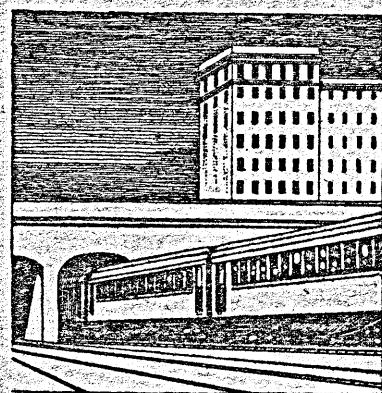
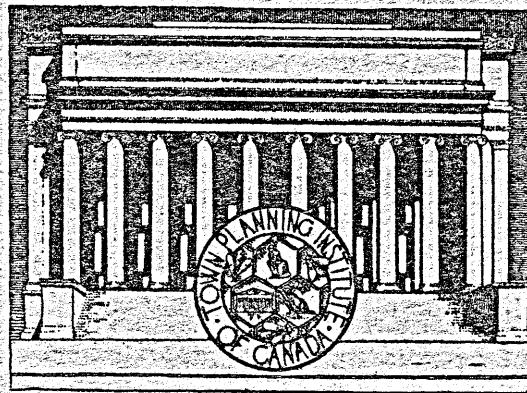


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

DECEMBER 1927

VOLUME VI.

NO. 6

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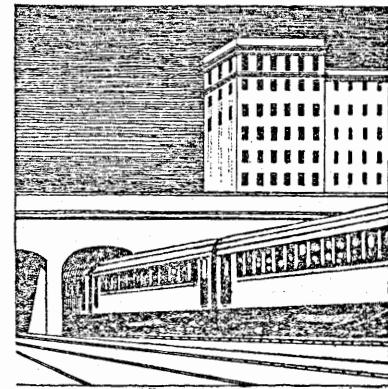
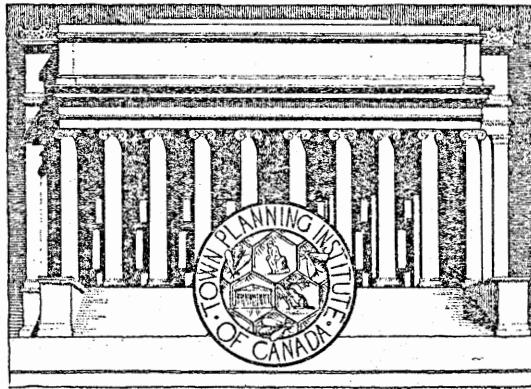
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VANCOUVER AND POINT GREY

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Editorial Committee:—Noulan Cauchon, J. M. Kitchen, Secretary-Treasurer, City Hall, Ottawa, Canada; Alfred Buckley,  
M.A., Editor, University Club, Ottawa, Canada.

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

### ARRIVAL OF PUBLIC OPINION

The present number of *Town Planning* sets out to prove that that mystic entity called Public Opinion is on the side of town planning in Canada. We have so often been warned that we cannot make much headway unless Public Opinion is behind us that it has seemed worth while to collect certain evidences of increasing public interest in our cause and recklessly name them Public Opinion. These evidences are naturally, for the most part, collected from the daily Press. There are abundant reasons for denying, in individual cases, that the daily Press is an adequate reflection of Public Opinion, so far as town planning is concerned. Mangled reports of the sayings and intentions of town planners are common enough, and "editorials" not infrequent which seem to justify the homicidal impulse that lies dormant in most of us.

Quite recently an enterprising reporter, hunting for a sensation, translated some airy persiflage spoken

by Mr. Cauchon in an unguarded moment into a solemn proposal to move the Capital City of Canada into the Gatineau hills. Editorials followed pointing out the inconvenience and cost of toting the Parliament buildings onto the heights of Quebec: condemnations of the reckless impracticability of the town planning visionary; foreign newspapers "carried" the "news" that the Canadian Capital was to be "moved," a la Canberra, while the sober idea, embedded in the persiflage, of a regional plan for the Capital City and District—such as Washington, London, and other great capitals are shaping—which world visualize and decide now, before land values become prohibitive, the magnificent uses to which those enclosing hills could be put and control the pitiful vandalism that is destroying the beauty of the Ottawa region in all directions—never emerged in all the foolish clatter that was made about a reckless reporter's foolish paragraph.

