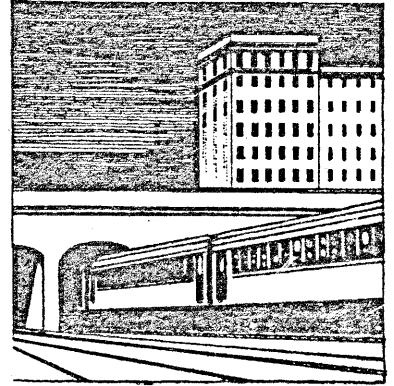
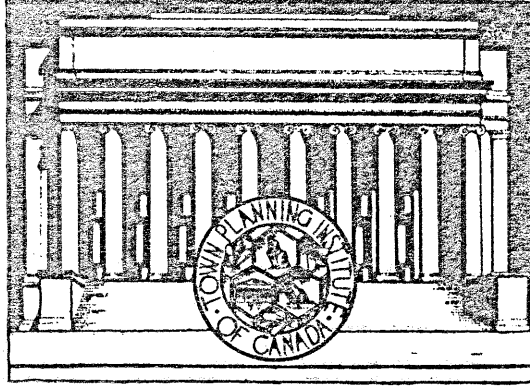


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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AUGUST 1927  
VOLUME VI.  
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CONVENTION NUMBER 2

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## CONVENTION RESOLUTIONS

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### 1. FEDERAL TOWN PLANNING BUREAU

WHEREAS it has become apparent to the grave concern of the members of the Town Planning Institute of Canada that since the close of the Great War the Town Planning movement has not advanced in our Dominion at a rate comparable with Canada's importance as a nation or with the progress made in other countries—

And Whereas it is the considered opinion of the members of the Town Planning Institute now assembled at their Seventh Annual Convention at Vancouver that the time has come to place Canada abreast with other countries in this great humanitarian movement—

And Whereas many governments both on this continent and in Europe have found it necessary to create a strong central government agency to serve as an educational bureau for the dissemination of information concerning the social, economic and national benefits of scientific planning:

Be it Resolved that this Convention appoint a representative committee to confer with the Federal Government on this and all other matters relative to the progress of Town Planning. And it was further resolved that this resolution be respectfully submitted to the Right Honorable W. L. Mackenzie King, Premier of Canada.

### 2. THE PLANNING OF NEW INDUSTRIAL TOWNS

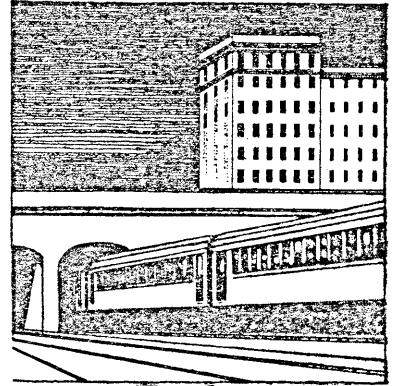
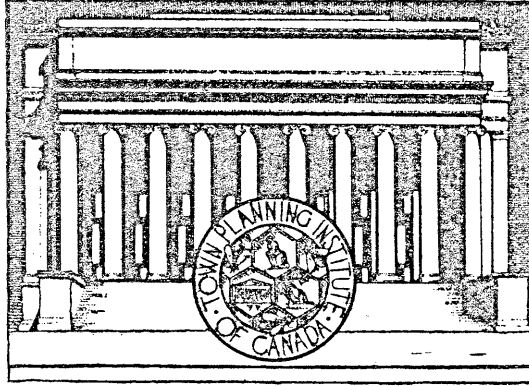
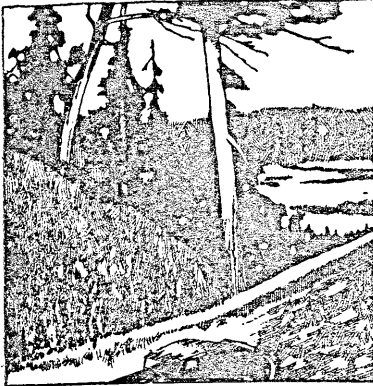
RESOLVED THAT the Town Planning Institute of Canada, now assembled at its Seventh Annual Convention in Vancouver, desire to commend the efforts of those promoters of Industrial Towns in Canada who have adopted the methods of modern Town Planning in the development of their areas for industrial and social life:

They cannot but observe, however, that in some cases of new-town development, little recognition is being paid to the fact that a new science of town building has been born which is attracting the attention of the whole civilized world and which has amply proved its efficiency both from an economical and social point of view.

They desire to point out that certain forms of town development must inevitably produce social living conditions such as followed the Industrial era in the older countries from which those countries are now trying to escape at a vast expenditure of national funds; which produced intolerable suffering, misery and broken health among the victims of such developments and created irredeemable areas of squalid congestion that have remained a disgrace to civilization.

They would appeal to the Provincial Legislatures to protect the future citizens of Canada by exercising Town Planning control over all new-town areas and establishing the principle that the interests of human life are not less important than the interests of industry.

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OTTAWA, AUGUST, 1927

NO. 4

*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.*

### APPRECIATIONS

By His Honour the Lieutenant Governor of British Columbia, R. R. Bruce, Esq.

I think the name, "Town Planning Institute of Canada," excites a thrill through most of us who have had anything to do with the building up of Western Canada, because many of us have seen such terrible and drastic mistakes made. The mere name excites a hope for the future. I do not know, gentlemen, that you can be interested in anything that will be of greater service to humanity than scientific planning. You are getting at the foundation and root of the hospital question. We have many hospitals in British Columbia. We find that every one of them is taxed to its space capacity. It seems that as soon as you build a hospital it is full of suffering people. I think that you, in your efforts toward town planning, scientific town planning, sanitation, widening of streets, getting rid of those horrible tenements and providing air space, are getting right at the very foundation, right at the very source of the problem. The prevention of disease, rather than the cure of it. There is no doubt that if you want to make good citizens you will have to keep them healthy in body and mind. No man who is living in an environment of dull streets, filthy air and unsound conditions can expect

to be a good citizen. You breed bad citizenship there. I think that the Institute is doing great work for the future and I am sure it will receive the endorsement of everybody. I wish you God-speed and every success in your efforts. I am sure you have the good wishes of all the Canadian people for the success of your Institute.

By The Honourable T. D. Pattullo, Minister of Lands, British Columbia

Your Town Planning Institute has been carrying along a wonderful work in this province. It has had the sympathy, not only of officials of the Government, but of a great many of the citizens who have given so unselfishly and whole-heartedly of their time to further the worthy object you have in view.

By His Worship, the Mayor of Vancouver, L. D. Taylor

We are all of us coming to realize the great benefits to be derived from town planning and I am glad to say that here in the city of Vancouver, we have a fine Town Planning Commission, composed of men and women whose hearts are in their work. Possibly the work may not be appreciated while it is being done as it will be fifty to seventy-five years hence, but that is no reason why it should not be done.

## Notes on the Seventh Annual Convention of the Town Planning Institute of Canada, Vancouver, May 26, 27, 28, 1927

Delegates and visitors to the Vancouver meetings who heard the words quoted by way of introduction to the second Convention Number of *Town Planning* will recognize that if no other fruit can be garnered from the immense labour expended by the Vancouver Executive the words of encouragement spoken by the Lieutenant Governor of British Columbia, by the Minister of Lands of the British Columbia Legislature and the Mayor of Vancouver go far to justify the labour expended. They were very sincere words. No one who heard them could doubt that. They may generate thinking on this great national problem of shaping towns and cities in the direction of the larger efficiency and broader and warmer humanity of which Premier King's book, *Industry and Humanity*, is perhaps the most thoughtful and balanced presentation published in this country. Serious students of this problem who realize how deeply it penetrates to the roots of national prosperity, industrial and social welfare, will find in that book many passages not less significant of the changing outlook on the building of towns and cities than the following paragraphs:

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

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

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

The present age is realizing that naked individualism must run against its limits in organized society and be replaced by co-operative humanism as the next stage of social development if a finer civilization than any we have known is to become possible. In many respects the industrial revolution of the eighteenth and nineteenth centuries in England was absolutely barbaric. It invented a new slavery for vast masses of working people and challenged the humanity of a host of reformers to civilize it into decency.

The planning of towns on scientific, orderly and humanistic lines is one of the responses of this generation to the demand for a better civilization. The "outcome of unrelated and unregulated individual interest and the continuous conflict of public and private interest" nowhere stands more condemned than in the kind of towns and cities it has spawned upon the face of the earth. "In large enterprises", says Mr. King, "much is said of the magic of Capital and the genius of Management. The Community as a contributing factor is scarcely thought of. The silent partner remains the unmentioned partner as well." In town planning this silent partner is becoming articulate. It is protesting its right so to control the elements of its communal activities that home life, surrounded by order and beauty shall be possible, not for five per cent only of the population but possible for all as the first principle of civilization. And it is breeding a new type of city councillor—certainly it is in the Vancouver region—who will see a little farther into the future than the next election day and will not pile up the ghastly and costly problems for the coming generations which he himself has to face.

### THE VANCOUVER CONFERENCE

The Vancouver Conference attracted delegates and visitors from many parts of Canada and the United States and was, in point of attendance and local interest, a remarkable advance on any such meetings in the past. Mayor Taylor's address of welcome indicated that, so far as Vancouver was concerned, the old conflict between city council and town planning commission was at an end. There was work enough for the city council to do and responsibility enough to bear without grudging certain delegated functions to a town planning commission under the control of the city council and managed by men who were giving their time and thought to one specific problem in the interests of orderly development and a more beautiful and efficient city. He considered the Convention the most important that would be held in Vancouver during the present year. In the West they realized the great benefits to be derived from town planning. Vancouver had its town planning commission, composed of men whose hearts were in their work. The value of their work would be understood better fifty or seventy-five years hence. They were aiming at a comprehensive plan for the whole of the peninsula comprising about one hundred square miles. Such a plan, they believed, would save the expenditure in the future, of millions of dollars.

The welcome also took a practical form. Generous contributions to the expenses of the Convention were received from the British Columbia Government, the cities of Vancouver, New Westminster, North Vancouver and the surrounding municipalities of Point Grey, South Vancouver, Burnaby and West Vancouver.

ver. Point Grey for some years has been a pioneer in town planning and the present manifest result of intelligent planning is the creation of a new town, probably in advance of any town in Canada, judged by its domestic architecture, the spacing of its houses, the width of its streets—not so much due to wide paving as to the set-back of the houses—its provision for recreation and most of all, its general delight in horticultural amenities. North Vancouver has now an active town planning commission and has prepared a zoning ordinance. It is also discussing a bathing beach, which should have been provided twenty years ago. West Vancouver, Burnaby and New Westminster have also appointed town planning commissions and the whole region is in the early stages of town planning organization.

Mayor Taylor is imbued with the idea of civic amalgamation for Vancouver, South Vancouver and Point Grey. If this is consummated there will doubtless be a strong town planning movement inaugurated for South Vancouver—which has suffered grievously in the past from unregulated development. The whole region is recovering from the idea that town planning means extravagant expenditure for the taxpayers to bear. Mayor Taylor is doing the best kind of work by proclaiming the doctrine on every occasion that town planning is the very best secret of civic economy.

Mr. A. E. Foreman in a fine address on "A Major Street Plan for the City of Vancouver" delivered before the Convention, members of the Board of Trade, Real Estate Exchange and the Service Clubs stated that in the development of its major street plan Vancouver would need to destroy fewer important buildings wrongly placed than any city of its size contemplating a comprehensive plan. The magnificent new major arteries already completed, or in course of construction, should convince all the favoured residents of the Vancouver region of the economic soundness of the work that is being done, as they compel the admiration of visitors. To some extent this major street plan must wipe away some of the derelict frame houses on twenty foot lots—which constitute not only a fire menace but a grave social problem for Vancouver.

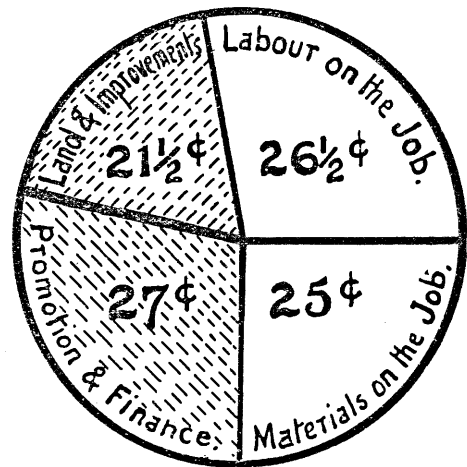
#### SLUM PROBLEM

Vancouver has a slum problem on which the Medical Officer of Health, Dr. Underhill, and the Building Inspector, Mr. J. A. Bird, have been working for many years. It is the product of the bad old times of iniquitous subdivision of land into 20 ft. lots, when city councils were largely made up of men determined to be in on the "ground floor" of real estate opportunity, caring little at all whether families had room to live and play, and light and air enough to make life worth living. Many of these derelict frame houses are now found in contiguity to the most magnificent modern buildings and are, in many cases, housing several families with totally inadequate sanitary accommodation. On the present lines the disintegration may go on for a generation while individual

owners speculate in the extravagant land values associated with them. Consequently new building to take their places must proceed slowly since no one cares to put up new houses in these blighted streets and suffer the contiguity of slumdom for decades to come. Point Grey, which has had a town planning reeve for some years, who was previously a town planning journalist, and a town planning policy supported by one of the most intelligent and progressive Councils of Canada, will allow no house to be built on a lot less than 50 ft. frontage. Consequently Point Grey in its swift development has less to repent than probably any town in Canada.

Certain special districts in Vancouver have also degenerated into slum regions. A courageous slum survey has been conducted and has revealed grave housing conditions which cry out for remedy. It is a problem that should not be left to two or three burdened officials but should be seriously dealt with in the spirit and with the strength of modern science by some *ad hoc* authority composed of competent men with some scientific training in the subject. An experienced housing student, such as Mr. A. G. Dalzell, who knows the ground and is acquainted with the methods that are being tried out in other countries should be appointed to take charge of the problem in the best interests of the Vancouver that is to be. Vancouver could make no better appointment.

## The Construction Dollar



**A little more than Half of the average  
Dollar of Building Cost goes to pay  
for Construction itself.**

Mr. Dalzell, in sending this illustration from the American Workers' Education Bureau remarks that since urban land is dearer in Canada than in any other part of the world this cost in Canada would be more than 50 cents on the dollar!

A special committee of the local branch of the Institute was appointed at the Convention to consider the problem but all these men are engaged during the day and cannot be expected to deal with such an intricate problem in their spare time. Probably the first thing they will recommend is the appointment of a Housing Investigator to study the housing of low-paid wage-earners who cannot afford to buy houses and cannot find decent accommodation for renting. There are many such men in Vancouver, as Mr. Bird keeps pointing out, employed at the docks and other places where casual labour is required, and many of these men have families to house and care for. No city council ever has time for the study of this problem and few councillors are competent to deal with it. It is not attractive work and it bristles with difficulties. Recent articles by Mr. Dalzell in *Contract Record*, his monograph on the subject prepared for the Social Service Council and his articles in *Town Planning* will reveal to those who are interested how deeply and honestly he has investigated this problem and how valuable his services would be in a progressive city like Vancouver.

The city of New York has potted at this problem for more than a hundred years and now finds itself with two-thirds of its population inadequately and, in many cases, indecently housed. "The striking news comes from New York City," says Mr. Veiller in *Housing Betterment*, "that for the first time in more than a century nearly six months of the year have passed without anyone applying to the public authorities for a permit to put up a private dwelling house on Manhattan Island." The article is entitled: "Is the American Home Disappearing?" Mr. Veiller states that, judging by the statistics of the U. S. Labor Bureau, no other conclusion can be reached.

Many European countries have found that this problem cannot be left to private enterprise, with the inflated prices of building material, the raising of standards of housing and the high cost of land. New York, against all its traditions is coming to the same conclusion, after flirting with such obviously unsound dodges as tax exemption for new houses. Mr. Bird, after studying British methods in England, has also come to this view. He believes that unless some housing company or association can be formed which will raise money from private sources at small interest, that government credit must be applied to so grave a social problem. (Britain has built nearly a million houses on a renting basis and has given endless business to the building trades). Mr. Bird is not in favour of the tenement solution, though this is urged by such thoughtful students of the problem as Mr. A. G. Smith. The difficulty scarcely touches the workman, as such, who is in receipt of good wages and is not troubled by the collapse of work in winter; but it does affect a large number of men earning less than \$100.00 a month, for whom nothing but a renting proposition is of any use.

The transplantation of the British Co-partnership Housing method, which is essentially a renting pro-

position with corporate ownership by the tenants and easy transfer in case of moving, has not yet been effected in Canada. There is no doubt it deserves much more study than it has received. As will be seen in Mr. Lawrence Veiller's *Housing Betterment* for July (National Housing Association, 105 East 22nd St., New York) Mr. John D. Rockefeller, Jr., has applied the system to apartment dwellings in New York and the Amalgamated Clothing Workers of America are doing something of the same kind. The rental charge, however, for the Rockefeller apartments is given at \$10.54 to \$12.26 per room per month, which is about three or four times the cost of the British co-partnership housing in separate or group cottages, with family gardens.

The friends of Vancouver would dearly like to see a scientific handling of this great problem by the Pacific city. There seems to be little effective knowledge at that far extreme of what is being done on the European continent with regard to it. Those who were most conscious of the gravity of the problem were the Medical Officer of Health and the Building Inspector, perhaps naturally, because they are brought most in contact with it. It was gratifying to see that they have not given up the problem as insoluble, as so many officials in similar positions have done, and their persistent investigation of it and their patient energy in revealing the facts—when it is so much easier to ignore them—deserve the warmest support of their compatriots.

Members who wish to be informed on the subject should certainly be acquainted with Mr. Veiller's excellent compendium of world news, published quarterly in *Housing Betterment*. There is scarcely a significant move in the direction of better housing for the common people throughout the world that escapes Mr. Veiller's attention. Then there is the British *Garden Cities Magazine*, published at 3 Gray's Inn Place, London, which also surveys the whole field of housing betterment, with special reference to progress in Britain. Members should also secure the Report of the Vienna Conference of 1926 where some forty countries sent their delegates to report on the problem of housing for low-paid wage-earners. The Report is published in three languages and is of great value.

In the English town of Willesden a Public Utility Housing Company has been formed by the churches and all denominations are combining to raise \$50,000 to deal with the slum problem. Ninety per cent of this sum will be available as public credit. The Social Service Council of Canada is much concerned about Canadian slums but they will need much more assistance from their respective churches before they can evolve a practical policy for dealing with this great social evil. They will need also trained and experienced Housing Investigators before they can make any sensible headway and they will need to deal with ugly facts without gloves whatever "interests" stand in the way. They will need also to see the relation between Town Planning and Housing much more

clearly. A Manchester slum dweller told a magistrate that he got drunk because he wanted to get out of Manchester and the magistrate agreed that perhaps that was the quickest way out of Manchester. Women surveyors of Westminster have recently raised \$250,000 at 3 per cent interest to clean up and repair slum property within a mile of the Imperial Parliament House, which landlords wouldn't do. A scientific policy of housing for the common people is slowly emerging. Private enterprise has failed everywhere for hundreds of years to house decently the low-paid wage earner and never was private enterprise more impotent to deal with the problem than at the present time. Subsidized private enterprise in England has built some of the 800,000 houses completed these last eight years but all the stimulus had to come from the Government. Unorganized and unscientific private enterprise once professed to supply elementary education and the postal service. It failed in both respects, and scientific organization became necessary. It has failed to supply decent housing accommodation for low-paid workers. European countries have accepted the plain fact and are slowly working from a hand-to-mouth policy to a scientific solution of the problem which will probably be a garden city policy.

#### ELECTION OF OFFICERS

The following officers were elected for the current year: President, F. E. Buck, Vancouver, B.C.; Vice-Presidents, D. H. Nelles, Ottawa, Ont., P. E. Nobbs, Montreal, Que., A. G. Dalzell, Toronto, Ont.; Hon. Secretary-Treasurer, John M. Kitchen, Ottawa, Ont.; Editor and Librarian, Alfred Buckley, Ottawa, Ont.; Council: J. W. Allan, Vancouver, B.C.; W. F. Burditt, St. John, N.B.; W. L. Cassells, Ottawa, Ont.; A. Cousineau, Montreal, Que.; J. Elliott, Vancouver, B.C.; H. Hebert, Montreal, Que.; J. P. Hynes, Toronto, Ont.; H. Lawson, Montreal, Que.; A. V. Hall, Toronto, Ont.; T. D. Le May, Toronto, Ont.; R. Lacroix, Montreal, Que.; F. H. Marani, Toronto, Ont.; H. L. McPherson, Vancouver, B.C.; B. Evan-Parry, Ottawa, Ont.; H. B. Pickings, Halifax, N.S.; Dr. Adam Shortt, Ottawa, Ont.; Stewart Young, Regina, Sask.

The following are ex-officio members of Council: Past Presidents Noulon Cauchon and H. L. Seymour; Chairmen of Local Branches: N. B. McRostie, Ottawa; W. N. Moorehouse, Toronto, and J. Alex. Walker, Vancouver.

#### THE UNIVERSITY ENDOWMENT LANDS

The delegates were entertained to luncheon by the British Columbia Government and the Minister of Lands, Hon. T. D. Pattullo, in a large marquee on the University Endowment Lands, with Major McPherson, the Resident Town Planning Engineer, presiding and in perfect weather. They were present at the beginning of a magnificent town planning movement in Canada which will take forty years to complete, and no visitor could escape the thrill and inspiration of the occasion. It is the first great experiment in Town Planning science in Canada and it is making great history. When the project is com-

plete it is estimated that \$11,750,000 will have been earned for the support of the university.

