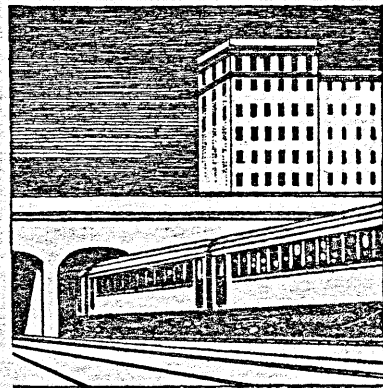
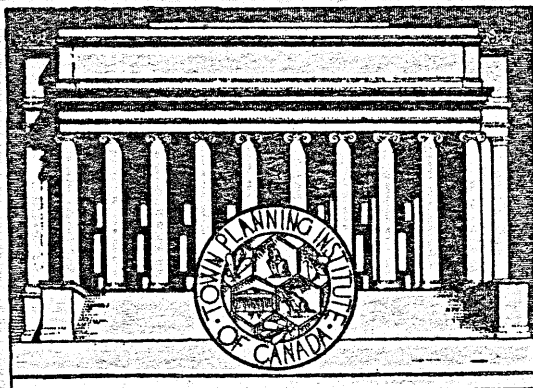


TOWN PLANNING



THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

OCTOBER 1927

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LEGEND

- SCHOOL
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BAY

NUMUKAMIS

FLOAT PETROL STATION

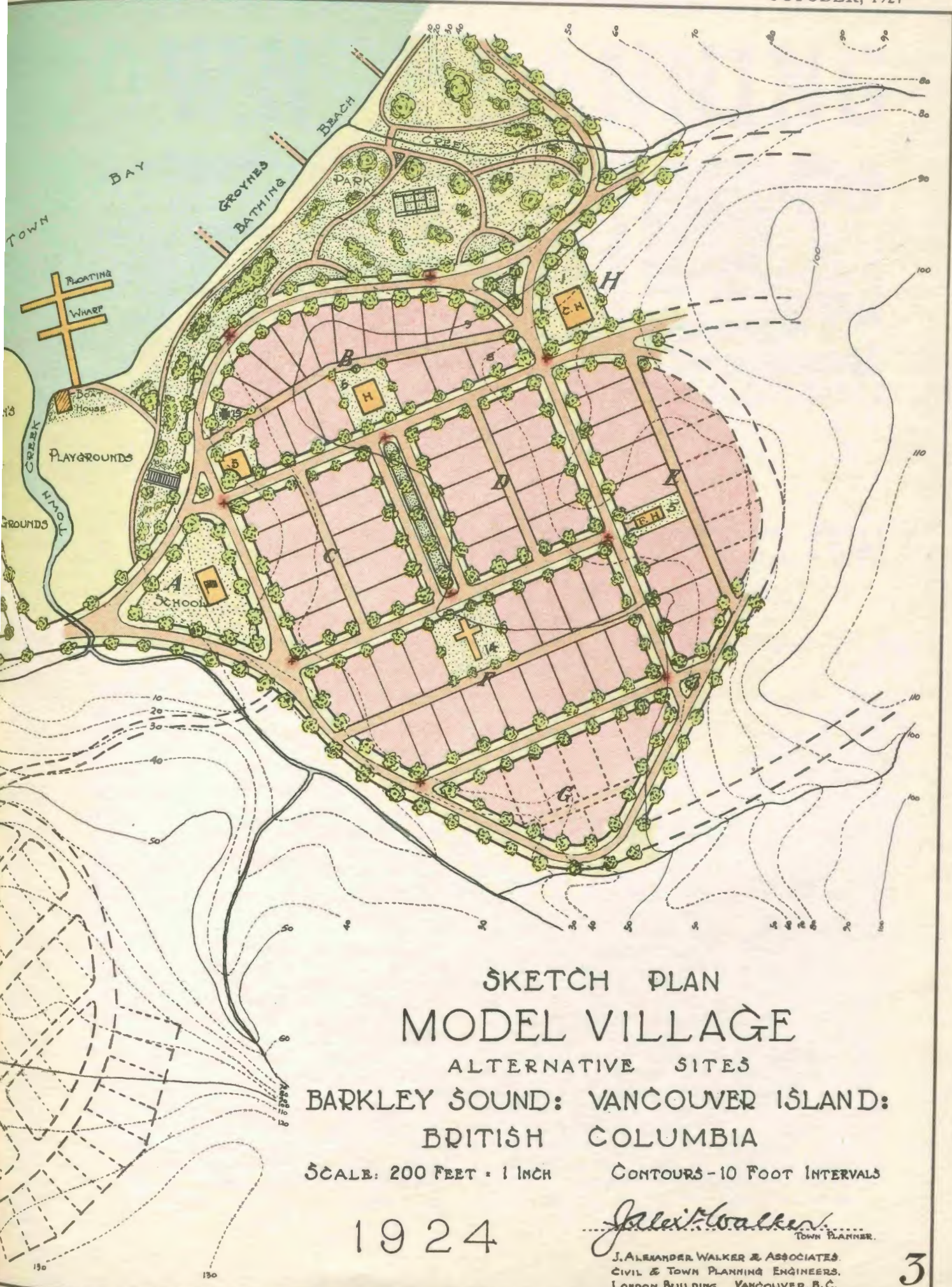
PLANT BAY

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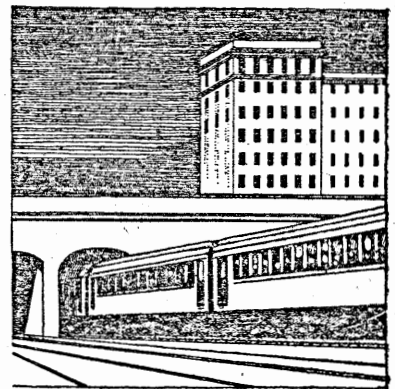
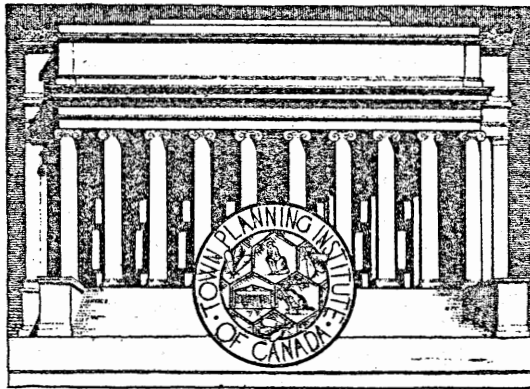
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- SMOKE HOUSE
- WHARP

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OTTAWA, OCTOBER, 1927

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

MR. WALKER'S PLAN FOR A MODEL VILLAGE

Attention is called to Mr. J. Alexander Walker's plan — in a coloured supplement to this issue—and description for a model village on the west coast of Vancouver Island. The project had the practical purpose of providing, in addition to an industrial site, homesites, with better social conditions than are customary, for a band of fisherfolk from Scotland who were to be transported to British Columbia as the workers in a new fishing industry to be established on Barkley Sound. The mere fact that the project failed to materialize — for no reasons connected with the planning—mitigates in no way against the educational value of the scheme. The idea stuff is all there and no intelligent and socially-minded person can fail to see that that stuff is of very great importance indeed to British Columbia and to Canada.

Because, if such plans could be created and adopted at the very beginning of industrial development, on the coast line of British Columbia and of other ocean

provinces, and in the inland provinces where water power is being increasingly utilized for industrial purposes, and beautiful sites are being devastated at the will of the casual exploiter, the whole social attitude to industrial expansion and town building might be changed, endless waste of natural beauty and human energy and happiness might be saved, and immigration might have a much more definite and scientific objective than it has ever had in the past.

"Every science begins as philosophy," says Will Durant, "and ends as art." Embedded in Mr. Walker's plan—which is a work of science on a scale small and simple enough for the most ordinary understanding—is a philosophy of profound importance to the future prosperity of this country. The most superficial study of the plan and description will reveal the desire, not only to promote industrial expansion, but also to conserve and create some beauty which will remain, when the work is done, for the enjoy-

ment of the fisherfolk who were meant to benefit by it.

The philosophy is a social philosophy; it is a recognition, shot through with human sympathy and fine ethic, of the iniquity of that intensive treatment of land which has compelled vast multitudes of people to pass their lives in squalid slums and among scenes of ugliness, noise and bad air; and whose effects have battered the faces of mankind more than all the wars and calamities that the world has known.

These effects are seen in such cities as Glasgow, one of the richest cities in the world, so far as five per cent of the people are concerned, where sixty-two per cent of the people are conducting family life in "homes" of one room. "Some astonishing facts concerning over-crowding in Glasgow," says the *Manchester Guardian*, "are disclosed in the annual report of the Medical Officer of Health for the city which is just published. In 841 houses of one apartment in the south-eastern division of the city the occupants numbered anything from five to eleven and in the northern division single-apartment houses up to thirteen occupants. In one two-roomed house in the south-western division 29 persons are living.

"Grown-up families, says the report, speaking of the eastern division, are huddled together with no regard to the separation of the sexes. Two, and even more, families are compelled to live together because they can find no other accommodation. In one of the rehousing schemes for cleared slum dwellers an instance of the continuance of the crowding habit in new surroundings is provided by one small house in which there are six lodgers." All such results are due in the last analysis to the land sweating policy of a community.

Sociologists have been aware of this inquiry for generations. Now the architects have become sociologists, as well as architects and are passing resolutions such as these:

The American Institute of Architects has come to the belief that the best advancement of the interest of our cities, the effective application of city planning principles, and the improvement of the conditions that affect the daily practice of architecture are alike jeopardized and hampered by present methods of land exploitation:

It is our belief that little improvement is possible unless methods of regulation are contrived which will relate the sub-division of land to the needs of the community and to the prescribed functions to which the land is to be devoted; and

We believe it is high time to take action which shall result in altering the present basis of land exploitation and direct it towards the improvement of our community.

There is a manifest endeavour in Mr. Walker's plan to reach the just mean between sympathy with industrial enterprise and sympathy with human beings who need room to live and play, clean air for breathing, an abundant share of the free sunshine which is food as much as bread and meat, and some touch with beauty.

This is town planning philosophy. But it is town

planning science that is carrying out the behests of the philosophy and when it carries them out in the most beautiful and efficient way then science has also shaded into art.

The study of the plan will show a mind at work which can see, not only the managers of an industry engaged with their assistants and workers in the manufacture and dispatch of goods but those managers, assistants and workers released from their work and considering how they shall employ their leisure, for their own physical and mental benefit and for that of their families. Should there not be some place where they can get in touch with natural beauty, some place where they can play? Nature, with splendid prodigality has created such places ready for occupation all over Canada. Should they not be preserved, improved and arranged for human uses? When industry has satisfied its needs should there not be some places left over that may be consecrated to the enjoyment of human beings? Important as industry is, is not human happiness also important? Is not the commonest workman an important person to his wife and children and has he not a right to some share of the beautiful world that is not confined by the limits of the streets? Should the word "congestion" continue to torment us in a land of immeasurable spaces?

It was to answer such reasonable questions as these, and to exhibit the scientific answer to them that this plan was made. It is submitted here that there is no work being done in Canada at the present time that contains more promise of new-shaping the national attitude towards the beginnings of town and city building and the whole new problem of making Canada socially attractive to incoming home-makers. There are scores of towns all over the country—one sees a long succession of them on the St. Lawrence river—where no playground and no social interests exist competent to relieve the deadly dullness and stagnation that drive the young life almost to despair. In Watertown, New York, the garage men say that forty per cent of the workmen were once Canadian citizens.

There could be no more important inquiry at the forthcoming premiers' conference than an inquiry as to why our people migrate and the uses of the town planning movement in making our towns more attractive, both from a business and social point of view. Science has turned to the solution of this problem and the band of men who are carrying out its behests deserve much more recognition from their compatriots than they are at present receiving.

EDITOR.

PLANNING A MODEL VILLAGE FOR BRITISH COLUMBIA

By J. ALEXANDER WALKER, B.Sc.

(Part II. of article on "Company Towns." See June issue).

The following, in part, is from a report on a "Model Village" on the West Coast of Vancouver Island, prepared by the writer about three years ago. This village was to have been inhabited by fisherfolk from Scotland but as the proposed scheme of immi-

gration did not materialize the project was abandoned. However, the report will illustrate what could have been done in British Columbia in building another Company Town.

Situation

The site recommended for this Model Village is on the south shore of Numukamis Bay, Barkley Sound, near the West Coast of Vancouver Island, about twenty-six miles, (nautical) from Port Alberni, at the head of Alberni Canal, the north-westerly terminus of the Esquimalt and Nanaimo Railway which is operated by the Canadian Pacific Railway. It lies six miles north-east of Banfield Cable Station, the point of submersion of the British Pacific Cables. Two miles east of the site is Sarita River at the mouth of which is the Numukamis Indian Reserve.

The proposed site is contiguous to a very fine fishing area and it is quite close to large centres, Victoria being about 95 miles, Vancouver 170 and Seattle, Washington, about 155 miles. Numukamis Bay affords splendid anchorage and shelter to the large ocean vessels. It is interesting to note that during the Great War, numerous Japanese Warships anchored here. The site itself is protected from the prevailing winds. The wonderful view of sea and mountains to the west, north and east, beggars description and will have to be seen to be appreciated.

This site (whilst chosen primarily because the principals had an interest in the land and operated a herding saltery and a small sawmill nearby) is probably one of the very few places along Barkley Sound and Alberni Canal which is sufficiently level to economically plan a townsite upon. The two creeks shown on the plan for convenience have been temporarily named Plant Creek and Town Creek.

There are two possible sites for a small town or village. One is on the land lying between the two creeks and the other, immediately to the east of Town Creek. The former could very easily be utilized as a site for a fair sized village but as it is so near the saltery and sawmill and is more or less cramped by the two creeks, it was decided that the latter, especially as the surface is more uniform, would be the better site for a model village. From this site further extensions, if required, could be made east along the shore or south along the creek. Plans therefore have been prepared with the view of utilizing this site but a draft plan is also presented to show the possibilities of the former site.

Perhaps one of the few detrimental features of the area as a site for a town is the fact that it has a northern exposure. This aspect, however, is beneficial from an industrial standpoint as the saltery is more easily kept cool. With the removal of the dense growth of tall timber immediately to the south of the village site, there will be ample sunlight.

Soil

Full data relative to the soil was not obtainable owing to the limited time permissible for the reconnaissance survey. The top-soil on the proposed town-site area is of reddish-brown clay loam of sufficient depth

for gardening or lawn purposes. It is known that a man living at the mouth of Town Creek had quite a fair measure of success in growing vegetables for his personal use. The sub-soil, at varying depths, is hardpan.

Fresh water, sand and gravel for building purposes are not obtainable in the immediate vicinity, but it is reported that there is an unlimited supply on a Creek to the south-east of the site which would entail a short haul only. There is an abundance of gravel along the sea shore which could be used for road construction.

Climate

This locality is blessed with a most salubrious climate. From Government reports, the lowest temperature, over a period of three years, was 21° Fahrenheit, and a maximum, 85°. These extreme temperatures are very unusual however. There is a considerable amount of rain during the winter months. The amounts, however, vary somewhat year by year. One of the wettest years on record, 1904, the total precipitation was nearly 135 inches and the driest year, 1905, about 56½ inches. The total snowfall for the same years was 24½ inches and 1 inch respectively. As a rule the snowfall is very light, last year, 1923-1924, there being no snow at all.

General Design

The plan which is submitted shows the General Design of the Model Village, the various features of which will be described in detail. (The design was, of necessity, based upon a contour plan which was furnished by the principals). The area, exclusive of the playgrounds and parks, is in the neighborhood of twenty acres. Upon this space provision has been made for 62 houses and the various features which go to make up a modern community. With the construction of a comparatively small amount of roads, a further extension of the village may be made giving fifteen more building lots.

Roads

Roads are perhaps the most important detail in the design of any community and in regard to the planning of this Model Village, it is believed that every decision relative to the roads has been considered important, their location, width, direction, subdivision, grade, planting and their proper lighting.

Curves are not employed for the sake of curvature only but for topographical urgency and to ease off a deflection. In no case, except perhaps at road intersections, is a curve of such a short radius that a clear view of at least 200 feet cannot be seen. The curves will all be easily adapted mathematically by a surveyor.

The minimizing of the road area has been accomplished by designing the width of the road 40 feet only. This width will be quite sufficient for all the traffic the roads will have to bear. The utilization of this width will naturally reduce the cost of construction and maintenance to a minimum.

It is evident that it will be some years before a through highway is constructed along Alberni Canal

and Barkley Sound from Port Alberni to the Coast, but even though this possibility should come to pass, the road along the shore through the village, being built on one side only, may easily be widened to the full standard width of 66 feet.

The actual road surface width along the main shore road should be made 18 feet and the other roads 16 feet. Until such time as the through highway is opened up there will be very little traffic.

The boulevards of the interior roads may be 7 feet in width. Plank sidewalks, 4 feet wide, and placed 1 foot from the property line should be used. The line for tree planting could very well be established on the property line. A set-back of at least 20 feet should be established as a building line.