It is said that an irate speaker who had been mis-reported once rushed into a newspaper office and shot the news editor—as a warning to him. The sub-editor raised his eyes, pushed the body of his chief under the table, advised the gunman that if he did that sort of thing he would make himself unpopular—and went on with his work.

But there is no doubt that the more responsible journals have a faculty for discerning movements of thought in their respective communities which are by way of becoming popular, and sometimes their writers are moved by social interest that goes a little deeper than local chauvinism. If these movements are supported by their advocates with a certain amount of vigor the daily Press is likely to pay some attention to them. If they are not so supported they become "dead issues," so far as the daily Press is concerned, and the daily Press looks around for livelier news.

Sometimes there is a mix-up of cause and effect. The daily Press can make movements popular, sometimes. If it should try and fail, and elicit no response from the governing authorities, as at Winnipeg in 1912, where the first Canadian Town Planning Congress was held; at Vancouver about the same date, Regina, Edmonton, Toronto, Montreal, St. John, N.B., about the same date, its managers talk about "flogging a dead horse" and drop the matter, literally, into the w.p.b. Meanwhile ideas "fall into the ground," as the Scripture says of seeds, and apparently die. In some soils they actually do die, trampled under feet, where the mayor and civic officials have heavy boots and not much other equipment for their task; but in others they rise again and cheerfully deny that they are dead. Perhaps these things do not constitute an insoluble mystery but simply make a problem in the psycho-analysis of public officials.

We are here concerned, however, to deny that the suppressed Public Opinion, retiring into disappointed silence because the official inertia appears insuperable is not Public Opinion at all.

#### WHAT IS PUBLIC OPINION?

Some questions might be asked about Public Opinion but they would lead to such a tangled mess of psycho-analysis that one might as well read Jung. Where town planning has broken its way through the mass and mess of custom and habit, official stupidity and the greed of private interests it has had to contend with—Public Opinion?—really the Latin *opinari* means to think.

What chance has intelligent Public Opinion to express itself, anyway? No one supposes that party voting represents anything but party voting. There are the editorial columns of the daily Press for half a dozen men in the average community (we hope to show some of this expression at work). Certain positions of public responsibility carry with them the opportunity to speak, with the certainty that their words will be more or less accurately reported, whether they are worth reporting or not. For others, there are the correspondence columns of the daily Press, which

are sometimes open and sometimes not, where the "company" is often so dreadful that nothing but the zeal of the martyr could induce one to join them.

Clearly this pretense that anyone knows what Public Opinion is and where it can be found is quite unconvincing. For the purpose of this number, however, we must take what is called an empirical attitude. The idea that a visibly increasing number of editorials and news articles concerning town planning in the Canadian Press indicate an awakening Public Opinion in favor of town planning must be accepted and even cherished. Town Planning Associations and Commissions are doing much to create this interest, that is clear, but there are very few of them. In some cases some wide-awake editors are asking the civic authorities why Town Planning Commissions are not called into being.

Ten years ago, when Provincial Town Planning Acts were passed in most of the provinces it was believed by those actively interested in the movement that rapid progress would be made. But adequate technical staffs were not appointed by the provinces to carry out the Acts and make them popular and intelligible, as is done everywhere in the United States, and few city councils seem to have been aware during this period that such Acts were on the statute books and that they had vast potentialities for promoting better social conditions and better business prosperity in Canada.

#### RENAISSANCE CENTRES

A friendly and critical member pleads for King's English in *Town Planning*. But "renaissance" is such a nice word that we cannot resist it. Renascence is not nearly so euphonious. Resurrection and rebirth have other associations. So has renaissance, for that matter—literary, architectural, pictorial, but generally it means a rebirth of ideas, and that is the subject under consideration.

Vancouver has passed from the protoplasmic (par-don) ideas of fifteen years ago into full-blooded schemes of planning for which hard cash (to use the King's English) has been paid. This is not to say that ideas have been discarded in Vancouver and district—far from it. They have been set free and are propagating in all directions. They are a kind of flaming youth, startling the civic baldheads out of primaeval slumber and hopping into council meetings where such phenomena have rarely been seen before. The cluster of municipalities all around Vancouver—towns, municipalities, rural municipalities, districts, or whatever they call themselves—are all talking town planning; and regional ideas, such as joint sewerage, joint water boards and even a Regional Plan for Greater Vancouver are either in operation, preparation or contemplation.