But the influence of the undertaking will be worth many times that amount to the social and economic thinking of Canada. It is releasing a new social and economic philosophy in regard to the dead lands of Canada, and it is proving that towns can be built, given scientific management and town planning control, not dependent on the call of industry but by virtue of the creation of a social "frame of reference," (if one may adapt Einstein to something less difficult than Time and Space), which will attract industry by the perfection of its social environment, as the English garden cities are doing. Two thousand seven hundred acres of land are to be developed under unified and scientific control on a magnificent headland of the Pacific ocean, with vistas of mountain and sea of incomparable splendour. Library and Science buildings are already complete, with temporary buildings for other branches, and the first unit of 100 acres has been planned, with town planning engineers of sociological temper in charge and with landscape and horticultural supervision by Professor Frank Buck, the President of the Town Planning Institute and for many years a student of Town Planning art and science. In the days to come the first unclouded vision to strike the eye of the ocean visitor to Vancouver will be the University City on Point Grey headland. One has but to imagine the colleges of Oxford and Cambridge, stripped of their fortuitous and ugly urban environment and transplanted to some headland of the Cornish or Devon coast, as the nucleus of a new city under Town Planning control from its inception in order to visualize the picture of the Vancouver University City that is to be. Some poet of the future may write something not less beautiful than the charming lines:

I saw the spires of Oxford  
As I was passing by,  
The gray spires of Oxford  
Against a pearl-gray sky.....

And the pride of it—as Miss Letts' lovely verse testifies—will not be confined to students, professors and alumni of the University. There is not a resident of Vancouver, intellectually and socially awake, who has not already contracted pride in the University "things that are to be." It is of such sentiment that patriotism is born and sustained. "Our devotion to the flag," writes J. Horace McFarland, "begins in that love of country which its beauty has begotten..... Listen to the most sordid materialist who is American by birth or residence, as he boasts, it is always of the beauty of his town, his state, his country."

#### THIS QUESTION OF TOWN PLANNING CONTROL

This question of town planning control will be simplified by the University Endowment project to an extent that no written argument could achieve. Mr. Baird, Inspector of Municipalities, with many years of experience in studying the psychology of the reaction to social control put the case with much

directness and simplicity. Following the argument of Premier King he urged that the time has come when the Community must assert its rights to have some "say" in the disposition of lands and buildings, since their lives and happiness are affected so deeply by such dispositions. He recognized, however, that the man still exists who believes that when he has left the Land Registry Office with the title deed in his pocket he has "absolute" control of the land he has bought and can do with it whatever he likes and can get paroxysmal at any suggestion of social control of land for the benefit of the community.

The Zoning Engineer of Victoria, Mr. J. H. Doughty Davies, has put this question into some topical verse, and Mr. Young's garden parable, on another page, also gets the matter into humorous light. Mr. Davies writes

#### A SAD STORY

I spent ten thousand dollars,  
And built myself a house  
According to requirements  
As detailed by my spouse.

We chose a good location  
Upon a quiet street;  
Around it set a garden  
Elaborate tho' neat.

Then came an individual  
Who bought the lot next door,  
For housing automobiles  
A dozen or a score.

And then my other neighbour  
Apartment block did build,  
And now my heart with sorrow,  
And murd'rous thoughts is filled.

I get no sleep on Sundays,  
And that apartment tall  
Has ruined half my garden,  
Which gets no sun at all.

I'm moving out to-morrow,  
My house I cannot sell,  
I wish they'd zoned the city,  
I wish, I wish,—oh hell!

The University Endowment authorities exercise control over the development of the University Lands, and mean to exercise it till the whole 2,700 acres are planned. But the residents are the last people to object since they are spared the whole sickening business of watching their chosen home environment mutilated by *laissez faire*. That is the shortest way of stating the common exasperation, due to lack of planning control, which Mr. Davies has put into topical verse. In short, the values created by the residents are protected by a legal authority which recognizes the justice of protecting them as well as the rights of the community and the business value, as estate developers, of order and beauty. Here is

the whole science of Town Planning in its social, economic and patriotic implications. Patriotic because it is creating orderly and beautiful and efficient towns around which the affections of citizens will gather and which will give their souls and bodies a sense of home.

What reasonable resident, or prospective resident, could object to such control as indicated in the following statement by Major McPherson, the Resident Engineer? "In our construction we plan our utilities in such a way that there will be no tearing up of streets, though all wires are placed under ground. In setting out curb entrances to the lot we make these entrances into the property and pave them up to the property line so that there will be no breaking of the curbs. There are varied types of entrances to prevent too much uniformity. Anybody who buys a lot finds the entrance ready and builds accordingly. There is architectural supervision, in the interests of the whole scheme, but this is not onerous and is a protection to the community. Our taxes, including schools (an elementary school is now in course of erection) come to 22 mills and the assessed value is the present purchase price. When anyone comes to look at a piece of property he sees all the costs at once. All he usually knows elsewhere is the purchase price. About thirty-six houses are built or are in course of construction. Two apartment blocks are about ready for occupation and two colleges are going up for Anglican and Union Church theological students. University Library and Science buildings are complete with Administration Offices and temporary buildings for other branches of teaching. We are selling about two lots a week, 60% purchase and about 40% leasehold, for 99 years, under Government control. The Government lends money on the leasehold lots up to 60% of the value of the building. They cannot lend money on leasehold land. If the property is sold outright they will lend 60% on the value of land and building, up to \$7,000 at 6% interest. The different plans you will see in the official circular. A sum of \$300,000 has been set aside for loans. There will be eighteen units for development, and at the present rate, the scheme will take about forty years. It is estimated that the project will yield \$11,750,000 to the University."

#### THE OFFICIAL CIRCULAR

##### THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA DEPARTMENT OF LANDS UNIVERSITY ENDOWMENT LANDS

Terms of sale of residence lots, Regulations governing loans by the Department on dwelling houses and examples illustrating plans of repayment

The lands subdivided and listed for sale are offered:

- (a) For sale for cash or on terms of one-quarter cash, balance in one, two and three years, with interest at 6 per cent.
- (b) For lease for a period of ninety-nine years at an annual ground rental equivalent to 6 per

cent on the value of the lot as set out in the price-list herein.

The property will be subject to general taxes levied under the Taxation Act, and to annual payment extending to and including the year 1945 in respect of the expenditures on sidewalks, boulevards, street lighting installation, curbs and gutters, pavements, sanitary and storm sewers and water-distribution system amounting with interest to 82 cents per 100 square feet of lot area.

#### REGULATIONS GOVERNING THE MAKING OF LOANS

To the purchasers and lessees of lands under the provisions of Section 2 (e) of the University Endowment Lands Administration Act.

His Honour the Lieutenant-Governor-in-Council has, by an Order-in-Council approved on the day of February, 1926, and numbered \_\_\_\_\_ been pleased to make and pass the following regulations under the University Endowment Lands Administration Act.

1. All applications for loans for building must be made to the Resident Engineer and Agent of the Department at University Hill and be on forms supplied by him.

2. The application shall forthwith be reported on and be transmitted by the Resident Engineer and Agent to the Deputy Minister of Lands.

3. The report shall set out the title of the lands on which the loan is applied for, the present value of the property, the amount and purpose of the loan, the financial standing of the applicant in so far as it can be ascertained, the character of building proposed to be erected, the estimated cost and any other relevant matters.

4. No loan shall be made except with the written approval of the Minister of Lands.

5. Moneys on account of a loan shall be advanced as follows:

One quarter on complete framing of the residence.

One quarter on application of all roughing-in of utilities.

One quarter on completion of the building, and

Balance in thirty days after completion.

6. No loan on Crown Granted property shall exceed 60 per cent of the aggregate of the price paid to the Province for the land and the cost of the dwelling to be erected.

7. No loan on property held under agreement or lease shall exceed 60 per cent of the cost of the dwelling to be erected and no loan shall be made on such property while the purchaser or lessee is in default in the payment to the Province of any instalment of purchase price or any ground rental or any sum owing in respect of improvement charges or taxes.

8. No loans shall in any case exceed \$7,000.00 unless with the authority of the Lieutenant-Governor-in-Council.

9. Loans shall bear interest at the rate of six per

cent per annum and shall be repayable on one of the following plans:

(A) Principal repayment at the end of five years. Interest payable quarterly.

(B) Principal repayment on a graduated scale at half-yearly intervals computed for complete repayment for three (3) or six (6) years as desired. Interest payable half-yearly.

(C) Principal repayment and interest computed on a basis of monthly payments over a period of not more than fifteen (15) years.

10. The unpaid portion of any loan or any sum not less than \$500.00 may be paid off at any time without notice.

11. One per cent of the amount of the loan will be charged for valuation and inspection.

12. Every loan shall be secured by a mortgage containing covenants on the part of the mortgager to repay the mortgage money and interest, to pay taxes and to keep the premises fully insured against loss by fire with an Insurance Company licensed to do business in the Province and such further covenants as are deemed necessary to carry out the intention of these regulations.

13. No title to property in respect of which a loan under these Regulations has been made and not fully repaid shall be transferred without the consent of the Minister of Lands.

#### ILLUSTRATIONS OF REPAYMENT

##### Plan A:

##### Payments

Loan \$1,000

Interest half-yearly ..... \$ 30.00

Principal at end of 3 or 6 years..... 1000.00

##### Plan B:

Loan \$1,000. Half-yearly Repayments over 3 years:

	Principal	Interest	Total
1st payment.....	166.66	30.00	196.66
2nd " .....	166.66	25.00	191.66
3rd " .....	166.67	20.00	186.67
4th " .....	166.67	15.00	181.67
5th " .....	166.67	10.00	176.67
6th " .....	166.67	5.00	171.67

##### Half-yearly Repayments over 6 years:

	Principal	Interest	Total
1st payment.....	83.33	30.00	113.33
2nd " .....	83.33	27.50	110.83
3rd " .....	83.33	25.00	108.33
4th " .....	83.33	22.50	105.83
5th " .....	83.33	20.00	103.33
6th " .....	83.33	17.50	100.83
7th " .....	83.33	15.00	98.33
8th " .....	83.33	12.50	95.83
9th " .....	83.34	10.00	93.34
10th " .....	83.34	7.50	90.84
11th " .....	83.34	5.00	88.34
12th " .....	83.34	2.50	85.84

**Plan C:**

Loan \$1,000. Repayment by monthly payments:

3 years	.....	\$30.42 a month
4 "	.....	23.49 "
5 "	.....	19.33 "
6 "	.....	16.57 "
7 "	.....	14.61 "
8 "	.....	13.14 "
9 "	.....	12.00 "
10 "	.....	11.10 "
11 "	.....	10.37 "
12 "	.....	9.75 "
13 "	.....	9.25 "
14 "	.....	8.81 "
15 "	.....	8.44 "

For further information apply to:

The Resident Engineer and Agent,  
Administration Office, University Hill,  
Sub Post Office No. 29,  
Vancouver, B.C.

or:

The Deputy Minister of Lands,  
Parliament Buildings,  
Victoria, B.C.

**AMALGAMATION**

Not improbably also the movement for amalgamation of the various struggling municipalities with Vancouver into one great city, with a Regional Plan to embrace the whole peninsula and the North Shore may be influenced or determined by the desire to claim some share in the University project. Small-town management around Vancouver, with the exception of Point Grey, which had a Town Planning policy even before Vancouver and is abundantly reaping the fruit of it, has, in the past, been a dreary failure. No small town, except Point Grey, has had either the income or the intelligent management to make much more than costly mistakes and periods of stagnation. In North Vancouver there is no bathing approach to the water even to this day, no esplanade—though the name is there, and one or two industries are allowed to blot out the whole glorious face of the mountain with clouds of smoke by night and day.

Fortunately the present officials are men of finer intelligence who care much for the future planning of their city and North Vancouver, whether as a separate city or as a glorious suburb of Vancouver, should begin a new epoch of history under their management. It is significant of new movements of thought in the region that the North Vancouver *Review*—much to its credit—is discussing the question of amalgamation, without dogmatism, by way of preparing local thought for what may be in the near future a quite vital issue. Little towns may be successful—as the English Garden Cities are proving—but they cannot be made successful on a lot-peddling policy or without scientific town planning control. The proof of this is everywhere. Point Grey is so successful that it will be a struggle to sacrifice its identity but there seems no reason why the other towns and municipalities should not accept Mayor

Taylor's lead to join Vancouver and benefit by the expert town and regional planning machinery which Vancouver now has at its service.

All the experienced town planners on the ground—as will be observed in Mr. Cleveland's paper—see the urgent necessity of a Regional Plan for Greater Vancouver. Local authorities may suspect that this is a dodge for finding jobs for the town planners but it is something much greater than that. The real question is the effective planning of the great city that is to be, and, incidentally, there could be no finer local patriotism than finding opportunity for service for these same town planners and no wiser civic economy. The tendency observable to make them compete with one another for work and to beat down their terms is distinctly deplorable. It is against their professional etiquette and dignity and makes bad blood in a profession for which most of them have sacrificed much.

It may be true, as Mayor Taylor suggested, that the work they are now doing will be better appreciated fifty years hence, but there should be intelligence enough in the Vancouver region to see something of the meaning and value of their work while they are alive and need the encouragement that are sun and air to the working artist and scientist. These men are the master-builders of British Columbia, the Haussmanns and L'Enfants of their day and generation and some of them are exponents of ideas of which Haussmann and L'Enfant never dreamed.

Vancouver City Council has set them to work, on a comprehensive plan, with an appropriation of \$40,000 and Point Grey has made similar arrangements. The planning of the other municipalities and villages cannot be done except by men who know how to do it, any more than the engineering work can be done by grocers.

A Regional Plan for Greater Vancouver, with town planning treatment of every village and town, is the logical issue of the situation and, as Mr. Cleveland said, the sooner a Regional Plan is agreed upon and shaped, the better for Greater Vancouver. In England there are forty-seven such plans in course of development and fifteen in the United States.

**TWO PRINCIPLES OF HOUSING**

In the housing scheme of the University Endowment Lands two principles are under experiment which should be noted by all students of the housing problem in Canada who realize that some new factors must be introduced if home life is to be maintained for low-paid wage-earners. The high cost of land and building materials, and, to some extent, the higher cost of labour, together with the very necessary raising of standards of living, are forcing new solutions of the problem. Government credit for housing with leasehold tenure of land have been boldly adopted—against prevailing traditions but on the principle of experimental science. Here we have a group of men who are not content to be arrested by the consideration that these are not traditional methods. Science knows no tradition and certainly should not in so grave a matter as making home-life

possible for the working families of Canada under better conditions than the past has shown. The tyranny and injustice of land profiteering may need to be met by the acquisition of land in large areas at agricultural prices, with leasehold tenure so that savings can go into better buildings and some form of reasonable credit so that poor families may pay gradually without crushing cost for the use of money. Otherwise slum development, within and without the town and city, will continue and families will continue to be squashed into insanitary and derelict houses to the impoverishment of national life and the waste of educational effort. As the Lieutenant-Governor of British Columbia said; "No man who is living in the environment of narrow streets, filthy air and unsound conditions can expect to be a good citizen. You breed bad citizenship there." The Town Planning movement began in England as a Town Planning and Housing Movement. In Canada we have had such extraordinary difficulty in getting the Town Planning movement under way that we have not yet faced the problem of new machinery for dealing with housing for the poorer working families. It is highly to the credit of the University Lands organization that they have had the courage to pioneer in new methods of housing finance, which may be applied, given scientific management, to other methods of housing beyond their own scope of activity.

#### THE VANCOUVER PLAN

Readers of this journal will remember that the city of Vancouver has appropriated \$40,000 for the creation of a comprehensive plan of their city and has placed the work in the hands of the firm of the Harland Bartholomew & Associates of St. Louis. Mr. W. D. Hudson, a member of the firm, delivered an interesting illustrated address at the conference on "The Vancouver Plan." The imperfect light of a lantern address did not permit the reporter to take notes and since no manuscript was written it is not practical to reproduce the address. In any case the technical detail would be scarcely intelligible without reference to a number of maps, the reproduction of which limits of space forbid. Some of this detail may be gathered from Mr. A. E. Foreman's paper on "A Major Street Plan for Vancouver."

With a sympathetic mayor, thoroughly convinced of the need and benefit of a city plan for Vancouver and a particularly wide-awake council behind them, the planners are proceeding with their work and no trouble is observable on the horizon. The city council of Vancouver realize that this is specialists' work and are sensible enough to respect the planners and give all opportunity for the progress of the project. For so many years the council's time and energy have been wasted in deciding between the conflicting interests of builders and community order (in the absence of a zoning law) that they are doubtless glad enough to be able now to settle all such controversies by reference to the new zoning law. Town planning education in Vancouver, for which the credit is largely due to the Local Branch of the Town Planning Institute, does not seem to have been wasted. Pro-

bably public opinion in favour of town planning is more advanced in Vancouver than in any other city in Canada. Other cities have to wait, and in some cases to wait indefinitely, until the mayor and city council awake to the fact that a new science of civic development has been discovered, of which the whole civilized world is taking note. The Ottawa Zoning By-law still waits upon the awakening of the Ottawa civic authorities. It is the result of years of hard labour by zoning experts, for which any city would have had to pay \$20,000. But no one in power seems to recognize that it ought to become law. Land interests represent about one per cent of the community and about ninety per cent of the obstruction. Meanwhile there are the usual squabbles between builders and residents and the destruction of home values for which helpless people have to pay the cost. The Montreal City Improvement League has been trying to educate its city council for the last fifteen years.

#### MR. WALKER'S PLAN FOR A MODEL VILLAGE

Mr. J. A. Walker's plan for a model village on the west coast of Vancouver Island, which was one of the exhibits of the convention, will be reproduced in the October issue of *Town Planning* as a special supplement. From circumstances over which the planner had no control the project had to be abandoned but the plan and the description of the project should have high educative value for the controllers and developers of this gorgeous coastal region between Vancouver and Vancouver Island. Students of planning—and by this time, casual observers of the results of planning and any intelligent reader of Mr. Lambuth's account in this number of the successful planning of Longview, Washington—will know that the constructive imagination put into this project is just as practical on the ground, given even a minimum of organization, as the most wretched, ragged and squalid "development", so often resulting from the first impulse of industry in that Paradise of beauty on the Pacific coast.

By way of contrast—at the mouth of Pender harbour, some forty miles from Vancouver, there is a central island which one time must have been the perfect gem in a jewelled setting of natural beauty. At present it is covered with broken-down, unpainted shacks, in all forms of ugly decrepitude, presumably to accommodate a few fisherfolk who could just as well have been accommodated around some headland where their dreadful contraptions might have been less conspicuous. Obviously, a little business organization and planning such as Mr. Walker's, could teach these fisherfolk that it is not necessary to live in this horrible fashion and that they have no social right to despoil the beauty they have not created. And some authority should see that they are not allowed to do it.

This, of course, is the very meaning and essence of town planning control, provincial and local, that no individual, or group of individuals, should be allowed to vandalize such national assets as this glorious coastal region. Industry must be carried on, but it can

be carried on decently and with due regard to priceless treasures which cannot be restored when once destroyed. Nobody would be allowed to drive a nail through a Velasquez picture simply to accommodate his hat and coat. This is the gospel that the town planners of Western Canada are teaching and the time will come when they will be recognized as among the master builders of the nation. All honour to intrepid airmen will be granted by all of us but some honour should be spared for the band of men in Canada who are bringing order and beauty and efficiency into the up-building of towns and cities.

At Pender harbour it would be obviously possible to find accommodation sites for these fisherfolk where their dwellings would be less conspicuous and less an outrage on the first principles of piety and reverence for beautiful things. No local authority should permit the rearing of families under such barbarous conditions. There is the beginning of town life at Pender harbour. It is high time the local authority, or some other authority, called in the advice of some planner of Mr. Walker's ability to plan the harbour and prevent further outrage on one of the most beautiful sites in the world. Perhaps in the near future, when the Provincial Town Planning Act becomes mandatory, and not merely permissive and suggestive, such vandalism will not be allowed anywhere in the province. There could scarcely be a more dramatic example of the value of a mandatory provincial act. All over the European continent, in virtue of obligatory town planning acts, such beautiful gifts of nature are being spotted by the controlling authority and their preservation is being determined for all time. Quite recently the Supreme Court of the United States has ratified the right of a local authority to establish a building line on streets to maintain order in the erection of street dwellings and to prevent unreasonable people from cramming ugly structures up to the sidewalk and destroying the values of reasonable citizens with taste and consideration for community rights. There is no use in balking at the fact, or trying to hide it, that town planning control does mean the control and disposition of privately-owned land and buildings in the interest of the community, and the reasonableness of such control is being gradually established all over the world, even in that home of *laissez faire*, the United States.

#### REEVE PATON: (POINT GREY)

My first experience in town planning was acquired in 1906 and the experience that was acquired was what *not to do* in the development of a city or the laying out of a city. I am speaking about Prince Rupert. I was head chain man on practically the original survey of the City of Prince Rupert and the other man who was looking after the transit and plotting the work was the graduate of a college in the United States and he was just fresh from college and had possibly the latest ideas up to that time on Town Planning. Incidentally Chicago had rather a new plan of a section of it and

my superior was instructed to lay out this part of Prince Rupert along the lines of the Chicago plans. They did not deal with Prince Rupert according to its own location. They tried to fit it into something else, and that is one of the troubles about Town Planning, that somebody has a plan and somebody else tries to follow it. You cannot do it. You have to treat each section on its merits. Now, you have been through Point Grey. That is the municipality I have the good fortune to represent. It is only 18 or 19 years old and I had the privilege of running the local newspaper almost from its inception until the last few years.

I went to Point Grey and stayed there because there was a community that had not been spoiled. It had only one or two roads in it and I used my best endeavours for a number of years to see that it was not spoiled. In the last few years, when some of the council did not appear to me to have the right idea, I ran for office and now I am Reeve of Point Grey.

