts out the light and air. Under the present methods of costly land and narrow lots it is almost impossible to enforce regulations to secure sanitary buildings, without making the land valueless.

Better Conditions for Business

As soon as residential areas are enforced the demand will be created for areas where business and industry can be carried on, and those who seek to provide business sites will immediately realize that the comparatively shallow lots, which have been universal under methods of selling land for speculative purposes, are unsuitable for many business and industrial purposes, and lots of suitable proportion will be provided. In these areas streets can be designed for the heaviest traffic and watermains and sewers laid out to suit the conditions for fire protection and industrial wastes. There is no reason why these industrial areas should be at great distance from the residential areas. Electrical power is displacing steam power to a great extent, and even where steam power is essential it is now possible for steam power to be generated without creating a nuisance by excessive smoke. By careful planning and proper engineering working people can live practically next door to the industrial plant where they earn their living, and yet live in comfort and under the healthiest conditions. A soap plant is not usually considered a desirable industrial plant in a residential area, yet those who have visited Port Sunlight will know that working people can live close to a big soap plant under the best of conditions. In the modern cities of Canada the conditions of the workers and the length of their working day have been greatly affected by the time it takes to travel from home to

work. To many it means two hours a day under conditions which are more arduous and insanitary than in their daily occupation. It also means an added cost and the necessity of taking the midday meal away from home.

Housing and Industry

Canada is often regarded as essentially a great agricultural country and there are provinces where by far the greatest number of the inhabitants are engaged in agriculture. But on the whole the population of the Dominion is fairly divided between urban and rural residents and the value of industrial work is equal to the agricultural produce. For the successful carrying on of industry it is essential to have effective industrial workers. The health, the contentment and the willingness of the worker to remain in one place, and thus reduce labor turnover largely depends upon housing conditions. Henry Ford found that high wages did not secure good workers if with those high wages they could not secure decent living conditions.

Members of the Town Planning Institute are interested in Town Planning from various angles. Be it civic centers, boulevard drives, beautiful parks, handsome public buildings can only be provided where economic conditions permit. Community wealth depends upon the success of business, commerce, and industry, and these depend largely on the willingness of the workers to give of their best. Great captains of industry like Lord Leverhulme, the Cadburys and the Rowntrees have realized that successful industry depends largely on the housing conditions of the workers. These men are sometimes regarded as philanthropists, but they got returns for far more than they gave. If as Members of the Town Planning Institute we press for the setting aside in every urban community of some areas for the erection of dwelling houses only, without any stipulation as to the value of the building, but taking care to see that proper buildings are erected by reasonable building bylaws and zoning regulations, we shall make a beginning in real town planning which will eventually result in economies that will make it possible to carry out some of the larger schemes which look so attractive, and are without doubt desirable.

Sunshine in the parks is a quite inadequate substitute for the sunshine which should enter the homes of the poorest workman. Workpeople who are compelled to live in barrack-like tenements, are not likely to be greatly interested in superhighways. As Mr. Aldridge said: "It may be regarded as a hard saying by some town planners who are hypnotized by the grand manner of France or by the colossal manner of Germany; but it is nevertheless true that any town planning scheme which fails to secure the provision of good sites for the homes of the people who form the solid base of the social pyramid, is a fundamentally bad scheme despite all the artistic detail which may characterize it."

PLANNING THE CHICAGO REGION

By ROBERT KINGERY,

Secretary Chicago Regional Planning Association

With the Chicago Region rapidly filling up with people at the rate of over a million people every decade, the soundness of real estate and the success of industries in the Region are assured if physical provision is made for the needs of these people.

Construction of public improvements and the intelligent direction of private improvements can best be done by viewing the whole project as a regional one rather than as a number of local projects. With more than 250 cities and villages all laying pavements, sewers, water pipes and other public works, each independent of the next door community, it stands to reason that if each were building its unit of a comprehensive system the ultimate development of the Region would be on a sound basis.

More than fifteen regional plans are being studied in different parts of the United States. In most cases the usual method of city and regional planning is being followed, experts being retained, reports being prepared and plans drawn up to provide a basis for actual construction yet to come.

In the Chicago area we have started regional planning on a somewhat different basis from the usual program. It proved difficult to build up at once a substantial treasury and appoint city planners to work out detailed drawings and make reports. Faced with this fact the officers determined to go to work anyway. They put together at small expense a patchwork quilt of existing plans for public or private improvement and made those existing systems and proposed systems serve as a foundation for a coordinated plan of the whole area.

To begin with we adopted an area roughly bounded by a fifty mile circle from the Loop. With some exceptions this fifty-mile circle is the boundary of the suburban commuting zone, because of the fact that one hour to one and one-half hours are consumed in transporting passengers or goods from centre to edge of the circle. In this area there are parts of three states, Wisconsin, Illinois and Indiana; all or parts of fifteen counties, two hundred and thirty townships, two hundred and fifty cities and villages, more than sixty park boards, four hundred school districts and a number of sanitary and drainage districts. There are about 4,600,000 people in the Region, approximately 3,100,000 in the City of Chicago. Each state, county, municipality and district has been working on its own plans for streets or highways, sewers or water supply, parks and playgrounds, having enough troubles of its own to prevent its going across the boundary lines with any very serious effort to tie up with the program next door. During the two years of voluntary association of many of these official bodies in the Regional Planning body, many notable exceptions to the above rule have been developing.

Highways in the Region of Chicago

As in every other metropolitan centre, the highways and city street systems are crowded with traffic. Many agencies, the States, Counties, Townships, Cities, Villages, as well as the Federal Government have certain authority and jurisdiction and are building pavement.