For the most part the road system has been designed to give very easy grades, in fact just sufficient grade for efficient drainage.

Lanes

While there are a great many arguments for and against the lane or alley, provision has been made for 16 foot lanes.

The opponents of the lane object on account of the cost of land, the cost of grading and surfacing, the cost of double fencing and the difficulty, as well as the cost, of maintenance, cleaning and lighting, etc. They contend that, in most cases, lanes remain unlighted and unpaved and are allowed to become a dumping ground for garbage. It would seem that many of their objections are well founded and therefore the use of lanes more or less creates an obligation upon any community authority who must guard against lanes becoming a nuisance or dangerous to health and not allow any of these notorious evils of the lane to develop.

On the other hand the use of the lane permits the collection of garbage, ashes and other domestic waste in a convenient and sanitary manner from the rear of the houses. Again, it is much better to deliver wood and coal to their containers at the rear of the houses rather than have a front lawn defaced.

Blocks and Lots

The size, shape and proportion of the blocks are designed from an economic viewpoint but are controlled, of course, mainly by the location of the roads. The variety of shape and size also prevents monotony. In order to obtain a maximum of sunlight for the houses, the roads were designed to obtain, as nearly as possible, an orientation north-east and north-west.

The size, shape and proportion of lots are, in turn, dependent largely upon the size, etc., of the blocks. The ruling dimensions of the lots, with variations of course, are 100 feet by 50 feet. This area is the minimum allowed in most of the British Columbia residential Municipalities and it should be ample for the small community. The homes being comparatively small, a maximum of sunshine, ventilation and outlook will be afforded.

Block "B" has a northerly aspect but this feature is more than compensated by the beautiful seascape view which will be obtained.

Fencing

With regard to the question of fencing, it is recommended that no fencing whatever be done in the village. In many of the latest model towns and villages, fences are dispensed with and some very effective results are obtained. (The one main objection is that children and dogs are free to run across lots.) All lot corners could be marked with stout cedar stakes driven to within 8 inches, tops painted white and with the lot number carved thereon.

Lawns, shade and fruit trees, flower gardens and shrubs, which might include both ornamental and small cane fruits such as raspberries and currants, etc., which will withstand climatic conditions, on the rear of the lots should be encouraged, leaving the cultivation of vegetables to be carried on in the community or allotment gardens. Clothes drying apparatus should be installed on the rear lawns and a gravel path made from the house to the lane. Trellis work of various designs would be pleasing to the eye and would hide disfiguring features.

As to the front of lots either the same procedure, in regard to fencing, should be carried out, or small low hedges of privet or box, or other shrubs suitable to the climate, might be permitted on the property line.

Should fencing be found to be imperative, close wooden fences should not be permitted. They allow for very poor circulation of air in the lots and they are an incentive to the householders to let their "backyards" become untidy, unkempt and insanitary. Open wood or woven wire fences should be used.

Planting

Most of the timber along the shore has been felled and from a casual examination it would appear that very few, if any, trees in the standing timber could be saved as shade trees. They are much too tall and would probably be a constant menace—always in danger of being blown over.

In order to make good the tree deficiencies caused by the general cutting of the native timber, a programme of tree and shrub planting along the roads and other public places should be adopted. A small amount representing the cost of planting and making other improvements to the landscape could be included in the cost of the lots. The amount would be small because the operation would be of a wholesale nature, covering the whole village. Planting surely is worth while. Trees cool the air in summer and provide shelter in winter. At a comparatively small cost, trees planted when the roads are graded will add immeasurably to the value and attractiveness of the village in the near future.

Only trees and shrubs which will withstand the climate and the adverse conditions of public thoroughfares should be planted. A list of suitable trees appropriate for a village of this nature and which will withstand the action of the salt air will be compiled for your approval should any development be decided upon.

Light and Power

There are two sources of hydro-electric power in the vicinity of the proposed Model Village, a small one

on Frederick Creek and a larger one on Sarita River. The latter source was investigated a few years ago by the Provincial Water Rights Branch. The available head is 140 feet but there is little or no storage. The horsepower available is about 225 but with a 38 foot dam it could be increased to 2,320 horsepower. A six-mile transmission line would be required to deliver power to the village. For some time at least it is recommended that electric lighting for the village, both street and domestic lighting, be developed by a form of Diesel engine.

Waterworks System

There are several streams immediately to the south of Numukamis Bay, the principal one being Frederick Creek from which an ample supply of pure fresh water may be had throughout the year. As the area traversed by this Creek is heavily timbered and has a northern exposure, there need be no fear of an uncertain supply during the summer. The initial step in the construction of a waterworks system, in order to comply with the Provincial Water Act, and for the protection of the community, is to stake the water, record same with the Branch and to follow out the usual procedure as laid down in the Act.

The result of a water investigation survey would give the necessary data as to the available supply and would enable the applicant to show on the plans accompanying the application, such points as the Act requires, viz., point of diversion, diversion works, means of transportation and location of the same.

It is proposed to use a 6-inch wire wound wood stave pipe, from Frederick Creek to furnish a gravity supply for use in the saltery as well as the Village. The supply main from a suitable intake on the Creek to the Bay will be about 1½ miles long. A shallow trench only will be necessary.

In regard to the distribution system for the village, there will be approximately 4,000 feet of sub-mains (4 and 6 inches), with a two-inch circulation connection.

It might be mentioned in passing that the yearly rental imposed by the Provincial Government for domestic and industrial or steam purposes is comparatively small and is considered, therefore, negligible insofar as the estimates are concerned.

The type of pipe proposed to be employed for the distribution system is also wire wound wood stave pipe. The trenching allowed for is 3 feet of cover. This is ample for frost protection in the case of wooden pipes in this climate.

Connection will have to be made from the mains to the lamp holes in the sewerage system for flushing during the dry season.

Sewerage System

A Model Village, such as is proposed, will have to have an up-to-date system of sewerage to safeguard the health of the community. The system as proposed for the village is quite simple and no great engineering endeavor is entailed. The rainfall records for the Banfield district, as obtained from the Dominion Meteorological service, show that there should be ample precipi-

tation to keep the system properly flushed.

It is proposed to dump the raw sewage without treatment, into Town Bay as far from the Bathing Beach and in as deep water as possible. It would appear that this could be done by constructing the outfall to the west of Town Creek in a north-westerly direction. Further investigation as to tidal currents would disclose whether or not the bathing beach would be severely contaminated to any appreciable extent.

The cost of the system will depend upon the condition of the soil encountered in trenching. It is believed that hardpan will be the chief soil found.

The design shows that the lanes will be utilized for the location of the sewers. In a few cases, to keep down the cost and to obtain grades, easements are created inside the property lines. This will not in any way be detrimental to the property.

Altogether there will be somewhat over 4,400 feet of sewer mains ranging from 6 inches to 12 inches.

It is proposed to instal a combined system of sewerage. At road intersections catch basins or inlets for surface water are provided.

Community Features—Public Buildings

In addition to the house sites, (lots), hereinbefore mentioned, sites for the following more or less public buildings have been provided:

A comparatively large triangular parcel of land, Block "A", is given over to school purposes. This site is in close proximity to the proposed children's playgrounds. The Provincial Government will provide the school and supply the teacher.

Lot 1, Block "H", is set aside for a Community Hall, ample provision for which should be made. The lot is ideally situated for the purpose, being near the public park and overlooking the Bay. This hall should have an auditorium, the floor of which could be used for dancing; a stage for amateur theatricals and from which lectures could be delivered; a fire-proof motion picture projecting closet; a loud speaking radio receiving set; cloak rooms and lavatories for men and women and all the accommodations which will go to make up a modern, efficient and comfortable community meeting place.

Near the centre of the village, between Blocks "C" and "D", a "Village Green" is dedicated to the inhabitants.

At the south end of the Green, Lot 14, Block "F", is provided for the site of a church for the spiritual welfare of the village.

On the opposite end of the Green, Lot 5, Block "B", is reserved for a Hotel. In a community such as this, a small but modern-in-every-respect hotel should be built for the use of the traveller. There should be efficient accommodation for which prices, commensurate with the service, should be charged.

It is suggested that either Lot 8 or Lot 9, Block "B", be reserved for a rooming or boarding house for the unmarried men of the village who do not care to board in private homes.

Lot 1, Block "B" would make an ideal site for a store, being close to the wharf and the industrial area.

The store concession could either be leased to private parties or run on a co-operative basis. The Post Office and Telegraph Office could be accommodated in the store.

The most convenient site for a Fire Station is on Lot 5, Block "E", all roads leading down grade from this point. The fire brigade would, of necessity, be of a volunteer nature and the hose apparatus and chemicals hand drawn. If proper small hand equipment for fighting fires were installed the danger of any general conflagration would be greatly mitigated and the insurance rates considerably reduced.

It is not anticipated that a village of this size could afford a fully equipped hospital. As there is a fine modern hospital at Port Alberni, it is suggested that a small well-equipped Red Cross or First Aid Station be provided in a suitable building. Lot 19, Block "B", is reserved as a convenient site for this. A public trained-nurse and a trained "First Aid" man should be available in case of accident or serious illness.

As there are no highways, communication with outside points is afforded, of necessity, by steamer and power launches. In order to accommodate the many motor boats which will no doubt be used by the inhabitants, both for pleasure and in following out their principal vocation of fishing, a floating wharf should be provided. The site, near the mouth of Town Creek, is advantageous, owing to the fresh water flowing out at this point, more or less preserving the piling and scouring the hulls; it is close to the village and will not interfere with the bathing beach. Fresh water should be piped to the several berths of the float, connection with the shore being made with flexible metallic hose.

A site in the hillside, west of Town Creek, for the safe storage of gasoline or petrol is shown on the plan. The motor boats, moored to the float, may be served through flexible hose. This "gas-station" should prove to be a great convenience to the launch owners.

Either a stationary or floating boat-house for the storing of rowboats and canoes should be provided. This, however, need not be a free service, but the site should be settled in case any one wished to build one.

On each side of the Town Creek space is set aside for playgrounds. The smaller one on the west side could be utilized for the children and the larger one for adults. There is not sufficient level land near the waterfront for a full sized athletic grounds or playfield for football, etc., but later, when the village becomes established, a larger playfield may be constructed farther back from the shore where sufficient level ground is available.

East of Town Creek there is a fair shingle beach. This beach should be cleared up and the larger stones and rocks used for the construction of rock groynes built out from the shore. Bathing should be permitted only between the groynes to help to insure against accidents.

Surrounding the mouth of a small creek east of Town Creek a small park is shown on the plan. The whole hillside from the adult playgrounds to this point should be prepared as a park. It is not suggested that any great amount of work should be done on this area

but the land should be dedicated to the public for this purpose. The area should be underbrushed and the logs and general debris removed and burned. Later, trails and paths and rustic shelters could be constructed.

About an acre of ground on the higher levels opposite Santa Maria Island should be set aside for burial purposes. The site for a cemetery should be so chosen that it will not interfere, as far as may be forecasted, with any expansion or future addition to the village. The ground should contain, as much as possible, the characteristics necessary for cemetery purposes. Plans for the full acre should be prepared but only a small proportion of it need be developed but that much should be done immediately the village becomes inhabited.

Wharf

Should this housing project be undertaken a public wharf will have to be built to accommodate freight shipments for the village as well as on account of the probable industries.

The present small wharf at the saltery will not be large enough nor convenient enough. This new wharf could very well be constructed east of the saltery and connect with either of the two proposed roads to the village. It may be mentioned in passing that even at the present time almost every day a steamer passes or calls at the saltery. The Canadian Pacific Coastal steamers maintain a ten-day schedule. The Union Steamship Company and the ships of three other lines ply on Barkley Sound and Alberni Canal.

Housing

The village plan has been designed with the idea that the houses be of the detached, single family, self-contained cottage or bungalow type—one house to each lot. The houses should be well-lighted, well ventilated, warm, attractive and economical.

Three, four, five and six-roomed bungalows, according to the size of the family and their ability to pay, are suggested for the housing facilities. As the climate is quite mild, furnace heat is not necessary and it is recommended that, for the present at least, no cellars or basements be excavated. A small portion of the rear porch could be covered to house the coal and wood and garden tools.

With so much timber available, the houses should be of frame construction. It is not only more adaptable, but allows for a greater diversity of architectural effect. Another desirable feature of the frame house is the ease with which it may be enlarged. In regard to the interior finish, very pleasing effects can be obtained with laminated fir or cottonwood panels. No roofing material will be found better for this climate than the cedar shingle.

Although fire-proof construction as recommended by the National Board of Fire Underwriters would be impossibly expensive for these types of houses to follow out in detail, there are many helpful hints which might be followed out to advantage.

In order to impart the idea of brightness and orderliness, to create a feeling of coziness and individ-

quality and to engender in the inhabitants a fine degree of pride in their environment, it is suggested that the houses be painted white and the roofs and trimmings a grey green. This would create a lasting impression, whether viewed from close at hand or from a distance. When the plantations have reached maturity the roofs could be painted red to introduce a tone of color. Thus the Model Village, whether the vista be from land or from the Sound, will be exceedingly striking and picturesque, and, in truth, a Village Beautiful. The tout ensemble will be very pleasing and livable, especially compared with other villages so noticeable for their dreariness, drabness and monotony of their unpainted, weatherbeaten shacks.

Charming and attractive effects will be obtained if the setbacks are slightly varied, 20 feet, of course, being the minimum. This effect will be enhanced still more and the possibility of monotony eliminated if roof lines are broken and gable ends and dormers, etc. are introduced at irregular intervals.

As lanes are provided, it is recommended that the houses be placed on the centre of the lot. In order to obtain the maximum of privacy as well as light, air and ventilation, it is essential that this restriction be enforced just as much as the street building line. A good standard is 16 or 20 feet between buildings. This width is also advantageous from a fire insurance standpoint.

Maintenance

No matter how much ingenuity and foresight are shown in the planning of the village and the houses, unless adequate arrangements for the proper permanent maintenance of the utilities and the house are made, the whole project is in danger of ultimate failure. The repair of property and the painting of buildings is true economy. It is suggested that one month's rent each year be rebated to the tenant as an incentive to take good care of the house. Arrangements could be made with some reliable party to inspect and undertake all repairs upon any basis mutually agreed upon.

Estimates

The following estimates are more or less general as this report is merely a preliminary one, but they

should prove to be fairly close to the ultimate cost. It will be realized that the whole project, as outlined, should be undertaken on a well-planned basis so that the various features will be efficiently, economically and expeditiously carried out. None of the community or public buildings are included in these estimates as it is impossible at the present stage to estimate the cost of these structures.

CLEARING: 25 acres @ \$600.00 per acre	\$15,000.00
ROADS: Grading 4,800 feet @ \$1.25 per foot	6,000.00
Gravel for Village Roads 4" thick, say,	3,000.00
Plant Road 2,000 feet, Grading, say,	2,500.00
PLANTING: _____ say,	1,000.00
SIDEWALKS: _____ say,	1,500.00
LIGHTING: _____ say,	2,000.00
WATER SUPPLY: Supply main _____ say,	7,500.00
Distribution, 4,080 feet @ \$1.25 per foot	5,000.00
SEWERAGE SYSTEM: 4,400 ft. @ \$3.00 per foot	14,000.00
Total Utilities _____	\$57,500.00
HOUSES: 60 Houses @ \$1,300.00 each (average) _____	78,000.00
TOTAL	135,500.00
Engineering, Architectural Fees and Contingencies, 10% _____	13,500.00
TOTAL	149,000.00
Surveying and Laying Out Village Lots, say	500.00
Cost of Land, 25 acres at \$100.00 per acre, (nominal), _____	2,500.00
GRAND TOTAL	\$152,000.00

Conclusion

It must be borne in mind that this is a preliminary report covering generalities only. Nevertheless, endeavor has been made to show what the possibilities are in the direction of careful town planning as a basis of housing an influx of people to develop the country's potential resources.

INDUSTRY AND HUMANITY

THE NEW TOWN OF POWELL RIVER, BRITISH COLUMBIA

There is no happier phrase than the title of Premier King's book* to describe the town of Powell River, British Columbia, where the Powell River Company have established their works and built up a social organism for their employees on the romantic coastline of British Columbia, eighty miles northwest of Vancouver, with as much solicitude and scientific care as they have put into their marvellous plant.

Last year we made some reference to the Report of the Royal Commission of Nova Scotia on the housing of the employees in the coalfields of Nova Scotia, which revealed such deplorable living conditions that no intelligent person could be surprised at the social discontent and rebellion for which the whole district became notorious.

Powell River is so dramatic an illustration of the successful marriage of industry and humanity—which means here a solicitous regard for the social welfare of the workers and thinkers who make industry possible—that no visitor of sociological interest can es-

*"Industry and Humanity: A Study in the Principles underlying Industrial Reconstruction," by Rt. Hon. W. L. Mackenzie King. Toronto. Thomas Allen, 1918.

cape the exhilaration that comes from exemplification of a great idea made possible and practicable by dominating intelligence and civilized humanism.

It is a successful industry. Powell River paper goes to many parts of the world. Its buildings are constantly increasing and its machinery gives a new meaning to the phrase *deus ex machina*, for the movements of the "plant" seem almost superhuman, not only for sheer and powerful efficiency but for subtlety, intelligence and almost volitional determination.