The whole idea behind this Town Planning movement is to save money. If you are going to take the taxpayers' money away for useless roads, and going to spoil his property by big cuts and big fills he is not going to have money to put into those rose bushes that have been spoken of. That is the thing that interests me more than anything else about Town Planning. There is a big hullabaloo about the increase of taxes because this is the first year we are taxing homes. We have had 15,000 people come in there inside of five years and they have spent \$25,000,000 in building. There are 3,000 more school children to look after, and we have to put in more fire protection. Incidentally you saw the re-plotted area. It was started before the plan was passed by the Provincial authorities. The members of the council at that time went to the Provincial Government of British Columbia and asked them to change the plan and re-contour it as we have it now. The Provincial authorities would not do it. Consequently we have had to do it and we have been forced to do it because that property could not be developed on account of the excessive grades. It would have been an almost impossible burden for the people to carry on the development and would incidentally have ruined the property. We should have been confiscating the people's wealth. We forced this thing through and had the finest co-operation from the people of the community. It has cost us \$15,000 outside of the grading. That \$15,000 is a gift to ourselves, because we shall get that back in increased taxation in the next few years. The land has increased in value two to four times since we did that work. Within five years the annual taxation will more than pay for the cost of doing the work and putting the roads in. It makes the property usable. The man who owns the property is greatly benefited. We look at Town Planning from the tax standpoint. I see in it a reduction of taxation; that is, people can have more for a reasonable sum of money than if you go on in a haphazard manner.

We put through a zoning measure some years ago; laid out our industrial centres, business and residential centres and we have been challenged only once, and the man was justified in his attack. I think the reason we have had this support is largely attributable to the fact that the people from the very beginning have had this Town Planning idea before them. In the little paper I used to run I published stuff from the Commission of Conservation bulletin. Mr. Thomas Adams, who was the head of the Town Planning Branch of the Commission of Conservation, gave us quite a few interesting articles. The matter was discussed in our Boards of Trade. You must interest all your organizations in the idea. It may take two or three years to work it up, but the minute the people

get the idea you will not have any trouble at all and instead of opposition you will get hearty co-operation.

You can see for yourselves just how the idea is working. It is not the municipal representatives who build up a city; it is the citizens themselves. I can drive you all over the municipality of Point Grey, take you over the good and the bad roads, and you will find in the most inaccessible places houses situated in the middle of the bush where the owner has got as good a garden as the fellow on the main street. The people are imbued with the spirit of the improvement of the whole community and it is quite easy to create such a spirit. All you have to do is to give the people the right lead and once they have got the right idea they will co-operate with you.

## CONVENTION ADDRESSES

(Delegates were supplied with copies of the June issue of *Town Planning* in which some of the addresses had been published in advance. These addresses were taken as read and discussions on them followed immediately).

FIRST DAY, THURSDAY, MAY 26—HOTEL  
VANCOUVER

### MORNING SESSION

#### ADDRESS OF WELCOME BY LOUIS D. TAYLOR, ESQ., MAYOR OF THE CITY OF VANCOUVER

Mr. Chairman, and gentlemen: It gives me great pleasure on behalf of the citizens of Vancouver, to welcome you here this morning. This, perhaps, will be the most important convention held in the city this year. We are all of us coming to realize the great benefits to be derived from town planning, and I am glad to say that here in the City of Vancouver we have a fine Town Planning Commission composed of men and women whose hearts are in the work. Possibly the work may not be properly appreciated while it is being done, as it will be 50 or 75 years hence, but that is no reason why it should not be done.

Vancouver is fortunate, as a comparatively young city, 41 years old, in having a Town Planning Commission whose definite task is to plan and plot and work out a town planning scheme for the whole of this peninsula of ours, composed of perhaps 100 square miles. Such comprehensive planning cannot all be done at once, of course, but it can plan for and guide and govern future development. In this way we shall avoid many costly mistakes of the older cities upon this continent, and we shall almost certainly save ourselves the expenditure of millions of dollars in the years to come.

I trust that your deliberations will be of such a nature during this convention that you will be stimulated by contact with gentlemen who are engaged in the same work whether in this Pacific Northwest or in Eastern Canada, and that when you leave Van-

couver you will return to your communities with the feeling that it has been good to be here.

The hospitality of the city is open to you, and I know that the members of our Town Planning Board will arrange that everything worth seeing around Vancouver during your short stay will be shown to you.

I trust that when you go back, and our friends from the South go back, you and they will recognize that in Vancouver we are taking the only wise steps—in planning for the future—to preserve and develop our great heritage, and that Vancouver, perhaps in twenty-five years time, must become one of the great cities of the Pacific coast.

#### Retiring President's Review

The President of the Institute, Mr. Horace L. Seymour, Resident Engineer of the Vancouver Town Planning Commission stated that the Province of British Columbia has now an excellent Town Planning Act which was due in large measure to the energies of the local branch of the Institute and which the City of Vancouver had adopted. Vancouver was the first city of its size and importance in Canada which had expressed belief in Town Planning methods by making arrangements for the development of a comprehensive and systematic plan. The Municipality of Point Grey had become honourably known as a leader in the movement. North Vancouver, West Vancouver and Burnaby were also taking Town Planning action and it was not impossible that the movement, so well begun, would lead to a joint Regional Plan for Greater Vancouver and a general planning movement for all the cities and towns of British Columbia. Sooner or later all Civic Communities would recognize that Town Planning was a vast civic economy and added immeasurably to the attractiveness of towns on which their prosperity finally depended.

A more extended address by the President will be found in the June issue.

## ANNUAL BUSINESS SESSION

Notes on the Annual Business Session have been distributed by mail to the members by the Hon. Secretary and are not here reproduced. Prof. Frank E. Buck was unanimously elected as President for the current year. Prof. Buck took the chair at this point and presided over all subsequent meetings.

In acknowledging his election Prof. Buck said:  
Ladies and Gentlemen: In electing me as pre-

siding officer I recognize that a compliment is being paid to a western city, and to those members of the Institute in the west who have been very aggressive and successful in town planning activity in the past few years. In this way the other members of our Institute throughout Canada have paid us the compliment of saying "For a little while longer you carry on in the west." I wish to thank you for your generosity.

## A MAJOR STREET PLAN FOR GREATER VANCOUVER

Address to the Delegates, Members of the Board of Trade, Service Clubs, etc., Mr. Arthur G. Smith, Chairman, Vancouver Town Planning Commission presiding

By A. E. Foreman, B. Sc.

The primary purpose of a major street plan is to make it possible for traffic to move safely, freely and expeditiously to and from all parts of the community. The preparation of a major street plan would not be a difficult problem if, with the knowledge and experience we have today, we could start with a comparatively undeveloped area such as has been done at Canberra, the new capital of Australia, which has just been officially opened by the Duke of York.

Unfortunately we are compelled to take a plan which was laid out years ago to accommodate slow moving horse drawn traffic—and in many cases very carelessly laid out—and re-design it to provide for the tremendous increase in volume, speed and weight of traffic which has resulted from the introduction of motor vehicles.

Although Vancouver is an infant in years compared with other cities, still the street locations and widths were pretty well fixed before the automobile became an important factor. In 1907—20 years ago—there were only 175 automobiles registered in the whole of British Columbia. In 1917 there were 11,639. Last year there were 66,933, or an increase of six fold in the last nine years. Sixty-three point three of all cars in British Columbia are registered in Vancouver and New Westminster.

Foreign Cars.—Another important factor that must be considered is the foreign cars which will use our streets. Last year approximately 44,000 cars were registered in Greater Vancouver.

During the same year 107,860 foreign cars entered British Columbia through Huntingdon and ports of entry west—2½ times the number of domestic cars registered in Greater Vancouver—and no doubt the great majority of these visited Vancouver. As our Provincial road system is developed, particularly extensions such as the Trans-Provincial Highway through the Fraser Canyon, and as the scenic beauties of B.C. become better known, the number of foreign cars using our highways will increase tremendously; and remember as a reservoir to draw from there were over twenty-two million motor vehicles registered in the United States last year, of which nearly two and a quarter million were in the States of Washington, Oregon and California, and these will be visiting British

Columbia and Vancouver in ever increasing numbers.

In 1926 there was one car for every 8.6 people in B. C., in the U.S. one for every 5, and in California one for every 2.8. With our natural resources, wonderful scenery and climate—last year,—we have every reason to believe that we shall approach California in density of traffic and should prepare our major street plan accordingly.

In the circulatory system of the human body the arteries are elastic, and when an extra demand is made upon them due to violent exertion, they expand and take care of the increased flow. But when a person gets what is called hardening of the arteries, so that they lose their flexibility, then it becomes a very serious matter and the expert is called in. If the expert is too late, then the undertaker.

Unfortunately, the circulatory system of a great pulsating metropolis has hardened arteries to start with, the walls being fixed by property lines, and they become harder and harder as great buildings of solid masonry are erected along them. The condition is further aggravated by the fact that the land which supplies traffic to the arteries is decidedly flexible. As one and two storey buildings are replaced by 10 to 12 storey structures it will accommodate a great many more people, and these people, together with the supplies they require, must be carried through the arteries or streets. The only solution to the question then is to estimate the growth of a city over a reasonable period and widen our streets sufficiently now to provide for that future development. By street, I mean space between property lines. The actual roadway or pavement can be widened when conditions warrant, such as is being done on Howe Street today.

There are three kinds of streets: (1) Major traffic thoroughfares; (2) Parkways and boulevards; (3) Minor streets made up of residential and some few unimportant streets in industrial centres.

Time will permit me to just mention the two latter.

Minor or residential streets should be narrower with more or less irregularity of alignment to discourage their use by fast and heavy traffic. This will not only make them safer for children and pedestrians, but they will require only a roadway of sufficient width

to provide for purely local traffic.

Residential streets should be designed for three lines of traffic, which would require a 50 or 60 foot street with a 25 foot roadway.

Parkways and boulevards should be fine wide thoroughfares planted with trees and shrubs, and as far as possible should connect parks and lead past scenic views and places of outstanding interest in the city, showing it to the best advantage to visitors, while at the same time contributing much to the enjoyment of local people. Parkways should be at least 150 feet wide and preferably more to allow ample permanent space for planting. They should be restricted to the use of passenger vehicles.

Major streets consist of principal radial thoroughfares and cross-town thoroughfares.

The principal radial thoroughfares afford the most direct connection between the business districts and outside centres and connect with important highways leading into the country.

The cross-town thoroughfares give direct communication between the different sides of the city and serve as main tributaries to the radial thoroughfares.

These major streets, to function properly and attract through traffic, removing it from residential streets, should have ample width, easy grades, and should be direct, continuous, free from jogs and well paved. With every sixth or eighth street a major thoroughfare, the intervening streets need only be improved for local traffic and at much less cost.

Radial thoroughfares should not be less than 100 feet wide, which will provide for a 72-foot roadway and eight lines of traffic. On more important ones where there are street car lines, it would be preferable to have them 120 feet wide.

The cross-town thoroughfares should be at least 80 feet wide to allow for a 54-foot roadway and six lines of traffic.

The best location for street car lines and future rapid transit must also receive careful consideration.

Before Vancouver reaches a population of a million, rapid transit operating in subways in the congested business district and on the surface beyond this district will be required, and sufficient street width will be necessary so that excavation for tunnels will not interfere with the foundations of buildings.

The importance of mass transportation will be realized from figures compiled at Los Angeles, where street cars carry an average of 77, and the auto an average of 1.7 persons. As the greatest percentage of the population is carried in street cars, they should be given the right-of-way.

In Detroit 120 feet is allowed for width of streets under which subways will be constructed, and the super-highways are 204 feet wide.

If we have wide, well-paved, major streets where traffic entering from side streets can be brought to a full stop, fast traffic will naturally want to use them, and then the reckless driver can be better and more economically controlled.

The tendency today is to increase the allowable speed limits outside of cities. The Legislative body

of the State of Washington this year increased the maximum speed limit to 40 miles per hour and the effect will be felt within the city limits.

Now let us apply the results of past experience and study to the City of Vancouver. I have here a map that has been prepared under the direction of Mr. Bartholomew. He is an outstanding authority on this continent on town planning. At the present time he is consultant for a number of large cities, including Los Angeles and St. Louis, and we are fortunate in having the benefit of such wide experience in the development of our plans in Vancouver.

The red color on the map shows the business districts; central business district here, New Westminster, North Vancouver, etc. Section colored brown shows district suited to industries on account of good transportation facilities and being on level ground where trackage can be developed without heavy grades. A very fine industrial district is indicated just west of New Westminster and another on the North Shore east and west of the Second Narrows Bridge. You will note that the greater acreage of industrial area is on the North Shore, but does not extend beyond the First Narrows, as the general conditions there are unfavorable: water frontage exposed, ground hilly and rocky, making it costly to develop trackage.

The uncolored sections show residential districts and those not yet developed for commercial purposes.

Residences for workers in industries should be close to their place of employment, so as to reduce the time of travelling to and from work, and to cause less congestion in the streets. There is a fine site with a southerly slope immediately contiguous to the industrial site near New Westminster, and the same thing applies on the North Shore.

Then there are the fine residential districts in Point Grey, and later will be in West Vancouver, if not spoiled by poor sub-divisions.

The green color shows parks which should be convenient to residential districts, as the unsatisfactory foundations in this latter section make it unsuitable for industries.

Then there should be a boulevard from Stanley Park around False Creek as far as the Burrard Street bridge. That part of the Kitsilano Reserve which will lie west of the southerly approach to the bridge should be reserved for park and recreation purposes. It would be a fine location for a large stadium. This boulevard should continue past Kitsilano Park and Beach, connect with the Marine Drive around Point Grey and be carried right through to Granville Street at Marpole. There is no necessity for industries west of Granville Street on the Fraser River at the present time.

This plan also shows the location of the radial thoroughfares.

Now the first thing to do in preparing our major street plan is to choose those streets whose location, widths, etc., show that they are best adapted to become part of such a plan. This will make the mistakes of the past in laying out streets stand out like a sore finger.

On this plan every circle indicates a jog or dead-

end streets and clearly indicates lack of co-operation and failure to attempt to get continuous thoroughfares when the city and districts were originally surveyed. For example King Edward Avenue was laid out as a 132-foot street at both ends, with no way of getting across the valley between them at Arbutus on a reasonable grade.

Jogs on major streets, while not serious for slow horse-drawn traffic, are a menace to fast auto traffic, and have a tendency to divert traffic to adjoining residential streets, e.g., 12th Avenue between Main and Kingsway.

Fortunately many of the corners at these jogs in Greater Vancouver have not yet been built upon, and if steps are taken now to secure the land necessary to improve them a considerable saving will result. A list of all these corners should be submitted to the building inspector and the city engineer, so that no building can be erected before an improvement in the alignment of the street can be considered. Before improving these jogs, important streets will require widening, and in places new streets opened up.

The dash lines show new streets to complete through connections.

The main business district is in the form of a gridiron, bounded roughly by Cambie, Cordova, Burrard and Pacific. Business will extend along Hastings, along Granville across the bridge and possibly along Georgia Street West, but this area is ample for a city of a population of over a million, and that is the basis upon which the plan is being prepared.

Some of these streets are not as wide as they should be, but on account of the advanced development of abutting property, it would be advisable to take care of the traffic by other means such as separating automobile and street car traffic. This can be done by widening the roadway on Howe Street and on one or two other parallel streets to encourage automobile traffic to use these rather than Granville Street.

As the city grows it will be necessary to prohibit parking on some of the main thoroughfares during certain hours of the day. Parking has an important bearing on the widths of major streets, and is a subject in itself.

Radiating from this business district are Granville, Cambie, Kingsway, Georgia, Pender and Hastings Streets, but the most urgent development will be the Burrard Street bridge, with an artery extending out along Arbutus to accommodate the ever-increasing number of residents in Point Grey. It will not be long before it will be necessary to extend Kingsway across False Creek to connect it to Robson Street. At that time the northerly approach to the Cambie Street bridge will be diverted into Smythe. Later when there is a bridge across the Fraser at Delta and increased traffic from the south, it may be advisable to construct another bridge across Oak Street to provide another artery leading in from the south.

First Street will be constructed from Main through False Creek fill to connect with the Grandview Highway, which will be extended to New Westminster.

This highway illustrates lack of proper planning. The section from the city limits easterly, for a distance of  $3\frac{1}{4}$  miles has several right angle turns, a maximum grade of 9 per cent. A location through undeveloped land could be secured which would have been half a mile shorter and with no right angle turns and very little grade. These radial thoroughfares should be at least 100 feet wide and Kingsway should be 120 feet wide.

Many of the cross-town streets will also have to be widened and in places new ones constructed so as to give a direct route between important centres such as Kerrisdale, New Westminster and North Vancouver.

Probably the most important of these will be the loop street from Burrard and Pacific, swinging south and crossing over Granville Street, and then through private property to Homer and Cambie widened to Hastings thus circuiting the business district. This cross-town street would be 66 feet wide on the overhead section to Pacific and Richards and then 120 feet wide to Pender and narrowing down to Hastings. This artery could be constructed at comparatively little expense for removing buildings, as there are only two permanent structures on the proposed right-of-way. Such a street would take care of all traffic from east of the business district whose destination is southwest of the district.

As the city grows it will be necessary to keep off the streets in the business district all through traffic which has no definite business to transact there.

Burrard Street is another wide artery which can be used for the same purpose. This new 120 foot thoroughfare will make it possible to travel from Georgia Viaduct to the Burrard Street bridge in five minutes, and today we measure distance in time rather than in mileage.

Kingsway, which connects with the Trans-provincial Highway and the Pacific Highway—the main arterial highways extending east and south—will carry very heavy traffic, and should be 120 feet wide.

On looking over the number of streets that must be widened, the first thought that will occur to you as business men will be the cost involved. What about the cost if they are not widened?

Traffic investigations have disclosed that within the City of Chicago traffic congestion through long waits at intersections and jams due to bottle-necks and narrow streets costs the citizens \$200,000,000 annually. The greater the delay in overcoming this congestion, the greater the cost will be.

Some years ago in St. Louis the sum of \$5,000 was voted to widen one of the streets considered too narrow for future traffic. The aldermen, however, finally decided that as the street was in a bad state of repair it was more important to fill the holes than to widen the street, with the result that some two or three years ago when they were compelled to widen it, the cost of this work was five million dollars instead of five thousand.

In the City of Chicago, the citizens have voted to widen LaSalle Street. It will cost 15 million dollars,

but already property on adjoining streets has increased in value from two to four times, and on LaSalle Street it has increased from two to seven times.

Wacker Drive, Chicago, has just been widened and improved at a cost of 37 million dollars, and the increased value of the property had warranted the development before the work was completed.

The citizens of Detroit approved an amendment to their charter by which a one mill tax upon the City at large will be used to meet the City's proportion of the cost of widening streets, which is only a third as the other two-thirds will be charged against the property benefitting. Or, in other words, the total amount that will be available to finance opening and widening streets will be from 135 to 150 millions within the next 15 years.

The City of Los Angeles has already voted 13 million dollars and before their programme is completed it will cost between two and three hundred million dollars.

As Vancouver expects to be the largest port on the Pacific Coast, we can very well benefit by the experience of Los Angeles. If Vancouver's growth is normal, the population should be one million in about the year 1960—that is thirty years hence—and the majority of the young men here today will be alive at that time (I expect to be), so that this proposed development is by no means being proposed for the benefits of posterity only.

We also must consider width outside of the boundaries of the city. In Ontario, they passed an Act whereby cities may approve of subdivision plans within a radius of five miles. Here, fortunately, the adjoining municipalities have their own town planning commissions or committees that are co-operating splendidly with the City.

We are fortunate in Greater Vancouver that there is comparatively little high class development along the streets proposed for widening—no 10 or 12 storey buildings to be removed. Where other cities have been compelled to spend millions in pulling down fine buildings for widening—an economic loss—our money can be used almost exclusively for constructive rather than destructive purposes, if we undertake the work now.

Again we are very fortunate in being able to fix building lines on streets so that on major streets future building lines can be given for the revised widths, and as old buildings are replaced they can be erected on the new lines.

Vancouver has entered upon a new era of expansion. Action taken now will save millions in the future. But the success of the plan depends very largely upon the support given by the general public and this great assembly consists of the men who very largely guide and direct public opinion.

Your enthusiastic support of the work the Town Planning Commissions are doing and your support of the municipal councils in carrying those plans to fruition will save the citizens of Greater Vancouver millions of dollars, and will make Vancouver not only a good place in which to earn a livelihood but a place

of beauty in which it will be a joy to live and which will be conducive to the development of a strong virile Canadian citizenship.

#### AFTERNOON SESSION

Papers on "Garden Cities and the Social Renaissance", by Alfred Buckley and "Company Towns" by J. Alexander Walker were published in the June issue and were taken as read. The afternoon was largely occupied by Mr. Lambuth's interesting account of a new-town development at Longview, Washington. Mr. Lambuth's paper is presented below, with comments by his planning associate, Mr. Sydney H. Hare.

#### THE PLANNING OF LONGVIEW, WASHINGTON

By B. L. LAMBUTH

Manager, Real Estate Department. The Longview Company

The founders and citizens of Longview greatly appreciate the honor conferred upon our city by your invitation to our representatives to take part in the Seventh Annual Convention of the Town Planning Institute of Canada. May we also express our gratification that the city of Vancouver was selected as the convention city. Vancouver is one of the splendid cities of the Pacific Northwest. After your visitors have enjoyed the hospitality of Vancouver, we trust that they will take advantage of the very cordial hospitality of the other communities of this section of the country on both sides of the international boundary. It is our pleasant commission to invite your officers and members to view and study what we believe to be one of the important building projects of this day and age.