Vancouver and District have had some real leaders in town planning who filed away the question many years ago as to whether town planning was a "fad" and saturated themselves in the history, philosophy, science and art of town planning. They are not Rip Van Winkles asking if town planning will "do." Now

when an "absolutely insuperable difficulty" arises in the zoning discussions of the various councils they wait respectfully till the discussion is over and then quietly point out that it is not insuperable at all but just a familiar little snag that needs a little dynamite for its final removal.

Vancouver has come to the point where, so long as its civic officials remember that the town planning programme is intended to cover forty years, and not forty weeks, the costs of the improvements suggested will not dismay them, especially if they remember that the total sums estimated will probably be spent

in any case during those years and will be spent wastefully in correcting past mistakes unless rational planning is undertaken at once. Somebody was probably dismayed at the estimated cost of the new Kingsway and the new Strand in London but somebody else knew that the new values created would overtop the old ones destroyed and somebody knew how to juggle with finance so that all the costs would not fall upon the immediate taxpayers. Vancouver is being "entered" in a thousand town planning documents in all parts of the world as the most progressive city in Canada.

## SOME DISTINGUISHED PUBLIC OPINION

Those who know something of the sweep of the town planning movement over the whole civilized world, and recognize in it a profoundly humanistic reaction to the madness of international warfare; a sincere effort of the scientific mind to make life worth living for the average citizen (so far, largely a potential conscript of a chauvinistic civilization,) will not be indifferent to certain distinguished expressions of Public Opinion on the town planning cause.

### THE BRITISH MINISTER OF HEALTH

Speaking at Manchester recently the Rt. Hon. Neville Chamberlain, Minister of Health in the British Government, said:

Those who, like myself, believe in Town Planning, and realize what it means for the future, will not be content until every square inch of the country from Land's End to John O'Groats is the subject of Town Planning.

Mr. Chamberlain was the guest of the Manchester and District Joint Town Planning Advisory Committee, an organization comprising representatives of 103 local authorities, all engaged in the study of a joint regional planning scheme for Manchester and District. His pronouncement must have been thrilling to those British town planners who have been engaged for twenty-five years in persuading their compatriots that something better could be achieved in the building of towns and cities than the past has shown. There is no record in the newspaper account of wild applause. British town planners knew that the Minister was not paying merely official compliments to their work but was speaking from knowledge and experience of the sociological problem involved not less intimate and sincere than their own, and that the occasion did not demand noise.

Mr. Chamberlain was the first chairman of the Birmingham Town Planning Commission, twenty years ago, and took a leading part in the re-planning of certain sections of Birmingham. He was a neighbor of the Cadburys who founded the model village of Bournville and gave the first practical demonstration of better planning to the British people. British planners have known very well that the Minister of Health was in sympathy with their work, but

they have had to recognize that he could only move as an individual in town planning legislation at a pace governed by the will and consent of his colleagues. Even today the British Town Planning Act, passed in 1909, does not apply to built-up areas—that is to say that the obligation laid upon all towns of more than 20,000 population to plan those areas which are at all likely to be used for building purposes in the near future does not apply to built-up areas, though there is nothing to prevent towns from undertaking replanning schemes on their own initiative.

This particular committee passed a resolution declaring that the time had come to make replanning mandatory where built-up areas were obviously a menace to the health and well-being of the community. This has been the demand of town planners in England for a number of years. Mr. Chamberlain declared himself a convert to this demand and promised the Committee that he would do his utmost to secure an extension of the Town Planning Act to include built-up areas.

### PREMIER MACKENZIE KING

The logic of this demand has been well stated by Premier King in "Industry and Humanity," one of the finest text books for the underlying philosophy of town planning in existence.

Private rights cease when they become public wrongs. Is not this the principle underlying law and order in all civilized communities? Is it a principle from which communities can depart without inviting anarchy? It cannot be contended that what is a matter of grave concern to the public is a matter of exclusive concern to private parties. There is no right superior to that of the community as a whole. . . .

The wisdom of a National Minimum in matters of health and well-being is not open to question. Difference of opinion there may be as to the best methods by which it may be attained. Certainly, any doctrine of unrestricted and unregulated Competition can no longer be defended. . . . The old *laissez faire* attitude of non-interference with personal rights and private property was based on the self-interest of a privileged few. . . . The

attitude of mutual rights and obligations is essentially the Christian one. . . . This attitude is supported, not by a pious theory, but by the deplorable fact that men are largely indifferent to the well-being of their fellow-men, and that selfishness and greed know no bounds, where they are free to work their will. Regulation and control of Industry and Public Health are the expression of the necessity of protecting the Community against the ignorance, thoughtlessness, indifference and greed of individuals.