As an industry, it is something to be proud of, but one may doubt if the proprietors get more satisfaction out of it, and more Sunday content, than they do out of their planning for the contentment and social welfare of a community of 5,000 persons whom they have called in as their coadjutors. Happiness is so volatile and personal a quality that no man can create it for another but at least it may be said of the makers of Powell River town that they have done everything that intelligent good-will can do to create living and recreation conditions which should make happiness possible for their workers.

TOWN MANAGER

In the first place they have taken a wise step in placing the social management of the town in the hands of a trained architect, town planner and sociologist, Mr. John McIntyre, now a Member of the Town Planning Institute of Canada, whose interest operates naturally beyond the bounds of technique and who, by this time, is a friend of every reasonable person in the community. It is his business to see that good houses are provided for the workers, which they can occupy at extremely reasonable rents; to encourage them to make their homes beautiful by flowers and gardens; and to provide recreational and educational facilities of the best kind. By the appointment of a competent town manager, who has the sense to cooperate with the residents without bossing them, and to encourage the maximum of freedom and initiative while supplying intelligent guidance and arresting tendencies to disorder and muddle, the "chiefs" of the company avoid the appearance of direct control of the private life of the workers and are content to remain in the background, so long as their ideas of an orderly community are not violated.

In short, there is at Powell River the enthronement of intelligence and the dethronement of stupidity. It is Platonized democracy, with intelligence in control. Social ideas for better community life are floating in the air and can no more be resisted and neglected than the sea and mountain air that is breathed by all and the gorgeous sunsets that close the days with ravishing beauty. When it is evident to the Company's Executive that the employees are competent to manage such things as bowling greens, tennis and golf clubs and the like, they turn their attention to other problems of social or estate development and their presence at community functions means nothing more than the presence of sympathetic observers.

THE RIGHT KIND OF PATERNALISM

So much rubbish has been written about "paternalism" that the humane impulse of employers of

labour to improve social conditions for their workers has often been thwarted and stifled. At Powell River there is a great industry that has been built up by the capital and brains of a group of business men and their working associates. This group of men have decided that it is not to their advantage or their pleasure to be surrounded by a squalid social settlement of disorderly and dirty shacks. Their sense of justice, of humanity and their sense of order and beauty is part of their outlook on life. They are artists as well as business men. They have decided that what is good and necessary for them as social beings is good and necessary for their workers—and not for five per cent of their workers only—managers and the like, but for all. This they have made possible. If the outlay for social provision is not entirely balanced by the income from rents, utilities and recreation fees, the deficit is regarded as the best kind of bonus. Opportunity is given to the workers to capture a rich and wholesome social life. Within the social frame there is liberty, except for the social vandal. The Company maintains control of the land, provides the houses and rents them at \$4.00 a room (about one-third of what the New York housing reformers consider the possible minimum). There is no greedy lot-peddling. The idea of beautiful homes has become a social pressure. A neglected garden is something like a social disgrace. The men leave their homes, clothed as decently as the city business man. At the works are lockers and dressing-rooms in which they can change into working clothes. After work is over shower baths are the order of the day and each man reaches his home clean and properly dressed.

OUTSIDE THE AREA

Outside of the Company's area other building developments are proceeding on the old haphazard lines, with no unified or town planning intelligence in control. The contrast is dramatic. Each individual in this outside area apparently collars a piece of land, builds how and where and what kind of structure he likes. In twenty years somebody will be given the impossible task of cleaning up the muddle. Good land and forest will be destroyed by higgledy-piggledy shacks. Paternalism may take on ugly features and be what some men call it but uninformed democracy, building a village or town, is a very devil of destructive anarchy.

There should be a regional plan for the whole district of Powell River before uncontrolled and unintelligent democracy has wrought further mischief beyond the limits of Powell River town. Pender Harbour, with a disgraceful slum on what must have been the central island gem of a scene of ravishing beauty shows tragically enough what may happen all along the coast. An amended provincial Town Planning Act with power to arrest such vandalism in unorganized districts and to impose a plan that will save such beautiful scenes from stupid devastation, if the experience and example of other countries count for instruction, is neither unreasonable nor impossible for

British Columbia. Few provinces have more to lose by a *laissez-faire* policy.

PLANNING

Actual planning at Powell River has had to be done on a hillside and has, perhaps naturally, taken the form of rows of houses, which in their present state of newness, look a little odd from the ocean approach. The prevailing taste for horticultural and arboriculture will soften and mellow this appearance very quickly, as will be seen in our illustration. The tremendous asset of uninterrupted view of ocean and mountains, due to the terracing, is so important that any form of more intricate planning is scarcely to be desired. What is important from a social point of view, is the exemplification of a new civilization in the relations of Industry and Humanity. One such illustration carries more conviction than a library of books and a Canadian example must have more cogency for the Canadian people than any foreign achievement.

subdivided under regular subdivision plan, and thus divided into lots 50 x 120 feet, or in some cases 75 x 120 feet. These lots have been cleared and graded, roads and lanes supplied, sewers laid, water mains provided and electric lines installed by the Powell River Company.

The homes, which range in size from four to eight rooms, are built for the accommodation of the Company's employees. No residential property has been alienated from the jurisdiction of the Company. All homes have been built by the Company either by contract or by their own building crews.

At the present time we have a staff of some 35 carpenters, 15 painters, 4 plumbers, also plasterers, lathers, shinglers, tinsmiths and other necessary departments, thoroughly competent to carry out all necessary building work. The various staffs are under the jurisdiction of foremen, who in turn are under the jurisdiction of the Townsite Department.

The actual fabric of the homes costs from \$2700



Powell River from the air

DESCRIPTION

Mr. McIntyre has supplied us with some statements in detail which cannot but prove interesting to many industrialists throughout Canada who are seeking for some better form of social provision for their employees. In Quebec there is a distinct movement in this direction, although there are new towns in course of formation where the bad old system of lot-peddling and land gambling is being maintained. Mr. McIntyre's first statement deals specifically with housing while the second covers also the industrial plant. There is a little repetition but most things in Powell River will bear repetition.

I. HOUSING AT POWELL RIVER

The Powell River Company owns the whole area occupied by the mill, townsite, and surrounding district. Part of this area, which is about 5 miles long by 1 mile wide, has been developed as a townsite,

for a 4-room to \$3700 for a 6-room house. Over and above this cost, septic tanks, sewers, water mains, electric light lines and grading have to be added.

The Company some years ago established a rental rate of \$4.00 per room. This means that a house containing living room, dining room, kitchen and 2 bedrooms is reckoned as a 5-room unit and rents at \$20.00 per month, no rental charge being made for bathroom, pantries or other contingent offices. A flat charge is made monthly for lighting at the rate of 30c per room, that is \$1.50 for a 5-room house. In addition to this we charge \$2.00 per month for the use of an electric cooking range and \$2.50 per month for electric hot water heater to kitchen tank, also 50c per month for each electric air heater used, where our tenants have these appliances in use. Water is charged for at 50c per month for every house and this includes water used for domestic purposes as well as

for sprinkling lawns and gardens.

Generally the homes are built on mud sills, post and beam construction, all lower woodwork being thoroughly prepared with creosote to prevent dry-rot. The rest of the fabric is regular frame construction, plastered throughout, and shingled roofs; provided with full sanitary appliances including kitchen sink, double laundry trays, bath, basin and toilet. Pantries are provided in each house with adequate shelving and cupboard accommodation, and metal bins for flour and sugar, also ventilated cupboard for meats, etc.

Each lot is fenced and provided with sidewalk from street to house, and the ground is roughly graded before the house is handed over to tenant.

It should be noted that the rentals above stated are not adequate to cover a proper percentage on the capitalized investment, depreciation, and insurance. This, however, is absorbed by the Powell River Company, as a perquisite to their employees.

Incidentally the townsite maintains the roadways, sidewalks, sewers, water mains, fire hydrants, motor fire brigade, with Gamewell Fire Alarm system throughout the whole townsite. These charges have to be borne by the Townsite Department and debited against the rentals received. The public gardens, boulevards and shade trees are also maintained by the Townsite Department.

A garbage collection department is established with two trucks in service. Each tenant is charged \$1.00 per month for this service, but the department cannot be considered as being upon a paying basis. Any loss, however, is absorbed by the "Safety & Health Account."

In our townsite every encouragement is given to tenants to create lawns, gardens, boulevards and in general keep their particular lot in perfect order. No additional charge is made for water used in sprinkling lawns and gardens, and it is found that though our soil is of a very sandy nature, with the application of a little labor and a lot of seed and water, in a very short time a very respectable lawn may be developed. In most cases we find that private tenancy pertains, and the occupants of our houses do everything in their power to keep up the standard of maintenance. To encourage this the Company provides a fund for cash prizes each year in the fall for the best kept boulevard. This encourages competition and helps to keep our town very trim in appearance.

II. GENERAL REVIEW

The town of Powell River is situated on the west coast of British Columbia about 80 miles northwest of the city of Vancouver. It has a population of about 4,500 — including the suburbs of Wildwood, Westview, and Cranberry. The climate is one of the best in Canada. The mean temperature being about 50 degrees and the average precipitation for the past ten years 38 inches. Some winters pass with but a flurry of snow.

The manufacture of newsprint is the chief industry of the town. The capacity of the mills of the Powell River Company, Limited, is approximately

475 tons daily. There are about 1,400 on the payroll. The mill and other buildings cover about forty acres of ground, fronting on the salt water; with the best docking facilities the year round for deep sea vessels. Special attention is paid to the safeguarding of all the machinery in order to reduce accidents to a minimum. Each department is furnished with dressing rooms with hot and cold water for basins and showers, and individual lockers for clothes. A well equipped First Aid station is maintained with a qualified attendant in charge at all hours.

Housing:

The housing accommodation consists of about 470 four to eight-roomed dwellings, all detached, and built on lots 50 x 120 feet—leaving plenty of room for lawns and gardens, and kitchen gardens at the rear. There are also two large apartment houses of sixteen four-roomed suites. The houses and apartments are of most modern construction and design; with pantries, bathrooms, and toilets, many with built-in wash-tubs and connections for the installation of electric heaters and cooking ranges. All are connected up with good sewer system, and an ample water and light supply. Rentals are on a monthly basis at a very reasonable rate.

For the single men there is the Company's hotel called "Avenue Lodge", containing 66 rooms, steam heated and lighted by electricity, with ample bathrooms, washrooms and toilets, and a clothes wash-room in the basement. The dining room is spacious and the kitchen is modern to the minute. There are five large annexes as well, each accommodating 20 men, and equipped with modern conveniences.

An automatic telephone system is installed throughout the mill premises and town. The streets are electrically lighted and have good sidewalks and roadways, with boulevards and shade trees. There is a government telegraph office, and a wireless and radio-telephone in operation.

Sick Benefits:

The Powell River employees' Sick Benefit Society, of which every employee is a member, provides for the men in case of sickness or disability. The Society operates a modern hospital, containing 36 beds, and two annexes with 14 additional beds. The staff consists of a medical superintendent and an assistant, a matron and a staff of ten nurses, with very efficient house and kitchen help. The Company assists with a substantial annual donation towards the upkeep.

Insurance:

Every employee is insured after six months service, the amount increasing after twelve months and rising to the maximum at the two year period of employment. The cost is wholly borne by the Company.

Churches:

Three edices for Roman Catholic, Anglican and United Church worship have been provided, also three residences for those in charge. No charge is made for these accommodations.

Public and High School:

Two buildings of eight class rooms each. In one of the buildings two of the rooms are used for High School purposes. There are six class rooms used in each building for the public school, and two spare rooms to take care of increased attendance. There are two rural schools in the nearby suburbs. Total attendance is in the neighborhood of 500.

Children's Organizations:

Girl Guides, and Boy Scouts movements are established and adequate quarters provided for them.

Children's Amusements:

The Company has observed Labor Day for the furnishing of amusement and entertainment; and at Christmas a tree with the usual accompaniments is furnished, gratis.

Gynasium:

One of the best equipped on the coast; modern apparatus, individual lockers and showers. A qualified instructor is employed by the Company.

Library:

A well stocked library for the use of everybody, augmented by a Travelling Lending Library, Provincial Government, of 200 books changed every four months.

established, and naturally contribute very materially in keeping up the morale of the community. Lodge Room has been provided for rental by these organizations.

Bathing Beach:

The Company has built dressing rooms equipped with lockers and showers, both for the men and women. A Life Guard is on duty during the summer months. All maintained by the Company.

Picture Show:

Nightly performance, Sunday excepted. A programme of the highest class is submitted.

Employees' Magazine:

A monthly magazine published by and for the employees, free of charge, house to house distribution.

Sports and Pastimes:**Tennis:**

Two good hard-surfaced courts, furnished by the Company. The club functions as a single unit with a nominal annual fee. A very popular sport.

Golf:

A picturesque and sporty nine-hole course facing the sea. Also a separate institution with a good



A handsome street

Social Hall:

The "Dwight" Hall is a very large building used by the community, at reasonable cost of rental, for socials, concerts, lodge meetings and dances. There are spacious quarters for each of the different diversions. A stage, kitchen and dining room, ante and washrooms complete the arrangements. The library is also housed in this building.

Fraternal:

The Masons, Eastern Stars, Knights of Pythias, Pythian Sisters, Moose, Elks, Native Sons, Caledonian and Italian Benevolent and fraternal societies are

membership. Established by the Company, which also aids in the cost of the upkeep. Under the care of a professional and an assistant.

Lawn Bowling:

Established by the Company and operating singly as the others. Aid in up-keep is given. A nominal annual membership charged. A very engaging and popular recreation.

Baseball:

An up-to-date diamond and field have been laid out by the Company. This form of sport has proved

very attractive to both players and spectators. A local league, with at least three teams of fair ability, representing different departments, sustain interest throughout the season, with an occasional visit from an outside team.

Football:

From three to four Association football teams are in evidence every season. A very keen interest is taken in this form of sport. The class of football played is sufficiently good to get one of our local teams into the contest for the Amateur Championship of B.C.

Lacrosse:

An endeavour on the part of a number of the younger members of the community is being made to re-establish this form of sport. Two teams have started a schedule.

Hunting and Fishing:

Powell Lake immediately at the back of the town has an enviable reputation as a trout fishing resort. Other lakes and streams in the vicinity furnish good sport. Salmon trolling and cod fishing are popular pastimes during the season. Good catches are made from the Company docks. The hills surrounding the town and the lakes at the back abound with goat, deer and bear and many a good bag is brought in by the hunters.

Motoring:

There are in the neighborhood of 500 motor vehicles of various kinds in the district. Highways between Powell River and Lund, to the west; and from Powell River to Stillwater to the east, afford a very pleasant run for those who are possessed of pleasure cars.

AUSTRALIA'S NEW CAPITAL

Readers of *Town Planning* may be interested to learn that "A Brief History of Canberra" has been published by the Australian Federal Capital Press, Canberra. The work is said to give interesting details of the competition for the plan of the city, the discussions regarding the premiated plan and the decisions that were eventually adopted. A sketch map of the whole Federal District and a small folding map of the lay-out of the city are included. Members will doubtless be able to secure a copy at small cost by writing to the Federal Capital Press, Canberra. We hope to review the book in a later issue.

Meanwhile it is interesting to note the reaction to this great project in the more responsible Press and in the speeches and gestures of responsible statesmen. Canberra, is by all measurements the most magnificent scheme the world has ever seen for conserving publicly created urban land values for the purposes of public revenue and for shaping political and social machinery which will make the notorious evils of land speculation forever impossible in the area concerned. Canadian National Parks cover 10,000 square miles and will be the property of the Canadian people forever, but the very purpose of the parks is to preserve their rural character and no extensive urbanization of the parks, such as creates large residential and business values in lands appears to be contemplated or desired. The Australian Government require in the first place a Federal Capital City. For this purpose they have set aside an area of 16 square miles within a total area of 912 square miles of territory which they have designated as government owned property forever to be used in the first case for the building of a Commonwealth Capital City with an extensive park area surrounding it and, in the second place, to be leased under town planning and architectural control for business and residential purposes. In this way civic design and architectural control—so difficult to achieve where cities have grown by the com-

mon method of fortuitous accretion and according to the will of speculators—will be applied from the beginning, before vested interests have built up the fateful power that makes improvement of present cities well-nigh impossible.

The statesmen responsible for the scheme have confessedly adopted the English Garden City method. Canberra is to be "not a monumental city," one of its ministers has said but "a Garden City." Built upon the experience of the English Garden Cities and with resources multiplied many times and instructed by the misfortunes that followed the plan of Washington through lack of government control, the Australian Capital promises to be a vastly instructive experiment in city building, of which the whole world will take note.