The economic laws governing the physical development of cities are much the same the world over. On the other hand, conditions of land tenure and real estate practice and custom in some respects vary quite widely as between Canada and the United States. For this reason we will be somewhat particular in summarizing those aspects of the Longview development which we believe may be found of interest to you.

Longview was founded in the year 1922, under the leadership of Mr. R. A. Long, Chairman of the Board of Directors of The Long-Bell Lumber Company. This company, founded in 1875, had been operating in the south, but the time had come when new sources of raw material had to be secured. A study of available stands of virgin timber in the United States was made, and finally extensive holdings were purchased in Southwest Washington and the location for a plant selected at the confluence of the Cowlitz and Columbia Rivers. The plant was designed for the production of about 500,000,000 feet of lumber per year. Attention was then given to questions of housing and living conditions.

It was estimated that about 4,000 men would be employed in the manufacturing operations at Longview, and the company was advised that such an

operation should sustain a community of about 20,000 population, which figures would include, of course, the merchants and others serving the primary industrial pay-roll. A decision to found a model city followed.

Experts in many lines had been engaged in connection with the study of the proposed manufacturing and other operations at Longview, and from the inception of the project Mr. George E. Kessler, of St. Louis, served as town planning consultant; Mr. S. Herbert Hare, of the firm of Hare and Hare, Kansas City, served as town planner; Mr. J. C. Nichols, founder of the Country Club District of Kansas City, served as realtor consultant; and the writer served as Manager of the Real Estate Department of the Longview Division. It has been my good fortune to occupy this position from the inception of Longview and I, therefore, participated in all phases of the planning of the city.

The problems involved in the planning of Longview were to an extent made more interesting by our foreknowledge that the same transportation advantages and other factors which had attracted The Long-Bell Lumber Company to this location might be expected to attract other large enterprises to seek locations at that point.

The city site contains about 14,000 acres of land, with a frontage of about seven miles on the Columbia River and five miles on the Cowlitz River. About two-thirds of the city site is a rich alluvial plain and the remainder is hill land, bounding the peninsula on the north and rising in a series of benches to an elevation of 500 or 600 feet. Both the valley and the hill lands are extremely fertile. At the time the property was acquired it consisted very largely of improved farms devoted to diversified agriculture.

As a site for a city the location presented certain very unusual strategic advantages. On the one hand, the Columbia River offered a deep fresh water harbor carrying a substantial portion of the water-borne commerce of the Pacific Coast past Longview to the commercial city of Portland, 50 miles farther inland. Above Portland the Columbia offered a water grade for rail and highway traffic through the Cascade Mountains to the rich inland empire of Eastern Washington and Oregon, Idaho, and Western Montana. In addition, the portion of the Columbia River on which the property fronts is a deep, fresh-water basin about 3,300 feet in width. This basin is subject to tidal influence and the current is, therefore, reversed twice daily, so that ships may be manoeuvred under their own power.

On the other hand, the Cowlitz River offered a water grade for a large portion of the distance between the Columbia River and Puget Sound Basins, and has been the main line of travel since the days of the early fur traders. The international Pacific Highway from Canada to Mexico and the main lines of the Coast railroads follow the Cowlitz Valley to its junction with the Columbia Valley at Longview, and thence follow the Columbia southeast to Portland. Thus there exists at Longview an almost ideal com-

bination of deep fresh water harbor and transcontinental and coastal railroad lines and highways.

It should be stated at this point that the hopes and expectations of the founders of Longview have been amply realized, perhaps to a greater extent than might have been reasonably expected, in the brief period of less than five years. Other large enterprises, notably the Weyerhaeuser Timber Company and the Longview Fibre Company, the latter an important consolidation of Wisconsin and other paper interests, have selected Longview as a location and are erecting plants upon the city site. About forty smaller industrial enterprises, some of quite substantial proportions, have established manufacturing plants at Longview. The original transportation advantages by rail and highway have been supplemented by new projects, notably the Ocean Beach Highway, now under construction by the State of Washington, from a connection with the Pacific Highway at Longview and its neighboring city of Kelso, to the Pacific Ocean.

It is estimated that Longview enterprises are now sustaining a total population of between 15,000 and 20,000 people, of whom about two-thirds are actually resident in Longview and one-third are resident in the surrounding districts and communities.

Considerable water-borne commerce is already handled over the public and private docks of the city. Bonds have been voted for the erection of a large grain elevator adjacent to the public dock.

Its commerce and industries are the foundation of the material growth and prosperity of the city. Longview is, in addition, the natural trade centre for a rich agricultural area to the north and west, and is also one of the logical shipping points for the large annual agricultural production of the intermountain empire.

The Longview, Portland and Northern Railway was constructed from the mills at Longview to the woods operations at Ryderwood, about thirty miles distant. The railroad is built with standard grades and standard curvatures for main line operation, with double track roadbed. It is connected physically with the main line of the Northern Pacific, the Great Northern and the Union Pacific at the mouth of the Cowlitz River at Longview Junction, and also at a point 22 miles north of Longview at Olequa Junction. A petition of the railroads is now pending before the Interstate Commerce Commission asking for the privilege of operating certain of the main line passenger trains between Seattle and Portland via the L.P. & N. between Olequa Junction and Longview Junction. On May 7th the main line was blocked by a derailment and main line trains were routed through Longview with a saving of two minutes over regular schedules. Within the terminal limits of Longview proper the L.P. & N., virtually operates as a joint owned belt line industrial track system, comprising a single switching zone.

The method of platting adopted for Longview was, in general terms, a gridiron, with four main radials from the center, all of which operate as

elective routes for through traffic. That is, through traffic may enter and leave the centre of the city via these radials or may avoid the centre of the city by direct routes.

It is interesting to note that one of these main radial thoroughfares, instead of leading directly away from the centre through a wholesale and industrial district, was displaced a distance of about one half mile. On either side of this highway a distance of about 200 feet are the main leads for a herringbone system of spur tracks serving the industrial and wholesale districts. Thus the highway as finally established is not only equally convenient for through traffic but grade crossings have, with a single exception, been eliminated.

The effect of the street system is to an extent similar to the radiating spokes of a wheel, the hub being a beautiful six-acre Civic Centre Park, surrounded by blocks designed as locations for buildings of monumental character, two splendid structures, the Monticello Hotel and the Longview Public Library, already being completed.

Your attention should be called to the fact that not only have industrial track grade crossings been largely eliminated in our planning, but also grades of all main highways entering Longview have been separated from the grades of all main line railroad tracks.

Street widths vary from as narrow as 50 feet on secondary residential cross streets to as wide as 120 feet on what are regarded as the most important through thoroughfares. The general unit for residential districts is 50 to 60 feet, and for business districts from 80 to 100 feet.

Residential streets have been planted to standard varieties of shade trees as rapidly as streets have been opened up for development and improvement. Ornamental street lighting is installed in the business section and certain residential districts.

The first subdivisions were released for market in February, 1923, and the city was incorporated as a town of the third class in February, 1924. About 2,000 permanent dwellings have been built, a majority by private enterprise.

The standard lot size is 50 feet frontage by 120 feet in depth to a 20 foot alley. Pole lines and other utilities are as far as possible confined to alleys.

Longview is unusually fortunate in her opportunities for beautiful park development. By means of dredges, a horseshoe depression, partially surrounding and about one-half mile distant from the Civic Centre, has been developed into what is known as Sacajawea Park, a beautiful chain of lakes one and a half miles in length, now fully completed as to lawns and planting. While much of this park traverses residential areas, it has been possible to provide beautiful sites for a number of important buildings such as the Community Y.M.C.A., Community Church, the Longview Memorial Hospital, and one of the main school units.

The method of developing and marketing of property adopted for Longview was governed by the

expectation that an extremely rapid growth would be experienced up to a population of 20,000 or greater. For this reason it was impossible to maintain a development at all times compact and continuous such as would prevail in a community where the growth mentioned would occupy a period of one or more generations. Therefore, the city site as a whole was completely zoned as to use; each class of development was started in its proper relation to a finished whole in the expectation that as the city grows the boundaries of these various districts will gradually merge. The advantages of the latter plan are quite obvious, the outstanding features being—first, it allows a reasonable degree of flexibility as to the zoning of lands which are uncertain as to classification; second, it is possible to expand at will those districts where a volume development is taking place, while at the same time lands not actually needed for development are carried as vacant agricultural acreage; and, third, in theory at least, all utilities and public and private improvements, including buildings, are in their proper relation to a finished whole. Thus we may succeed in largely avoiding the tearing down and reconstruction which ordinarily accompanies city growth.

The principle of progressive development has been carried into each district as far as this may apply. In the business district, for example, parallel thoroughfares are provided in such manner that the higher buildings which may be expected at later stages of growth will find suitable locations not occupied by other inferior structures.

Each of the various districts of the city is protected, not only by suitable zoning, but also by building and other restrictions, insuring a reasonably satisfactory minimum safeguard against structures which might impair neighbourhood values. A racial restriction is carried in all residential districts now under development. Minimum costs of dwellings are adopted for each residential district. Building and outbuilding lines and side building lines are fixed.

It must be understood that the restrictions are not severe in their operation, as such would defeat our purpose of creating favorable and suitable homes and homesites for a working population. On the other hand, in actual operation our policies are quite well understood and generally appreciated, and with very few exceptions standards of constructions and development by our citizens are very materially higher than the minimum standards established by our Company in connection with the original sale of the property.

Restrictions and zoning of general application to a district are in most cases set forth in the dedication of streets and alleys, which accompanies the recorded plat of the property. Requirements which are not general in their application are set forth in the individual contracts or deeds of conveyance.

It must be at all times borne in mind that Longview is an open American industrial city, to which all classes of homeseekers and business men are welcome. Where deferred payment terms are desired

by a purchaser of property, the usual real estate contract of sale is entered into, and as soon as payment is completed the property is conveyed in fee by warranty deed. No business is transacted by long-term leaseholds, or other tenure conveyance by warranty deed.

A considerable area of our most fertile soil is being developed as suburban residential and agricultural acreage. Tracts range in size from three-quarters of an acre to five acres.

Monolithic concrete is used for street paving and sidewalks. In the business and higher class residential and apartment districts all streets are paved, and where, in the outlying residential areas the streets or roads are gravelled as a measure of economy, concrete highways have been provided about every half mile, except in the suburban agricultural districts.

In respect to public and institutional buildings, Longview is probably quite advanced over the average city of corresponding size. This applies particularly to public schools. It has been necessary for the founders of the city to extend some financial aid to civic enterprises, but on the whole this aid has been of a temporary and secondary character. The one outstanding exception to the foregoing statement is the magnificent series of unconditional gifts of Mr. R. A. Long to the community, totalling in the aggregate more than one million dollars. These include primarily the Community Y.M.C.A., the Library, beautification of certain important parks, and a half million dollar high school now under construction. The other buildings of this class, such as hospital, community church, and other important school buildings, etc., were financed by subscriptions of our citizens in the usual manner, and it is believed that in every case, without exception, the most modern methods of organization and equipment have been followed.

In the early stages of development it was quite necessary that certain facilities be provided by the founders, although it was contemplated that as rapidly as possible these would pass to other hands. Such has occurred in the case of a bank, which has been purchased by the Fleishhacker interests of San Francisco, and the water and light systems, which have been purchased by the Victor Emmanuel interests of New York. Other facilities of this character are still carried by the founders, including about 700 dwellings to provide rental accommodation during periods of severe congestion, but these holdings are being liquidated as rapidly as practicable.

The volume of tourist travel to the Pacific Northwest has been one of the outstanding features of the past few years, and naturally as a result of the Longview situation, supplemented by a substantial annual volume of national advertising, a considerable number of visitors are shown over our operations each year. Apparently the most impressive feature to the casual visitor is the fact that he is seeing a city in the making. The visitor's next reaction is his response to the beauty of Longview's situation and arrangement. The impression of newness does not pre-

vail as might be expected for the reason that we were fortunate in finding prominent sections of the site beautifully wooded, in some sections with ancient groves of oak and maple.

It is not practicable within the scope of this paper to enter into detailed explanations of the various phases of our Longview enterprise, nor is it possible to recite the numerous illuminating and interesting experiences which have occurred from day to day in connection with our marketing and development program. Much of this history can be safely left to your imaginations for the reason that you are men trained to understand the complexity of the change which occurs during the transition of a tract of land from a farmstead to a city.

I believe that the great satisfaction which the members of our organization have had in the Longview development is that our most constructive work and important problems always seem to lie immediately ahead.

Perhaps above all others the most illuminating thought we can leave with you is this: It has been the writer's observation that a work which is worth while nearly always carries with it a benefit to others. Longview exerts a powerful attraction on the highest type of American working man. It has been our pleasure to assist these men in numerous cases to acquire a home and accumulate a competence under conditions most favorable to the strengthening of family ties and the upbringing of children.

#### Mr. Hare

The problem at Longview was somewhat new. It was an initial city planning project of considerable extent, probably the most extensive new city project in our country since the planning of our national Capital. The problem was, however, entirely different from the planning of Washington, the planning of Canberra in Australia, or the English garden cities. There were some precedents of a kind. Mr. Lambuth and I had the opportunity of travelling considerably through the eastern industrial cities for inspection purposes. But there were a good many aspects of our work where there were no precedents to follow, where we had to use our best judgment.

Mr. Lambuth mentioned the opportunity he had as an estate manager of working with the plan. I think that was one of the important features of our project, to have the man who was to be the real estate operator working with us and counselling with us during the entire planning programme.

The English garden cities have been mentioned. It has been my great pleasure to study those developments, not only in their plans and in their literature, but at first hand. All students of planning must receive a great deal of inspiration from the English garden cities. The physical charm and architectural charm of the English garden city largely depend upon its grouping of houses. We had to deal with the individual house. Much greater opportunities occur, however, where they have a row of

houses with very fine architectural control and with capable architects such as they had at the garden cities. Of course we have nothing of the co-partnership arrangement upon which the English garden cities were based. We have little that is typical of Port Sunlight and Bournville. We have a certain amount of paternalism in the generous gifts of the donor, but that cannot be classed as paternalism of the Port Sunlight kind.

We have some difference of conditions as compared with the English garden cities. Almost the poorest of our workmen have automobiles. In the English garden cities they do not. The provision for motor car traffic is very great with us as compared with the very small amount in England. That includes also the provision of private driveways running into houses and the form of the street system and to some extent you lose the opportunity of securing the little courts and *culs de sac* that are typical of these English garden cities. There are a great many ways in which I could indicate these comparisons.

Mr. Lambuth has gone over pretty thoroughly the factors that controlled the general planning of the city and the transportation both by rail and water. I can talk very much better with a pencil and will illustrate in a very rough and diagrammatic way some of the ideas which evolved in connection with the work.

(Mr. Hare proceeded to illustrate by pencil drawing some of the features in the development of Longview).

#### EVENING SESSION

### ZONING

By G. GORDON WHITNALL

Director of City Planning, Los Angeles

I feel it quite a signal honour that I should have been chosen to represent the United States City Planning Institute at your gathering here in Canada, and I come with an expression of good wishes for your success from the newly elected president of our Institute who was put into office two weeks ago at Washington, D.C.

I come also to discuss with you a subject which, though somewhat technical, is of more or less common concern, because of the similarities between our ambitions and our modes of procedure on each side of that invisible line which is becoming more and more invisible as the years go by.

Zoning is not a thing separate and apart. It cannot be isolated from the other great parts of this ever-growing subject of town planning. It is an integral part of a wonderful and fascinating science of making communities, regardless of their size, equally livable, and that, after all, is the only justification for that art now called town planning, the art of making living attractive and desirable.

To-day we heard a wonderful discussion on the question of major highways, in which particular reference was made to some of our own experiences, which I am warranted in making further mention of to

illustrate a point in connection with zoning.

### Los Angeles—Planning and Replanning

Los Angeles consists in reality of two towns, that which is, and that is the product of yesterday's growth, and, secondly, that which is to be and is to be the product of to-day's growth. It is now incumbent upon us to do both the initial planning, such as was discussed in the paper on Longview, and reconstructive planning, such as is unfortunately now the necessity of most cities in both our countries.

As a means of somewhat overcoming the difficulties that the past has handed down to us, we find it necessary now, to prevent absolute strangulation, to resort to the most radical type of surgical operations, civilly speaking, of course. Taking only the subject of our major highway system, of which we are now almost entirely lacking, we find that the plan which has been definitely prepared—and which by the way has been overwhelmingly adopted by the entire electorate—is to involve the expenditure considerably in excess of \$300,000,000.

Coming from Los Angeles you might say that sounds typical of that bunch down there; they certainly hate to talk about themselves. But really this is not boasting. It is a most abject confession, and it might be better if I mentioned it not at all except for the example it may set to you who have not yet got to the extremity in which we find ourselves. That \$300,000,000 is not a thing of which to boast. It is a terrific penalty which we to-day are paying to rectify as far as possible—and it is only partially possible—the mistakes of the men of yesterday. Of that program—lest you think it be only a plan and nothing in the way of execution—and by the way, in the Oakland conference last March, Mr. John Nolen the then president of the National Conference spoke of the necessity of actually executing a plan as well as just planning—and I could not forego the pleasure of suggesting to Mr. Nolen that too often the public did not differentiate between the plan and the planners when they came to executing—But, lest you think there is nothing of the executive idea in connection with this plan, we have already advanced on the first unit of the project which has definitely involved an expenditure of \$35,000,000. Last November the second unit was authorized by the entire electorate and this is now involving an expenditure of \$75,000,000. So that out of the \$300,000,000 total penalty we have now obligated ourselves, or are in process of obligating ourselves, for \$110,000,000. Well, \$110,000,000 is \$110,000,000 even after the war.

### Subdivision Control

By way of comparison—to show you the difference between planning originally and replanning—may I make one statement? In our major traffic street plan there is one project—you are not interested in the name of it, but physically it is a project which, when completed, will create a new thoroughfare from the eastern city limits to the western city limits, a

distance of ten miles. The minimum cost of this project, not quite definitely known, will be in excess of \$10,000,000, that is \$1,000,000 a mile. That is not for an entirely new project. Most of what we call that project consists of unconnected segments of thoroughfares now to be connected up by providing the missing links. That cost is only to provide the right of way, which should have been provided for in the beginning. It does not provide anything for the physical improvements, the million dollars a mile. That project, by reason of the long red tape under our laws, has been under way for five years, and during that five years we have been exercising a new function in our original town planning activities known as subdivision control. That is simply the process of taking the individual land development, be it the acre, the lot or square mile or several square miles and so planning that the internal and external design of each shall be such as to assure that when it is built up to by subsequent developments, it will fit into the pre-conceived plan for the whole. As a result of that one process alone, in the second year just passed—I have not the figures for the last—there were recorded in our own jurisdiction 1,432 subdivisions, quite a town in itself. As a result of that process we have secured, in addition to what would otherwise have been normally secured, well in excess of 200 miles of new 100 feet wide thoroughfares for nothing. They differ from all other streets, in addition to the element of width, through the fact that every one of these miles is correctly located for the present and for the future.

### The Economy of Planning

Now, supposing that we had not exercised that laudable degree of forethought, and had permitted things to happen, then if we look into the future 15 or 20 years hence when these areas shall have become intensely urbanized, thereby necessitating recourse to reconstructive measures, and if then as now the cost is \$1,000,000 a mile—and costs we find from observation tend to mount rather than decrease,—then on that basis we have through the exercise of a little common sense saved for the future a cool \$200,000,000. And if I add to that the greater mileage of what I call secondary thoroughfares 80 feet wide and all the locals which are 60 feet wide, securing in advance while it can be secured at acreage prices all park sites, school sites, drainage easements, and all the other physical requisites for a community, getting them either for nothing or at acreage prices instead of waiting until the density of urban development has created a demand that concurrently increases the cost, it has affected a saving past even our imagination, and ours is some imagination.

I mention these things only to emphasize what has been already dropped in the way of suggestion and as a background and foundation to what I want to say on zoning. You may get the picture that we are confronted with a little more graphically if I make this statement. Probably most of you know more about San Francisco than you do about Los Angeles,

and San Francisco is a wonderful city. When I tell you that in less than the last seven years Los Angeles has had to cope with a situation which has resulted in absorbing a population as great as that of San Francisco, you will know what a terrific problem we have been confronted with. Imagine one city absorbing in seven years another city the size of San Francisco! That you may now get another element in the picture which governs this subject of zoning, I should tell you the urban portion of the city comprises 200 square miles, the balance of our jurisdiction brings the total area that we control to 438 square miles, at least that is what it was when I left home.

### Educating the Citizen

Now you may say I have taken a long time to get to zoning. Yes, I have, but in the doing of it I have given a background to the subject and I assure you I am not going to speak of the thing in a technical manner. One reason is I cannot and the other reasons do not matter. But I have found in my somewhat limited experience, though a most interesting experience with this whole question of town planning, although it is dependent somewhat upon the correctness of technical plans, upon the thoroughness of technical studies, upon the preparation graphically of well designed principles and data, that after all has been done, and the most perfect pictures of the future have been shown, that it all amounts to exactly nothing unless one thing else is accomplished. That one thing lies not in the minds of a few officials, not in the minds of a few leaders of a few organizations, but in the average mind of the average citizen as to what he thinks about it. Some of you people have done us the honour of occasionally referring to the fact that Los Angeles has done much in town planning, and especially in zoning. For seven long years we worked hard without an official move, worked with the public, and in the public schools, in the grammar schools, the high schools and the colleges, and even now it is my extreme privilege to have a class of 80 in the University of Southern California. For the sixth consecutive year town planning has been a subject in its regular curriculum. For almost two solid years now it has been my privilege to be on the air regularly each week except when I go off on jaunts such as this and then I get a substitute, but every week regularly people in all southern California get at least one jolt about some piece of public business, usually flavored with a little bit of town planning, with the result that after seven years in that kind of work, it was only natural to expect that your official bodies, your officials themselves, as a correct cross-section of the public, would reflect the general intelligence and interest in the subject. When that condition obtained, not an official living would dare not to support to the extreme the constructive program of town planning.