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

#### MANCHESTER GUARDIAN

On this subject the *Manchester Guardian* says:

Today anyone who believes in "uncontrolled *laissez faire*" is not a Liberal but a Rip Van Winkle. It is a belief of the past, an anachronism. The lesson of the nineteenth century is that uncontrolled and irresponsible property ownership is incompatible with any real liberty for most people. Today we live in a country in which the rights of property have at almost all points yielded to some form of public control. In no case shall we restore an "uncontrolled *laissez faire*" or establish a complete State Socialism. The question, like most others, is a quantitative one to intelligent men and women. There is no absolute and theoretic objection to public ownership nor to private enterprise. What is necessary is to ensure that the service is so managed as best to benefit the community. Sensible Socialists admit that in many cases private enterprise has its place—at least we have heard of no desire to nationalize the manufacture of cosmetics nor, for that matter, any considered scheme for public ownership of the cotton industry. Neither do sensible Liberals want private enterprise in drains. A well-governed modern town today is neither altogether Capitalist nor altogether Socialist; "gas and water Socialism" has won its way on its merits. The crude antithesis commonly drawn between Socialism and Capitalism is therefore altogether out of date in a society which, in numerous cases, combines a measure of private enterprise with an enforced responsibility to the public.

#### LIEUTENANT GOVERNOR, BRITISH COLUMBIA

We have quoted before the wise and statesman-like words of the Lieutenant Governor of British Columbia, Mr. R. R. Bruce, but this Journal is reaching an expanding circle of new readers and the words will bear repeating:

I think that you, in your efforts towards town

planning, scientific town planning, sanitation, widening of streets, getting rid of those horrid tenements and providing air space, are getting right at the very source of the problem: the prevention of disease, rather than the cure of it. There is no doubt that if you want to make good citizens you will have to keep them healthy in body and mind. No man who is living in an environment of dull streets, filthy air and unsound conditions can expect to be a good citizen. You breed bad citizenship there. I think that the Institute is doing good work for the future and I am sure it will receive the endorsement of everybody. I wish you Godspeed and every success in your efforts. I am sure you have the good wishes of all the Canadian people for the success of your Institute.

#### PREMIER McLEAN, BRITISH COLUMBIA

When Premier McLean, of British Columbia, was asked recently: "What is the greatest service a public man can perform for British Columbia?" his answer was: "The greatest work a public man can do for this, or any other province, is to help save for the benefit of society the human and material resources that are now being wasted."

Dr. McLean has been a practising physician for a good part of his life and knows something of the value of sunlight, clean air and decent planning of dwellings, which have been so largely despised in the construction of our "great" cities.

#### PREMIER BROWNLEE, ALBERTA

The following paragraphs, gathered from *Forest and Outdoors*, seem to indicate that Premier Brownlee of Alberta is going to see to it that Alberta shall not be in the back-waters of this great movement any longer. The emphasis on beauty in these paragraphs is sound but it is not wide enough and doubtless does not represent Premier Brownlee's complete conception of the significance of town planning. The social and economic implications of town planning are not less important than the aesthetic. But it is certainly stimulating and encouraging to find the Premier of Alberta reported as follows:

"A more beautiful Canada" is the gospel Premier John E. Brownlee, of Alberta, is preaching from one city of his province to another. Always a lover of trees and flowers and the great outdoors, the Premier was impelled to take a definite stand after seeing what Great Britain and some of the continental European countries are doing in the way of national beautification.

In addresses this fall, following his return home from abroad, Premier Brownlee intimated that his government would lead in a plan of town and rural planning for Alberta and would appeal to the people for their co-operation.

"The countryside of England (he said) is beautiful. It thrilled me. And one gospel I am going to preach from now on, in season and out of season,

is to beautify Canada. We stand in Alberta today with the greatest heritage of natural beauty in the world, a potential source of wealth which, in the years to come, will yield a greater wealth than we are today obtaining from the flood of grain that is pouring into our granaries. Beautify our towns. Beautify our highways. Inspire our people with a sense of beauty in their surroundings that they may leave a more splendid heritage to coming generations."