Since each highway organization has been exchanging its plans with the other, unit after unit of pavement has been laid which becomes a part of a system. Gaps have been filled in and many connecting links have been built and others have been put on the 1927 construction program which are relieving difficult traffic knots.

In Cook County, Illinois, alone, (immediately surrounding the City of Chicago), a three-year construction program to cost \$32,000,000 was drawn up by co-operation of Federal, State, County, City, Village, Park District, Sanitary District, and other officials, each official body has accepted responsibility for its share of finance and construction, and construction is already under way. A similar plan is being completed by co-operation in the five counties immediately surrounding Cook County, and is soon to be the subject of like agreements.

In the great industrial area in Lake County, Indiana is collaborating, Federal, State, County, Township, City, Town, Railroad and other officials, and out of the tangle is coming a remarkably direct system of radial thoroughfares to and from Chicago.

Subdivision Activities

In this Region subdividers have been platting acreage into lots at a tremendously rapid rate. New town-sites are springing up. Annexations are being made to many of the cities and villages. Some are doubling and tripling their areas. A large number of subdivisions are being platted outside of city and village limits and the highways or streets on these plats are under the control of the county. Under a statute passed in Illinois some ten years ago, the County Board, before such a plat is recorded, may demand certain requirements from the subdivider to make the proposed roads and streets acceptable to the citizens of the County. For some years only a perfunctory use was made of this power in many of the counties in the Chicago Region but conditions began to arise whereby the subdividers gave different widths of rights of way for main highways, had many stub-end streets, sharp turns in through streets between one subdivision and the next and many difficult situations were arising which demanded attention. Accordingly the authorities of some of the counties sat down with subdividers, surveyors and city planners as a committee of the Regional Planning Association, drafted a set of regulations agreeable to all

which would establish a standard procedure and set down certain requirements for subdivisions to meet before they were placed on record. (See Appendix A). Outstanding features of the requirements are: rights of way 100 feet wide, *at least*, along all State Bond Issue, State Aid and County roads and on all section lines; rights of way at least 80 feet wide along the half section lines are required; new streets in the subdivision may be not less than 66 feet in width; alleys 20 feet in width if they are provided for; lots of such size as to be not smaller than those required in the nearest town having a zoning ordinance; lots and lot-lines are to be at right angles from the street line instead of at acute angles; all streets are to connect directly or with reasonable directness with those of adjacent or nearby subdivisions; no stub-end streets or barriers of private roads may be put between one subdivision and another; and streets parallel to railroads must be at least 150 feet away from the railroad right of way, to provide frontage on both sides of the street and space for any future grade separations.

Cook County, in which Chicago is situated, promptly put the regulations into effect. DuPage, Kane, Lake, Will and McHenry Counties have followed, each passing a similar set of regulations, with the result that in January 1927, almost 3,000 square miles of unincorporated land is under regulation as subdivisions are platted.

Wisconsin counties have similar power and one county in that state, part of our region, is just completing its study of the same regulations, prior to putting them into effect.

Thus, where the greatest amount of subdividing is being done, there is already established a standard procedure which will nail down on the ground a definite skeleton of highways into which the realtor can fit his proposed plat.

Forest Preserves and Playgrounds

A few years ago when plans were made to acquire part of the Des Plaines River in Cook County for Forest Preserve there were those who said it was not needed and the project was far too visionary and impractical. Already many sections of the 30,000 acres of Cook County Forest Preserve are completely surrounded by building developments. These properties are now worth many times their original cost. It was wise planning for a rapidly growing area.

Forest Preserve Commissioners and park officials in the Region are bringing together in another committee of the Regional Planning Association the plans for their own park units of the area and are piecing them together into a master plan for the Region. An outer belt has been proposed, starting in western Kenosha County, Wisconsin, including Fox Lake and the Fox River Valley, following the lower DuPage and Des Plaines Rivers and the Kankakee River as far south and east as La Porte, Indiana. The State of Indiana with its Dunes Park, the cities and villages fronting on Lake Michigan

with their lake front plans will complete a circuit with parks, forests preserves, playgrounds and bathing beaches.

The actual working plan of this committee is to give such aid, one organization to another, in acquiring land in accord with a master plan, educating the citizens generally to the need for acquiring land at the present time rather than at some indefinite time in the future and in agreeing upon the use to which park and forest property shall be put so that it will be of greatest value.

One scheme is being developed to learn the actual acreage of park property owned in the various communities, and how those areas are proportioned to the population. With such reference data as to the present facts, much aid can be given local officials in determining the ideal situation which should be developed. (See Appendix B).

Drainage, Sanitation and Water Supply

The problem of sanitation, water supply and drainage in the Chicago area will affect the future population to a larger degree than any other feature. Roads can be built, zoning can be done, parks can be laid out, but unless adequate provision is made for supplying the citizens of the area with clean wholesome water, and adequate provision for proper treatment of sewage, the capacity of the land in this congested area is very definitely limited. Already some cities and villages close to the congested centers are gasping for water and they are within a very few miles of an inexhaustible supply, Lake Michigan. A group of engineers, representatives of industries, members of cities and village councils has in hand the vast task of putting together on a general map of the Region the principal systems of water supply and of sanitation. Out of this map of what is in existence and what is planned will come from these authorities a master plan for adequate service to each section of the Region, which plan will be carried out because those who have authority to carry it out will have participated in its preparation.

A general code has been agreed upon by the authorities for definite locations of sewers, water pipes, gas lines, electric light. Not only are exact locations voluntarily agreed upon but the maximum or minimum depths are allotted each system so that it does not interfere with the others at their intersection. This so-called "Conduit Code" is Appendix C.