So there is the foundation. It is not in the council rooms, it is not on the drafting table, it is in public



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opinion, and public opinion is the thing that moves everything. Well, now, the public do not understand a lot of terms which those who are speaking here to-day employ. They do not know what they mean. Thank goodness sometimes they do not. No, we have got to talk to one another, no matter how technical we may be in our actual life, we have to speak of our technical subjects in plain English and for that reason the few things I want to say on zoning to-night I am going to take the privilege of giving you in common King's English, with probably a tang of the Yankee.

And it is with some justification that coming from Los Angeles I touch on this subject of zoning because we feel exceedingly honoured in looking back now over the records to find that our city was the first American city to successfully employ zoning with the sanction of the courts. It was from our little town, as it was then, that the first case went to the United States Supreme Court and there was sustained the case on which the great City of New York later hung its hat in attempting a far more thorough work on zoning than was originally done in Los Angeles.

#### What it Means to Zone

I am not going to speak to you about the wording of ordinances, about the method of making your surveys, about the types of maps you should get or the professional consulting service you should get. Those are relatively unimportant. It is of the utmost importance that we know what it is all about and zoning simply may be defined as just this, the public regulation of the use to which private property may be put for the general welfare, safety, health and morals of all concerned. There are those who say, "Yes, but in this modern day it is not fitting that the Government should interfere with the individual's right to do as he wishes." In reply it may be more truthfully stated that in these days of modern civilization, when on this continent we find for the first time in history that over 50% of the population now reside in cities, that no longer can the individual exercise all those individual wishes without unwarrantably trampling upon the equal rights of his neighbour. As our density of population increases, as our individual proximity increases with that of our neighbour, we must, of necessity, each give way for the common well-being. Society has to be maintained and in fact that is the only difference between civilization and whatever other term you want to use, the ability to live together amicably and derive from life all its blessings with the least possible effort.

Zoning, therefore, assumes two characters. Regulation, which is more commonly referred to as zoning, is that which regulates the actual use, the type of activity to which a particular parcel of land is devoted, as to whether it be a single detached residence or a flat or an apartment or an hotel or possibly a business or industry of obnoxious type.

#### Legalized Blackmail

Mr. Whitnall then proceeded to illustrate his remarks by describing the chairman of the meeting

as established in a beautiful home in Vancouver in which he has a considerable monetary and sentimental investment. Mr. Whitnall himself comes as a real estate speculator from Los Angeles: buys the vacant lot alongside and by threatening to establish a laundry or some obnoxious industry compels the chairman to buy him out greatly to the profit of the land-speculator. Mr. Whitnall described the transaction as absolutely legal but none the less legalized blackmail. Many times he had actually seen this sort of thing happen intentionally and many more times unintentionally. What must be the economic stupidity of a community in which these things are permitted to happen!

#### Regulating Heights and Bulk

There was another side, the side which was most interesting, the side which most people knew very little about, a thing about which every high school teacher in physics could teach us volumes because the thing was simply a problem in physics, the thing to which we might definitely trace many of our metropolitan problems, not the least traffic congestion, shifting business centres, shifting values, destroyed and discarded properties. Nearly all those things were directly traceable to the failure to regulate the heights of buildings and the areas of ground which might be covered which, taken in combination meant nothing more nor less than bulk. A very descriptive term was given to that at the Washington Conference. They called it cubage and the word was very expressive.

New York was the first instance of industrial disintegration. It would always probably remain a great financial centre, the great financial centre of the world, but industrially it had begun to disintegrate and it did not know what to do to save itself. He could not help wondering how far we could prevent a recurrence of the terrible conditions that obtained in New York. Zoning by process of regulating cubage purposely attempted to keep what was termed the human load on the land to the point where the land could serve society and if John Brown, by putting a building on his lot to the sky absorbed more than his just share of light and air, water facilities, fuel facilities, phone facilities, drainage facilities, fire protection, police protection and street facilities, then that man took more than his just due, as a burglar takes something which is not his due.

#### Skyscrapers

When the Smith building, the first skyscraper of the little town of Podunk, is put down it acts like the corner of the blotting paper applied to a blob of ink. Your engineer, attorney, doctor, dentist and your realtor, each of them, will modestly admit, if you want to know the truth, that he is the leader of his particular profession in that town, and there is only one way a leader, and they are all leaders, can maintain his prestige, and that is to get into the new Smith building because it is modern. Go back to your physics. When a certain volume is taken from a cer-

tain receptacle and nothing is put back there is a void and when the capacity, the cubage of your first building exceeds or equals the cubage of the original buildings distributed around the town, up they go. There is nothing so fatal to a building investment as a vacancy. In order to remedy the situation a certain panacea is attempted and that is, lowering of rents. The new Smith building has been thrust into the midst of a thriving community and now it has created a void, all around it, a decadent area, occupied by a type of activity that the dear ladies of the community rather hate to go through on their business calls. Then when Brown comes with his little pile he says, "I am going to put up my building, but not by the Smith building, that is the deadest part of the city. I'm going down three blocks, in the direction whence comes the greatest buying power." Then the new Smith building becomes out of date and all the stuff around it becomes out of date. Is it not a wave constantly rolling on and on, the crest of the wave always equal in cubage to the filling capacity of our means of transportation, leaving behind a swell, a decadent area that never revives. Then those who were originally on the inside have now become a decadent area, and they say "Give us air, give us anything to revive us, we want elevators, subways," anything to bring people in, and when they bring them in they have taken the second step in a vicious cycle that has no end unless you keep the cubage down to the ability of the town to fill and to empty.

Los Angeles is one of the most interesting and most fascinating laboratory experiments in that it is a large community that in the first place is limiting the maximum cubage and in the second place because of a widespread population and the sheer inability to finance the cost of modern rapid transit. It is normally, rapidly and naturally producing its own cure. It is not putting all its eggs into one basket. When the original city got to that point where the inconvenience was too great for the people to suffer, then a new centre sprang up, Hollywood, Glendale, Pasadena, Long Beach, well distributed satellite communities, each sufficient unto itself; well-balanced and thriving, and not to the detriment of the original nucleus.

The whole problem narrows itself down to this and therefore we come back to the same subject, the problem of making the humanity in a community fluid like water, in order that it may find its own level instead of being permitted to fill into great centres of density. That is our problem; that is the one beacon light we are constantly looking at, to make that population fluid in order that each individual, be he wealthy or poor, black or white, shall have the most ideal conditions under which to live and to enjoy liberty.

### Civic Individuality

That brings me to this concluding thought that we all may well ponder over. In each individual instance, you, as a citizen of Vancouver, Ottawa, Winnipeg, or wherever you come from, are a citizen of

no mean city. Answer this for yourself: "My city is in existence because of what? Why does it exist?" When you have correctly answered that then answer this. "Does it, in its present form, best serve that purpose?" and if you can answer that in the affirmative then indeed you have a city. But how unfortunate it is that down there half of our population is less than five years old as citizens of our city! They are still thinking in terms of Iowa, Kansas and New York, rather than in terms of Los Angeles, and if they come to us, presumably it is because they did not like the place from which they came as much as the place to which they have come unless they came in order to change their names for either matrimonial or police reasons. It is difficult to understand why the minute they get there they proceed to try and make the place just as much like the place from which they have come as it is humanly possible to make it.

No, Los Angeles does not want to be a New York and I hope it never will even approach it, nor Chicago nor Boston, nor any place but Los Angeles. And so with Vancouver. So with any community. Vancouver has certain attributes, certain physical characteristics that are peculiarly Vancouver's own. You, in common with us, are on the threshold of that new theatre of international commerce which is the Pacific. We have a common heritage and naturally we are going to acknowledge it. The Pacific Coast is great enough for all of us, and each will succeed to the degree that the other succeeds. But you, here, have something we have not, just as we have something that you have not. Certain things are yours exclusively. They make Vancouver what it is and what it may be. Los Angeles can never strive—yes, it can strive, but can never succeed in being a second Vancouver and so, ladies and gentlemen, if you try to be another New York or Chicago, or Montreal or London or Cairo or Peking, if you try to be any of those, you have lost before you start. But if you can only realize that as Vancouver you have certain things that none other has, and if only you make it your ambition to make Vancouver just more Vancouver, then you may be small, but size is not after all the thing that perpetuates or makes value. Athens was not large, but how it stands out as compared with Carthage! It is not size. It is not bulk. It is not greatness of population in numbers. It is greatness of population in ideals and in individuality, and when Vancouver or any town determines what it is and makes itself more itself, then it has won before it has begun because it is an absolute world monopoly and is yours for the taking. That thing which is Vancouver is not only the land upon which this and all the other buildings are erected, is not the Fraser River nor the sands and the ocean beyond, it is not the mountains; it is all these, yes, but it is something more vital than these; it is the common man that makes your citizenship, and if you can discover some way of molding and lifting up that common man that shall speak Vancouver, think Vancouver, build Vancouver then indeed you have your place in the sun,

an individual place, your own place, that no one else may usurp, and nothing is more potent to bring this to pass than this wonderful, this fascinating, this great social movement that for want of a better term we call city planning. You call it town planning, but it is all the same thing; it is merely taking God's country and putting man's handiwork upon it in order that man may really live and be what he was intended to be, rather than a human sardine.

## SECOND DAY, FRIDAY, MAY 27

### MORNING

### HOUSING DISCUSSION

President Buck introduced an open discussion on Housing as follows:

The first paper on the agenda is "Housing in Relation to Town Planning in Cities such as Vancouver," by Mr. A. G. Dalzell. Unfortunately Mr. Dalzell is not with us. I think it was 20 years ago that Mr. Dalzell came to this country. For ten years he was in Vancouver as assistant City Engineer. Then he went for some two years to serve under the Town Planning Adviser of the Federal Government. After that he took a position in the City of Toronto where he now is. We all regret that he is not with us this morning to give his interesting paper on "Housing in Relation to Town Planning." I understand he has sickness in his home and for that reason could not be with us to lead the discussion. His paper was published in the Journal and I hope you have all read it.

We have a gentleman with us who is interested and I think successfully, in agitating for better housing in the city. Mr. Bird, our City Architect has had, as you all know, a very definite appreciation of the value of housing in relation to this great movement of Town Planning. He has given it considerable study and has made a name for himself in this regard. It is with much pleasure that I ask Mr. Bird to lead us in our discussion of Mr. Dalzell's paper.

MR. BIRD: Mr. Dalzell states in his paper 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. In a city of this kind, and most industrial cities, there is growing up rapidly a very large number of people who are unable even to think of buying a lot and putting a house upon it however much they may be assisted by the Government. In 1919 the Federal Government loaned, \$25,000,000 towards providing better housing. By that scheme people were able to buy a lot and put a house up and pay for it in 20 years. There were built under this scheme throughout Canada 6,244 houses scattered over 179 municipalities, housing about 10,000 families. We were only able to build 89 houses under that scheme. There were a great many applicants, in most cases returned men, but many were unable to put up the initial payment of \$300.

If you cannot put up a home for yourself the next thing is to rent a home, but owing to the high price of land and the high price of building there is little provision of this kind in Van-

couver suitable to the man with an income of about \$1,200. In some countries they have started housing schemes assisted by the Government, and I think the time has arrived for us to consider some such scheme in Canada. In 1922 I sent a circular to nearly every city of importance in Canada and I could find in no city a renting proposition in existence. They were nearly all schemes for purchasing of houses, not for renting. Owing to the high price of lots and the high cost of living it was next to impossible to build houses on a single lot and rent them with any hope of a return on investment. Private interests are no longer building houses for rent, that is, building houses for rent at a low rental. A great many people in this city could not afford to pay more than \$15.00 to \$18.00 a month for a dwelling, and while there are some built that are renting at \$25.00 they are very poor affairs.

I see no way out except to build terrace houses either grouped in sixes or more and these would have to be financed in some new way. I have here a sketch which shows half a city block. Each room has its requisite amount of light and air. There are three bedrooms which I think is essential for a family dwelling. Each dwelling has its own back yard. There is a certain amount of prejudice here against the terrace house; very likely rightly so because there were some terrace houses erected here on corner lots which took up the whole of the flankage of that lot and therefore came beyond the recognized building line on the intersecting avenue. Then we have to bear in mind the uninteresting lines of streets in the Old Country. There is no reason why we should follow them. The scheme I have shown you—it is merely a suggestion—shows the building set back to the building line. Each room is very well lighted, in fact there is a little bit more light in these rooms than is provided for under the present zoning by-laws, because each room has direct light. The exception may be the kitchen. The kitchen windows face each other 14 feet apart. I do not think that would matter very much. These buildings could be put up very cheaply in fireproof construction with concrete walls. I estimate the cost of the whole block of 33 houses at about \$75,000, that is \$2,500 a house. I value the lot at \$400. It is the value of the lot which is the great impediment to making any of these schemes pay interest. Under that scheme there would be an investment of \$81,400. I think the houses could be rented at from \$15 to \$18 a month. There are no houses in Vancouver showing that accommodation on such terms.

This is only a suggestion to open a discussion on municipal housing. I am waiting for somebody to start the financial end of it. I know it can be done because it is done in other countries and I do not see why it cannot be done here. I found on a visit to England that the British Government had started a scheme for building two and half million houses in 15 years. They loan up to almost 90% of the value of the mortgage and interest. The County Councils borrow this money. If they cannot rent them cheaply enough the British Government subsidizes the councils to make up the difference.

I have started this discussion on this method of housing for people with very little means because I see no evidence of any housing in Vancouver that will provide homes for this class of people. We are slowly creating slums in Vancouver. East of Main you will see any number of children playing about the streets where two or three families live in derelict houses. Sanitary conditions there are very bad indeed, much as we try to keep the places clean. These people want to live near their work. It is no good sending them to South Vancouver. Nobody in Vancouver will invest in house property of this kind. But I think we can get people interested in supporting some project as an experiment if we go about it properly. Negotiate with the City for a block of tax sale property. Put up one terrace and rent them at anything from \$15.00 to \$18.00 a month. I think they might get their money back from the rent. But it would be an experiment, as I say. I think there are some people in Vancouver who have the money to try that experiment, failing municipal housing.

MR. A. G. SMITH: Before you leave there is something in the way of information I think you can give this meeting. We, who are living in Vancouver and familiar with the loaning of money and know what building is going on have received the impression that the working man in Vancouver as compared with others elsewhere is a rich man. How, then, is it that the housing question is so prominent here when we find that working men are owning a very large proportion of the houses, and the renting of houses in Vancouver is almost nil? I suggest you can give a great deal of information by elaborating what has come to your attention in regard to housing conditions.

Now as I understand it, this will be your answer. Your answer is that generally speaking as soon as you get away from the congested part of the city, the east end, there are a great number of dwellings, workmen's houses through South Vancouver and Hastings Townsite and parts of Point Grey and the outside parts of the city where workmen own their own houses and that that is the prevailing condition there, that houses are built and sold.

What I would like to know is the extent of the other conditions and whether that condition is governed by your statement that these people want to be in the middle of town near their work. What I am trying to reconcile is apparently two irreconcilables. You cannot start terrace construction of that kind in the commercial part of the town. That would be limited to the outside and lots are cheap when you get away from where the people work. The solution that appears to my mind is not so much the individual house as a really desirable tenement. A tenement could be built in the city under the proper laws which would be just as desirable, or more desirable than these cottages. You see the doubt that is in my mind as to the incompatibility of your suggestion in building cottage construction in the congested district or the moderately congested district close in to the centre of the city.

MR. BIRD: You notice I avoided the term working classes, working men. The working class is a term

generally applied to a man with a trade. They are taking care of themselves now. I am referring to the man with an extremely small income. I am referring to the man who tries to pick up an odd dollar or two along the water front, which as you know, in growing cities, is an ever increasing population. These men have no trade. They are not what you call the working class.

With regard to the tenement it is the tenement we want to get away from. These men who work on the waterfront and pick up an odd dollar, as I say, in various ways, they have families and we do not want to see families in tenements, if possible. That is why, in some countries, you will not find the tenement where you get the terrace house. Where you have one house on one lot you will get the tenement for the people who cannot afford to pay for a house on one lot. If you build a tenement these families will go into the tenement, but that is not the best form of family life. We want the children off the streets. With the terrace houses they will each have their back yard. There is an evergrowing class of unskilled labour who can only just pick up a few dollars here and there. They have their families to support and I do not suppose they will make \$100 a month. These people can afford to pay from \$15 to \$18 a month for a home and no more. They cannot do it if you put one house on one lot.

QUESTION: What is the percentage of home ownership in Vancouver?

MR. BIRD: I could not tell you that. I do not think there are any statistics at the city hall. I only know that in my wanderings round the city I find a growing class of people who are unable to entertain any idea of owning a home.

MR. DEPTFORD: I should think it was absolutely impossible to build a row of tenement houses to give perfect lighting conditions to those who reside in them. Mr. Bird stated it would cost in the neighborhood of \$2,500 to build one of those houses. Well, now, you could build a house for that on a lot. I believe these architects will support me when I say that for \$2,500 houses could be built far superior to what you have shown here.

MR. BIRD: It would have to be a frame house. When you build a frame house its life is much shorter than such a terrace house as that I have described.

If it is possible to build houses on one lot and rent them at \$18.00 a month, why has it not been done? These can be built at \$18.00 a month rent and you will get them occupied and your rent back. If it can be done, all the better. Let some public authority do it. All I want is some scheme for building houses so that those people who are now living under squalid conditions can be provided with homes, I shall be very pleased to hear any suggestions for providing homes for those people. Up to the present nobody has ever thought of doing this.

MR. BUCKLEY: I wanted to show Mr. Bird as soon as possible that I am in sympathy with him. I had heard at Ottawa what Mr. Bird has in mind and I had a very strong feeling that he was one person in Vancouver who was tackling a very urgent problem. I hope he will get efficient support. There are two phases to

this movement. One is town planning, that is the disposition of buildings by a civic authority on land designated for specific uses and restricted to those uses in the interests of public health and civic order and amenity. You cannot have a civilized town if any man can build anything where he likes. I was glad to hear Mr. Baird, Inspector of Municipalities, insist upon the rights of the community, as the revised version of civic life. This is now commonly accepted on the European continent. *Laissez faire* has had its day and has wrought mischief enough.

Then there is another entirely different question of profound importance, the provision of homes for the great number of people Mr. Bird has in mind. I am very deeply in sympathy with Mr. Bird's objective. At some point or other we have got to tackle this question of the housing of the low-paid wage-earner. At some time or other we have to justify this movement, not simply as an architectural or engineering or landscape gardening problem, but a problem of providing decent living for the large number of people whom Mr. Bird has in mind. An educational movement with regard to the housing of low-paid wage-earners is badly needed. Mr. Bird has been over to England and he comes back and feels in his heart that they have gone a long way over there to solving this problem. They decided with practical unanimity—all political parties—that it could not any longer be left to private enterprise. The orthodox argued that it would be managed better by private enterprise but it was not managed at all until it was put into the hands of scientific town planners of incorruptible integrity and treated as a scientific problem, just as sewerage and water supply would be. These men called in supply firms and land dealers and provided an enormous amount of business for them but they made it clear that profiteering must cease. These men succeeded because they were interested only in a human problem and not in maximum profits. They had also the powerful help of the voluntary co-partnership housing associations, about which we know almost nothing in Canada, and the garden city workers. If Mr. Bird could get such a group of scientific men behind him—not men pottering about profits, but men ready to tackle a social problem of deep import to this country and to solve it he would not have to plead in vain for the decent housing of the low-paid wage-earner with wife and children needing shelter.

The garden city movement has come to the rescue of this problem, and it has done things which Mr. Bird has in mind. It has built groups of houses, not so much terraces, but groups of houses of five or six, and the conditions are so wholesome and lovely, room to live and play with gardens all around. They are rented to families such as Mr. Bird has in mind. If they can raise a very small amount they can take charge of these houses and they can pay for them gradually. Before the war these houses were rented for from \$6.00 to \$8.00 a month. Economies were effected at every point by keeping out the profiteer. They are not cheap and nasty houses. They are houses such as any person here might be content to live in, three or four

bedrooms, a garden for flowers and vegetables and open space all the way around. It is civilized living for the common people and I think that is the real objective of this town planning movement.

The disposition of buildings is intensely important, but sooner or later we have to find decent housing for the low-paid wage-earners. Behind that problem are women and children; behind that problem is the educational weaving of our national life. Schools for such families are little use without decent housing. We seem to be under the impression sometimes that our nation is a sort of special creation and that it must do things only in one way, the way it has been accustomed to. There can be no true culture unless we are hospitable to ideas, unless, when we look around the whole world and find a lovely idea, we thank God for it and say "That must be ours." I do not see any more than Mr. Smith how these people can be housed in the middle of a built up city except by tenements but "near to their work" is a relative term. There are still unused lands within a few miles of the city that might surely be acquired for a great project of this kind. The solution of this problem would make Vancouver famous, for it is an unsolved problem in practically every city in Canada. It is not tackled because there is no money in it and therefore it will need to be tackled by men who do not expect to get money out of it. If it were handled with the scientific enthusiasm of the University Endowment Lands I am sure it could be done.

MR. GRIMMETT, Reeve of South Vancouver, argued that lots could be acquired for \$200 in South Vancouver and houses be built on them for \$2,800 to rent at \$18.00 a month.