The following interesting description of the project appeared in a recent number of the *Manchester Guardian*:

"The work of constructing and laying out this new city on a virgin site, 200 miles south-west of Sydney and 75 miles inland from the coast, was commenced in 1913, but the magnitude of the task has prevented rapid progress being made; and during the war, and for two years after the war ended, work was almost entirely suspended. The city is being laid out according to a fixed plan, adopted as the result of a world-wide competition for designs for a model city, with separate areas for the Government's administrative buildings, for a civic quarter with shops and municipal buildings, for an industrial quarter for factories and workshops, and for residential suburbs. Work in these separate areas is proceeding rapidly, but it will be many years before the city, for which an area of 16 square miles has been reserved, presents a final appearance. Some of the suburbs, which are on the outskirts of the area and consist at present of newly erected vacant houses awaiting the arrival of tenants when the Commonwealth civil servants are transferred from

Melbourne to the new capital, are two miles distant from the few shops which represent the commercial quarter of the city. Large stretches of vacant land, some of which has not yet been cleared of the tall eucalyptus which have stood there for more than a hundred years, separate the residential suburbs from one another and from the centre of the city. There are no trams in this new city, and it will be many years before the population, which at present numbers about 6,000, of whom more than 3,000 are workmen engaged in laying out and building the city, becomes large enough to justify the laying down of a tramway system. The only public means of transport is the motor-bus, and in this small city half a dozen motor-busses are sufficient to meet the present demands of passenger traffic.

A NATION-OWNED CITY

"Canberra is in many respects unlike any other city in the world. It is owned in perpetuity by the people of Australia. Every foot of land in the city site of 16 square miles, and also the greater part of the 900 square miles of Federal territory of which the city site forms part, is the property of the Commonwealth Government as the trustees of the nation, and Parliament has decided that not a foot of the land of which the Government has acquired possession shall be alienated. Leases of 99 years' duration will be granted to tenants, but the nation will remain in perpetuity the ground landlord, and will reap the benefit of the increase of land values. How great this increase will be in the future can be imagined from the fact that the capital value of the land in the business centre of the city has already increased a thousand-fold in comparison with its value as virgin country when the Government acquired it from the previous owners, who had used it for raising sheep and in a lesser degree for farming. Some of the blocks in the business centre which have been leased by banks, insurance companies, and commercial houses have been valued at auction at £150 per foot frontage, whereas the compensation paid by the Government to the previous owners was less than £6 per acre.

"One effect of investing control of the land in the Federal Capital Commission is to give that body complete control over the development of the city, so that development will be carried out in accordance with the design prepared before a single new building is erected on the site. Only three buildings were on the site when the Commission obtained control. One of these is a church, and another, which was the homestead of the owners of the sheep station, will be used as the official residence of the Governor-General of Australia until more commodious quarters can be built for him. The Commission, by its control of the land, can prevent the over-development of any part of the city by withholding further leases in that quarter and throwing open the land in other quarters of the city. In order to prevent land speculators purchasing leases with the intention of holding on to them until they can dispose of

them at a premium, as the result of development of neighboring blocks, the Commission insists on the original purchaser of a lease beginning to build within twelve months of the date of the lease, and completing the building within two years. Before a building is commenced the design of it must be submitted for the approval of the Commission, which aims at preserving architectural uniformity in the various parts of the new city. In order to avoid congestion in the centre of the city and secure an even spread in development no building is to be more than two storeys high. It is expected by the Commission that the ground rents from business and residential blocks will pay, in 25 years' time, the whole cost of constructing the city, and that thereafter the Commonwealth Treasury will reap a substantial revenue from the Federal Capital.

"Not only is the Federal Capital Commission as trustee of the nation the ground landlord of the city, but it will also be the owner of hundreds of houses erected for civil servants. The Commission is also the owner of the water supply and electricity supply, and as the city is widely scattered (as the result of laying it out according to a prepared design which provides for future development for more than fifty years), the cost of laying down water and electricity systems has been very heavy. This means that rates for these services will be relatively high until there is a very considerable increase in population. The Commission also conducts the motor-bus service, which, as already stated, is the only means of public transport in the city. It owns and manages the four hotels and four boarding-houses in the city, which it has built out of public funds. But it is unlikely that the Commission will continue to run hotels and boarding-houses when population increases. The fact that the city is in an unfinished state, and that only a small proportion of its ultimate population has begun to settle there, has retarded the development of the business concerns by private enterprise. At present the Commission conducts the only bakery business in the city, and also the only laundry.

"Nothing has been settled by the Commonwealth Parliament regarding the municipal government of the city. At present all powers are invested in the Commission. But it would be contrary to the democratic feeling of the Commonwealth Parliament to deny to residents of Canberra the civic rights that the residents of all other cities in Australia enjoy. On the other hand, it will be impossible to hand over to the ratepayers the full municipal control of a city owned by the Government. Nor is it possible to give residents of the city and of the surrounding Federal territory the Parliamentary franchise, as the population is much too small to entitle them to elect a member of the House of Representatives. In many directions the future of Canberra promises to raise some interesting and difficult problems for a democratic Parliament to solve."

WASHINGTON AND CANBERRA

The United States Government has published a speech by the Hon. Frederick N. Zihlman, of Maryland, delivered in the House of Representatives on February 28, 1927, which gives a concise history of the United States Capital City, with some interesting notes—in view of the Australian experiment—on its failure to attain sufficient land under Government ownership and control to develop a national capital “of which the nation may be justly proud,” and, also, an account of the aims of the National Capital and Planning Commission, appointed by Congress in April, 1926, to take the place of the former Capital Park Commission with extended city planning powers described as:

Charged with the duty of preparing, developing, and maintaining a comprehensive, consistent, and coordinated plan for the National Capital and its environs, which plan shall include recommendations to the proper executive authorities as to traffic and transportation, plats and subdivisions; highways, parks and parkways; school and library sites; playgrounds; drainage, sewage and water supply; housing, building and zoning regulations; public and private buildings; bridges and water fronts; commerce and industry and other proper elements of city and regional planning. Paragraph (c) transfers to this commission the power previously vested in the highway commission, namely, the approval or revision of the recommendation of the Commissioners of the District of Columbia for changes in the existing highway plan. Paragraph (d) vests the new commission with all the powers of the original National Capital Park Commission.

A NEW PLAN FOR WASHINGTON

A foreword to the pamphlet makes clear that the mandate of the new commission is to create a comprehensive plan of the Capital City and Environs which will consider not only the “embellishment” of the Capital but will organize “the utilitarian needs of a great city as well as its embellishment and beautification.”

The National Capital Park and Planning Commission is energetically and zealously performing the duties with which it is charged. It is especially concerned with producing a plan for the National Capital which is not only the best from the standpoint of providing a Capital with which the Nation may be justly proud, but is also the best from that hard-headed and very American standpoint of providing adequately and most economically for the future, including the utilitarian needs of a great city, as well as its adornment and beautification.

The following passage will show the broad and statesmanlike view of the problem, set forth by Mr. Zihlman, and his thorough grasp of the meaning of planning. Of great interest to Canadians is Mr. Zihlman's provision for sharing the responsibility

and cost of planning the environs of Washington with neighboring states and local authorities.

While it is recognized that the National Capital was founded especially for governmental purposes and is not intended to become a great industrial city, still the advisability of reasonable industrial development and the absolute need for commercial development must be recognized and provision must be made for such activities in the plan, if their springing up in harmful and undesired locations is to be avoided. Just as the functions of planning commissions are frequently misunderstood and thought to be confined to plans for beautification, whereas they are actually most concerned with providing for the utilitarian needs of the community in an adequate and appropriate manner, so does a general confusion of thought frequently contemplate the growth of a strictly residential and governmental city, without consideration of the essential accompanying commercial and industrial facilities, such as a suitable water front, adequate railroad lines and terminals and so forth. A logical and sound plan must include adequate and appropriate provision for such things, and the beauty of the city will largely result from the skill with which such provision is suited to the needs and the extent to which such needs do not have to be met by improvised arrangements in parts of the city that will be injured thereby.

The commission has, therefore, taken up among its first duties a study of the traffic needs of thoroughfares connecting the city proper with its residential and surrounding suburban areas and studies of the railroad and waterway facilities, and their uses and needs.

Such studies naturally lead to roads and other facilities extending into the states of Maryland and Virginia. Similar considerations of the needs of the surrounding suburban areas in these two States for parks and the proper coordination of such parks with the system in the District of Columbia likewise require rigid coordination of the planning activities with the authorities of the two neighboring States. Without special legislation such co-ordination is not possible because of there being no local authorities charged with duties similar to those of the National Capital Park and Planning Commission. However, the commission has established contact with the State authorities and considerable progress has been made toward obtaining the necessary legislation and setting up State agencies with the requisite power and authority to deal with our commission.

At the present time this commission has funds only from the appropriations for the District of Columbia, a considerable part of which are raised by taxation of the inhabitants of the District. The commission is convinced that such funds should

be spent only for land acquired within the limits of the District and that lands acquired outside these limits should be acquired with funds contributed in part by the inhabitants of the States and in part by the United States at large, just as a contribution is made to the cost of the District of Columbia from the Treasury. The proposition of such contribution and the definite terms of acquisition are necessarily a matter to be settled by future legislation.

CANBERRA

In his address Mr. Zihlman makes the following appreciative reference to Canberra:

If it had been possible for the mind of man to predict the development in population, in territory, in business, in means of transportation, and in wealth which has since come to this Nation, the plan would no doubt have been varied in certain respects. Australia, having now the advantage of more than a century of history, and the most minute study of the experiences of the United States, is now developing its new capital, Canberra. It is located inland at considerable distance from the sea, with careful regard to comparatively level expanses for business and commercial development, conspicuous location for the more notable public structures, picturesque and delightful areas for park development and forest reserves, and, above all, due regard to size, government ownership and control of the entire territory. That Nation owns outright a space of 640 square miles, selected for the capital site, and therefore is in position to provide, first, for a comprehensive plan, dealing with the entire area, providing, in accordance with the most advanced principles of city planning, for the proper layout of streets, major highways, parks—large and small—playgrounds, athletic fields, forest reserves, and the preservation of every feature of natural scenery which would, in time to come, prove of untold value. Still more important, it is thus able to absolutely control every feature of construction and development. It can control the location, the height, the design, and character of every building constructed. Whether the Government itself builds the structures or leases the ground with privilege of construction, it is in position to control in advance not only the kind of buildings permitted, but the character of the tenants allowed to occupy them and the uses to which every building and all the territory can be put. It is worthy of notice that an American firm has been employed and is now engaged in the general planning for this great enterprise. It would seem that here is an opportunity for the finest possible results.

HISTORY OF WASHINGTON

The close of the Revolutionary War in 1782 brought a demand for a settled home for the Federal Government of the United States. Offers of accommodation were made by several states. The present

site was finally selected. Mr. Zihlman pays warm tribute to the part played by George Washington in the provisions made for the development of the capital. An area of 10 miles square was set aside for the city of the government for which "congress shall have power to exercise exclusive legislation in all cases forever."

Unfortunately it was not seen practicable for the Government at that time to actually acquire title to the land thus designated, the financial condition then existing undoubtedly precluding that course, and it is now regarded as unfortunate that 50 years later the portion selected for the District lying on the Virginia side of the Potomac, constituting about one-third of this area, was severed from the tract established under the Constitution as the seat of government.

Under the authority of Congress, President Washington obtained from all the owners of the land he had in mind for the location of the Capital City their agreement "in consideration of the great benefits expected" to convey to the Government all lands he might think proper to include within the Federal City, with "the sole power of laying off said city in what manner he pleased and to retain any number of squares he might think proper for public use." The owners were to receive no compensation for the streets but were to be paid \$125 per acre for the squares designated for public use. The remaining land was to be sold and the proceeds equally divided between the owners and the United States. The conveyance of lots to any purchaser should be—

on such condition as thought reasonable by the President for regulating the materials and manner of buildings and improvements generally in the said city, or in particular streets or parts thereof for convenience, safety, and order.

THE L'ENFANT PLAN

With the powers thus granted by Congress President Washington employed Major L'Enfant, a French engineer officer, to prepare the plan for the Federal City under supervision of himself and Thomas Jefferson. "With the exception of St. Petersburg which had been designed in advance as the Capital of a nation, it is not believed," says Mr. Zihlman, "that at that time there was any other precedent for laying out a Capital City from unbroken and unoccupied territory." The L'Enfant plan was made with the provision that it should be extended as circumstances demanded. Unfortunately no provision was made during the course of a hundred years for planning those portions of the District of Columbia not included within the original city and development proceeded in these areas on haphazard lines. Unorganized vested interests grew up and much unsatisfactory suburban development. When the public consciousness was stirred again to the desirability of utilizing the vision of Washington and L'Enfant vested interests created much opposition and progress became both difficult and expensive. In 1899, however, Rock Creek Park was acquired and the Zoological Park. Says Mr. Zihlman:

The suburban development since 1893 has proceeded with results in many instances very disappointing and unsatisfactory, especially in the method of failure to provide park reservation, failure to follow natural contours, resulting in destruction of splendid forests and trees, loss of the rich top soil, covering of beautiful open streams by concrete sewers, deep cutting of streets through hills, leaving ugly blanks, compelling heavy expenditure by builders in removing earth, filling of attractive valleys by the earth so removed. This resulted in the transformation of tracts adapted by nature to the finest residential development to sections artificially level, bare of trees or vegetation, stripped of soil, and fit only for construction of long lines of houses, often precisely alike, or monotonously similar, built for sale, with a view to profit only, and without the slightest regard to variety, attractive grouping, or architectural effect.

In 1901 a Park Commission was appointed composed of Frederick Law Olmsted, Daniel Burnham, Charles F. McKim and Augustus Saint-Gaudens which devoted much study to the L'Enfant plan and produced a report covering every feature of the needs of the National Capital in regard to parks and parkways and recommended the acquisition of 55 additional areas within the District of Columbia for proper development according to plan.

Unfortunately it proved impossible to carry out their recommendations. It could not be done under the terms of existing law and the methods of existing legislation. Bills were introduced in Congress after Congress providing for acquisition of individual tracts for park purposes. Such bills were perhaps reported favorably by committees of one house or the other, perhaps passed by one house or the other, but before they were reported by committees of both Houses and passed by both Houses the Congress adjourned, the bills failed, and the entire process had to be commenced anew in the incoming Congress and laid before new committees. As a result only portions of 6 out of the 55 tracts recommended were secured during the succeeding 35 years.

In 1924 "in view of the rapidly increasing destruction of the forests, the hills, the valleys and the soil essential to preservation of the natural beauty lying at our doors," another effort was made to create a really effective National Park Commission with power and funds to carry out the improvements desired and an act was passed authorizing the commission to "acquire by purchase or condemnation such lands as were necessary for the proper and comprehensive development of the park, parkway and playground system of the National Capital."

The act authorized the appropriation by Congress each year, for the use of said commission, a sum equal to 1 cent for each inhabitant of continental United States, the funds to be supplied from the general funds of the Treasury and the revenues of the District of Columbia in the

same proportion as other appropriations for expenses of the District of Columbia. The yearly sum thus authorized to be appropriated amounted to \$1,057,000.

This sum, however, was reduced to \$600,000 by the Commissioners for the District of Columbia and such sum was appropriated for the years 1925-26-27. Excellent work was done under this commission and some valuable parkland was secured. But the appropriation was not considered satisfactory and in the winter 1925-26, largely through the activity of the American Civic Association which had committed itself to a three years' programme of work to this end, an important amendment to the Park Commission Act was presented to and passed by Congress which established the National Park and Planning Commission. The same officials who had done excellent work with the Park Commission were appointed and the President was authorized to add "four eminent citizens well qualified and experienced in city planning for the term of six years to serve without compensation." The new commission retained the powers of selecting and acquiring land for park extension but other powers were added which were definitely city planning powers.

WASHINGTON, LONDON, CANBERRA, CANADA

All this must be deeply interesting and instructive to Canadian planners and Canadian statesmen who have vision enough to understand the large scale drama of ideas presented in this admirable summary. One sees a small group of master minds beginning with George Washington, Jefferson and L'Enfant conceiving the idea of a great Capital City and realizing clearly enough that its success will depend upon continuous scientific control, hoping that their descendants will be faithful to this idea, but not creating machinery definite and powerful enough to prevent the destruction of their hopes by the conflict of private with public interests.

Mr. Zihlman pays loyal tribute to President Washington and extolls his splendid intelligence in using his unique power "to provide best for the nation's capital." But, looking wistfully at the determination of the Australian statesmen to reserve under Government control not only the area of the Capital City that is to be but the whole territory of 900 square miles which will form the Region of Canberra, he sees that if it had been possible for the Government of the United States in 1793 "to actually acquire title to the land thus designated" the future disintegration of the originally designated territory, its alienation to private speculators who paid no regard to the magnificent ideal of Washington but devastated it by ignorant vandalism — all this would have been prevented and the enormous expense now contemplated to redeem this area would have been saved.

Twenty-six years have passed since the American master minds of this generation, Olmsted, Burnham and McKim, who composed the Park Commission of 1901, recommended the redemption of fifty-five tracts necessary for the proper development of the Capital, but only portions of six of these areas have been ac-

quired. If it had been possible to foresee all this, says Mr. Zihlman, "the original plan would no doubt have been varied in certain respects."