Zoning Inside Municipalities and Outside

A study of zoning has been begun. The zoning ordinances of fifty-three cities and villages have been analyzed to determine the prevailing practice, the good things to do and the things to avoid so that those municipalities which do not yet have zoning ordinances may have the benefit of four to five years experience of other cities. A summary of these features has been prepared, and is in use by zoning commissions, Boards of Appeal, architects and all who have to do with zoning. (See Appendix D).

The zoning idea has taken hold in many parts of the country. Recent court decisions have convinced many doubters as to its practicability and its actual soundness. The next step in zoning may be some sort of control of the use of property outside of municipal limits, but such control has not yet been worked out.

To help zoning commissions in one of their principal problems, measurements were made of the frontage of business property actually in use in 19 different cities and villages of the Region, to find the relationship between business and population. The average is 50 front feet of business actually in use by every 100 people. Now the information is before all zoning authorities, city councils, real estate men and others who may profit by using the information. (See Appendix E).

Throughout this description of the Regional Planning project is to be noted the fundamental scheme for having the best talent in all lines for which plans are laid sit together with the officials of governments or private companies on our various committees, determine the policy and procedure to be followed by the Association on their particular subjects and lay down a program for the office and technical staff to follow.

General Surveys

No final plans in any division of the Regional Planning work will be completed and finally agreed upon until they have been matched up with the basic information as to the future growth of industries and the accompanying estimates of increase or decrease in population in the different parts of the Region.

A staff of specialists to make new and independent population estimates, trace their history and forecast the future of major industries such as the

steel, lumber, grain, and packing industries, is not considered necessary since much of this information has already been compiled in great detail by one agency or another. Our General Surveys Committee includes representatives of the Universities who have made some industrial studies in the subject, and the committee also includes representatives of the several public utility companies which have made population studies and forecasts. These many independent figures have been pooled and from them have come tables and maps showing the estimated populations of each small unit of the entire area for the next three census years, 1930, 1940 and 1950. It is expected that these figures will be as nearly correct as the census figures themselves, except in a few special cases.

With this information the highways, sewers, water supply mains, drainage projects, zoning and all other public and private undertakings are being intelligently planned so far as is possible, and many projects have been carried out already, in accord with the general plans which are growing from day to day.

To repeat the basic formula of our work: What plans are being prepared by the Regional Planning Association for the area around the south end of Lake Michigan are being prepared and agreed upon by the officials who are themselves charged by law with planning and building units of the general scheme. This assures that the objective toward which our Association is aiming will be reached, namely, the actual construction of units of a connected system in each department of our work. Our objective then is not merely a plan, but beyond the plan the finished structure on or under the ground.

(Appendices explaining in greater detail various points in Mr. Kingery's paper may be secured at the Secretary's table).

THE NEW FEDERAL DISTRICT COMMISSION FOR OTTAWA

By NOULAN CAUCHON

Technical Adviser to the City of Ottawa

An Act of Parliament has just been passed creating a Federal District Commission at Ottawa to develop and embellish the Capital City and its surroundings. The powers of the Commission are fairly wide and in excess of those of the former Ottawa Improvement Commission. More ample funds have been provided, though scarcely adequate for making much headway on a scale appropriate to the object in view. That object should be to create a dignified and efficient Capital, expressive of the aspirations of the Canadian people and comparing favorably with the Capital cities of other Dominions and of the nations of the world. Since Canada claims to be the greatest Dominion under the British Crown it is entirely fitting that her chief city should stand forth in architecture, engineering and artistic dignity and

set an example to other cities in the Dominion for wise and efficient planning.

To one who like myself has spent eighteen years in intensive study and advocacy of such a scheme the legislation comes as a welcome move toward a great ideal. You will, doubtless, share with me some surprise that there have not been included in the personnel of the new Commission outstanding representatives of the great constructional professions such as architecture, engineering and economic science. In view of the fact that the development of the city of Ottawa into a great National Capital is one of the great opportunities to make vital history for the Dominion and exalt its ability to meet modern demands in engineering and art, it is hoped that some technical men of outstanding

reputation who, of their own knowledge and experience could advise the government on town planning and constructional aspects of the problem and give effective direction to the highly qualified technical staff which will certainly be required, will be added to the Commission.

In an address to the Royal Architectural Institute of Canada last year I suggested that the Commission include the presidents or chairmen, ex-officio, representative of the Engineering Institute of Canada, the Royal Architectural Institute, the Town Planning Institute, the Town Planning Commissions of the municipalities affected, a representative of the National Gallery trustees, of the Provinces of Ontario and Quebec, also engineers, architects and economists permanently representing the conveniently nearby universities of Toronto and Montreal. In a word, that an authority created to develop our National Capital as such, as expressive of the national genius, should be technically qualified to do so to our honor and distinction. And last, but not least, the Government guidance could effectively rest with the Ministers of Finance, Public Works and the Interior.

The planning of the Capital City is a matter of more than local interest. Every Canadian citizen who visits Ottawa has the right to feel that in some real sense he is a citizen of the Capital City and he has a right to expect that some real effort will be expended by the Dominion Government to make the national seat of its operations conform to the dignity, order and beauty which every country demands from its capital city. The town planning history of the two greatest capitals of the Anglo-Saxon world—London and Washington—is the history of plans rejected at critical points of their development and later, repentance in terms of millions of dollars of useless expense.