## WINNIPEG

Turning now to what we have called the "Renaissance Centres," we think there is sufficient evidence that Public Opinion in Winnipeg is urgently demanding that the cause of town planning for Greater Winnipeg, taken up in 1912 and largely abandoned during the last decade, should be resumed at present and carried along with an energy and unanimity that would place Winnipeg in the forefront of the enlightened cities of Canada now planning for their future development on intelligent and scientific lines. We have before us sufficient press cuttings from the Manitoba *Free Press* and the *Evening Tribune* to fill this number of *Town Planning*, urging such action upon the civic authorities, with a seriousness of purpose that has obviously nothing to do with political partizanship but is clearly prompted by a desire for better social order in the up-building of one of the great cities of Canada. The columns of these journals also contain letters written under the same pressure of social and business concern by some of the most thoughtful citizens of Winnipeg, Professor A. A. Stoughton, of the Architectural Department of the University, Mr. McWilliams, and others and, to our knowledge, these leading citizens of Winnipeg have been asking for an efficient town planning commission in Winnipeg for the last fifteen years.

In 1912 the First Canadian Housing and Town Planning Congress was held in Winnipeg. Winnipeg at that time was leading Canada in town planning thinking and in the kind of activity that gives the first impetus to a new social movement. Winnipeg had already formed a town planning commission of which Sanford W. Evans was chairman, and through the work of this commission the first Housing and Town Planning Congress was held in the Industrial Bureau Auditorium during the three days of July 15, 16, 17. The volume of the transactions is now before us. There was an impressive array of noted contributors and speakers. The list includes the following well-known names: Raymond Unwin, Thomas Adams, John P. Fox, Malcolm W. Ross, Dr. Charles A. Hodgetts, Dr. M. M. Seymour, Mrs. Albion Fellows Bacon, Guy Wilfrid Hayler, James Ford, Frederic Law Olmstead, Louis Betz, J. Antrim Haldeman, Arthur A. Shurteff, L. J. Boughner, C. B. Whitnall.

### DUKE OF CONNAUGHT

On the second day, the Duke of Connaught, then Governor General of the Dominion, opened the Congress and in the course of his address made the following impressive remarks:

Money and thought expended now while your city is young, and whole districts are covered with buildings of a temporary character, will repay you a hundredfold in saving the great expense of remodelling the city when its buildings have assumed a more permanent character, generally. You already have a splendid city, but every city in the world is capable of improvement. You must remember, however, that town planning is a special branch of art, and that before committing yourselves to any general scheme it is advisable to call in the best expert which can be produced, that of a specialist in this branch of art.

Delegates to this conference were present from Regina, Edmonton and other western cities and there is no doubt that a lively interest in the subject was created in the three prairie provinces. The Alberta Provincial Town Planning Act was passed in 1913 and the Manitoba Act in 1916. In Winnipeg it was realized by the leaders of the movement that any efficient planning should be of a regional character,—unless the nine suburban municipalities were to be allowed to drift into further muddle at the will of the casual land speculator—and in 1914, the Greater Winnipeg Town Planning Commission was formed.

### THE REGIONAL IDEA

There is every evidence that the leaders of the movement at that time—Professor Stoughton was professional adviser to the Commission and Mr. Avent, city surveyor, was secretary—understood the complexity of the problem and were fully prepared to make Winnipeg the pioneer town planned city of Canada. Unfortunately, the war broke out in that year and the repeated subsequent attempts of these leaders to get effective town planning under way met with such indifference and inertia on the part of the civic authorities that many of these leaders retired from what seemed to be a hopeless struggle. Winnipeg lost its chance of becoming the first town planned city in Canada, and the advertisement and prosperity that everywhere follow in the train of a vigorous town planning policy. There is no doubt that Vancouver has taken the lead.

### MANITOBA FREE PRESS

The situation has been so well set forth by the *Manitoba Free Press*, and the application of the phenomena to other Canadian cities is so manifest, that we cannot do better than quote the local journal:

When Winnipeg was growing very rapidly before the war the mistake of haphazard growth was realized by many of the citizens and a Town Planning Commission was appointed by the city council. It was the Greater Winnipeg Town Planning Commission, of which the chairman was Mr. J. D. Atcheson, an-architect, and the other members were Messrs. T. R. Deacon, ex-mayor, C. D. Sheppard, Professor Brydone-Jack, of the department of civil engineering of the University, J. W. Harris, then assessment commissioner for the city, and William Pearson. Professor A. A. Stoughton, of the department of architecture at the University, was professional adviser to the commission, and Mr. R.