The meaning of this is clear. It has proved unfortunate that the whole area was not reserved under Government control for all time. The Australian statesmen, with the history of Washington and environs before them and the failure of London to follow the plan of Sir Christopher Wren after the great fire, are in a position to foresee the enormous advantages of retaining control of the land needed for their Federal Capital. They have decided to hold Canberra and environs under national control forever.

Mr. Zihlman gives honourable credit to the American Civic Association for the splendid work they have done in stimulating public opinion in the direction of a comprehensive plan for the city of Washington and environs, which would now seem to be assured. Officers of the association toured the cities of the United States from coast to coast and established committees on the development of the Capital City in many important cities who sent in to the Government memoranda of urgency and suggestion for amended legislation on the subject. With the army of city planners now busy in the United States and the general public interest in the subject so active and lively it is not likely that the new plan for Washington will be allowed to perish in the Government archives.

FORT CHURCHILL TERRITORY TO BE RETAINED UNDER GOVERNMENT CONTROL

The gratifying announcement has been made that the territory of Fort Churchill, the selected site for the terminal of the Hudson Bay Railway, is to be held under Government ownership and that no lands are to be offered for sale. It is now possible to foresee, by abundant examples, what disasters happen in new town development on the old-time methods of land speculation. Both in the United States and Canada there are leading groups of the real estate brotherhood entirely in sympathy with town planning control, but it cannot yet be claimed that these intelligent leaders control or largely influence the rank and file of the dealers in land. We need examples in Canada, if only for the purposes of instruction, of towns built under unified and scientific control from the beginning and town planners, whatever their variety of thinking may be on the subject of the ownership of land, will surely watch with lively interest the steps taken by the Canadian Federal Government to plan and develop the future town of Fort Churchill. Clearly the first step should be, when the time is ripe to consider the subject, to place in charge of the work competent and experienced Canadian town planners with social sense enough to see that the land values created at the expense of the nation may be made really valuable by the best kind of planning and may be made an important source of revenue to redeem the expenditure involved, as is contemplated in the Australian experiment.

On this subject the *Ottawa Citizen* has this to say:

"The minister of Railways and Canals, Mr. Dunning, having taken advice, has decided to make Churchill, not Nelson, the terminus of the Hudson Bay line, and to push the work forward to early completion. Experience warns that, unless prevented, there will be undesirable speculation in lots in the site of the proposed new town. The minister has taken over, for the government, all the land likely to be affected, and no rights will be granted for the present. Mr. D. W. Buchanan, a Winnipeg business man, wrote in *The Citizen* yesterday, approving this course and suggesting that when the land is thrown open it should be upon a leasing system, as in the case of the Dominion parks—such townsites as Banff and Jasper—but with frequent re-appraisal of rent. The intention is to prevent speculation in leases and also to secure all the publicly-created land values for the benefit of the public. This all seems most reasonable, and no doubt everybody will approve.

"But is it not strange that a plan so revolutionary, so different from that pursued hitherto, should seem now so reasonable, obvious, imperative? Men who count themselves young can remember the auction of lots in Prince Rupert when that point was chosen as terminal of the Grand Trunk Pacific. And what was done in Prince Rupert had already been done, in effect, in many, many nascent cities of the West. What Canadian is there who has not heard of the Winnipeg boom of the early eighties? And Ottawa, when it was what Goldwin Smith called "an Arctic lumbering village," and was chosen as the Capital of the New Dominion, had its era of speculation also. And so, back as far as one cares to go, even to the wonderfully impressive founding of Ville Marie, now Montreal, the new town was always discounted as to value far ahead of its growth.

"Now a minister of the Crown says this is all wrong, a Winnipeg economist writes to say what ought to be done, and everybody seems to approve them both.

"A mad world, my masters"—? No; apparently a world that is showing signs of sanity."

INFANTILE MORTALITY IN QUEBEC

"Statistics published by the Federal Government make it quite clear that infantile mortality and tuberculosis are far more grave in French Canada than in the other provinces. Unfortunately for us, it does not seem that we are prepared to apply the necessary remedies for these two maladies which are mowing down so many lives. Our towns, apart from some recent growth, are the entrance halls of graveyards; because of the many shacks and unhealthy dwellings which they contain, and, thanks to the skill with which people appear to contrive not to leave two feet of ground for children to play on, and to prevent air and light from entering their homes."

—Quebec *Action Catholique*.

PLANNING THE NEW YORK REGION

An outline of the organization, scope and progress of the Regional Plan of New York and Environs, written by Mr. Thomas Adams, General Director of Plans and Surveys, has recently been published. It is of the nature of an interim report anticipating a final report and publication of the plan which is expected to be ready during the coming winter. Readers of this journal, and especially new readers, may be reminded that this great work has been in progress for five years and has for its object the regional planning of an area centring in New York, which embraces 5,528 square miles of territory situated in the three states of New York, New Jersey and Connecticut, subdivided into more than 400 incorporated and unincorporated communities and covering a population of nearly 9,000,000 persons.

In intention, scope and scientific outlook the work of the organization is a magnificent challenge to all legislators—local, state or provincial and federal—who are not yet convinced that town and regional planning has justified itself as a new social science destined to affect profoundly the prosperity of nations and the welfare of humanity. The plan of New York and Environs is creating, promoting and stimulating new thinking on the whole problem of the organization of social life and is presenting a plea for the more orderly development of the social structure which by the sheer force of its scientific reasonableness and warm humanism is manifestly modifying traditional ideas in the United States regarding the uses of land, the development of industry and the proper provision for the residential and recreational needs of the people.

Since the inception of the New York Regional Plan nearly a score of regional planning movements have been initiated in the United States and something like 500 towns and cities have taken practical steps, under the enabling acts of the various states, towards some form of local planning, while a committee has been appointed by the Mayor of New York, consisting of 471 members, for the purpose of making a comprehensive detail plan of the city of New York.

ORIGIN OF THE PLAN

The inception of the Plan of New York and Environs was due to the persistent advocacy of a group of public-spirited citizens, of whom the late Charles D. Norton was an enthusiastic leader. "A Plan of New York," said Mr. Norton, "generally accepted by public opinion will tend to direct public expenditures into projects of permanent constructive value, each single improvement, as provision is made for it, taking its place in a coherent scheme without the inevitable waste that has always resulted from city growth along irregular and incoherent lines. It can be shown that without a plan hundreds of millions of dollars have been wasted in and near New York during the past century in desultory or ill-considered public improvements. As time passes, a plan of New York can become a reality by the expenditure of the

very funds which will be expended in any event."

The rationale of the movement could not have been better stated. Such expenditure in the past has always tended to concentrate upon specific problems which were themselves the result of ill-considered planning in the past, and the solution of the immediate problem was apt to bear no scientific relation to other problems which were equally urgent and which were often further complicated by a hand-to-mouth policy of development. Synthetic principles, which were perfectly obvious in small scale operations, were often entirely ignored in town building. The approach to town and regional planning was, and is, constantly blocked by the erroneous belief that town planning means increase of taxes and is chiefly decorative. Investigation has shown that the cost of a number of public improvements contemplated by the authorities in the city and surrounding part of New York will be something like three billion dollars within the next fifteen years—that is, that large sums of money will be spent in any case.

PLANNING FOR ECONOMY WITH EFFICIENCY

The immense task of convincing the public mind that planning is an economy, carrying with it a vastly larger efficiency in the expenditure of public funds was undertaken by this group of men who made the Regional Plan of New York and Environs possible and, if no other result can be credited to the Plan, the manifest success in this regard will stand out for all time as a magnificent piece of social service. The ease and alacrity with which such organizations as the Niagara Frontier Planning Board can pass the required legislation to make their work possible is ample proof that this task of convincing the public mind of the soundness and wisdom of planning is now practically achieved in the United States. To a very large extent this work has yet to be done in Canada. "The enormous losses," Mr. Herbert Hoover has said, "in human happiness and money which have resulted from lack of city plans which take into account the conditions of modern life, need little proof. The lack of adequate open spaces, of playgrounds and parks, the congestion of streets, the misery of tenement life and its repercussions upon each new generation, are an untold charge against our American life. Our cities do not produce their full contribution to the sinews of American life and national character. The moral and social issues can only be solved by a new conception of city building."

HISTORY OF THE PLAN

From 1903 to 1919 various committees were appointed to found a Plan of New York. In 1919 Mr. Norton suggested to the Russell Sage Foundation that they should appropriate a sum of money to be expended in making a Regional Plan of New York and that the President of the Foundation, Mr. R. W. de Forest, should nominate a committee of five to direct the studies and plans. The President of the

Trustees endorsed the project and in 1921 organization began. A committee of five was appointed which later was increased in number. An advisory group of technical town planners was also chosen. A regular staff was appointed with Mr. Thomas Adams as General Director of Plans and Surveys. The present staff numbers about thirty, divided into Administration and General Direction of Plans and Surveys, Public Relations, Engineering Division and Planning studies, Architectural studies, Economic Division, Social Division, Legal Division and a large group of experts in all branches of the work has been called in for consultation. There is also a Regional Council of 130 members, composed of representatives of planning agencies throughout the region:

"The Regional Plan Committee," says Mr. Adams, "is a voluntary advisory body, and cannot of course carry out any of the proposals contained in the plan being prepared by its staff. Nor is there any public authority—either existing or in prospect of being formed—that has the power to give effect to the Plan. And yet the chief benefits of the plan cannot be realized until it is adopted and applied either in the form proposed or in some modified plan. How can

this be done? The answer is that work is already being carried out in several districts of the Region in accordance with tentative proposals put forward by the staff of the Committee, and that it is through the more extended operation of such local action on the part of the responsible authorities that many features of the plan will be put in operation."

"There is no such thing as a regional organization. A regional plan has to be prepared by a voluntary association of individuals willing to contribute its money and the time of a staff towards the consideration of the problem as a whole. When that is done the work of carrying it out will depend upon the four hundred municipal authorities within the Region. Then comes the really important part of our task and yours; putting the Plan into effect."

"Each one of you represents a planning commission, or some local interest in your city, town or village, or county, and it rests with you, in collaboration with us, to coordinate your local plan with the regional plan and to do what you can by the exercise of foresight in planning to arrest the evils of haphazard growth which is a common affliction of every community in the Region."

NIAGARA FRONTIER REGIONAL PLANNING

The Second Annual Report of the Niagara Frontier Planning Board places in the foreground the important fact that it is operating under legal sanction in virtue of an act passed in 1925 establishing the Niagara Frontier Planning Board and authorizing local appropriations for the necessary expenses. At this distance it seems obvious that the Niagara Frontier Regional movement is one of the direct descendants of the Regional Plan of New York and Environs, which is performing the important function of a university department of town and regional planning for the whole of the United States. It is interesting to note how quickly it has attained a legal status and secured for itself financial state support and the appointment of a technical staff.

Its area extends about 25 miles inland from Lake Erie and the Niagara River which is described as "a panorama of gigantic factories, towering buildings, thousands of homes grouped in villages and cities . . . all within a web of railroads and highways."

The task of the Regional Planning Board is "the articulation of this area into a homogeneous whole so that its future growth will be expedited through improved facilities of every kind, developed by means of a comprehensive plan."

In this area are six cities, of which Buffalo is the largest, and fifty-nine other towns and villages comprising in all sixty-five local authorities, all of whom have apparently agreed to the regional planning project and about twenty of whom have founded local planning organizations. The report calls attention to the impetus given to city, town and village planning as a consequence of their work and forecasts that before long everyone of the sixty-five municipal

and village councils within the region will have set up official planning and zoning bodies under the authority of the State legislation.

The arguments that have prevailed to secure for the Niagara Frontier Planning Board legal authority, state financial support for the maintenance of a technical and educational staff and the support of public opinion are the same arguments that Canadian planners are using for the creation of regional plans for such metropolitan districts as Greater Vancouver, Victoria, Montreal, Toronto, Winnipeg, Quebec and other metropolitan centres of Canada. "Every stage of development," says the Report, "is found in the territory included in the Niagara Frontier Region, from virgin timber to crowded city areas. The total population (census of 1925) is 827,000, of which about 85 per cent is urban. Each of the six cities has grown and developed independently. The five adjacent to lake and river are coming together so rapidly that it is only a matter of a few years when a practically continuous metropolitan development will extend for thirty miles along the waterway. Practically the same problems exist in each of the more fully developed areas and to bring about cooperation in their solution is the paramount aim of this organization."

"During the period immediately following organization, covered in the first annual report, a number of isolated, immediate problems were taken up, but, at no time has the main objective, the development of a complete and satisfactory plan for the whole region, been lost sight of, or permitted to lag. During the year included in this report real progress has been made in the development of a comprehensive plan, and, a matter of even greater importance, the elected

officials are giving consideration to proposed changes and improvements, many of which are under way."

The list of achievements during the two years' activity of the Board, involving in many cases the passage of enabling legislation, is really astonishing and can only be explained (aside from the energy and intelligence thrown into the work by the executive staff) by a ripeness of understanding among the legislators of the principles of planning which Canadian planners must view with lively envy. There is no doubt that this will come in Canada in the near future. Great movements such as the British Columbia University Endowment Lands, the planning of Vancouver, Point Grey and the Greater Vancouver Region, the educational work of the Montreal City Improvement League and the planning movement in the province of Quebec, now approaching consolidation, must before long create more sympathetic assistance from our legislators when legal town planning adjustments are demanded. At present the American town planners have the enormous advantage that everybody seems to understand the sheer necessity of creating technical and educational town planning staffs as the *sine qua non* of progress.

Canadian planners will watch the work of the American regional planners of the Niagara frontier with the best of wishes but with a kind of mournful interest. For they will remember that Canadian planners, Mr. Adams, Mr. Cauchon and Mr. Seymour first urged the necessity of regional planning on both sides of the Niagara frontier, nearly a decade ago. Municipal officials on the Canadian side scoffed at their suggestions. Now the American municipalities are glorying in their enterprise and sagacity, as they have a right to do, as pioneers of American regional planning. When once Canadian municipal officials wake up to the fact that a new social science called Town and Regional Planning has been born to tackle some of the problems that are tormenting urban civilization there will be a better day for town planning in Canada and some promise of future improvement in the building of towns fit for modern needs. At present the weary struggle with obscurantist municipal officials is the chief obstacle in the way of progress. Toronto planners have become helpless and inarticulate before the official obscurantism that has sterilized their endeavours for the last thirteen years. "Town planning and rural planning are to-day subjects of scientific study," says Premier Mackenzie King, in "Industry and Humanity," "and compel the recognition of Government". Unfortunately the only form of compulsion they carry is their patent reasonableness and cynical philosophers tell us that is the last form of compulsion we may expect to prevail.

"PLANNING FOR CITY TRAFFIC"

The September volume of the "Annals of the American Academy of Political and Social Science" (Editorial Office 3622 Locust St., Philadelphia) is devoted entirely to the subject of "Planning for City Traffic". It contains in its 250 pages articles by

thirty-eight writers on this bewildering subject. "During 1926", says the editor, "half a million people were injured in automobile accidents in the United States and more than twenty thousand people were killed." Yet in many of the chief cities of the United States and Canada buildings are going up with their feet on the sidewalk as they did before the advent of the motor car and real estate values are dominating the situation as though community rights and the primitive right of human beings to go on living did not exist.

Every conceivable factor in the problem seems to be dealt with in the volume and some indications are given of a time coming when drastic changes will be made in building by-laws by which commercial establishments will be compelled to conduct their businesses within their own property lines and a wiser economy be discovered between the street provision of commercial areas and quiet residential districts. Nothing is more patent at present than the waste of street areas in residential streets where no through traffic is either necessary or desirable and the inadequacy of main business streets which are still being built up to the lines of half a century ago. The building by-laws of most towns belong to the dark ages and in few places are the changing conditions of modern traffic leading to scientific revision of these laws by competent students of town and city planning.

Mr. Harold S. Battenheim, editor of "The American City" writes:

In Pittsburg, as this article is being written, there is under consideration a proposal to require by law that parking and loading space be included in or adjacent to new large buildings in the main business districts of the city. On this subject Burton M. Marsh, traffic engineer of the city of Pittsburg writes:

Of course, builders are gradually forced to the realization that they must make such provisions, but it seems to me that there is too much *lag* in the coming of this realization. Therefore, perhaps, mainly with the idea of attracting wide attention and discussion on the subject, but yet with the feeling that there is some reason for the idea, we are considering the possibility of an ordinance providing that after a specified date, all buildings over a certain minimum cubage shall make provision for loading and parking within their property lines. Of course, the problem arises as to what the minimum cubage for the building should be and as to how extensive provisions should be made. It may well be, for instance, that it would be reasonable to require a hotel to provide a considerably different amount of space for such purposes from an office building or a public utilities building.

This Pittsburg proposal has been anticipated in at least one other city, West Palm Beach, Fla., where in a zoning ordinance passed October 31, 1926, it is required that under certain conditions commercial establishments must provide on their

own land for parking in connection with their own business. These provisions apply to some buildings already erected and there are much stricter requirements for new subdivision plans.

In some large cities, however, in Canada, notably Toronto and Vancouver, certain large business firms are already anticipating what the obsolete building by-laws may some day enforce and are thus establishing by good example what has already become a crying necessity of modern life.