Ottawa's Need of Planning

Ottawa has grown to its present dimensions without a plan beyond a provision for the parliament buildings and the elementary conception of an ever-extending checker board, where houses, manufactories, business premises, churches and schools have been planted on some handy piece of ground that happened to be vacant, with a continuous destruction of home values. It has subdivisions of this character at present for a population ten times its present number. Many fine buildings have been erected without reference to any scheme of composition and in juxtaposition to property that will degrade their splendour so long as bricks and mortar hold together. Some of the environs of the river have been saved for public enjoyment by the foresight of the Dominion Government and some excellent parkways have been constructed as a special contribution to the city of Ottawa in lieu of taxes.

There is, however, no sense in hiding the fact that whole districts of slum development have been allowed to grow up both within and without the city, which seriously threaten not only the physical aspect of the capital and its reputation as a city

meant to be beautiful by nature and by the prophets of its destiny who gave it its present privilege, but threaten also the health of the community and the welfare and wholesomeness of family life. When post-prandial orators expend their easy superlatives about the beauty of the city they conveniently ignore these atrocities in planning. Truth may be unpopular, but it is the only intellectual and moral decency, and it is the planner's duty to stay by it.

The City of Hull, Que.

Across the interprovincial boundary—which is an imaginary line in the middle of the Ottawa river—is the city of Hull, which cannot be dissociated from the social activities of the Capital and which cannot be shut out from its chief view points. In the development of its physical features the city of Hull has not been very fortunate, and, so far, it has not profited by any concessions to its adornment on the part of the Dominion Government. The once beautiful stretch of its foreshore was early monopolized by a large manufactory behind which the city of Hull hides its physical existence and its community life in a planless congeries of buildings. The development of the city of Hull is an abiding testimony to the need of a provincial Town Planning department which should have the power, in the interest of and for the protection of the Canadian people, to insist upon a plan of development wherever there are signs of the beginning of commercial life.

A Federal District

Discussion of a Federal District in the past has always taken for granted that such a project would involve legislative union between the two cities of Ottawa, in Ontario, and Hull, in Quebec, under the control of the Dominion Government, which seemed to involve the disfranchisement of the citizens on both sides of the boundary and the complete loss of municipal autonomy. Those who have studied the government of the District of Columbia have realized with something of a shock, that the Capital of the great republic has forsworn in its own administration those democratic principles which are the *raison d'être* of the nation and in the government of its Federal District has disfranchised its citizens. The Federal District of the United States is practically a sovereign state governed by the collective authority of the other states and not by the votes of its resident citizens. Possibly the next shock is the realization that the system works very well.

I have always suggested that a Federal District Commission should be created by an enabling Act of the Dominion parliament to control and develop the physical features and public services of a large area, embracing the two cities of Ottawa and Hull and environs and should in no way interfere with the political autonomy of either city. I have proposed that under this Act the municipalities be given the power to transfer voluntarily to the Federal District Commission the exercise of such of their powers, granted under the

respective provincial acts, as they may see fit. I have claimed that this proposal would not involve the immediate appropriation of large sums of money by the Dominion Government. It would mean the creation of a small body of experts to plan and guide development; to see that what was done was done right and as an integral part of a larger plan which would be considered and developed when circumstances required and permitted. Each feature of the plan would only be undertaken on its own merits and as necessity justified its inception.

Railways

Reorganization of the railway trackage and terminals, as part of an Organic Plan, would eliminate all the unnecessary duplications of trackage, maintenance and overhead expense, give the maximum of efficiency in convenience and operation; and include the elimination of all level crossings on running tracks—industrial spurs apart. It would include a new railway crossing of the Ottawa river for heavy power, a short line west, and the abandonment of the present bridges to electric and highway purposes.

The City Council of Ottawa, 17th October, 1921, on recommendation of the Board of Control, endorsed the efforts of the Plan Commission of Ottawa (provincial authority) "towards negotiating with the railways a tentative plan for the re-organization and improvement of the railway entrances and of the terminal facilities of Ottawa, such plan to be submitted for consideration of the Council as soon as progress can be reported." Nothing was done.

Released Railway Rights of Way and Rapid Transit Highways

Long rights of way radial to the city could become released from railway use and be converted into fast radial highways. Embankments could be broadened out to accommodate electric trackage in the centre and motor roads alongside; grade separations could be maintained and further added to, whilst the right of way could be maintained free of access except approximately every half mile to enable rapid communications with the city. This rapid facility is designed to extend the *time-distance* and thereby multiply the area available for homes; to keep down the capitalization of the "home," rendering the area accessible to more people and enhancing its standard. There would eventually materialize about 25 miles of R.T.H. by this method.

I have long advanced the principle that all "through" highways should, like through railways, be afforded independent rights of way and be as free as possible from level traffic crossings—that is, should like trunk railways, enjoy grade separations. Beyond the fortunate opportunity here of utilizing obsolete railway rights of way the through highways—rapid transit highways—this class of highway should be extended afar into the surrounding country, alongside existing railways where they would the easier reap freedom from the numerous level intersections of pub-

lic and private roads; where they could share in the future grade separation improvements of the railways, relieving by non-interruption and speed the delay and congestion of local channels and thus permitting true organic functioning.

Power and Industrial Development

I have proposed a dam at the Little Chaudiere which would create from thirty thousand horse-power up, according to watershed regulation. This additional power, now much needed, would be available for developing industrial possibilities. Ottawa, due to its strategic location on the economic map of Canada, to its adjacent natural resources and available power and its magnificent scenic setting and physical relief, enjoys the unique possibility of developing in ordered progression, both as a superb residential area and a thriving industrial centre. London and Paris are what they are by reason of the variety and extent of their springs of life, the stimulus of many-sided activities and the cosmopolitanism of their intellectual, vocational and recreational expressions.