H. Avent, city surveyor, was the secretary. In the spring of 1914 the city council voted the commission an appropriation of \$5,000, but when the war came they were prevented from using the money. The commission was, therefore, inactive until after the war, when it did accomplish something worth while by reviving the scheme for the Mall. This had been proposed several years before the war but met with failure at that time. If the Memorial Boulevard, then, is a monument to the Town Planning Commission, it is a very imposing one and will be more so when the work is completed. Who now asks if the Memorial Boulevard is worth while? To see that scheme in fruition is the answer to the doubts and indifference that were apparent a few years ago and delayed the carrying out of the work. Without the vision of the town planner there would have been no such boulevard leading up to the Capitol.

Because of the removal from the city of Mr. Atcheson and Professor Brydone-Jack, and the death of Mr. Harris, the commission has done nothing since 1920. But the time has come when the commission should be revived and the necessary appropriation made by the city council. The former policy should be taken up again of directing the growth of the city. A zoning system should be adopted, ample provision should be made for the main traffic routes of the future, and there will be many other questions arising. There are, for instance, three railways now entering the city from the south and crossing Academy road and Portage avenue on the level. There must sometime be a separation of grades at those crossings. How is it going to be done, and is there a necessity for three lines of railway or could the trains all enter over two lines or even one line? The erection of a new city hall is only a matter of time. Where should it be located? Street car traffic to the north side of the city must now all pass through the Main street subway, since the Arlington and Salter street bridges do not carry street car traffic. The permanent solution will doubtless be another subway under the Canadian Pacific Railway tracks.

In any intelligent community it should be quite plain that all such matters should be the subject of careful study by a permanent Town Planning commission which will look ahead and see how the various problems connected with the growth of the city should be determined. Without such a body giving particular attention to the subject, there will be very largely a policy of drift, and later awakening to lost opportunities of improving or beautifying the city, or to the necessity of repairing mistakes at heavy cost.

It would be a wise step, therefore, to re-establish the Town Planning commission and there should be no lack of public endorsement of the city council in taking such action.

#### THE RIGHT AND NEED OF CRITICISM

It would be a sad day for Canada if the right to criticize civic authorities were either penalized or muzzled. Their power to affect the happiness and welfare

of citizens is so appalling! Their law that allows a building inspector to allow certain kinds of building may condemn several generations of helpless people to live in sunless rooms in which they may perish, spiritually and physically, with no one to tell their story. Winnipeg journals do right to be impatient, if there is sufficient cause for it, and they have the right to judge of that. The following are further excerpts from the *Manitoba Free Press*:

Winnipeggers do not believe that the progress of their city has been permanently halted; they believe that it is going to grow with this great Western country, and that it will become much more populous and eventually spread out and include most of, if not all, of the present suburbs. Can anyone who realizes that fail to see the absolute necessity of taking up again the question of town planning? In fact, at the present time there are frequent complications which are due to neglect of town planning in the past. It is time that the citizen body and the City Council got a little of the former vision and of the former enthusiasm. Town planning is a thoroughly practical matter and we should have a Commission now working on a plan for the city and the adjoining municipalities.....

Toronto has had to spend \$10,000,000 in the last fourteen years to make good the neglect of city planning forty years ago, according to a statement of the city surveyor of Toronto. And the Toronto advocates of city planning rightly predict that many millions will have to be spent in the future to atone for present neglect unless the civic authorities take up the question of the proper and scientific regulation of the city's growth.

Winnipeg is in exactly the same position. It has already paid for past mistakes and for allowing haphazard growth, and it will pay much more heavily in the years to come unless it wakes up to the practical experiences of adopting a well considered plan for directing the development of the city. There should be a co-ordinated plan, of course, for the city and all its suburbs—the greater city of the future.

At the Dominion Town Planning Conference recently held in Vancouver, Winnipeg was unrepresented, showing the complete neglect of the subject here. Vancouver and the adjoining municipality of Point Grey are going into the question of town planning in a comprehensive and scientific way, and the City Improvement League of Montreal is also working on a very complete plan for that city for which endorsement will be sought in due time. Most of the cities of Canada, however, are, like Winnipeg, shutting their eyes to the importance of the question.