The only Canadian writer represented in the "Annals" is Mr. Noulan Cauchon, who has a well illustrated article entitled "Planning Organic Cities to Obviate Congestion" in which he describes in more popular terms his scheme for hexagonal planning. It is sometimes said that the hexagonal plan would not "do" for built-up cities, and if no further consideration is given to the subject this is supposed to spell its condemnation. But the criticism is neither fair nor profound, since no one can have stated or imagined that it would—except in some great scheme of slum clearance. One might as well say that it would not do for a golf course.

But when new towns and new suburbs are contemplated ideas are being realized that would also be declared impossible as applied to built-up cities.

Science is always discovering means for the enrichment of life that cannot be applied to conditions that have existed in the past. It is one quality of town planning science that it must think ahead of existing conditions. Certainly new towns and new suburbs will be built in Canada. Is there not abundant reason why they should be built somewhat differently from what they have been in the past and why we should give some hospitality to ideas that may help to solve some of the problems that torment the present built-up city?

The hexagonal block, for instance, would give play room in the interior of the block for children. At present one motor car out of every 900 kills a child or an adult on this continent. Children will play near their homes. There is a fine playground near to the place where this is written. Yesterday there was not a child visible on the playground but there were many playing in the streets near to their homes.

It is claimed that the hexagonal plan would reduce collision points at street intersections, by increasing the visibility. Can anyone doubt who has witnessed a motor car smash-up that it would be a good thing for property and life if the visibility at street corners could be expanded? In other branches of science new ideas are given some decent hospitality.

ZONING AND TOWN PLANNING LEGISLATION

By Noulan Cauchon, Town Planning Adviser, Ottawa, Ont.

(Address to Seventh Annual Convention Union of Canadian Municipalities)

As a town planner I welcome the National Association of Comptrollers and Accounting Officers from the United States as well as our own body. Only recently I had the pleasure of addressing the American City Planning Conference in Washington. We have very close relations with your town planning and city planning organizations. I will make some reference to that later.

I would like to give you some definition of town planning so as to give you the proper point of view, that is, what we are driving at, not what appears on the surface. The definition of town planning by the Town Planning Institute of Canada is that 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." That is our official definition, and I think it covers the ground very well.

The definition that I like myself to give often is that town planning is the technique of sociology. The well-being of people, the sociological point of view in the future will, I hope, become the politics of the country; that is, the social well-being will come to determine the material point of view. I do not mean to say you will have it without economics, but that will be the guiding spirit. In other words, town planning, as I see it, is a Public Health Act. I am not going into the details of regulations, but town

planning—zoning particularly—ensures light and air to people as a human right, as a biological necessity. That is our justification for a zoning by-law which prescribes how far buildings may be apart if they are designed in a certain way. If you design a family house which has windows on four sides, it has to have room to have air and light on four sides. It is the nature of the design that governs the conditions that surround it. That is the justification for that. Over and above that, when a zoning by-law goes through, it has an enormous effect in preserving values. It preserves your home surroundings, your amenities of life, the things we think are worth living for. It preserves those values, and after all, the amenities of life, the artistic values, are becoming negotiable; that is, we are getting far enough to realize they are necessities of civilization, of the surroundings in which people want to live and bring up their families. Town planning is the gospel of social regeneration from the physical point of view.

TOWN PLANNING AS A PUBLIC POLICY

But I have another definition which I sprang upon the University of Toronto some years ago. I told them that town planning was political and civil engineering. Being a civil engineer primarily, I saw the civil engineering end of it. By political engineering I mean this, that no matter what you design of a technical nature, or whatever you may be able to prove is necessary for the well-being of your people, it has got to

be made a policy. First, your public has to be saturated with the idea that it is for their good and that they want to have it, and want to tell their legislators, whether they are aldermen or mayors or in the provincial or in the federal field: "This is what we want," and they will get it. It is the only way you will get it. Legislators are often blamed for lack of leadership. When you come down to the fine point there is a certain responsibility upon them for leading their people, but you cannot lead people further than they want to go. If the horse you are taking to the water is not thirsty, he will not drink it; and unless the people you are leading want it, your efforts are wasted.

I have adopted this principle in dealing with this question in Canada; The first care is the public. I have given hundreds of lectures to the public to one I have given to a municipal body, just for that very reason. I go all over the country, and I go to a municipal body with the idea: If the people behind them wish them to do it, then they are justified in doing it. Under a democratic government they are not justified in imposing upon the people a regulation which the people do not want. That is one of the weaknesses of democratic government. The people have to be satisfied that what you are giving them is for their own good. There is a philosophy behind this thing and that is what I would like to place before you. It is the natural law; it is a biological law. For the life, the survival and the continuity of the nation certain things are required. You cannot put a man in a box and close him up and expect him to live. He could not live; he would lose his life if there was not light to activate the optic nerve. That is what killed the people in the mutiny in India—the Black Hole of Calcutta. The people were put in a cell and closed in, and they died for want of light and air. The same thing occurs in city life. It is a question of degree, not of kind. When you allow slums to be built up, people crowded in apartments, where the children get rickets and other diseases for want of sunlight, you are simply killing them; it is another Black Hole of Calcutta. It is another species of cannibalism. The Southsea Islander will kill you as soon as he fattens you, and the man who makes you live in surroundings that give you tuberculosis, typhoid, all kinds of preventable diseases, is simply living on your flesh and bones. It is purely a matter of degree, not of kind. It is murder done, just the same, although done not so quickly. Perhaps you think these are exaggerated statements, but I want to give you a profile like a railway profile where the thing is exaggerated, so that you will realize in a small space just what conditions are. When the people realize that, they will demand light and air in a proper locality. When you go down a street where all the houses are the same on the one side and the other, you begin to realize that there should be a limit to what a man can do with his land. He is not the absolute owner of the land—that is the basic point. Our Prime Minister wrote a book on "Industry and Humanity," and those of you who happen to have a copy will find a great deal of that sociological lore in it. He made a statement in Parliament some years ago that private rights

in any civilized country must cease where they become public wrongs. That is absolutely the basis of our democratic government. It is not always applied perfectly, but it is the idea that is permeating our people as to the rights of the public.

THE RIGHTS OF THE PUBLIC

Thirty or forty years ago the right of the individual was considered more sacred than the right of the public. Public opinion is changing. The general application of commonsense is bringing us to a realization of what Judge Hopewell said last night at the dinner: "It is co-operation that is taking the place of competition in civilization." It is up to the public to regulate that co-operation. Great corporations are merged one into another. This is done in order to eliminate competition. There may be the idea that they are making more profits; but if you follow the incorporations of great capital, I think you will find, while the men who have done it have made more money because they are able to manufacture cheaper, the public is getting the article cheaper than when there was cut-throat competition. I do not begrudge them the money if they give me the stuff cheaper.

It is the same idea that is permeating our modern civilization, and that is, that the man must not overcrowd his land. He must give biological environment so that the individual can live and thrive. Air and light are of necessity the metabolism, or that popular action of nature which changes food into life and blood. If you are shut in a box where there is no air and no light, you will die, and all the food you can swallow will not keep you alive. Light and air are a part of your nourishment, and as you deprive people and animals of light and air, you are diminishing their life in time and quality.

ETHICS, ECONOMICS, ART

This natural law in town planning is expressed in three ways: Ethics, economics and art. Most people put these in separate compartments. Ethics, economics and art are indivisible manifestations of natural law. The first thing is the ethics—what is necessary; what is right for life. The right or wrong of a thing is the first consideration. Is the public entitled to certain liberties, to certain restrictions on their neighbours' injuring their health or amenities, the enjoyment of life? I say they are. Just where that line is to be drawn depends on the degree of civilization you are to give to your neighbour.

I define ethics as those customs of righteousness which have become so of necessity for survival in the evolution of the nation. If I am up against a problem as to whether a man should be restricted in doing so-and-so, and a plan comes into the office, I say to my assistant: "Does that affect the life of the people or does it not? Is it ethical? Have they a right to it?" That is the first analysis of any project that comes in.

Then you come to economics. I do not define economics as Adam Smith did as the Wealth of Nations or the Science of Wealth. I define economics as the science of the conservation and conversion of energy

to human life. That is not a profiteering definition. That is a definition of what the processes of nature are really intended for, or can be availed of in relation to the betterment of the human race. That does not preclude good business sense, which is simply a recognition of the operation of the laws of nature in so far as they affect distribution, use of matter and so forth. I am simply giving you the rough outlines of the philosophy of life as we attempt to apply it through the principles of town planning.

Then you have art. Art is expression. It is not pictures on the wall. It is that intuition that comes to a man of the meaning of things. That is to say, some people are able to paint their ideas on the canvas. Other people are able to chisel them out of a block of marble. Other people are able to get up and convey an idea to you by their voice or written word. But the real art lies in the nature of the expression of your feelings. First you get an intuition and then you get a cognition of what the idea means. Art is that passage from the intuition to the expression of it. All art may not necessarily be beautiful, not pretty, if I may use the term, which some people presume art to be.

You cannot get away from art. You are bound to express yourself all the time. It comes out in your personality—what an individual does—what a city does. It cannot help but express itself. How do we read the records of the past? Through the archaeological remains of cities. We can tell how their life functioned, how it differed from ours. You cannot get away from expressing yourself in anything you do because anything you do is an expression of your mentality, either of what you believe in doing, or of what you want to make others believe you believe in doing.

Any expert in town planning who pays the slightest attention to it, can tell what a city means when he goes through it. If it is all slums and the streets are badly kept, he does not need a preacher to tell him those people have a poor moral sense of public duty. Some people are more advanced in engineering; other people are more advanced in the artistic expression of things. These three manifestations of natural law are indivisible.

You hear about a comprehensive plan of a city. You want not only that, but a comprehensive plan of life—the whole philosophy of the thing. The plan determines many things in a city, but it is only one and it should express not only the engineering knowledge of how to direct traffic, but the welfare of the people who live there.

UNITED STATES AND CANADA

To come to the functions of applying that, I want to compare what is being done in the United States and what is being done in Canada. In Canada we have three forms of Government. We have the Federal authority the same as you have. We have the Provincial authority which corresponds with your State authority, and we have the municipal authority which corresponds with yours. Each of these authorities has its proper field and function. The function of a Federal Government, especially under our system

—and I think it is pretty much the same under yours—is to disseminate information. A Federal Government cannot step in and tell a Province how it must do a thing. They can assemble the best experts and formulate plans and schedule reports, and say: "That is the best thing to follow"; but the States or Provinces have the decision as to how they are to do it, especially in this country. We have only nine Provinces; you have forty-eight States. In this country the right of use or control of land is vested in the Crown, as we call it, or the Province. That is to say, the Federal Government cannot give you a deed to a piece of land in a Province with the exception of Government lands in the west. If you buy a lot in any Canadian city, the deed is granted by the Province, not by the Federal Government. So that all laws enforcing town planning or zoning have to be provincial laws. I want you to understand what I am suggesting in the way of legislation and why. In the United States, Mr. Hoover, Secretary of Commerce, who, I think personally—and I think many agree with me—is one of the greatest men you have ever had on the other side, is the man who introduced efficient engineering methods into government. He has done more in that line than anybody else except the famous Taylor, who is dead, who invented efficiency in engineering. They invited the best men in the United States to sit round a table, time and time again, and they set up State Town Planning Acts for the States to pass to enable cities to establish city planning commissions. They gave them outlines. We did that here in a sense some years ago, but each Province framed its own act. Some of them were very good. One of the troubles is, in many cases there is nobody to carry them out. It is a question of the necessity of educating the public to the need of implementing this legislation. There is little use giving a lot of legislation to people who do not know anything about it.

The Federal department which did this work here was abolished, but not because it was the town planning one. The town planning was hitched on to another department, which—due to the turn of the wheel—was put out of joint. But I hope they will take it up again. You have in the United States the American Civic Association which does wonderful work in disseminating information. You have the National Conference on City Planning, and the technical body to which I have the honour of belonging, the City Planning Institute of the United States. You have many agencies and you are doing wonderful work over there.

In this country for many years, since the Government department unfortunately went out of business, the spread of town planning philosophy and information has rested upon provincial shoulders. A few people who are known as the Town Planning Institute of Canada have kept at the burden and keep pounding away at it through the Town Planning Journal. It is a heavy task for a small body to carry on. It should be a Government function backed by the proper men. The Provinces and the cities cannot be expected to go in and thresh over all the ground every time. It is a terrible undertaking to do it. It

has been done many times; but what we want is the same idea as you have in the United States. We want a uniform set of principles which can be applied by everybody to their town or city according to the topography and the business interests and the functions of that town or city.

STANDARDIZATION OF PRINCIPLES

It is not standardization I am preaching; it is a standardization of application, because the application of a principle has to be in accordance with the material you are applying to it. I visited a little town some time ago. The checkerboard system is not bad in a small prairie town; but once it begins to get big, its inherent defects begin to have effect in connection with the operation of traffic. It was on a small hillside. They applied to that a gridiron plan, and the result is you run into a gully. You cannot go up it. Many of the streets are a 15 per cent grade, and all the motor cars go up in second. I had my heart in my mouth coming down. That is all right for joy-riding; but when you are designing a city and grades are in terms of motor haulage, not in terms of joy-riding, then you have something to do business with. I had a great fight with the city of Hamilton. I designed a road for them up the mountain side. I got a three per cent grade. They have not finished it yet, but I think they will some of these days. Some of the controllers and aldermen said: "Why waste time on a three per cent grade; make it five." But you cannot get half the stuff up a five per cent grade that you can on a three. There is not any particular virtue in width or degree of grade except in relation to the purpose for which the road is intended. That three per cent grade was designed with this idea. In that part of the country you have mild winters, but you have rain and freezing after it. If the grade is steeper than three per cent and there is ice on the road, you will slip down. You cannot use asphalt; you have to use macadam. If the grade is over three per cent, and it is macadam, it will scour with every rain storm. They have terrific rainstorms. If you use cobblestones, the resistance is much worse than a steep grade. I am giving you that instance to show that you cannot standardize a particular thing like a grade. A thing is worked out according to the measure of its fitness for a purpose.

TOWN PLANNING ACTS

In a Province a Town Planning Act is pretty much of a dead letter so far as functioning is concerned except where you have live people. In Vancouver, where we held the annual convention of the Town Planning Institute, they have provided \$40,000 to get a plan. They are calling experts and going to it. They have a very good man to guide the work. That was due to the fact that the Town Planning Institute members who formed the Vancouver branch made it their business to see the public, the City Council and the Legislature. They covered with lectures about sixty-two municipalities. They haunted the legislative buildings. As luck will have it, they have a Minister of Lands who is a very enlightened man.

When they came to lay out the University, he said: "You have to lay that out in accordance with the town planning law," and they have attained a result that has not been reached elsewhere in Canada.

Ottawa here is the only city in Canada where the City Council has been enlightened enough to give a budget for town planning as a continuous activity of civic administration. The city of Ottawa has allowed from \$7,000 to \$10,000 a year for the running of an office. This has enabled me to keep two very able draughtsmen and engineers on this work. It allows a certain amount in connection with rounding corners and things like that. We advise the city council in regard to the opening of streets and the like. We are making plans ahead all the time, and when something crops up which we see is bound to come, the plan is ready.

To do town planning here we have a Town Planning Act in Ontario. That mainly refers to the establishment of a commission which tells them what they can do, which is very little, and the rest is made up of what you cannot do. What we can do is done, not through the Town Planning Act, but through our knowledge of the Municipal Act, and the Drainage Act, and of a hundred and one different things which you have to know in order to know how to bring a thing about. You have to go before the City Council, and they ask: "How can you do it?" We say: "There is such a clause in the Municipal Act enabling you to have a set-back line and so forth." But it is too much of a complication for the ordinary man. When you have spent a lifetime on the thing, you know how to do it. We want all these things codified in one single Town Planning Act, so that an ordinary man, without spending his life at it, will know what to do.

There was a case in a city in Ontario where a Town Planning Commission was formed under the Town Planning Act, and when they formed themselves into a commission, they sat down and said: "What shall we do next?" They did not know and nobody could tell them, and I would defy them to find out. They wrote to Ottawa and I went up and gave them a lecture. They found that town planning was a complicated process, not only the legal side but the technical side. Section 399a of the Ontario Act gives you all the administration and there are about a dozen lines to it. When you come to apply that, if you apply it too drastically somebody will go to law and say: "You are infringing on private rights."

In the Province of Quebec it is the same. I have gone through their act. A Montreal lawyer has written a commentary on the town planning powers that are contained in the Quebec municipal code. Whether with intent or not, they have more than any other Province in Canada, but he points out that some of these have been in the act 150 years and have never been exercised. It is only when you are a town planner and want some authority to prevent a man from building a house in the middle of the street, you look up these things. But there is trouble in bringing them into play because some alderman is afraid somebody will not vote for him next time.