MR. SHARPE: Any scheme of this description must be put in the right place and properly zoned. In London 30 or 40 years ago they started to clear up the slums and put up tenements of a better kind. What happened? Those tenements were filled at once, but they were not filled by the people who occupied the slums previously. Do not forget that. We do not want to put up tenements assisted by the Government or the City for people who can well afford to put up their own dwellings; therefore we must put them up in the right place and control the occupancy. The next point I would mention is this, my feeling is that the architects should be able to assist in this matter and without cost. They should volunteer their services to do a certain amount of work. I am speaking for myself, I am not speaking for the architects generally. Doctors do a certain amount of work which is not paid for and there is no reason why the architect should not. A great many little houses put up all around could be much better built for the same amount of money, arranged a good deal better, and a great deal better in appearance.

MR. ALLAN: I think we are getting away from the point Mr. Bird has in mind. It is not peculiar to Vancouver. I think the same condition prevails in every city and town the size of Vancouver. Now, what Mr. Bird sees is a floating population or a population which must be close to its work. There is a derelict portion of the city, and it might be typical of any city, east of Main Street, the original portion of the City of Vancouver where the houses have become old. Now, those

houses were originally designed for one family and are housing two or three families and it is producing an insanitary condition. What are the people going to do? Can the health officer step in and say, "You have got to abandon that house"? Where is there place for those people to go? It is no use driving them to South Vancouver or Point Grey. They have to be close in for that work.

Is it not wise to do what Mr. Bird has in mind, the city or some society, assisted by the city, put up a type of house such as suggested, possibly not in such a long block? Something has got to be done. You cannot shoo these people around. They only move a block or two. There they find somebody who has a single family residence. They rent it to two families for a higher rent and you have the same condition again. Mr. Bird thinks it will be better for the city or some organization, with the city, to acquire a block of property, put up this cheap type of house for these people so that they can be near their work.

MR. BLAND: I agree most heartily with the remarks of Mr. Buckley that this is probably the biggest problem we have to face in Town Planning, housing for the low-paid wage-earner, that is, the man getting not more than \$70 or \$80 a month. There are a large number of men in this city and all other cities that are not getting more than \$70 or \$80 a month. It seems a scandalous thing to say, but it is a fact. If you take the laboring man who gets three or four dollars a day and you start to knock off the days he does not work you will find that \$70 or \$80 is about the top figure the man can get. What can the man do out of that? He cannot pay more than \$15.00 a month for rent, otherwise he has not got enough left to live upon. It is an awfully big question, but is being tackled by nearly every country in the world. We, in Newcastle, where I come from, gave the matter a great deal of thought. We realized that in workmen's houses you have to have a construction that requires very little cost of maintenance. He has not the money available to spend in painting houses and repairing frame houses. You have got to eliminate the frame house if you really want an efficient workman's house. Whatever the construction is in the workman's house, it must be such that the maintenance cost is small. He has not the money available to keep the frame house in such a condition that it will last, as Mr. Smith says, some 25 or 35 years. In Newcastle what we did (and I tried to arrange something of that kind for this convention)—we acquired a plot of land which was available at a very low price. Then we got the city to offer a prize to the architects of the district for designing the very best class of workman's house they could and of the most economical construction. There were lots of little things arranged for economical construction that saved in the cost of the house and saved in the cost of fuel and other things. There was a prize given to the architects for the best construction of a workman's house to cost so much. After that was done there was also a prize given to the contractors who would undertake to build houses from those plans. There were something like 10 or 15 of those houses put up to start with. The con-

tractors had to agree they would build ten more at the same price so that they would not build something they could not follow up at the same price.

That was very successful. It occurred to me when this convention was coming, about two or three months ago, the city might put aside one of the pieces of land that had come to them and represented only the taxes to them and we could get the architects to go into it in the same way. Mr. Sharpe with his usual generous spirit thinks they might do it for nothing, might do it as a sense of duty, the same as doctors do a great deal of work. All the better if they could. I wrote to Mr. Bird about it prior to his going to England to see if the City would not put aside a city block. Then we could ask the architects to design it and get the builders to put up two houses; two semi-detached and then a block of four or six, taking one side of the block. There would be no question these houses would sell. I thought if we could manage to have those put up, it would be an actual illustration of what could be done in the way of workmen's houses. Nobody would have suffered and the houses would have been sold. I also wrote to Alderman Bennett. He did not think, I suppose, that the time was long enough to get the thing through.

I do think however, that this is one of the biggest problems Town Planning has to tackle. It is not a local problem. It is found all over the world. Until we get the low-paid wage-earner into such a home environment that he will be contented, we shall always have social discontent in the world. With Mr. Buckley, I think this is a subject we must concentrate upon, and study carefully and I think our objects can be accomplished.

With regard to the cost, there have been many ways suggested of financing. In England it is suggested that the Post Office savings, which is a three per cent proposition—a certain amount of that might be loaned by the Government for cheap construction. However it is done, it is a thing that has got to be done and we are not going to have peace and contentment in the world until these men are properly housed.

MR. SEYMOUR: I will tell you how within a year you can provide and take care of all the problems you have mentioned. I had experience with housing loans in the Federal Government and with Provincial policies. I think that the Housing Act of Ontario, 1912, is the best legislation we have. That, in a few words, provides this: If a body of interested citizens get together and will put up 15 per cent of the capital, 85 per cent of the capital is underwritten by the city. Now, all we have to do is to get together here and interest people that can subscribe a few hundred dollars or whatever it is, that represents 15% of the capital. Let us get the same legislation in British Columbia that will allow the same thing to be carried out; then let that area, which we are going to build upon, fit in with our zoning provisions, and within a year, gentlemen, we shall have the whole problem solved.

MR. ALLAN: In the area that Mr. Bird has in mind, I suppose there are 50 or 60 or possibly 100 houses which in a very short time must come down for sanitary reasons. But there is no tax-sale prop-

erty in this city of Vancouver, except an odd 33 foot lot that is capable of being developed to take care of the situation Mr. Bird has in mind. Now, if those houses are destroyed in that section the land becomes vacant at once. They are probably not all together but there will be two or three houses sometimes together. They are scattered through that district. That land immediately becomes vacant, there is nothing that can be put on that property unless it is a junkyard. In this association we may not be able to take this problem up, but I contend that we must tackle it. It would be far better for the City of Vancouver to lose two, three or four dollars a month on these houses than to pay later on three or four dollars a week per child to take care of them in the detention home. It would be further ahead in the long run.

PROF. BUCK: I am sorry to ask you to stop the discussion at the present time. Mr. Bird will close the discussion. Would you like a committee appointed from the convention or ask your chairman to appoint a committee to take up this matter of housing. If someone would move to that effect.

Mr. Bland moved and Mr. Kitchen seconded that a committee on housing be appointed by the executive to take up the matter through the Vancouver Branch.

MR. BIRD: It has been stated that in South Vancouver homes can be built at a low rental. Why has this not solved the problem? It has certainly not solved the problem. Conditions are getting worse and worse. Certain parts of Vancouver are fast becoming a real slum district. Therefore it seems to me that these smaller houses in South Vancouver have not solved the housing problem in Vancouver so far as the poorest people are concerned. They will not move out of certain districts. It is a very difficult thing to get them to do it. You could put up houses in South Vancouver and offer them at a very low rental and these people would still remain where they are. They prefer to remain in the slum area than go further afield. They want to be near the waterfront and the industrial districts.

With regard to Mr. Sharpe's remarks I know that those tenements in the old country were put up for people who were turned out of the slums and another class of people occupied them, but under the new scheme that is being taken care of. They are paying very great attention to the class of people who occupy the new houses. A person who has a decent income is not allowed to go into those houses, only the very poor class. If they cannot afford to pay the rent the Government subsidizes the council or local authority so that they obtain the interest on the money invested. People with large families have the preference and that is why the terrace house or the one-family dwelling is much more preferable than the large tenement houses which some authorities have been building up to now. Mr. Sharpe also mentioned that very likely the architects of this city would do some work for nothing or co-operate in some way in preparing schemes along those lines. I may say that I suggested this scheme to an architect in this city and it was he who drew these plans. There are other architects who will do like-

wise. One gentleman spoke regarding terrace houses that were found to be in very poor condition. I think that should be the exception, not the rule. I can point myself to some terrace houses which are so picturesque, picture post cards describing them are in circulation. I know where the owner of a long terrace of houses erected on his property gives a prize every year for the best kept garden and it is quite a beautiful sight to see this terrace of houses.

## REGIONAL PLANNING

By A. E. CLEVELAND

Chairman, Greater Vancouver Water Board

Mr. Kingery's paper\* brings to our minds the fact that when the dawn of the modern town planning movement began to break over this continent, a handful of far-sighted and public-spirited men in the City of Chicago were among the first to recognize its importance and with a vigor typical of that great commercial metropolis they grappled with the question of the City Plan. The methods adopted for arousing public sentiment, the facilities provided for educating both the taxpayer and the youth of the city to the need for City Planning and the methods of providing the means of war to enable the creation of the plan and to give it a first place in the public mind are now all matters of history and among the richest traditions of the City of Chicago.

So great have been the achievements of its replanners that the visitor who may have been disposed to rail at the smoke and grime of the city is filled with admiration for its great boulevard systems. To its own citizens the accomplishments now to its credit and the transformations in progress and planned for the future must be a constant inspiration.

The effort to bring to that huge and largely populated region within fifty miles of the city's centre a realization of the benefits of a great co-ordinated design for all its public works is but the logical sequel to the city plan.

Mr. Kingery's comprehensive paper describes how the step was taken. It presents the fine example of officers in the various constituent cities and municipalities charged with the duty of carrying on the public works in their own particular area, co-operating in a grand regional effort. The usual method of retaining town planning consultants was in this case, for want of adequate immediate funds, not followed, but Mr. Kingery emphasizes the fact that the satisfactory results attending the method adopted arise out of the participation of those in the preparation of the plan whose duty it will be to carry it out. Co-operation is the keynote of the method. The lesson from this experiment for those regions—which, like our own, have the advantage of the services of highly skilled consultants—seem to be in its demonstration that for results the complete and sympathetic co-operation of the technical officers of the area involved is most desirable. The conception of the plan is not enough. It requires the active co-operation of these officers to see that its execution is not stayed.

\* On Chicago Regional Planning. See June issue.

As a result of the very rapid development of very large cities today and the important changes in the character and control of transportation involving increased street widths and heavy surface and underground structures the public is looking more and more to its technical officials for guidance.

On the City and Municipal Engineers and their staffs an increased burden of responsibility is being thrown. The nature and extent of the structures and the choice of types to meet the varying conditions are matters which directly fall on them for recommendation, so that it needs no great consideration to confirm the practical wisdom of setting out to secure their harmonious co-operation. They deserve and will need all the support that may be given them in directing and encouraging the taxpayer to grasp the necessity for purchasing lands required for parks, street widening and other works long in advance of the time when they may actually be put into use. This requires courage on the part of both—an element of character that in some cases demands continued sustenance.

In the paper itself and in the appendices there are many points of interest. The general method of attack, the making of the patchwork plan, the systematic collection and analysis of data respecting the relationship between business and population, acreage of parks per unit of population in various places, the problems of water supply, drainage and sanitation—all emphasize the interdependence of these subjects.

The preparation of the various codes for the guidance of all the communities in the matter of land subdivision for the installation of conduits for public utilities and the summary of zoning ordinances are most commendable. They command respect for their sensible suggestions and for their manifest effort to create safe standards. They are however but important details. The main argument is the necessity for co-operation.

A brief reference to one or two of the details of these codes may be made in passing.

The requirements of the ordinance regulating the subdivision of land with particular respect to the information to be shown on the plat are substantially those imposed, for some years, by the provisions of the Land Registry Act in this Province, with this important difference, that here, up to the present, there have been no master plans. Plats have been submitted to the City or Municipal Councils as the case might be according to location of the property but no regional studies preceded their approval. It has been in the main considered sufficient to have the streets or roads in the subdivision of one parcel connect in some fashion with the streets or roads in the adjoining parcel.

The provision in the ordinance, that section line streets should be not less than 100 feet wide and half section streets not less than 80 feet and secondary and residential streets not less than 66 feet, would apply satisfactorily only to country regular enough in its topography to permit of practicable grades and reasonable construction costs. It could not apply in British Columbia. Indeed the imposition of the old

public lands system of survey as known in the middle west of Canada and the United States with its rectangular sections and their legal subdivisions, or its twin brother, the rectangular net of lots a half mile by a half mile, or a quarter mile by a mile, is one of the great misfortunes to which this Province has fallen heir. It has given rise to more useless expenditure and left more steep, ugly and unusable streets in this country than we shall be ever able to rectify. High capital charges for construction and the installation of utilities, unduly costly maintenances together with lack of ease and enjoyment in their use have only accentuated the unsightliness of their incidence upon many of our fairest hillsides. Slopes on whose sides the roads and other structures might have been shining examples of beauty and usefulness testify by their unpractical ugliness to the desire of the land owner and the speculator of the boom days to get the greatest number of lots per acre regardless of the consequences.

A general increase of the widths of roads along lot or section boundaries would surely have added unnecessary disfigurement. All this emphasizes the need of the Regional Plan, which in these days seems so absolutely essential that one is led to wonder how it was that intelligent communities permitted subdivision to be made without it. In this Province as elsewhere the idea of the regional plan—the conception that no land owner, so to speak, subdivides to himself alone—has been of slow but steady growth. Witness the changes in that respect in the Land Registry Act during the last twenty years and in the gradually evolving requirements of cities and municipalities as to what information the subdivider should show in the plans presented for approval of the authorities.

While 66 feet has with us in general been adopted as the minimum width of street or road, recognition must be given to the fact that many arteries of greater width must be provided. In a territory of our varied topography their location is determined not by lot or section boundaries but by the lowest practicable grades consistent with general directness between important origins and destination of traffic. Nor is there any good reason why in very many cases in our varied terrain narrower streets of a few blocks in length in residential subdivisions should not frequently be resorted to where lots are of sufficient depth and where the control of the area is such that adequate set-backs can be enforced. These narrower roads, down to say 40 feet in width for very minor ones and to 50 feet for those of a few blocks in length, are not only economically sound but add an air of appropriate cosiness and quiet.

Here again the necessity for the master plan is apparent. Without it narrow roads might later be found to require widening with all the consequent property disturbances and the residents who chose their lots with a view to seclusion and repose might find themselves on a main artery or other through traffic street with its intolerable residential conditions.

The question of whether there shall be lanes or

alleys is always a difficult one in residential property. The increasing number of motor car owners makes sufficient lot width for a driveway entrance from the street necessary. This to a large extent eliminates the necessity or desirability of lanes where provision has been made by way of easements across the rear of the lots for public utilities.

The maximum length of blocks should certainly be limited to 800 feet except in those cases where cross slopes are of such a nature as to indicate the futility of a street and the usefulness of a foot path.

The stricture on the lot with double frontage (through lots) would seem to be deserved except where the lots are deep and some special reason exists for such a treatment or where an arterial road passes through a residential district and it is desired for traffic safety to restrict the entrances to the abutting lots. In such cases a narrow street more or less parallel to the main artery may serve the purpose of access to the lots and overcome the difficulty. Such expedients may have been used only where building restrictions and the use of prescribed street entrances are complete.

In the matter of the establishment of uniformity of position for underground conduits for public utilities, for various widths of streets we might well take a leaf from the book of the Chicago regional planners.

All of these matters, including many interesting details in the various appendices, while important enough in themselves in their places are subsidiary to the vastly more important question of the general regional layout.

Before concluding it may not be amiss to point out that the Burrard peninsula was one of the pioneers in America in the creation and adoption of a comprehensive Joint Sewerage Scheme. By the establishment in 1912 of the Vancouver and Districts Joint Sewerage and Drainage Board the main trunk sewers, interceptors and outfalls have been built with an eye single to the needs of the whole district.

Likewise it has embarked on a Greater Vancouver Water Supply project which bids fair eventually to care for the supply of the whole lower Mainland.

A thoughtful consideration of Mr. Kingery's paper raises the important question as to the application of its lesson to our own situation

Is it not that, while we have already established some regional co-operative effort as above mentioned—and I do not refer to the form of the effort but to the underlying principle—we should forthwith and without delay endeavour by all proper means within our power to encourage and nourish not only the idea but the realization of the Regional Plan? The end sought is not alone an economic one. It should bring to us and to our children and to the hundreds of thousands that will yet inhabit this Metropolitan area increased opportunities for business, health and recreation and untold satisfaction in the daily contemplation of orderly and systematic arrangement and development. Let us move at once in that direction.

## LUNCHEON AT UNIVERSITY ENDOWMENT LANDS

AS GUESTS OF THE DEPARTMENT OF LANDS, GOVERNMENT OF BRITISH COLUMBIA

Major H. L. McPherson, Resident Engineer and Agent was in the chair. In introducing, after luncheon, the Hon. T. D. Pattullo, Minister of Lands, to the assembly, Major McPherson acknowledged very warmly the sympathy and assistance of Mr. Pattullo in carrying out the Endowment Lands project. Without this assistance and sympathy, he said, the project would have been impossible.

ADDRESS BY THE HON. T. D. PATTULLO  
Mr. Chairman, Ladies and Gentlemen:

On behalf of the Government of British Columbia I wish to extend a most cordial greeting and welcome to the members of the Town Planning Institute of Canada and all allied with it. I have an additional pleasure in extending that welcome on the University Endowment Lands. Let me briefly explain for the benefit of some who may not be familiar with the situation, the reason why the Government of the Province is undertaking the work of developing these lands.

When the University of British Columbia was first started, an endowment was thought necessary. The Government of that day proposed to endow the University with farm lands of the Province, not the lands that form the subject of the endowment at the present time, but farm lands throughout the province. There were to be set aside several million acres. As a matter of fact some three quarters of a million acres were actually set aside, but it was subsequently found these lands were not going to be of any special value as an endowment, certainly not for the immediate present, and of very doubtful value for that purpose in the near future. It was thought advisable therefore that this area of land here at Point Grey, which comprises some 2,700 acres of land, should be set aside as an endowment fund for the construction of the University buildings and the maintenance of the University in so far as the sale of the lands would fulfill that object. The lands were accordingly set aside by the Legislature and the Government undertook development.

I will not dilate upon the virtues of this wonderful site any more than to say that some of us feel that the time will come when its beauty will not be surpassed by any similar undertaking in the world. The present development was carried out under the able direction of Mr. Cleveland, now Chairman of the Greater Vancouver Water Board, who was at one time consulting engineer to the Department of Lands, and Major McPherson, resident engineer, who is carrying on the work at the present time.

I am gratified also to extend a welcome to the Town Planning Institute, in the City and environs of Vancouver. Vancouver is already the fourth city of the Dominion of Canada and I do not think it is boasting if I venture to suggest—

probably you will all agree with me—that the City of Vancouver and environs is fast becoming one of the great world metropolises. Everybody realizes the potentialities we have in this wonderful city. I have remarked upon several occasions that if nature had been any more generous to British Columbia than she has been she would have done an injustice to the rest of the world.

Your Town Planning Institute has been carrying along a wonderful work in this Province. It has had the sympathy not only of officials of the Government, but of a great many of our citizens, who have given so unselfishly and wholeheartedly of their time to further the worthy object you have in view.

I think I should point out, in order to do justice to a lady well known in this province, that the first Town Planning Act in the Province of British Columbia was introduced into the Legislature by Mrs. Mary Ellen Smith, the only and first lady member of the City of Vancouver and in the Province of British Columbia. That Act has been in force some two years now, and several Commissions are operating under it.

I doubt if there is any place where the opportunity to carry out the principles which the Institute has in mind can be more readily adapted to advantage of the public at large than in the City of Vancouver. You have a city in the making. You have every opportunity to apply the principles that will make for judicious, wise and prudent town planning administration. In some of the older cities it is almost impossible to change what has been done. Here, every precaution should be taken so that, with the least possible friction, the highest form of town planning, and on the most scientific basis, can be carried out. A growing city such as Vancouver and surroundings must necessarily more or less be afflicted with growing pains.

If I may venture a suggestion, we must be careful in our town planning—and I do not claim to be an expert, but looking at it from the layman's viewpoint—that we do not surround it with too much rigidity. You must allow the vagaries of the human mind to have some scope, and you must allow sufficient elasticity, while not vitiating the real principles which you have in mind, so that you do not alienate public opinion. You must have public opinion with you in carrying out your town planning operations. More and more does everybody realize that you must conduct not only your public business but your private business to the advantage of the public at large.

Even if you alienate only a small body of public opinion you will find, instead of accomplishing the purpose you have in view, you will have to meet many other difficulties and new hurdles to jump.

Mr. Chairman, on this beautiful day I am not going to deliver an address, though I see, according to the programme, I was to deliver an address. I wanted more than anything else to extend to you a most cordial welcome and assure you that the objects you have in view have the hearty support and

co-operation of the present Government.

MR. BUCKLEY:—It is a great pleasure to have the opportunity to propose a vote of thanks to the Government of British Columbia and to the Minister of Lands for the charming hospitality provided for us on these University Endowment Lands. No editorial task has been so agreeable to me within the last few months as the pleasure of appreciating the fine statesmanship of this project for making possible the higher education of the boys and girls of British Columbia by a magnificent scheme of town planning Government lands. By this project what is essentially a means to an end becomes an end in itself, an end as profoundly educational as the curricula of the University. It is socially educative and the science which of all the sciences is least developed is the science of social life, the science of the social organism, which is but another name for town planning, when the sociological implications of this science are properly understood.