Raising the water twenty-two feet at the Little Chaudiere to elevation 195, M.S.L., would, incidentally, flood out the Deschenes Rapids and power (8 feet head) and bring Lake Deschenes level to the heart of the cities of Ottawa and Hull. The lake thus extended would become a suburb of the Capital, for 35 miles on either shore up to the Chats Falls. For five miles above the dam there would be relative flooding of areas undesirable for settlement and some undesirably settled. A park strip is proposed adjoining both shores. The dam is destined to accommodate a double track railway, highways and radial trackage.

A National Park

A spur of the Laurentian hills comes down to the shore of the Ottawa river at the point of the proposed power dam. I have proposed that this mountain be made a National Park, beginning from the highway across the dam and thence widening out as it extends, including all the hilly ground further and further into the north as time and circumstances permit.

Besides the Mountain Park I proposed that the Capital District be endowed with an extensive system of inner parks and parkways to assure health and amenity to the increasing population. The larger of these internal areas should be determined on the principle that land which is too low or expensive for natural sewerage should be reclaimed for public use, and land which is too high to reach by normal average city water service pressure should be withheld from settlement and diverted to public park use on the ground of economy in saving expensive pumping of sewage and of relieving the larger areas of the city from the undue and expensive pressure that would accompany the supplying of water to a few high spots. A city should be empowered to

protect itself from a private use of property detrimental to community life.

Ottawa-Cardinal Canal

An Ottawa-Cardinal Canal, an all Canadian alternative to the St. Lawrence International deep waterway bringing the level of Lake Ontario to Ottawa is entirely feasible. The alignment of this canal to the St. Lawrence coincides with the alignment of the proposed irrigation main ditch to utilize the waters of the Rideau watershed. This latter scheme involves making an artificial reservoir of the Mer Bleu, for irrigation storage purposes.

The Cardinal-Ottawa navigation and irrigation project has been endorsed by the Ottawa Board of Trade and has been submitted to the International Joint Commission and to the Dominion Government, requesting surveys and consideration on grounds of economy, policy and national advantage.

Zoning

Other features of an organic plan would be an arterial highway system and many street enlargements and extensions and internal reorganization.

When the railway re-organization and arterial highway system had been determined it would be much easier to adjust legally, satisfactorily and definitely that very pressing need, the zoning of industrial, commercial and residential areas to obviate congestion, stabilize values and assure the amenities of civic life to all home makers.

Small Holdings

I have prepared and published tentative and al-

ternative schemes for dealing with the Rideau Canal within and without the city, and for distributing irrigation from the Rideau River throughout much of the district to increase fertility and insure crops to render gardens and small holdings tenable and profitable adjacent to the city and its markets.

Industries

The Rideau River has been determined as the median line of the future between residential areas on the west and industrial activity on the east of it. The prevailing winds are from the west and north-west, insuring the drifting away from the residential and business section and towards the open country of all objectionable smoke, dust and odors. A substantial section of the open country referred to is a peat bog and sparse in population.

A large industrial area entirely below the city on the Ottawa River and a corresponding industrial area on the Hull side would hold between them the Harbor of the Federal District. This harbor and harbor area could be controlled by the State as in the case of the Harbor Commissions of Quebec, Montreal, Toronto and Hamilton.

The other industrial areas east of the Rideau River are also served by the Union Terminals.

All town planners will watch with interest the development of the schemes now proposed. Until these schemes are made public it is not possible to discuss them to any useful purpose.

GOVERNMENT CONTROL AND OTHER MATTERS

By TRACY D. LE MAY

City Surveyor, Toronto

There appear to be three phases of desirable Governmental interest in Town Planning. First, Propagation; second, Supervision, and third, Compulsion.

First, Social Education

The success of a Town Planning movement in any country must to a great extent depend upon propaganda or education, systematic and persistent, and upon uniformity of aim and practice. Different methods and ideas in different cities cannot induce that public confidence in the outcome which will supply the motive power for the inception and completion of comprehensive schemes of zoning and planning. Unless there is created in each province some form of central bureau for the coordination of Town Planning and dissemination of the Town Planning spirit it must continue, for some time at any rate, a haphazard effort of a few of the more enlightened urban centres. Town Planning is neither infectious nor contagious to any marked degree and only

seems to flourish as the result of definite action on the part of individuals in different districts.

The first duty of a Provincial Town Planning Bureau, as long as legislation is permissive, might reasonably be conceived to be the provision of lecturers and literature designed to bring home to the man in the street the advantages of foresight and orderly arrangement in municipal affairs and undertakings to the end that municipal elections may mean, not so much the success of the seekers for political honors as the creation throughout the Province of legislative bodies imbued with the idea that their one big function is the betterment of social and living conditions for their constituents.

Second, Technical

Proper technical advice and guidance would seem naturally to follow. Town planning practice is still nebular and a Provincial Town Planning Bureau to form a clearing house for ideas, the centralization of solutions of problems, and the establishment of town

planning standards could not fail to be a convenience and advantage to individual cities. It may be true that any town planning is better than none, but fortuitous and experimental town planning may do more harm than good. Scientific method is not picked up at street corners.

As it is at present there appears to be no uniformity of methods and no compilation of satisfactory standards. Different cities have different ideas as to necessary widths of arterial thoroughfares, varying from 200 feet in Detroit to 86 feet or less in Toronto and other places, and different ideas as to the permissible density of occupations. It is not likely that they are all right. Anyhow it should no longer be necessary for each city either to make an individual investigation or else take a chance. I do not mean that Town Planning can be solved by hard and fast mathematical formulae, but that situations in different cities are analagous and capable of similar treatment. A Provincial Town Planning Bureau would establish standards and save endless time and duplication of work in the cities of the province concerned.