To neglect city planning, which includes zoning, means that the city cannot become as beautiful, convenient and desirable a place to live in as it would be if its growth were intelligently directed. Districts that should be set apart for purely residential purposes will be marred by establishments that should not be allowed to invade them. Industries will be wrongly located, and inadequate provision

will be made for main thoroughfares, for the transportation system, for the parks and other features of the city of the future.

The principle of city planning is generally accepted in Great Britain and is largely accepted on the continent and in the United States. In the latter country, both the federal and state governments devote some attention to educating the public on the value of city planning. But Canada has been, to too great an extent, impervious to the movement, although it is a young country and in a good position to profit by the mistakes of other communities.

Although Canada is past the "backwoods" stage and has won pre-eminence in certain lines, there is something of the backwoods spirit about this continued neglect of a subject which is, in essence, just a matter of intelligent and necessary foresight.

City planning is a definite means to civic economy; it is a form of insurance against the costly alterations and improvements that will inevitably have to be made later, as shown by the experience of all large cities that have just "grown up."

Yet Winnipeg does not wish to be bothered with such insurance. What do we care about the costly mistakes of other cities? Why try to learn the lesson of their neglect? We don't want to go to the trouble of preparing a city plan, and, besides, some might oppose it as interfering with their interests.

A little sleep, a little slumber, a little folding of the hands to sleep.

#### WINNIPEG TRIBUNE

The *Winnipeg Tribune* had this to say in May, in anticipation of the Annual Convention of the Town Planning Institute in Vancouver:

#### A LESSON FROM VANCOUVER

For the first time in its history the Town Planning Institute of Canada will hold its annual meeting this year in the West. The meeting will be held at Vancouver on May 26, 27 and 28. Delegates will be present from as far east as Ottawa, and speakers both from Canada and as far south as Los Angeles.

In weighing the respective claims of Winnipeg and Vancouver, the Town Planning Institute naturally chose for its annual meeting the city which would respond most enthusiastically to the occasion. At the opening luncheon on May 26, the Kiwanis, Rotary, Gyro and Lions service clubs of Vancouver will be represented by their entire membership, together with members of the Vancouver Board of Trade and real estate organizations. Representatives from these various bodies are expected from other Canadian and American cities. The proceedings will be opened by an address from a past president of the Vancouver Kiwanis Club. His subject will be "A Major Street Plan for Greater Vancouver."

Neither the province of Manitoba nor the City of Winnipeg will be represented at the confer-

ence. Although the province has an official who carries the title of comptroller of town planning for Manitoba he is too overburned with other duties to attend, while the Winnipeg City Council turned down a request for an official representative on the score of expense. If we are represented at all, therefore, it will only be through the public spirit of our service clubs or board of trade.

Every argument for applying town planning methods to Greater Vancouver applies with equal force to Greater Winnipeg. These two potentially great Western cities are bound to grow, and as Mayor Webb said recently before the Canadian Club at Vancouver, they must either grow with or at the expense of the rest of Canada. Vancouver is already growing in stature as a model city in a comprehensive way, while Winnipeg is just being carried along by the momentum which comes from outside. Vancouver's enthusiasm for town planning stands in strange contrast to our own inertia. . . . .

The average person has no conception of what city planning is. He thinks it means vaguely some idealized "city beautiful."

It is time that civic representatives and business men generally in Canada informed themselves as to the practical value of a comprehensive city plan. The first aim of the city planner is to safeguard the health of the community through better sanitation, suitable residential areas and plenty of convenient parks, playgrounds and open spaces for both children and adults. The second aim is to provide safety on the streets through proper street planning and traffic control. Not only safety but convenience comes from intelligent planning of streets, car tracks and railroads. The third aim—beauty—is the net gain from a civic centre, zoning, parks, boulevards and restriction of the billboard nuisance.

How many cities in Canada have developed intelligently according to a pre-arranged plan? Most of them "just grew" without any planning at all. In most cases real estate owners have been allowed to plot sub-divisions without any regard to the rest of the city, and often without any supervision by municipal authorities. Railways have been permitted to cut cities in two as, for example, in Ottawa. Parks have been laid out in places which have later become almost inaccessible.

So far as Canada's leading cities are concerned it is almost too late to talk of city planning. What is needed now is re-planning to remove the obstacles which have arisen due to short-sightedness in the past. Winnipeg is no exception. A competent town planning authority after one day in Winnipeg could point out mistakes which will sooner or later cost the taxpayers many a dollar to correct. And the regrettable thing is that many of our blunders have been made within our own lifetime. The question which should now

act may be invoked. Only prompt and intelligent civic action is needed.