This scheme does not touch and cannot touch some of the major problems of town planning, such as the segregation of industries so that they may not sprawl all over the neighborhood and destroy the values because they destroy the amenities of residential life. Nor does it touch the great problem of providing housing accommodation for low-paid wage-earners near to the sources of their occupations. But it does a number of things of first rate importance, aside from providing revenue for the development of the University. It provides or is by way of providing residences for University professors, assistants and students, and this is a problem which many universities, built up to their boundaries, find it almost impossible to solve. Toronto has done something, Harvard has done something and Mr. Percy Nobbs, one of our vice-presidents, is trying to do something for McGill. But nowhere is there such a magnificent sweep of possibility as in these reserved Endowment Lands and nowhere more active and capable brains working on the problem. They are town planning brains and I think it was highly to the credit of the Minister of Lands that he acknowledged so generously the fine initiative, persistence and scientific enthusiasm of his staff. No one can look at the planning of this first unit without recognizing the scientific forethought of the Minister and his staff. I count them happy men, and I know they are happy, to have such an opportunity to embody their ideas in physical perfection and to have such intelligent sympathy from their official chiefs. There is nothing mean about it, in spite of the financial pressure that always tends to cramp the imagination and the ambition of the planner, but there is no waste about it and it is economically sound to the smallest detail. Roads and curbs will not have to be torn up every time a house is built and the architectural vandal will be quietly but effectively placed under control. The avenues and gardens that are being planted now will one day be the glory of the University of British Columbia, which no visitor to Vancouver can miss, any more than the visitor can go to Oxford and Cambridge without seeing the colleges.

This scheme is also making history in town planning for British Columbia and for Canada. It is showing that town planning can be done in Canada as in other countries and that it can be done better by applying to undeveloped land the magic of great ideas before those lands have accumulated prohibitive, artificial and unearned values. There is no lesson more needed in Canada. Here is a magnificent use of massed Power such as belongs to Government, and such as might be applied to other problems, given the scientific imagination and daring so strikingly manifested here. Some time this power may be applied to the creation of garden cities. There is nothing we need more in Canada than a small crop of object lessons in town planning. They will do more for town planning education than all the writing we can do and all the conventions we can hold.

This project will be a seed plot of ideas for multitudes of visitors. The words of genius, says a famous writer, have a wider meaning than the thought that prompted them. The planning of the University Endowment Lands at Vancouver will inevitably suggest to far-seeing statesmen new ways to make the wilderness and the solitary places in Canada blossom with the roses of great social ideas which will bring economic prosperity and enrichment of life to our people and tend to make them satisfied to stay in the land of their birth or adoption and be proud to stay. While it is admitted that this particular project is developing wild lands for the residential needs of persons with fair income, the idea will shoot out from this scheme sooner or later that some provision can be made, given scientific imagination and co-operative sympathy of those who have power to set things going, for the families of smaller income who need, even more than the wealthy, the blessed boons of pure air, recreation space and some intimate touch with beautiful environment. There remains before town planners the immense unsolved problem of the housing of the low paid wage earners in some better fashion than cramping them and their families together with other families into decrepit and derelict houses in the centre of a city. Some of the wild and waste places of Canada may yet be dedicated to such a purpose and certainly could be, given the scientific daring and imagination which have been consecrated to this particular scheme.

Some things are done by governments that give little room for the splendid pleasure of praising. Sometimes it is only possible to say, "the less said the better." It is related that a school teacher once gave her pupils a composition on King Alfred. "Do not tell me about the cakes," she said. "Tell me something else. Everybody knows about the cakes." But the little fellow did not know anything else. He wrote, "King Alfred visited a lady in a cottage and the less said about it the better." I hope you will agree with me that the more we say about the University Endowment Lands the better, better for the cause of town planning and better for the education of boys and girls in Canada; better for this glorious province of British Columbia and better for Canada.

I have great pleasure in proposing that the best thanks of this Convention be given to the Government of British Columbia and the Minister of Lands, Mr. Pattullo, for the charming hospitality tendered the Town Planning Convention on this historic occasion.

MR. W. D. SPENCE,

Deputy Minister of Municipal Affairs, Alberta

I wish to second the resolution so ably presented by Mr. Buckley. It is an especial privilege to be entertained on this magnificent site. The selection of the site, the endowment of the University with the lands adjoining, the preparation for the future in this wise and statesman-like way, this reaching out to higher education is one of the wonders of the work you are doing in this Province, and I am sure it appeals to us all.

You have a magnificent province. You have a magnificent site. Your privileges for higher education at your doors will be enlarged as the years go by and the accomplishment of your project will be worthy of the situation.

Mr. Pattullo spoke very truly of your great opportunities in this province and the great gifts which nature has provided for your use. Some of them will be waiting for the generations to come, to acquire and to use.

I should say for the Province of Alberta that we appreciate your wonderful gifts, but we are not jealous of them. We have our own, all we can take care of and all that we can use for generations ahead. We shall be busy looking after them, and there is no conflicting regret that nature has given you what she has. I wish to express my sincere thanks for the delightful entertainment provided by the Minister and the Government. I am greatly impressed also by the wonderful convention which is being held. It is my privilege for the first time to attend a convention of the Town Planning Institute, and it is an education that is well worthy of any person's acceptance. You have a great opportunity to plan here. I am of opinion that with your rate of development you will need to plan with a wide vision for the future that is in store for this city, as a harbour, as an industrial centre, and as a seat of learning. It is my great pleasure to second the resolution of thanks, proposed by Mr. Buckley, to the Minister of Lands and the Government of British Columbia for their charming hospitality on this auspicious occasion.

AFTERNOON

#### A GARDEN

The delegates were admitted to Mrs. Ernest Rogers' garden — a garden of bewildering beauty, wrought on a hill-side, commanding a green plain of meadow and golf course and demanding poets such as T. E. Brown and Francis Bacon to appreciate the scene. Indeed it was "a lovesome thing" and a "purest pleasure", a contribution to town planning that

silenced propaganda and left room only for the poet to express the thanks of the assembly. Fortunately the assembly harbored a poet.

#### A LATE MAY

Mrs. Ernest Rogers, Her Garden

I sauntered in a garden where the hand  
Had labored well, because the eye had seen  
Visions ..... For almost every shade of green  
Implied a fragrance: I recall a stand  
Of lavender, a lily-pool, a land  
Of ferns with mossy stairs, through woodland sheen  
To lawns about tall firs that seemed to lean  
Under the sky together ..... Love had planned  
This garden; though the culture had been laid  
Upon the roses heavily. Reply  
They would, in June; but they were not afraid  
Of summer, and were reaching forward—why?  
I must believe all roses' private ends  
Had flourished earlier at the hearts of friends.

LIONEL HAWEIS.

#### EVENING—CONFERENCE DINNER

#### ADDRESS OF WELCOME BY HIS HONOUR, THE LIEUTENANT GOVERNOR OF BRIT- ISH COLUMBIA, R. R. BRUCE, ESQ.

His Honour the Lieutenant Governor:

Mr. Mayor, Mr. President and ladies and gentlemen:—I can assure you it is a great pleasure for me to have been invited here tonight to address a few words to the members of the Town Planning Institute of Canada.

In the first place, as Lieutenant Governor, I should like to express a hearty welcome to the distinguished delegates from the other Provinces to our Province of British Columbia, and I am sure I echo the sentiments of Canadians generally when I say that we extend also to those from across the Line a doubly hearty welcome to our Province. I think, s'r, it is another proof of the splendid feeling that exists between our two countries that lie side by side, and that know no dividing line, at any rate in Town Planning.

Though I never had the privilege of meeting the members of the Town Planning Institute before, I have read with a great deal of interest of their work in various parts. I think that the name, Town Planning Institute of Canada, excites a thrill through most of us who have had anything to do with the building up of Western Canada, because many of us have seen such terrible and drastic mistakes made. The mere name excites a feeling of hope for the future.

I don't know, gentlemen, that you could be interested in anything that will be of greater service to humanity than scientific town planning. After leaving here tonight it is my intention to go to the Arena where a number of young ladies are to receive their graduation certificates as nurses. It seems to me you are getting at the foundation and root of the hospital question. We have many hos-

pitals in British Columbia and we find that every one today is taxed to its space capacity. It seems that as soon as you build a hospital it is full of suffering people. I think that you, in your efforts towards town planning, scientific town planning, sanitation, widening of streets, getting rid of those horrible tenements, and providing air space, are getting right at the very foundation, right at the very source of the problem: the prevention of disease rather than the cure of it.

It is for these as well as for other reasons that I had great pleasure in accepting your invitation to come and meet you here tonight. I come here in the capacity of a humble student, of a layman anxious to hear what you are doing, anxious to hear what your hopes and aspirations and ambitions are for the future, because there is so much that can be done.

Approach it from the health point of view, approach it from the beautiful point of view, approach it from the citizen's point of view, there is no doubt if you want to make good citizens you have to keep them healthy in mind and body. Such towns as you propose to plan will tend towards that happy end. No man who is living in the environment of narrow streets, filthy air and unsound conditions, can expect to be a good citizen. You breed bad citizenship there.

I think that this Institute is doing a great work for the future, and I am sure it will receive the endorsement of everybody throughout the civilized world. It is exceedingly interesting to find your colleagues from the United States coming over here because they have had even larger and wider experience in building towns and cities than we have had in this new country. It is kind of them to bring their knowledge and give us the benefit of their experience.

In the Old Country, in the Motherland, it is the ambition of the people to establish garden cities. To-day London is one of the examples where town planning is in full force. Regent Street is torn down and rebuilt. I see they are widening Leicester Square and Piccadilly Circus. You know the wonderful work they are doing in the east end of London where our splendid Prince of Wales has been taking a magnificent and forceful part in helping to remove that reflection upon humanity.

I wish you God speed and every success in your efforts. I am sure you have the good wishes of all the Canadian people for the success of your Institute.

## THE USES OF BEAUTY

By G. GORDON WHITNALL

Director of City Planning, Los Angeles

I am particularly embarrassed to-night in speaking on another phase of our great planning movement by the fact that I was advised that the address this evening was going on the air. I was so reckless as to wire home. The members of our Commission

and our city officials in Los Angeles are sitting with us this moment. I know they would desire me to convey to your honoured officials here and to you, ladies and gentlemen, most sincere wishes from the City of Los Angeles and the great State of California, and, if you please, from the Nation, to you for the success of the work which you are now so actively launched into.

There is a spirit about Vancouver, there is a setting about Vancouver, that more than any other place I have visited, reminds me of my own adopted city of Los Angeles. That day has passed when that rather unthinking rivalry can exist long amongst the citizens of countries, especially here, on this new frontier of the world that looks out upon the great Pacific, now acknowledged as the future theatre of international commerce. We who have a position on this great coastline have a mutual interest. We in the southwest are quite amply balanced by you in the north west. We occupy these rather strategic positions of being, in a sense, the outposts of a new civilization and commercial expansion which in both of our cases means that the utmost thought must be given to the physical development of these communities of which we are in charge in order that physically they may be most efficient, most economic, economic not only in matters of money, but in life, in time and in spirit. And town planning is a means to that end. That is why I selected it as my life's work and as the means I employ in order to leave my town at least, the world possibly, just a little better for having been here.

### "Hard-Headed"

There has recently come to my consciousness an appreciation of some new element in the acknowledgment of the public mind and that new element is an appreciation of a thing that heretofore we more or less practical people, even although we have sensed it, have hesitated to speak upon. We felt it was something that ought to be left to the women's clubs and to be left to that element of the male gender that is usually termed "longhairs"; that thing which we speak of sometimes as aesthetics, but whatever name we apply, that thing which touches the finer interests in life. In our sphere there has been almost overnight, almost as an epidemic, a wave of sentiment acknowledging the necessity for a recognition of the beautiful, a striving for the beautiful. This has given us the courage to speak about it sometimes. Heretofore when we were attempting to promulgate the science of civic planning and to establish it as part of the function of civic government we almost consciously avoided the discussion of anything so ethereal as beauty, thinking we might not appeal to what we term the hard-headed businessman. I emphasize "hard-headed". Then we found that the so-called hard-headed businessmen in our case were the first to say "Well, what about the embellishment?" Now we are moving first to the recognition of the need for more beauty, and to the recognition of the absolute material value of real beauty. Assuming that we

must interpret this, as we interpret everything in terms of dollars and cents, we find it can be done and the more we think of the subject the more we appreciate the fact that the element of beauty, or aesthetic considerations, is a most substantial fact and a thing which, when you stop to consider, means more to the average community than probably any other single thing.

### Psycho-Analysis

May I illustrate? Not many weeks ago I sat in the club at luncheon time conversing with one of our more prominent attorneys, a corporation counsel and leading citizen, a wealthy man. I had had occasion many times to discuss our public work with him. He was always much interested, but on this occasion he said that he had heard me mention something about giving a little more attention to the element of beauty. He said, "You have always been level-headed; don't get off on that goody-goody stuff; forget it; let us have an honest-to-God physical building of the city, and the other will take care of itself." That was the tenor of his discussion. I listened to him. What is more, I observed him. I studied him and this is what I found. This man who could see no value in the aesthetic had his hair immaculately parted on the side at an angle of 45 degrees from the centre, perfectly straight; I don't believe he counted the hairs on each side, but he may have, for the effect produced—whether it was bandoline or vaseline I do not know, but it stood in place: it was immaculate; it was wonderful; and that man said "Let us forget beauty." Not that I positively assert that there was anything beautiful about it, but, at any rate the effort was there. (Mr. Whitnall supplied an amusing psycho-analysis of his friend's complete outfit).

Los Angeles is beautiful, but now a confession—not because of the city, but in spite of it. All of those elements which really do constitute beauty in a community are either God-given, things which to-day we have fortunately been unable to destroy, or the composite of the individual efforts of our individual citizens in their own individual homes.

### Cash Value of Beauty

All those things you get to beautify your home, you do not get them for nothing and yet nothing do you pay for more willingly than the things with which you embellish your home or office or place of business. Why do you do it if there is no material value in beauty?

Our people from both of our countries, as rapidly as we become prosperous, leave our countries long enough to go to Europe. The first place we go to, unless it be the old home town is—where? Paris. Why do we sojourn there? Some will say, "Well, they have no 18th Amendment in Paris." No, that is true, but in our case we have the Mexican boundary very close to us. I understand that by proper deportment in coming over this northern boundary we can also indulge. If you come down for a visit to Los Angeles, we do not take you into Chinatown

unless you ask it; we do not take you into Sonora town, or into Little Russia. We do not take you into Little Italy. We do not, as a rule, take you into the industrial district. In fact most of our people do not know we have one. We have not one, we have many.

The first place you go to is Hollywood. Why do you go to Hollywood? Because of its reputation for ugliness? You are disappointed, when you get there. You expect to find the movie queens running up and down the street waiting to shake hands with you, and they do not materialize. No, they do not materialize in any place except on the screen. Yet, you know, some of them are good looking, on the screen. Why is it that publicly the average man seems to be ashamed to admit the natural instinctive reaction to the thing that is inherently beautiful?

It is absolutely contrary to the constitution of the United States for anybody or anything to do that which will violate the sanctity of your tastes or of your touch, but when it comes to your eyes! Eyes in the United States of America are unconstitutional. They are not recognized by the law of the land. The courts have never recognized any right on the part of our optic nerve to protection, to consideration. Anything can happen under the law that violates the sanctity of our eyes. But, thank goodness, there is the first indication that this is changing and it is first changing in the mind of public opinion, a demand for and insistence on things that are beautiful is steadily growing.

Then the question of town planning comes just to this. Vancouver, I give you now a picture, a picture of a stranger, no I mean a picture by a stranger. I got the picture at 5:20 at night, looking north over the Bay, over Vancouver and over its neighbouring communities in this wonderful coastal plain, this receptacle contained between the mountains and the blue waters. There I find is an exact parallel to our case, an area filled up on one side, waterlocked on the other, a receptacle into which is daily pouring a constant stream of new population which, as it pours in, falls into service, begins to adjust itself to conditions, to protect itself in housing, to embellish itself with plants and flowers and paint, to become a part of the organic community. It is spreading, it is building, it is filling the area that constitutes Greater Vancouver.

As I looked over these different communities I could see Point Grey, North and West Vancouver, even New Westminster and Vancouver itself and the unnamed development in between those, the thought came to me—"It is all one." Then I inquired and I heard of seven or eight incorporated units—all one, but incorporated separately, politically. Again I was struck by the similarity of your case and ours. Last night I mentioned the fact that the territorial jurisdiction of Los Angeles was 438.2 square miles, I believe the largest municipal jurisdiction in the world. People ask why Los Angeles has gone to these extremes, not to bring into, but to accept into it those who wish to become part of us. May I give the

answer? an answer we have not always discussed with our own people because they have not asked it. They have taken it for granted. There is a reason for that territorial expansion, which has its counterpart here and the reason is fundamentally beautiful. It is in order that there may be maintained in control of central affairs all that better class of things which is represented by the single family home unit.

May I illustrate that by a most striking example in the United States on the other Coast, Boston, one of the great metropolises, a community which, since its inception, has never grown territorially. This is what happened: as the original area began to develop, population increased its density. When the living conditions within became relatively undesirable, the people who had families picked up and left. When those who moved from the centre to the outside became greater in numbers they incorporated little separate municipalities, creating an unbroken ring around Boston. As a result, the man outside lost control of the conditions under which his businesses were conducted and the community lost that elevating influence, that conservative influence, and at the same time that progressive influence of the family man who has his all in the community. That was the general tendency which resulted in the terrific indictment which the Press gave to American Municipal governments in the recent past.

In Los Angeles we have felt that in order that the progressive element of the community may be maintained; that the high moral character of the community may be maintained, it is necessary that our territorial expansion should keep pace with the physical expansion of our population in order that at all times we shall have a perfect cross-section of American citizenship in control of affairs. It is worth thinking about. When seven communities have the interests of one socially, commercially, industrially, then those interests will be best served when they unite into one.

At present you have many artists painting the picture. The frame God Himself made in these hills that encircle you back into the expanse of the waters beyond. Your builders, your realtors, your plumbers, your bankers are the men who are fixing up pigments out of which the picture is being painted. The town planner is laying down the design upon which that pigment shall be placed.

### Smoke

The question uppermost in my mind at this moment, as one who has become interested in the future of this community, is, what is that picture, in God's frame, that you men and women of Vancouver and your neighbouring associates are painting for the future? Is it to be beautiful, or is it to be the picture that I saw when I came in yesterday just after sunrise. We came down the river. I was sitting with a man who had for some time lived here and I looked west, west as we looked out beyond to the mouth of the Fraser. Here on the right were the snowcapped hills, beautiful, virgin, whitetipped,

green down to the bottom, merging into that sky-line. And to the west, what? A smudge, and he said, "There is Vancouver." I said, "You don't have to tell me, I know it." That is not Vancouver. That is the hood, that is the mourning of the Vancouver that may be, not morning, but mourning. Oh, you were just like Chicago. You were just like New York, Pittsburg, but, thank God, not like Los Angeles. Even though we use oil we make them keep it in the furnace.

Of what value is it to you if you do paint beautiful pictures on a broad sweeping canvas of boulevards, waterfront, wonderful parks, consisting of conifers that will not exist for many years under the constant attack of smoke? Conifers will never stand it. Your wonderful individuality will go down unless you make all parts of your picture perfect, unless you keep the frame of the picture from being tarnished. Those verities we term beautiful, they may be beautiful optically, they may be beautiful to hear, they may be beautiful to contemplate, and beauty is the one real thing in life. The town planner's obligation is to bring about so perfect a thing in a physical sense that there cannot otherwise than result a perfect beauty of symmetry; perfect beauty of proportion, perfect beauty of line, perfect beauty of colour, and when any town has attained that ambition then that town is made, even as is Paris. May I express the hope, as from a cousin city to the south, that you here, balancing the scale in the northwest, may make it your life's ambition and your town planning program's objective to make Vancouver the other one of two really beautiful cities on the Pacific Coast, which will shine as a beacon light to all the other continental communities in America.

#### EVENING

The evening was occupied by an exposition of the Vancouver Plan, by Mr. W. D. Hudson, to which reference has been made on page 125, and a lantern address by Mr. J. M. Kitchen on the work of the Ottawa Town Planning Commission, especially the Zoning By-law. Much has been written about this by-law in past issues of the *Journal*. Endorsation of it still waits upon the grace of the Ottawa City Council.

#### THIRD DAY, SATURDAY, MAY 28

#### MORNING

#### SYMPOSIUM

Chairman, Mr. Robert Baird, M.A., Inspector of Municipalities

This function was intended for a general conference between town planners and municipal representatives. The municipal team, however, did not turn out in strong force, in spite of the attractive title of the function.

MR. ROBERT BAIRD: I must first thank you for the privilege you have given me of appearing at this conference and more particularly the opportunity I have of presiding over this important meeting. I

understand that I am not called upon to make a speech. I may, however, at the outset, make a small confession. I have been interested in the English language for a good many years, but nevertheless I ought to confess that when I received your programme and saw I was down to preside over a symposium I did reach to my shelf and take down the dictionary and I found in the dictionary the word "symposium" meant "a drinking together, a merry feast, a convivial meeting." I take it as a delicate compliment of the municipal representatives that after two days of conferences they should be able to join in a convivial gathering at 9:30 in the morning and I also take it as a tribute to myself that I should be asked to preside over this conviviality.

Now, during the conference we have heard from time to time of the necessity of enlisting in this movement the sympathy of public opinion. There is probably no body of men more intimately and closely associated with public opinion than the members of our municipal councils. They are dependent absolutely upon public opinion in their constituencies and it is essential with them that they move only accordingly as public opinion in their constituencies moves. I have had to do for a considerable number of years with legislation. You will find that legislation will move only as public opinion moves.

In the matter of town planning much is said from time to time of its great advantages. They are being recognized more and more every year. They are being recognized more as the educational campaign proceeds, but nevertheless, those who are closely in touch with the actual working out and development of this movement will recognize that the great difficulty to be overcome is to provide an answer to the question, "What business have you to dictate what I am going to do with my own property?" That is the question that can only be answered satisfactorily by an educational campaign. We have always been accustomed to look upon the ownership of property as an absolute ownership. A man is able to find from the Land Registry Office that he owns his property; that there are no encumbrances upon it other than those which show upon the Land Registry files, and he is inclined to think that his ownership is absolute.