Major Arteries

The major arterial traffic net should be the subject of close study. Provincial Highways departments have generally confined their attentions to existing highways, resorting to relocation only in the case of local difficulty, grades, rivers, railways, etc. In a checker-board system of original subdivision, existing highways do not always provide the shortest road between two points. There is room in the scheme of things for a Provincial Highway Plan that might pave the way for concerted action between urban centres for improved connection. Here again a Provincial Bureau could function to advantage.

Obligatory Planning

For compulsory Town Planning much can be said, but at present in Canada it is something like taking an unwilling horse to water. Unless you have your Provincial Organization first to popularise and later supervise the Town Planning idea and its carrying out, compulsory planning won't work. In Ontario repeated efforts have been made, without success, to include in the Planning and Development Act a provision that each urban municipality must within one year file with the Ontario Railway Municipal Board (The Court of Reference in the Province for Town Planning matters), a plan showing the lands which it is desirable should constitute the Zone of each municipality for regional planning. It has been felt that this would be the thin end of the wedge and would at least bring home to the municipalities the knowledge that they had valuable Town Planning powers that could be used to advantage. As had been stated elsewhere, we have to submit to compulsion in matters of sanitation and public health generally and do so willingly. What is town planning after all but a public health provision? Municipalities may sometime submit to compulsion in the interests of public health. They certainly do in other countries.

Apart from municipal prejudice against provincial interference in what may be considered a domestic matter, it is difficult to see what real objection can be urged against the establishment of a Provincial Bureau, with mandatory powers. Prejudice of that kind should not be permitted to act as a bar to progress.

Streets and Traffic

The futility of widening streets as a final solution of traffic problems is, to my mind, becoming more apparent all the time. Toronto has embarked several times on major operations of this character with, for a time, some measure of success. But, as traffic increases in volume, these widened streets fail to carry it without imposing restriction on its free movement. Once these restrictions become evident, the value of the work decreases in like ratio. It is an every day occurrence on north Yonge Street, for instance, which is 86 feet wide with a 54 foot pavement, to see during the rush hours as many as 20 automobiles tagging along behind a street car. One or two get through each time between stops but the free movement of automobile traffic is considerably delayed. Transportation authorities allege that automobiles restrict and hamper the free operation of street cars. But even if this is appreciably true, which is open to doubt, it cannot be gainsaid that the street car presents a far greater impediment to the operation of the automobile. It may of course be just a question of viewpoint, since we are not generally privileged to own street cars (similar to the viewpoint of the automobilist with respect to the pedestrian, or vice versa) but whatever it is, the moral which is clearly indicated is: *Don't mix your traffic on your through streets.* In other words, segregate the different classes of traffic. For years it has been realized that you can't mix vehicular and pedestrian traffic, yet we go blithely ahead and try to mix vehicular traffic showing as great disparity in type and speed.

This segregation can be secured by streets of enormous widths, where the necessary separate traffic lanes can be set aside, with the usual depressing effect such streets have on business, or by parallel thoroughfares separating fast and through automobile traffic from street cars and slow-stopping traffic. I believe that the automobile thoroughfare must be an important feature of any future town plan. Parallel streets must have logical and self-evident connections with the streets they are designed to relieve, not two right angled turns, in order that they may serve their purpose with a maximum efficiency. Bay Street in Toronto, which cost a whole lot of money, has its northerly end in a maze of narrow streets, which effectively conceal it from all but those of an inquiring nature, and lessen its usefulness to a large extent.

Another matter which seems worthy of consideration is the manner of the intersection of main highways by local cross streets. When Mr. Adams first came to Toronto he had no hesitation in stating that the planning of Toronto was abominable and he cited

as a particular instance that many of the streets intersecting Yonge Street were not opposite. Now Yonge Street is a main artery which at most periods of the day carries the maximum traffic load. Where the intersecting streets are opposite traffic control is necessary, and if all intersecting streets were opposite it is conceivable that under certain conditions a traffic officer would be necessary at each and every one. At Yonge and College Streets there is a jog in College Street of about 66 feet, which is just sufficient to prevent traffic on that street trying to cross Yonge Street on the run. The traffic on College Street is quite heavy but it is able to sort itself out without accident and without police regulation, but with, of course, some delay. While it is undoubtedly an undesirable condition for a major intersection it does prove that, from a standpoint of public safety, a jog of subsidiary streets is desirable where they cross main thoroughfares. The alternative would be a peremptory stop order, which is difficult to enforce, and vexatious at times when, owing to traffic conditions, it is unnecessary.

In planning the Toronto Suburban Zone, extending five miles beyond the city limits and comprising about 120 square miles, this matter has received much consideration and an attempt is being made to provide major traffic thoroughfares about one-third of a mile apart running east and west and north and south. The location of the subsidiary streets has been governed largely by the exigencies of land subdivision and no objection is being taken to jogs at intersections with the main thoroughfares. Rather the contrary. It is of course impossible to make a rigid regulation with respect to the latter, owing to the irregularity of the individual parcels to be subdivided, but the policy enunciated above is kept in mind and it is hoped will result in the facilitation of through traffic and the reduction to a minimum of the chances of accident.