I advise any of you in Canada—and I think this applies in the United States—who are framing zoning orders, to get the sympathy not only of the people, but of your city solicitor. As a rule city solicitors are averse to new laws and regulations. In Ottawa, Mr. Proctor, who has acted for all the municipalities in the Bell Telephone case, takes a sympathetic interest in town planning. He has been of invaluable assistance to us in framing our zoning bylaw. As soon as council has passed that bylaw, with two or more little conditions we may have to provide for, we hope there will be no holes in it. There are fewer holes in it than any zoning bylaw I have seen yet. Our city solicitor has helped us in framing the wording. Where I was inclined perhaps to introduce mathematical terms which seemed simple to me, he said: "No judge or jury would understand that." He said: "You would have to give them lessons in geometry." So we have tried to express scientific ideas in one-syllable words, so to speak. The zoning act is a very simple matter when it is explained to you. The trouble in framing a law to protect property is to frame it, not so much to say what you want, but to prevent some son-of-a-gun from circumventing it. Your trouble is to frame something a lawyer will not find holes in, and I defy anybody to find holes in anything after Mr. Proctor has gone through it.

Mr. Ferguson, Premier of Ontario, told me the other day in Toronto that it was rather late to bring in the amendments, but we were sure of his sympathy, and next session of the Legislature we hope to get some further amendments to the Act which will make it more workable. Our Legislatures in the Provinces are like yours in the States, mostly made up of farmers. A farmer is a mighty good man; but when you get a number of farmers in a Legislature with a bill that is technical and adapted to city conditions, they get scared. They say: "They want to run a road through my farm." Enough people have been trying to walk over the farmer and he has got suspicious. You have to educate the Legislature so that they will see that something for reforming a city will not impose on farm lands.

UNIVERSITY EDUCATION IN TOWN PLANNING

One more word and that is in regard to encouragement of the education of students in the universities in town planning. Town planning is coming. In the United States there are about 500 cities which, to their credit and glory, are now operating under town planning laws, commission and zoning. There are only a handful in Canada who have made any attempt at all. I hope the wave of public opinion will soon hit us. The backwardness here has been due to the fact that the public has not been educated to the value of the regulations. There has not been any adequate Government agency to do it. Those who have been devoting themselves as private individuals to it cannot cover the ground. What we want is encouragement of students in the universities in town planning. Not so long ago when I was giving lectures in Toronto University, two of the students said:

"We like town planning, we would like to take it up; but can you show us any municipality that pays a man anything for doing town planning?" That is just the trouble. Until municipalities show some willingness to engage people to do town planning for them, you will not get students to study town planning. The people devoted to the cause so far will die off and you will be in the wilderness. It is not decorative work; it is absolutely economical.

I leave it to you, gentlemen, to think it over and see what you can do for the cause of town planning which is the economic, ethical and artistic problem of the country, and you cannot separate one from the other.

NEWS AND NOTES

A HORRIBLE EXAMPLE

This title is borrowed from the *Toronto Globe* and there is no doubt that it refers to Toronto. We must confess, however, that it is used ironically by the local journal, since Toronto was in the glory of Exhibition days when the lines quoted below were printed.

The harbour project of Toronto is such a magnificent piece of town planning work, and certain demolition, widening and roadmaking schemes have been carried through with such splendid energy under the direction of the city surveyor and the city engineer that the impression seems to be widely entertained, especially among the city officials, that Toronto is getting on very well from a town planning point of view. This is very far from the point of view of the town planners of Toronto, who have been urging in vain for something like a decade that a comprehensive City and Regional Plan of Toronto should be created forthwith. They do not, however, seem to make much impression on their city council. And yet some of the most competent and efficient town planners in Canada are resident in and about Toronto, and they have not spared themselves in this public cause.

In Vancouver it is different. There, too, there was a period of public advocacy on the part of a small group of town planners, and it must be said that the journals of Vancouver took a much more effective part in the education of the public for a town planning programme than the journals of Toronto have so far done. Vancouver has now set aside an appropriation of \$40,000 for the preparation of a comprehensive plan of Greater Vancouver and by this time it has become a project in which every member of the city council is interested and of which the city council, as a whole, is obviously proud. There has been some encouragement for public opinion to keep itself from starving.

It appears, however, that Toronto journalism, somewhat conscious of extra-mural criticism, is waking up to the needs of the case and, doubtless, Toronto planners are interested to hear how a little sympathetic town planning journalism sounds in Toronto. The editorial we reproduce has the advantage of

touching three very important metropolitan areas of Canada and we are anxious to give it all the publicity that this journal commands.

THE HORRIBLE EXAMPLE

(From Toronto Globe)

Just when Toronto is preening herself for Exhibition days, and Torontonians, consequently, are in the mood for complimenting themselves upon living in one of the finest cities on the continent, it is rather disconcerting to find that self-same city being held up as the horrible example throughout the country.

It is Toronto's past neglect in city planning which has aroused the unfavorable comments of The Manitoba Free Press of Winnipeg and the Border Cities Star of Windsor. Both of these critical and candid journals admit similar neglect in their own municipalities, point their fingers Torontoward, and advise their city fathers to wake up, or sooner or later Winnipeg and Windsor will be "like Toronto."

The Free Press calls attention to the fact that Toronto has had to lay out \$10,000,000 in the last fourteen years to make good the neglect of city planning forty years ago. The Star analyzes the advantages of city planning, pointing out, with obvious truth, how industrial and residential districts grow up haphazardly, with consequent disadvantage to both. The whole of Canada, the Star laments, has, for some reason, been impervious to the movement in the United States and on the Continent for far-sighted city planning.

Toronto, of course, did sadly overlook her opportunities for most efficient development in bygone decades, and will have to pay dearly now and in the future for that past neglect. Few probably, foresaw the extent of pre-war growth and expansion, and there might have been some difficulty at that time in convincing the taxpayers of the wisdom of spending millions upon anticipated development for the benefit of future generations.

But Toronto cannot offer similar excuses for the future. It is obvious to most men and women that the post-war lull which the city has experienced is but the prelude to an onrush of civic and national expansion which will rapidly make of Toronto a city of a million inhabitants. And now is the most opportune time to plan and provide for that expansion. But the work of development is now going on, as a drive past Sunnyside and the new Fleet Street improvements will readily convince its newspaper critics. The most crying need now for full realization of the benefits of the splendid new waterfront driveway is for the scrapping of that old Humber River bridge, which bottle-necks all the traffic from Western Ontario and the United States.

In some manner, also, the Queen City must

get a measure over the layout and development of territories immediately adjacent to her boundaries. Tomorrow they will be part of Toronto, and Toronto will have to pay for the readjustments.

THIS WAITING FOR PUBLIC OPINION

The recurrent note at the recent Vancouver Convention of the Town Planning Institute was the statement that a public official cannot move in advance of public opinion. There was little said about his exceptional opportunity to create new thinking by courageous proclamation of ideas that are struggling for a place in that little defined territory called "public opinion," and no one pointed out that the difference between a useful public official—especially in the municipal field—and a useless public official is that the one creates public opinion and the other sits around until some interested group, with a sufficiently large number of votes, tells him what they expect him to do. The reservation of the Churchill lands seems to prove that action may be taken in advance of public opinion, from an honest conviction that some new policy is the right thing to do and a policy to which public opinion is steadily moving.

In the Ottawa City Council there is at least one man who believes that responsible officials should endeavor to *create* public opinion and to take some risks when the public welfare demands it. At the recent Annual Convention of the Ontario Municipal Association, held in Toronto, Controller C. J. Tulley proposed and carried a resolution asking the Ontario Government to restore the power municipalities formerly had to pass regulations fixing the "location" on which buildings may be erected with respect to lots on which they are built. In some mysterious way and for some mysterious reason the word "location" has been deleted from the Ontario Municipal Act, Sec. 399a which gave power to "councils, cities, towns and villages" to "regulate the height, bulk, location, spacing and character of buildings to be erected or altered within any defined area or areas or abutting on any defined highway or part of a highway and the proportion of the area of the lot which such buildings may occupy."

This is our charter for zoning powers in Ontario. Some time ago the word "location" was deleted from the Act, with the consequence that zoning power in Ontario was summarily killed; with the consequence that the Capital City of the Dominion and all other cities, towns and villages in Ontario contemplating zoning must sit back powerless and paralyzed because they cannot proceed with the word "location" deleted from the Act.

Controller Tulley moved to petition the Ontario Government to restore this power, and the reason for this action, whether given or not, was that the City of Ottawa cannot proceed with its zoning ordinance, prepared at great cost of time and service and ready for passing into law, without the power to regulate the height, bulk and *location* . . . and the proportion of the area of the lot which such buildings may occupy."

The deletion of the word, as we say, was a strange and mysterious proceeding. It appears as though some one wanted to destroy zoning powers in Ontario and was allowed to do so. The Ontario Planning and Development Act is notoriously obsolete and absurdly inadequate as compared with modern town planning legislation. As Mr. Cauchon has said, it refers mainly to the establishment of a commission; it tells what the commission can do, which is very little, and the rest is made up of what it cannot do. What we can do in Ontario in the shape of planning and zoning is contained in the Municipal Act and a number of other acts which only the most persistent explorer can discover. Ontario was a decade behind the American States in legal provision for town planning even when Section 399a of the Municipal Act remained intact. Now that the word "location" has been removed Ottawa, and every other city, town and village in Ontario is arrested in its zoning activity while American cities are zoned to the extent of more than half the urban population of the country.

A second disability, thrown needlessly into the path of Ontario planners last year, Mr. Tulley did his best to remove. A clause was inserted in the Act compelling the civic authorities to send a registered notice to all property-owners affected, in case the city decided on town planning or zoning. Mr. Tulley urged that an advertisement in the local papers was entirely adequate and that the city should not be put to the needless expense of sending registered notices. Such expense would materially add to the already serious difficulties—in Ontario—of getting town planning under way.

Mr. Tulley was also instrumental in appointing a committee whose business it will be to study the various provincial acts, particularly the Municipal and Assessment Acts, with the idea of reporting to the Association and, ultimately, to the Premier of Ontario, on the need of codification of certain powers—especially town planning powers—in the province of Ontario. The importance of this step has been emphasized by the town planners of Ontario for many years.

CANADA FIFTEEN YEARS BEHIND U.S.

"Town planning in Canada at present is probably not more advanced than it was in the United States fifteen years ago. Canada is thus just that far behind in this phase of development compared with cities in the republic to the south.

"In Vancouver an effort is being made not only to perfect the plans with the view of conserving all future requirements, but of providing also the technique for carrying them into effect. It is obvious that the most complete and elaborate plans can be of no value if they are not carried into execution.

"St. Louis is regarded to-day as one of the best examples of effective town planning on the North American continent. There a scheme of development has been effected that is reported to be bringing new industries to the city, and consequently greater population and prosperity. It is predicted for Vancouver,

also, that if under town planning regulation industries can be assured of certain permanent conditions without unexpected interference, there will be a much greater industrial development in Vancouver also.

"No one who studies the trend of events in the Northwest doubts that Vancouver will some day in the not far-distant future be a city of three or four times its present size.

"Adequate plans for future development are among the essential factors in that expected greatness. This is the element in the present survey of the city that appeals to the community at large."—H. L. Seymour, B.C. *Municipal News*.

THE PLANNING OF OTTAWA

The Dominion Government is carrying out with much rapidity and efficiency a generous programme of physical improvement of the Capital City. The City has under advisement a project for incorporating certain suburbs that have grown up at the will of land speculators in the customary haphazard fashion, inadequately supplied with public services and in some cases subdivided into 25 ft. lots.

This would seem to be the logical time for the City to meet the enterprise and beneficence of the Federal Government by a proposal for the creation of a City and Regional Plan for Ottawa and environs. Perhaps Quebec City is destined to show Ottawa City this line of social advance.

Meanwhile the Ottawa Citizen is dealing out a little Socratic irony on the subject:

Sixty years hence students of Ottawa's history will note, with some amusement, that while leading citizens were much worked up over the question of being allowed to park motor cars on the north side of Wellington street, they showed no such concern over the far bigger question of planning the Capital. It is probable that as much public interest in the proposed Confederation square improvement as in the parking of automobiles would be sufficient to impress the Government that Ottawa is earnestly desirous of co-operating with the national and Federal District authorities. There has been some evidence of interest outside of Ottawa in the Government's projected plan of improvement for the national Capital. At least as much public interest should be manifest within the city.

A VISITOR FROM CANBERRA

A pleasing incident at the recent Vancouver Conference was a brief address on Canberra and the Australian outlook generally by Hon. T. G. Murray, member of the Australian Senate. Mr. Murray had spoken on the invitation of the Chairman and while protesting that he had no expectation of speaking and was in no way prepared to expound the case for Canberra, he presented an intimate view of the project which proved very interesting. In a few rapid sentences he outlined the political provision made by the

Australian Parliament for the establishment of Canberra and indicated the economic principles on which the Government had staked their chances of success.

The Government had appointed a commission of three men of high character and standing with a view to removing the scheme from political influence and promoting the best and most rapid efficiency, and these men had taken charge of the project for ten years. They had all the power that men need to conduct a business of their own, and they were doing the business of the Government on strict business lines. Their powers were limited only in two respects—they had no power to dispose of the land except by leasehold. They believed that was necessary if they were going to make a beautiful Garden City. They had so arranged this feature that there was absolute content on the part of every person who was a lessee of the Government. The rental value was on the basis of 5 per cent on the estimated value of the land at the time it was acquired by the lessee. Everybody would admit that five per cent was not a high rental. That system obtained for twenty-five years from the time the land was selected. While the lease was issued for ninety-nine years it was subject to appraisal but never at a greater capital value than five per cent upon the value of the land; so that there was fair guarantee that people who were putting their money into buildings and general improvements would not be in any way troubled about the future. The leasehold system was working admirably. There could not be a town planning scheme of this character unless people were content to conform to a common policy for the good of everybody and it was necessary that the buildings should conform to some definite plan. If they did not the town planning scheme could get nowhere. If you set out to build a Garden City you must realize that these are fundamental principles and all talk about interfering with the liberty of the subject was so much moonshine.

Canberra was one of the most ambitious ventures in town planning that had ever been attempted by a people whose population was not quite 7,000,000. They were proud of Canberra and believed that its accomplishment on the lines laid down was beyond all doubt. It was going to be a great advertisement for Australia, something that would instil pride and confidence in the people of the nation. They had acquired an immense area of land in a part of Australia possessing a climate equal to anything known to man and they had established their city in the midst of it.

If he were speaking about the White Australian policy he would have another subject which had become something like a religion to his compatriots, but with the exception of that topic there was nothing on which they were more thoroughly agreed than the question of the Federal Capital. Each of the seven states of Australia had consented to select a neutral spot, far removed from the influence of any one of these states, and establish the Federal Capital there. That had meant a fair spirit of "give and take" and conscientious endeavour to establish a great town planning project. A prize of \$100,000 was offered

for the best plan of Canberra fifteen years ago and was won by an American planner. The plan had been followed to the letter by the Commission. There was no likelihood of making any departure from it. To depart from it would mean trouble. So far there had been strict adherence to the plan and something like two hundred million dollars had already been spent upon it.

CITY OF REGINA HAS PASSED ZONING BY-LAW

About three years ago the city of Regina appointed a Town Planning Board with the first duty of preparing a comprehensive planning by-law for the city. The Board decided to compile a complete zoning by-law as the first and most essential step to be taken. It has finished its task and the city council has agreed to a zoning plan which will divide the city into certain districts reserved for different uses by law and thus promote more orderly development in the city and give protection to both commercial buildings and residences from the mixture of different classes of building which frequently destroys values in both categories without sense or reason. The zoning plan will regulate the height of buildings in the districts, the areas of lots that may be occupied by buildings, and such matters as building lines, courts, yards, and the like. The members of the Board are: Lt.-Colonel A. C. Garner (chairman), Mayor McAra, Commissioner Thornton, City Engineer McCannel, City Solicitor Stewart, Lt.-Colonel A. G. Styles, W. H. A. Hill, W. L. Wallace and J. N. de Stein. Mr. R. W. Allen of the City Engineer's Dept. is secretary to the Board.

Regina has been more fortunate than most cities in its development and for many years has had an elaborate plan in its archives prepared by Thos. Mawson, which, though not put into operation, must at least have kept alive the idea of planning in some fashion or other. For some years, however, Col. Garner and a small group of town planning enthusiasts have been trying to create an active Board and the necessary technical staff to take up the work of planning for the city of Regina, if not on the lines of the Regina plan, at least on some practical lines that will promote scientific development on modern town planning lines. Col. Garner is to be congratulated on bringing the movement to what seems to be success.

By this time a zoned city in the United States—there are more than 500 of them—has business and social attractions that contribute more to prosperity than vapid and screaming advertisements can ever do. Canadian municipal executives are coming to understand this rather patent fact—but very slowly. The meaning of Regina as a zoned city will be that builders of homes and business premises will know that their investments will be respected by all concerned and not be ruined by a jumble of buildings and haphazard methods of developments. Other cities and towns in the province are watching with keen interest the progress of Regina in this matter. By the passing of the by-law the movement will be accelerated throughout the province. It is understood that the

city of Saskatoon has appointed a Town Planning Board similar to the one in operation in Regina.

The following paragraph from the Regina *Daily Post* will also show that Regina is by way of taking a lead in a matter of very great importance to the municipalities of Canada.