The public and property owners have got to be educated to realize there is another ownership in that property, an ownership which does not show in the Land Registry Office, an ownership which is not bought and sold, an ownership which belongs to the community. That is one of the points upon which the public must be educated, that their lies in that property a phase of ownership over which he has no control, a phase of ownership which is vested by right in the community to which he belongs.

I am sorry that there are not more of our municipal representatives here because I know that municipal representatives in this province are keenly interested in this question. I am sorry they are not here this morning to discuss it. I should have liked to

hear something from quite a number of our municipal representatives on this question. I should have liked to see them avail themselves of the opportunity to get in touch with the progress of the movement and assist us, who are developing a system of legislation along these lines which will move in accordance with public opinion and which will certainly keep pace with public opinion. Town planning legislation would be

greatly facilitated if town planners and civic officials could agree upon a policy before it is presented to the legislative authority.

Now, I am particularly glad we have with us Mr. Stewart Young, Director of Town Planning for Saskatchewan, and you are going to hear from Mr. Young this morning.

## The Necessity for Proper Direction and Advice by Provincial Authorities in Town Planning

ADDRESS TO THE TOWN PLANNING CONVENTION, VANCOUVER

By STEWART YOUNG

Director, Town Planning, Saskatchewan

The subject assigned to me by your committee covers a wide field, and I trust that my treatment of it will serve the purpose of assisting this convention to guide Town Planning activities along more proper lines.

In an endeavour to establish "The Necessity for Proper Direction and Advice by Provincial Authorities in Town Planning" I propose to establish the necessity for Town Planning in any of its phases, then to establish the necessity for action by Provincial Authorities, and finally to outline the scope of that action.

The man on the street knows that our urban areas are usually laid out in lots, blocks and streets; that record thereof is on file in the Land Registration office and that in time the streets will be improved and buildings erected, with the result that we shall have the twentieth century city or town. As far as he is concerned all the planning that is necessary is completed. He doesn't consider the cost of correcting mistakes which, through the exercise of skill and foresight, might not have occurred nor does he take into account the fact that too often the land has been subdivided according to the wishes of the individual owner or the real estate gambler, with no thought to the welfare of the public.

This condition has, very largely, been overcome in the Province of Saskatchewan through the operation of the Town Planning Act in that Province.

The necessity for planning the subdivision of land is made self-evident in the following quotation from the last annual report of the Town Planning Branch of the Department of Municipal Affairs, Saskatchewan:

"The regular work of the Branch is the supervision of the subdivision of land, more especially in urban or community centres, and, during the past year, fifteen inspections of new townsites and thirteen other inspections of a miscellaneous character were made.

All approvals of land subdivision are made in accordance with the regulations of the Branch, and where no inspection is made the layout of the land to be subdivided is compared with plans and particulars of subdivided areas, to prevent unnecessary street

jogs, or the permanent closing of streets and, in general, irregular layouts.

Information concerning the nature of the soil, the contours of the land, whether hilly or level, the position of bodies of water, is all retained on file and checked when giving approval to subdivisions. In the case of new townsites an inspection of the site is made, including an examination of the connecting roads. In some cases it is found that subdivided land is low or partially under water, and wholly unfit for building purposes, and in other cases the road connections proposed are over ground that will require too great an expenditure of public moneys to permit of acceptance. Approval is refused or withheld subject to certain alterations in the layout."

This serves to illustrate what can be done in the way of supervision of land subdivision by Provincial authorities. Theoretically, the exercise of such supervision is the duty of the local authority, but practically it cannot be carried out, since technical knowledge is necessary to the proper interpretation of plans, and the average local authority is far from being in a position to retain such advice. Moreover, this work can be carried on more efficiently by a central organization; and, when we reach the stage of comprehensive regional planning, as sooner or later we must, then a central co-ordinating authority must exist.

But the best laid-out plan of any area can be destroyed by the promiscuous use of the units contained within the plan. Let me illustrate by quoting "The Parable of the Gardens" by Melville Fuller Weston and distributed by the Massachusetts Federation of Planning Boards:

"Once upon a time there were two commuters who dwelt in the City of Red Inghe, which is beyond the land of Stonem. And it came to pass that in the Spring each arose from his seat by the fireside and slapped his thigh and said, 'Go to, I will make me a garden. And therein shall be flowers and vegetables of all kinds; and the eye and the belly shall rejoice thereat.'

So he that was first went forth into the back yard and scratched the soil furiously, and stood in the midst thereof and shouted to his neighbours, 'Holal

Come ye and bring seeds and scatter them, that there may be a garden, and, perchance, ye may eat of its fruits and bear away nosegays of its blossoms!' And the neighbours, according to his bidding, rushed upon the land and threw about seeds in handfuls, such as they had, and went away

Then came forth the other into his back yard, and spaded and raked with zeal like unto him that runneth to catch the 7.58 train. And when he had done, he gazed and measured with his eye, and made strange markings with his hoe. And here he set a fragment of wood, and there an ancient clothespin, and soon the back yard was studded with such trash. And between some he tied string, and beneath the strings he made furrows. And the while he muttered to himself of rows and hills and beds and the like.

But the first commuter came, scowling, and said to him: 'What dost thou?' To which he gravely replied: 'I am zoning my garden.' Then he that asked the question rolled upon the ground and laughed immoderately. 'Zoning, forsooth!' he cried, and rose and went into his house, and his mirth lifted the roof thereof.

But the other wielded his hoe and made furrows and dug holes and placed seeds with care, each kind according to the label which was upon the package.

And in the summer, behold, there arose a multitude of plants. And he that had zoned his garden went forth to gaze upon it, and found it good and pleasing to the eye. In one part there grew flowers, and in another vegetables. And the corn was in hills, and the beets were in rows, and the cabbage and the radish had each his place. And they that passed by exclaimed and said, 'What a fine garden!'

Then he that had scoffed came forth likewise, and gazed upon his garden. And behold it was a sight! For the corn and the hollyhock rose side by side and the nasturtium and the radish were as one, and in the midst of the marigold the cabbage raised his head. And the beets and the turnips and the bachelor's buttons and the sweet peas were strewn in abandon. And there were weeds withal. And they that passed by went with averted eyes and some said: 'What a mess!' and others, 'What a pity!'

And when the first commuter heard these things, he was ashamed and went to the other and bespoke him humbly saying, 'What was that thing of which you spake for the want of which my garden is a dud, while yours flourishes like unto the green bay tree?'

'I zoned mine,' replied the second. Whereat the first swore a mighty oath and lifted up his voice, saying, 'If there be so great a difference in gardens, what should it be if the whole city were zoned, with dwellings and factories and stores each in his true place so that there should be order, as in your garden, and not disorder, as in mine!' And thereupon his fellow smote him mightily upon the back and uttered a loud cry, saying, 'You said it!' And both arose and bestrode their flivvers and gat themselves unto the Planning Board; and that which shall be is not as a tale that is told."

Without saying anything further on this phase of

my subject, the necessity for Town Planning in Canada may be taken to have been established.

The second point I wish to establish is that there is necessity for action by Provincial authorities. Any great achievement, in order to have reached a successful conclusion, must have been supervised. Take, for example, a large building. Prior to its construction it must have been carefully planned, but no matter how carefully planned it may have been the results will be disastrous if the masons, the carpenters, the electricians and the ironworkers commence work simultaneously and according to their individual ideas. Each trade must perform its task at a stated period of the construction according to the preconceived plan, and this can only be accomplished through supervision. The same is true of the modern city or town, and, as evidence of my statement, let me point to the well known examples of Letchworth, in England, Canberra, in Australia, and the projected development at Point Grey in your own Province of British Columbia. Every one of these projects is being supervised with results that are making notable world history in the field of Town Planning activity. But, while undoubtedly one of our greatest problems in Canada is the scientific and orderly planning of the undeveloped areas, we have the further problem of the planning of the cities and towns already in existence. If the success which has attended those schemes of development which have materialized is self-evident, it must therefore follow that the same results will attend the supervised application of skill and foresight to the planning of the existing haphazardly developed areas.

This brings me to the point of classifying this supervision. With our neighbours to the south of the International boundary, the practice is to place the entire Town Planning control or supervision in the hands of the local authority. Frank B. Williams in his work on "The Law of City Planning" says:

"The statutes and ordinances dealing with building are invariably full of technical details. Such details are to be found in greater number in the building code of a city than in its Zoning Ordinance, but for all practical purposes the code and ordinance are one long complicated regulation with which the builder must comply. A failure to observe these requirements involves work to be done over, increased carrying charges, loss of income and heavy expenses of many sorts. It is therefore important that there should be quick hearing and appeal from any contested decision of the city officials who enforce these ordinances."

What does this mean? Simply this, that in order to have workable regulations some authority must exercise discretionary powers. The question then arises. By whom should such powers be exercised? Experience in municipal matters in this country definitely shows that the exercise of discretionary powers by local authorities invariably leads to complications. In a pamphlet, published in 1921 by Edward M. Bassett, a prominent American authority in matters pertaining to Town Planning, the following statement is made:

"Where, however, the council goes into the field of making specific exceptions for particular plots all over the city it would mean the breakdown of the zoning ordinance. The best way to handle the subject is for the council to control the ordinance and maps, which should be as permanent as possible, and a board of appeals should exercise discretion on specific permits of exceptional character."

Various authorities in the United States advocate the appointment of local boards of appeal with discretionary powers, and in fact state legislation makes provision for such boards. At the same time there is sufficient evidence to warrant the statement that many local boards of appeal are functioning no better than local municipal councils in the exercise of such powers. Further, the existence of local boards of appeal is, for constitutional reasons, rendered necessary in the United States, which necessity, however, does not exist under British law. What then is the solution? I believe that the exercise of such powers should rest with the central authority, with the possible exception of cities of a given population, and that these powers should not be confined to Town Planning activities alone but should be made to cover regulations pertaining to building construction as well. I have in mind a building by-law now in existence in a western city in which a clause making provision for the exercise of discretionary powers by the council was inserted. Needless to say matters have become so complicated in that city that it is practically without a building by-law.

Having established the necessity for a Provincial Town Planning authority with the stated duties of supervising the subdivision of land and acting in the capacity of a Board of Appeals, let us now examine the necessity for further activities by that body. In attempting to establish this necessity, may I be permitted to quote from material supplied by the Bureau of Municipalities, Department of Internal Affairs, Pennsylvania:

"Our experience in our efforts to serve the municipalities of the state have shown that the people are not only willing but sincerely desirous to be progressive in all things that contribute to the general welfare of their communities but that they are handicapped in initiating and carrying forward improvements which they feel they need, by the lack of facilities and experienced advice in the organization of their work and the preparation of their plans. While some of the cities and towns of the state have employed specialists and experts in Town Planning to advise and assist them in the preparation of plans, others have been unable to do so by reason of the cost of such service although the need has been recognized.

The town planning work that has been so successfully accomplished in some of our cities should be extended to all and it seems the duty of the commonwealth to lend encouragement and assistance to them in the interest of better city development, just as the commonwealth has undertaken to encourage and assist them in other ways, especially in the matters of better highways, health and housing, and more efficient methods of agriculture, commerce and industry.

Generally, city planning work can be done by the local authorities who are familiar with the local difficulties, conditions and needs, but they almost invariably need, and wish to obtain, the opinion and advice of some one having special knowledge and experience in the particular class of improvement they propose to undertake."

The question then arises, Is there necessity for action along these lines by Provincial authorities in Canada? Probably this is best answered by quoting from a recent letter to the Town Planning Branch of the Department of Municipal Affairs for Saskatchewan:

"The Council wishes to discuss with you the question of Town Planning for the reason that it has had no previous experience in Town Planning."

This quotation, while stating that the council knows little or nothing of the subject implies that it is interested. We have wondered, from time to time, why there should be so little activity in Town Planning in Canada, when the rest of the civilized world appears to be active. Is it not that the public interest has not as yet been awakened? Numerous educative articles on Town Planning have from time to time been published but, for the most part, these have appeared in technical publications and are read by a very small percentage of the public. Any great movement, in order to be successful, must have the sympathy and support of a majority of the public. It cannot be forced on a democratic public without its consent. The only all-Canadian organization devoting its entire activities to town planning is the Town Planning Institute of Canada, and, with limited funds, it cannot be expected to reach more than a very limited portion of the Canadian public. The necessity for educational work is therefore apparent before we can expect to make much headway in Canada, and this work should undoubtedly be carried on by Provincial authorities in the same manner as agricultural, industrial and other educative work is being carried on. Further, the co-operation of the press must be enlisted, and provided that it is approached in the proper manner, little difficulty will be encountered. From information obtained from United States sources, I am given to understand that many newspaper editorials on Town Planning appearing at the present time in the United States are much superior to what appeared in technical journals a few years ago.

There is another field for operation by Provincial authorities and I shall deal with it very briefly. After a community becomes interested it usually wishes to take steps towards definite action and, as already pointed out, it is in many cases unable to finance expert advice. Clearly the province has an obligation to its individual communities, and in carrying out its obligation considerable advice may be given in the way of suggested methods of organization and procedure, and general advice on standards of practice. But in no case should a provincial authority give specific advice on local conditions, for the reason that specific advice pertains to specific problems, the

solution of which rests with the local authority.

In conclusion, let me say that there is sufficient evidence to demonstrate the many pitfalls of entire local control, and as far as Canada is concerned the principle of central control is for many years to come the only principle that can with safety be followed. Further, having established a central organization its functions should be supervisory, educational and promotive and generally advisory.

Let us then go forward, in the confidence that our efforts will ultimately result in the scientific and orderly disposition of lands and buildings in the urban areas of the Dominion of Canada.

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Mr. T. D. Le May's paper on the same subject appeared in the June issue.

#### DISCUSSION

MR. MITCHELL: (Edmonton). I am sure we have all listened with very great interest to Mr. Young's address on this important subject. I am particularly struck with his recognition of the importance of establishing within the Department of Municipal Affairs a branch regulating and advising in the matter of town planning. I think he has struck the right note when he says that the carrying out of the plan must be largely governed by the local circumstances. That is most important. I may say that in Edmonton as many as 15 or 16 years ago the city called in experts to consult in the matter of town planning. We have on file there elaborately prepared plans showing a civic centre and beautiful driveways, boulevards and so on. Nevertheless it has proved to be more or less of a dream so far, but I am glad to say we have, just as you have in other municipalities, always a few faithful who are studying the question. We have a very considerable area in the city limits. I might say a definite policy has been adopted to reserve corner lots and adequate areas for rounding off the corners. That is being carried out to a large extent now. Then all vantage points, view points are similarly reserved from sale. While I am sorry to say we have not so far actually established a civic centre, it is almost in sight. The Canadian Northern Railway are putting up a new depot and it is going to form the nucleus of a civic centre. The city owns about 70% of the land needed for the purpose. That, in itself, is a very real step in the right direction. I just wish to add my appreciation of what Mr. Young has brought out and to say how very much I have enjoyed the sessions here so far.

MR. BUCKLEY: There is a great deal of sound philosophy in Mr. Young's paper. I hope that you people who have the *Journal* will read Mr. Le May's paper in the June issue in conjunction with it. Mr. Le May points out that there may be many sound men in the different towns of a province who are anxious to do something a little better in town planning, engineers and others, but they don't quite know how to go about it. His paper is a very sensible plea for the pooling of experience under a provincial authority, which will often save men much duplication of work. Mr. Young's paper will be published

in the August issue. I suggest that the two papers might be brought to the attention of provincial officials where provincial town planning has not got under way. They are the fruit of rich experience on the part of practical and patriotic men, and if they were carefully considered by the provincial authorities they might well lead to a provincial town planning policy where there is none.

MR. CRONYN: (London.) I was glad to hear what Mr. Young had to say in connection with a central bureau for information carried on by Provincial Governments, so that the municipalities may have available all possible information in connection with town planning. What is most needed is to educate the public and I am not sure that it is the ordinary person that needs education most. A certain ten cent store in London imported this year from Holland somewhere between five and ten thousand rose bushes. London has a population of 60,000. Those rose bushes were sold within a month. It was not the wealthy man who was going down to Woolworths and buying these bushes, but it was the ordinary individual, out for the creation of beauty. I was talking to a wealthy man in London one day who informed me that town planning was all the imaginings of a dreamer. Yet that man had a beautiful home, a beautiful garden, he employed two gardeners; he had five acres, a great deal more than he needed. These things were of no commercial value because he had no intention of selling, no immediate commercial value. Yet his suggestion to me was: "You might just as well say that another town shall be constructed by the Government to carry on all manufacturing as to say that certain sections of this city be given over to manufacturing alone." I said: "We are trying to strike the middle line." He replied: "I would consider the middle line just letting the thing go on in the natural way."

I think it is that type of man who is perhaps hardest to convince that Town Planning is not only a necessity from the health standpoint, but that the city which is not going to adopt it is likely to be a drag on the whole Province. From the improvements I have seen around our own community, the gardens that have been put in by the small man down some side street, with rambler roses climbing over his house, I am persuaded that it is that type of citizen who fully realizes the great advantage to himself of order and beauty. It is not difficult to convince him of the value of these things for the whole municipality.

Our difficulty is with the wealthy man with large interests who thinks those interests are paramount. The particular man I referred to moved outside the city limits where he could have all the order and beauty he liked. He knew that within the city the man over there could put in a butchershop or bakery by his side. Yet he said, "I think it is all a dream; you are wasting your time; you are not getting anywhere and I do not think you should be bothering with it. You are trying to control things over which

we have no control." He himself could escape from the disorder, but other people cannot. I think we perhaps ought to use a little more effort to convert that sort of man rather than worrying over the small man who is buying roses and planting them in his garden.

### NEWS AND NOTES

#### Mr. Cauchon Planning in Quebec

Mr. Noulan Cauchon has been retained to advise upon the planning of a new suburb for the town of Chicoutimi, Province of Quebec. This town is at the head of navigation in the St. John district. The power development at Chute a Caron—800,000 horse power—it is said, will doubtless lead to the establishment of a new industrial townsite, which, it is expected, will be planned on modern lines. Mr. Cauchon accompanied the delegates of the Union of Quebec Municipalities, by invitation, on their St. Lawrence River excursion in June and addressed the assembly on Town Planning. All the meetings were held on board the steamer "Kingston" and visits were made, by invitation, to the chief cities en route. The Hon. Louis Alexandre Taschereau, Premier of the Province of Quebec, opened the proceedings and accompanied the excursion.

#### Appointment of Mr. Alexander Ferguson

Mr. Alexander Ferguson, Member of the Institute, has been appointed Assistant General Manager to the Harbour Commission of Montreal. Montreal is to be congratulated on securing the assistance of a town planning engineer of fine training and rich experience in Canadian engineering problems. Mr. Ferguson was elected Member of the Institute in 1924 and in various public addresses has demonstrated a thorough command both of the technical and sociological aspects of town planning science and art.

#### Conference Exhibit

The Conference Exhibit at Vancouver deserved a more extended notice than space allows in this crowded number. The University Endowment Lands had a large relief map of the whole 2,700 acres which will be planned and developed during the next forty years. By means of this map delegates and visitors were able to register a vivid impression of the area which no study of ordinary maps could supply, nor even a tour of the area in its present undeveloped condition.

Point Grey had a recontouring map, showing the successful efforts of the planners to escape from the ugly and difficult grades due to the original gridiron planning up and down steep hills. By this recontouring, as Reeve Paton points out, much residential land will be made desirable and attractive that might otherwise have been rejected by the home-maker on account of impossible grades, and opportunity will be given to the artistic planner to make something better of a hill-side fronted by magnificent scenery than a stupid gridiron.

A beautiful relief map of Ottawa, executed by the Topographical Branch of the Department of the Interior, from a design by Mr. Cauchon, and lent for the occasion by the Department was greatly admired, as was also a set of other maps from the same source showing the exquisite workmanship for which the Branch is famous. Members will realize how much the Institute owes to the encouragement of the Department in this regard.

There were many excellent maps presented by the firm of Harland Bartholomew & Associates explaining the Vancouver Plan, and other exhibits too numerous to mention.

### TOWN PLANNING RESOLUTIONS OF THE UNION OF QUEBEC MUNICIPALITIES

The following resolutions relating to Town Planning were passed by the Convention of the Union of Quebec Municipalities during the month of June.

#### 1. Federal Bureau of Town Planning Information

Resolved that Town Planning having now become a world-wide movement for the promotion of scientific method in municipal development, of better housing and living conditions for the people and of solution of the modern problems of an immensely intensified traffic, and Canada as a whole being very much behind other countries in respect of town planning activity, the Union of Quebec Municipalities assembled in the Ninth Annual Convention, June 12, 1927, appeals to the Federal Government to re-establish its Bureau of Town Planning information, with the necessary personnel, to render under this organization service to the public bodies of the provinces of the Dominion, to keep them up-to-date on the principles and latest ideas of town planning and that this Resolution be transmitted to the Prime Minister of the Dominion, the Right Honourable W. L. Mackenzie King.

#### 2. Enabling Town Planning Legislation for Quebec.

Resolved that Town Planning having now become a world-wide movement for the promotion of scientific method in municipal development, of better housing and living conditions for the people and of solution for the modern problems of an immensely intensified traffic, and Canada as a whole being very much behind other countries in respect of town planning activity, the Union of Quebec Municipalities assembled in its Ninth Annual Convention appeals to the Government of the Province of Quebec to appoint a Commission of Inquiry to consider what Town Planning and Zoning Enabling Legislation might be useful, to ascertain the views of public and representative bodies on the subject and to obtain the opinions of persons expert in such matters.