NEWS AND NOTES

Papers

It has not been practical to include in this assembly of convention addresses two contributions from the respective Directors of Town Planning of the Provinces of Manitoba and Saskatchewan. This the editor regrets since the topic assigned to these members, "The Necessity for Proper Direction and Advice in Town Planning by the Provincial Authorities," is of much importance to the town planning movement in Canada and the experience of these gentlemen as provincial officials is sure to be of value. Mr. Stewart Young is Director of Town Planning for the province of Saskatchewan and the province of Saskatchewan has one of the best Town Planning Acts in the world. But the Director, in a confessional letter to the present writer, has stated that the greatest obstacle to the effective operation of the Act is lack of town planning education, by which is doubtless meant lack of town planning education in civic officials and among owners of land

who can see nothing but the quickest opportunity to "turn over" the land and have not yet discovered that orderly planning contributes just that element of attractiveness which makes even buying and selling of land a rejuvenated profession.

Mr. Young's experience is of course not unique but since this lack of town planning education is the greatest obstacle to the progress of town planning in Canada it would seem to be an urgent duty laid upon the Institute to evolve some scheme of effective national education in town planning ideals which will make the reasonableness and justice of the new social philosophy manifest to all concerned. The topic assigned to these members indicates that the Vancouver group, who have been responsible for the convention programme, look to the provincial legislatures to do far more than has yet been done to make town planning education a part of legislative policy such as is now extensively done in other countries. This necessity is pointed out in the foregoing papers again and again and, doubtless, the urgency of the need will be emphasized by the Town Planning Directors of the two western provinces.

The late Mr. Walter D. Moody, Managing Director of the Chicago Plan Commission and author of "Wacker's Manual of the Plan of Chicago" and "City Planning: What It Is and How to Go About It to Achieve Success," whose wonderful educational methods changed the most stubborn opposition to the Chicago Plan into sympathetic local pride in a tremendous civic undertaking, boldly asserts that there are two distinct branches of town planning activity and that both of them are essentially scientific. "City planning," he says:

City planning here is divided into two distinct and widely separate scientific branches. The first, or technical branch, embraces architecture and engineering. The second, which is promotive, is likewise scientifically professional and could be truthfully termed the dynamic power behind the throne of accomplishment.

Obviously, those engaged in the first branch of city planning must perceive that which composes the second branch—the business of putting the technical studies to the test of realization—the promotive side of city planning. Refusal or failure to comprehend this all-important fundamental will beget but one sure result, the artist's "dreams" will turn to "nightmares."

Credit for accomplishment? Too often in public work is credit, instead of results, the goal. There can be no honest credit without results. If results are had, history will be fair. The city planner—a composite fellow now—would better be occupied with knowing to a reasonable certainty that the street planned in the studio can be accomplished on the surface of the earth.

The powers that were Pericles' and Caesar's—the imperialistic anointing which was the portion of Wren and Haussmann—are things of the past. Dealing with the American public and municipalities, a plan on paper is one thing; its realization distinctly another.

With so many cities in the United States attempting planning in some phase—most of them groping in the dark—it may safely be predicted that the next ten years will witness the professional recognition of the “new” profession, city planning. This profession will embrace, blended as component parts, architecture, engineering, the law, and its energizer, scientific promotion.

Eight years of successful negotiation of the Plan of Chicago by the Chicago Plan Commission is the reason for giving to city planning this new definition or interpretation.

Little more than a decade ago town planning was a voice crying in the wilderness in the city of Vancouver. The story of the educational work begun some five or six years ago in Point Grey and taken up later in Vancouver by the local branch of the Town Planning Institute has been told so often in these columns that repetition is scarcely necessary. In North Vancouver, as is noted in a later paragraph, the prospect seemed to be particularly unpromising though the field for orderly and careful planning was one of the richest in the world. At present the Rejuvenation of North Vancouver seems to be assured and its town planning executive seems to be diffusing new life and energy into its whole spiritual substance.

Controversial

A handsome rejoinder appears in the North Vancouver *Review* to a comment in this journal concerning a recent editorial reference in the *Review* to the missionary efforts of a Vancouver planner in favor of regional planning for Greater Vancouver.

The editorial seemed to be needlessly harsh and inhospitable, since doubtless the missionary was in North Vancouver by invitation, and, surely, his professional standing justified him in speaking honestly on so important a topic as regional planning for Greater Vancouver. The last thing we should try to repress is regional thinking, since so many great problems of economic and social importance depend upon it for their solution. It may well be that the Mississippi valley calamity will be seen at some future time to be a particularly urgent problem in regional planning.

As we pointed out in the last issue of *Town Planning*, no less than forty regional plans are in course of development in England and Wales and there are fifteen in the United States. One of the British projects comprises something like ninety different local authorities which have come to believe that the social and economic welfare of their own particular town or village is wrought up with the welfare of the region and can only be effectively promoted by intelligent co-operation with the regional group. In the United States one regional planning project embraces a population equal to the total population of Canada.

If we mistake not the regional planning idea is more intelligently alive in the Vancouver region than in any other part of Canada, and it is one of the richest ideas in the thinking of this nation.

If the Vancouver, Point Grey and North Vancouver groups are given reasonable encouragement to develop it, Vancouver may well become the Canadian School of Town and Regional Planning, with its professional centre at the University, and may thus gather to itself not only much honor and glory and the respect of all social reformers but also material and social prosperity that are bound to follow in the train of scientific regional planning.

In regional planning development it is quite frequently the case that an isolated village or municipality, which has had hitherto no special character or interest of its own, suddenly becomes of the greatest importance because it is selected for some specific purpose either of industry or recreation by the regional group in charge of the planning.