The building by-law of most towns, as Mr. Stewart Young has frequently pointed out, are decades behind the kind of legislation that is sought in town planning law, and the kind of building suited to modern traffic. The City Building Department, however, of Regina, is showing the finest intelligence and enterprise in seeking to submit their Building By-laws to critical examination, with a view to bringing them into conformity with present-day needs.

"Just as soon as Regina's new town planning by-law receives the approval of the Minister of Municipal Affairs and becomes law," says the Regina *Daily Post*, "the City Building Department will be prepared to link up with a proposed new building by-law which has been in draft for some time waiting action by the Council in the matter of town planning regulations. As soon as the by-laws becomes effective this by-law is likely to be given consideration in order that building restrictions may be made to conform with the provisions of the town planning enactments."

During the City Council discussion of the by-law Aldermen Coldwell, Perry and Gardner deplored the past tendency of the Council to hold up year after year the passing of a by-law so vital to the interests of the citizens. "This by-law has been on the way for the last six or seven years," said Alderman Coldwell. "It was prepared by a committee appointed by Council on which were represented the City Commissioner, City Engineer and all civic officials directly concerned in its administration. For over six months members of the Council have had the opportunity of going through the by-law and deciding on any objections they wished to register. I think we should delay action no longer but get it before the Minister at once."

"The citizens are expecting Council to put this by-law into effect at the earliest possible date," said Alderman Perry. "Having been hanging fire for over six years it is high time the by-law was reaching its final stages. Council should remember that it has a responsibility in safeguarding the future of this city, and to that future this town planning by-law is of the utmost importance."

TOWN PLANNING MOVEMENT IN SASKATOON

Alderman J. E. Underwood, member of the Institute, and a group of sympathizers among the city officials and citizens of Saskatoon, have been working for some time to establish a town planning policy for the city of Saskatoon. Recently a permanent Town Planning Board was appointed with Alderman Underwood as chairman, Dean C. J. MacKenzie, also a member of the Institute, as vice-chairman and M. C. Tomlinson, city clerk, as secretary. Other members of

the board are William Rose, city solicitor, H. McL. Weir, assistant city engineer, W. J. Young, Mayor G. W. Norman, city commissioner Leslie, E. H. Phillips, A. E. Bence, A. H. Hanson and A. M. Eddy.

From an interesting statement in the Saskatoon *Phoenix* we learn that at the inaugural meeting of the Board the chairman said the conviction was growing that there was a larger ownership of property than that of the individual and that was community ownership. It was time an attempt was made to develop the city as a whole.

Some criticism of the provincial Town Planning Act was offered by the city solicitor and the view was expressed that the Act needed overhauling. Mr. Stewart Young, director of town planning for the province of Saskatchewan, was present by invitation and advised the board that the best procedure, if funds were available, would be to appoint a town planning expert who would make a complete study of the town planning needs of the city. From this data a town planning by-law could then be shaped which would need to be submitted to the city council. If funds were not available for this proceeding the next best way would be for the members of the Board to make such a study themselves. Mr. Young offered to prepare a skeleton by-law for their guidance. The vital need of Saskatoon, he said, was to get some control over uses to which property could be put and also control of the heights of buildings, the location of buildings and a plan for the area not yet built up.

Dean MacKenzie pointed out that it was very necessary to have prepared a detailed study of the city before zoning was attempted. With this the city engineer and other members of the board cordially agreed. Mr. Young suggested that the members become affiliated with the Town Planning Institute of Canada and the idea was favourably received. It was resolved to invite Dr. Arthur Wilson, city medical officer, who is much in sympathy with the movement, to become an ex-officio member of the board. A vote of thanks was passed to Mr. Young, who expressed his willingness to serve the Board whenever his assistance was desired.

It is possible that a branch of the Town Planning Institute may be formed in Saskatoon. This is the suggestion of Mr. Young. There is no doubt that such a branch would greatly add to the driving power of the movement. It is now a matter of history that the Vancouver branch of the Institute provided the machinery which created a strong public opinion in Vancouver in favour of town planning and which opened many obstinate doors before town planning in Vancouver was properly under way.

A PLAN FOR QUEBEC CITY

The city of Quebec has been authorized by the provincial government to create a town planning commission to preserve, improve and plan the provincial capital. Representatives of the government and of the city will compose the commission and it is expected that a town planning expert will be appointed to advise on the constitution of the plan.

The present problem of Quebec is to relieve the congestion of its streets by making new traffic ways without marring the historic values which give enduring charm and romance to the city of Quebec and to repair the old city walls and the citadel.

It is thought that if Quebec cannot wholly live on its traditions and must accommodate itself to modern needs it can at least respect and preserve those traditions while making adequate provisions for the changing circumstances of an important provincial Capital City. It is being realized that these two aims cannot be blended on the present *laissez faire* policy and that some scheme of unified town planning control is necessary to put some restraint upon individual builders who apparently care for nothing but to cover certain pieces of land with convenient structures. There are many good citizens in Quebec with historic sense who view with pain and dismay the present tendencies to architectural anarchy and who will readily welcome some form of architectural control which would induce respect for the rights of the community as curators of a great tradition.

On the other hand there are leading citizens who see that congestion must be relieved, traffic difficulties solved and regard paid to the needs of future generations. This view has been wisely stated in a leading article in *Le Soleil* entitled "To Govern is to Foresee":

"The government of cities," says the writer, "as of people is nothing but long foresight. The leaders of a society who content themselves with maintaining more or less well the *status quo*, without considering the future, carry their narrow traditionalism to the point of rejecting as bad or dangerous every new idea, will do nothing except lead those they govern into a state of savagery and stagnation in the midst of the rapid and necessary evolution of other human groups. . . . Nature and the past have done much for Quebec. Why should not the men of today do their part?"

The writer quotes Mr. Cauchon as saying, "The Quebec problem has special difficulty. The congestion of traffic circulation has to be removed without injuring the historic character of the ancient parts, but in the new parts of the city, town planning should prevail. There, it is no longer a question of history but of beauty and harmony. The Town Planning Commission that is to be formed should enjoy very wide powers in order that its proper function should not be interfered with if we have to create a comprehensive plan, and this plan should be carried out with courage. The plan should make provision for development extending twenty or thirty years ahead."

Mr. Cauchon told the Ottawa Citizen that the city council of Quebec is taking active steps towards the formation of what might be called a provincial capital district, wherein with the help of the Quebec Government its members hope to do for the ancient capital of Quebec what the Dominion Government is doing towards making Ottawa a great national capital.

The leading people and the leading newspaper of

Quebec City are giving the movement their hearty and sympathetic endorsement. Quebec has been suffering for some time, said Mr. Cauchon, from the depredations of the individual who wants to develop his property regardless of the magnificent historic surroundings which are the greatest asset of the old city, and which should be preserved not only for the sake of Quebec, but for the sake of all Canada and the United States as well.

It is practically the greatest historical monument on the continent of North America, Mr. Cauchon continued. The problem of Quebec, he said, was to plan within the walls in such a manner as to preserve the historic 17th century French architecture and setting and at the same time relieve the pressure of traffic congestion which has become very great through increased tourist travel and the attendant maintenance.

Outside the walls the problem is to provide arteries that will be fitting for purposes of expansion upon which it will be absolutely necessary to exercise some control to prevent incongruous developments of baroque and soap-box architecture. It is probable that authority will be obtained for the forthcoming commission to exercise aesthetic control over both public and private property, Mr. Cauchon declared. If the new commission does obtain this authority, he said, it will be the first body of its sort on this continent to enjoy the beneficent power exercised by the more advanced civilized communities in Europe.

It may be pointed out that in modern town planning the preservation of historic sites and monuments is one of the specific functions of every reputable town planning organization.

It is believed that if the city authorities will do their share to make practicable the planning of Quebec, the Provincial Government, as in the case of the Dominion Government at Ottawa, will not be indifferent to the necessities of the case.

With regard to the Citadel the Minister of National Defence has declared the willingness of the Dominion Government to co-operate in the restoration of the walls. The basis suggested for discussion is that the Dominion Government should consider bearing 40 per cent of the cost and the province and the city would each agree to bear 30 per cent.

QUEBEC LEADING IN TOWN PLANNING JOURNALISM

The signs are that Quebec will lead Canada in progressive and positive town planning journalism—by which we mean not merely a more or less intelligent report of town planning events but a definite advocacy of a policy of town development which has by this time won the suffrages of progressive communities all over the civilized world. *La Revue Municipale*, a monthly journal "devoted to the advancement and economic well-being of the municipalities of the province of Quebec" has in preparation a special town planning number, to be published both in French and English, in which members of the Montreal City Improvement League and other town planning advocates in the city of Quebec, will have ample opportunity to set forth the rationale of town

planning and to explain their reasons for giving so much of their time and energy to this movement. The number will be abundantly illustrated and will be distributed as widely as possible all over the province of Quebec.

The co-operation of the French and English advocates of town planning in Quebec is one of the most practical exhibitions of the Bonne Entente we have so far seen and one of the most encouraging evidences of town planning progress in Canada to those who are engaged in its advocacy.

Town planning has made its appeal to the philosophic temper of French Canada and it has not appealed in vain. The September number of *La Revue Municipale* prepares its readers for the forthcoming publication, and the sincerity and fine spirit of its appeal will be seen from the following rather hasty translation of the leading article, entitled, "An Educational Campaign."

Our readers are aware of the constant attention we have given to that part of municipal administration which involves looking ahead and which is called "Town Planning" (urbanisme). It is only recently that we have heard this term in our province. The pioneers of this science have long had for their hearers and readers but a small number of engineers and professionals, who, by their function, are more apt to seize the importance of the subject.

Under the constant stimulus of a group of specialists the art dealing with the expansion of our municipalities attracted eventually the collaboration of the Press, and thus impressed itself upon the attention of the public. This did not occur too soon, since a town planner recently admitted that in matters of town planning we are about fifteen years behind the United States. To remedy this delay, which is bound to affect the purse of our citizens in one way or another, we must resolutely attack the subject and aim at some tangible and concrete result.

Nothing is gained by display in a municipal hall of a magnificent and minutely detailed plan, if we do not determine the means of its application. What we must first obtain toward the realization of a policy of foresight and economy—in these words can be summed up the definition of town planning—is the consent and support of the citizens and the more intimate cooperation of municipal officials towards a town planning policy. We have frequently urged in these columns the necessity of instituting special courses of commercial economy in our colleges, and even in our primary schools, of practical lessons on the necessity of a definite method of development and administration for our villages and towns. It may seem futile to attempt to familiarize small children with what may appear to be an intricate science with forbidding terms, but the early teaching of these ideas has been eminently successful in the United States, especially in Chicago and Los Angeles.

It has been calculated that by lack of a definite plan of expansion certain cities have lost hundreds of millions of dollars, and this may be the fate of some of our own municipalities, since we already foresee the speedy and vigorous development of our province. Our sons will have to pay the cost of our improvidence.

It is in order to stimulate the study of these problems that, with the valuable cooperation of the City Improvement League of Montreal, *La Revue Municipale* has undertake the publication, in the form of a special number, of a collection of articles, studies and illustrations concerning town planning and its applications. This collection constitutes a rather heavy undertaking, but we hope in doing it we shall contribute to the improvement of our municipal life. On the request of the English organization we have undertaken to make it a bi-lingual issue.

There is also a long and informative article on "Regional Planning and Its Applications" in which such questions are asked and answered as "What is the utility of regional planning?" "What should the programme be?" "What has been done elsewhere?"

The first paragraph states: "Fortuitous expansion and development is a major cause of the confusion, the unhealthiness and the ugliness in the appearance of great cities. Town Planning is a rational application of foresight, based upon experience in methodical organization and development of the community, to secure that each improvement be a logical part of a comprehensive plan fulfilling the different requirements of commerce and life. Regional planning ignores the boundaries of the different agglomerations and takes in all the territory which already forms a part, either from the economic or social point of view, of a great centre. Regional planning so disposes that the outlays rendered necessary by the indispensable improvements as to provide for the future as well as the present. A city which grows without a well-conceived plan to regulate and coordinate its successive expansions is bound to duplicate the work of its different services as they become inefficient or inadequate for temporary needs. It is estimated that within a few years the city of New York will spend the sum of two hundred million dollars in the reconstruction of works because at the time of their execution the exigencies of the future were not considered."

It is a pleasure also to note the services of *The Municipal Review of Canada*, edited by Mr. Harry Bragg, to the town planning cause, and the cordial support of the Montreal dailies, both French and English, to the fine work of the Montreal City Improvement League.

NORTH VANCOUVER'S ZONING BY-LAW

The city of North Vancouver is trying to bring better order into its building development by the creation of a zoning by-law. A clause in the proposed by-law—which is quite common in zoning by-laws—to

the effect that if a store, wrongly placed in a residential district, be destroyed by fire to the extent of sixty per cent it cannot be rebuilt on that site caused much perturbation in the council and when violent objection was taken to it "it was finally decided to zone any block in which a store is now located as business as a whole on the side of the street on which the store is built."

Nothing could be more eloquent of the immediate need of scientific planning of all the growing towns in Canada. This concession means that if the local authorities allow a grocery store to invade a residential district and push its premises out to the sidewalk all the homemakers in that block are to be liable to have their values destroyed by the advent of other stores pushing on to the sidewalk and pocketing the homes between noisy business premises, which also means depriving them of their light, air, vista and other amenities which they have as certainly paid for as they have paid for their bricks and windows. It means also that all the homes on the opposite side of the street are liable in future to be faced with business premises. It was said that this clause meant "taking advantage of a man's misfortunes" but the longer view does not seem to have been taken—except by the framers of the by-law—that the placing of a store in a residential district is taking advantage of bad law to the injury of a group of helpless homemakers and in many cases forcing them out of their homes because they wish to live in a residential and not in a business district.

These cases will arise in the shaping of a zoning by-law as a result of past jumble building and indifference of past local legislators to the orderly development of a town; but they should not be settled by panic and greater injury to the greater number of people should not be sacrificed for the lesser. These cases are being settled in the replanning of Tokio and in many European countries by the authoritative exchange of properties on a just and equitable basis.

The incident appears to indicate several "morals": first, that the zoning of a city should be in competent and experienced hands which will command respect; second, that zoning should follow the completion of a comprehensive plan and not precede it; third, that all new areas should be planned with exceeding care so that such difficulties will not arise; fourth, that Canada needs a standard provincial town planning and zoning act, such as Mr. Hoover's Advisory Committee has prepared for the United States. This would be an important means of primary instruction to all towns wishing to enact town planning laws and would tend to be adopted by the towns as something accepted and adopted elsewhere. There is no argument so strong as "Others are doing it."

When the Advisory Committee on Zoning was formed by the United States Department in 1921 only forty-eight cities and towns in the United States had adopted zoning ordinances. By the end of 1923 zoning was in effect in two hundred and eighteen municipalities and in January, 1926, there were at least four hundred and twenty-five zoned municipali-

ties, comprising more than half the urban population of the country.

Aside from this pressure of example and pressure of competent and qualified authorities small difficulties and private vested interests are apt to lead a municipal council into panic legislation which will have disastrous consequences and take years to undo.

It may be the business of the Town Planning Institute in the near future to urge upon the Dominion Government the preparation of a Standard Enabling Town Planning Act which will tend to standardize zoning in Canada and save local councils endless worry and panic legislation. There is not only the protection of home values and amenities to be considered but there is also—as the Mayor of North Vancouver pointed out—the adequate provision for business expansion to be considered. This work can be done best by specialists who have met similar situations time after time and have informed themselves on the best practical solutions of the problem with the least injury to the largest number of people concerned. Town planning is now a science demanding a special training such as engineering and architecture and cannot be adequately done by anybody in his spare time or as an extra job to accounting or real estate subdivision. It is, moreover, a social science that is destined to affect profoundly the welfare and happiness of the common people.

MANITOBA FREE PRESS URGES REVIVAL OF WINNIPEG TOWN PLANNING COMMISSION

"The city of Montreal is undertaking three street-widening projects at a cost of a million dollars, and it is news items such as this, together with experiences which we are frequently having here in Winnipeg, which should rouse the people of this city and their municipal representatives to the necessity of giving serious attention to the question of zoning and town planning. There seems to be a growth of public interest in the subject but there are still too many people who do not recognize its importance. By their attitude and indifference they say, why bother? Is it really worth while? It is decidedly worth while in that it means a more convenient, healthier and more beautiful city to live in, and that it means saving the inevitable and large expense of correcting mistakes and atoning for lack of foresight when a city is allowed to grow without intelligent and well-considered direction. The argument of dollars and cents is the most powerful argument with some people, including a good many taxpayers, and on that count, town planning is a thing of real, practical importance and one in regard to which action should not be delayed. If town planning represented only visionary ideas there would not be 500 cities of the United States now under zoning or town planning legislation."

The Free Press argues eloquently and earnestly for the revival of the Winnipeg Town Planning Commission.

MR. CAUCHON AT CHICOUTIMI

Mr. Noulan Cauchon has been retained by the Harbour Commission of Chicoutimi as Technical Adviser on Railway Terminals and Town Planning. The town planning function is to provide a scheme of street grades which will allow adequate hauling facilities between the city and the harbour and also to make provision for the relief of congestion of the future traffic requirements of the region.