The interest of the Vancouver group in regional planning is a perfectly natural impulse and is in accordance with the psychology of the movement. Active town planning invariably broadens out into the regional view. Canadian planners saw, more than a decade ago, that a regional scheme for the Niagara frontier on both sides of the international boundary would be a magnificent contribution to the economic and social prosperity of that region. There is no doubt that Canadian planners floated this idea. But the Canadian civic authorities of the frontier would hear nothing of it. Today, on the other side of the line, there is a regional planning project in operation which has won the co-operative sympathy of about forty local authorities and has even secured for itself legislative authority and financial assistance from the State. The whole kudos of this movement on the Niagara frontier would have been Canadian if the civic officials concerned had been able to recognize a great idea when presented to them. As it is American planners are regionally planning their own frontier with the full co-operation of their civic authorities and are even hopping over to the Canadian side to plan Canadian lands acquired by American capitalists for summer residences.

Regional planning in Greater Vancouver is of such vast importance to the future of the region that every opportunity should be taken to bring the idea into discussion. San Francisco has a particularly active Regional Planning Association.

Mr. Bryan declares that he is fully in sympathy with “regional town planning” on the North Shore. He writes:

There is no question but that town planning as it is being carried out in Point Grey today, and as it is described in the *Journal of the Town Planning Institute*, is one of the most enlightened movements of the kind that has gained appreciable momentum during the time of man.

It is a good thing for Greater Vancouver that town planning is advanced here as it is and it is a good thing for the North Shore that it is not lagging far behind in the movement. If it accomplished nothing more, and it does accomplish much more, town planning would be worth while in that it forces man to look far into the future.

This is good reading and is eloquent testimony to the fact that the North Vancouver group has created an active public opinion in favour of town planning.

It was not ever thus. The present writer was informed some twelve years ago that the people of North Vancouver would not "stand for" a building line. Now, we understand, a zoning scheme has been elaborated and published and there seems to be no doubt that it will meet with the approval of the residents. Twelve years ago a man could spend \$10,000 on a house, with no security whatever that the owners of adjoining lots would not build up to the sidewalk, cut off his vista on two sides and make a pocket of his handsome residence and garden. Now a building line will be a mere incident among the many benefits that a zoning plan will bestow. One of these benefits will be that while the actual pavement of residential streets need not be wide or expensive a building line will give to a street an impression of spaciousness and beauty which a more expensive street with a wider and more expensive pavement could not bestow in the absence of a building line for the residences.

This seems almost too obvious to state and yet scores of towns one passes through on the motor roads of Canada and the United States prove that this simple provision for orderly, efficient and beautiful planning has never yet dawned upon the authorities. In a district like North Vancouver, where the vista over the Inlet and towards the mountains is "beautiful by night and day" (as Butler said of the Discobolos), is so priceless an asset, it should be regarded as a social crime to cut this vista away by jamming residences to the sidewalk. It is stealing the values that every home-maker has a right to and should be penalized as theft. And yet this sort of thing has been going on in North Vancouver for the last twenty years. Access to the waterfront has been almost impossible though the people's recreational pleasure in the water should have been a natural complement to one of the most beautiful town sites in the world. For many years recreational facilities for the people were entirely neglected and community life was practically lost. Periods of business stagnation followed one after another and everybody seemed to be looking to past good times that were no more or dreaming of future good without doing anything to bring it. Lot peddling seemed to be the major passion of North Vancouver.

Mr. Bryan declares that he is not opposed to regional planning on the North Shore and would almost lead one to think that he would treat the North Shore regionally as a unit. That is an intelligible idea and would doubtless be discussed as such in any assembly of town and regional planners. So far as we have information, however, there is much thinking going on in Vancouver concerning a regional plan for Greater Vancouver which would embrace, given the co-operation of the various towns and

municipalities, the whole region from New Westminster to North Vancouver and district. In either case the topic is fruitful and will doubtless receive ventilation at the forthcoming conference.

Mr. Bryan has very courteously reprinted the argument and data for regional planning set forth in our last issue. There is little doubt that regional planning has become a subject of world-wide interest and that the extension of it is destined to affect small towns very powerfully for good. The first thing that drops out in the presence of regional planning is the jealous amour propre of the little-town official, just because it is too silly to survive. The ferment of thought concerning it in the Vancouver region may well lead to planning achievements that will make Vancouver, as we have said, the Canadian School for Town and Regional Planning in Canada.

Editorial, "The Financial Post"

In studying the housing situation in this country, the Social Service Council of Canada is delving into a subject with wide ramifications. Out of such a survey may arise many constructive ideas.

The Social Service Council is publishing the results of its studies in a series of monographs, of which the first has been published. It is the work of A. G. Dalzell, a Toronto engineer of recognized standing and a student of town planning. This monograph discusses housing in relation to land development. Its chief value is to lay emphasis upon the fact that housing problems have arisen in Canada because of the generally high cost of land in Canada, a young country where land should be cheap. Land values, particularly in urban centres, are so high that builders must economize unduly in construction costs in order to turn out buildings that can be sold at a profit. Hence an inferior type of building has been erected, particularly for the workmen's dwellings. As a result, public and private health has been seriously affected.

These conclusions are of grave importance. They are not the ravings of a soap box socialist, but the opinions of an eminent engineer who has studied his subject thoroughly.

The problem of inflated land values in Canada has arisen chiefly through lack of control by public authorities of community development. In those parts of Canada where land value inflation has reached its highest peak we have seen the largest amount of excess sewer, sidewalk and pavement construction and of hit-or-miss subdivisions located badly and laid out in even worse fashion.

Since it has been lack of control of civic expansion that has brought about the evil, it is apparent that assumption of control by the proper authorities will help to correct the situation.

Town planning as a remedial measure for bad housing conditions will come as public opinion becomes more enlightened.