We are all too much inclined to go only half-way, and to fail to see a problem in its entirety. Why create avenues like Memorial boulevard and Osborne street extension if the quality of their architecture is not safeguarded by being subject to the approval of some authority such as was urged on the city council by the Manitoba Society of Architects? Why build a capitol, a university, a church and a war memorial on three corners if a filling station is to occupy the fourth? Why try to create residential or other specific neighborhoods without the protection to the owners of a zoning ordinance? Why have an avenue as fine as Osborne street extension might be, if billboards are to occupy, even for a limited term, the city property facing it? In matters of this sort the Greater Winnipeg Plan commission stood ready to study the questions involved and advise the city, as, for instance, in the architectural treatment of the bridges across the rivers and railroad yards, plans for which it prepared. It prepared also plans for the cross-town highway, including a plan for the Salter street viaduct across the C.P.R. yards. Many cities have municipal art commissions whose approval of the artistic character of all structures or works of art erected by or given to the city is required before they can be erected or accepted.

But to return to the item with which I started. The plot to be occupied by the filling station is one of the most prominent in Winnipeg. In addition to the importance of this street intersection as a traffic centre, the character of the neighborhood is set by the Parliament Building, the future University Memorial boulevard, the present and the projected war memorials, and the church. The fourth corner should have a not less monumental character. Another reason is that on account of the obliquity of Broadway west of Osborne street anything built on the corner in question will be a landmark visible along Broadway, as the Union station is at the eastern end, and along Osborne street extension from Portage avenue. I have therefore hoped to see a stately tower rising here, perhaps as part of the university, or some fine building, which would close the vista along these streets, as the French would close a street vista. A filling station hardly fulfills the requirements of a proper centre to such a street picture. No wonder the church objects. I should think that the bronze soldier on the corner opposite would cry out in protest. It is because I rejoice at being a citizen of no mean city that I feel keen regret that such a step should be taken which thus retards progress toward the attainment of dignity and seemliness which should characterize every city animated by high civic consciousness.

If a vote of the people of Winnipeg were taken I venture to think that an overwhelming majority

would be given for the well ordered and comely city in preference to one in which unsightly constructions were allowed to mar its sightly places.

#### BOARD OF TRADE

We have reason to know that at least some of the important business men are behind this revival of town planning interest in Winnipeg. The Board of Trade has appointed a sub-committee to promote town and regional planning in Winnipeg. There is no doubt that such "backing" will greatly stimulate the movement. Business men are no more a homogeneous class than any other group. They cover all stages of educational status, both scientific and social. As a body, however, they can accumulate driving power—or resistance—much more easily than any other group, since there are more of them. Sometimes they are men of magnificent social vision, sometimes they see no further than their own shop or their own lot and stamp themselves as the most shortsighted and narrowminded of all classes of citizens. In the United States for something like a decade, they opposed town planning with all their accumulated force. They decided, without any particular effort at thinking, that town planning was going to interfere with their privileges to sub-divide and build how and where they liked. But suddenly some brighter member of the fraternity discovered that town planning would preserve and enhance real estate values and that order and beauty, demanded and projected by the town planners, were free gifts to their business. Now the "realtors" of the United States are almost solidly behind the town planning movement. In Canada there are enlightened small groups of the same persuasion. We are informed that many large land-owners in Canada are entirely in favor of town planning and that the opposition, for the most part, comes from small dealers in land who expect to make unearned fortunes by some quick and magical transaction. The real estate brotherhood of Vancouver worked strenuously for the passing of the British Columbia Town Planning Act and it is probable that without their co-operation that Act would have been delayed for years. Contact with them shows that their social interest has also been awakened and that their desire that residential areas shall be planned for the convenience and comfort of those who are to inhabit them is not less sincere than that of the most idealistic planner. In Point Grey, Vancouver, no single house may be built on a lot of less than 50 feet frontage and this "control" of subdivision has been accepted by those most intimately concerned in the sale and disposition of land. Town planning is a socially educative movement. The proofs are everywhere where it has been tried.

Some of the finest schemes for providing parks, recreation grounds and noble buildings for the enjoyment of the people have been initiated and promoted by business men. The beneficent work now being carried on by the various service clubs calls for the continued admiration of all socially-minded persons. But, on the other hand, some of the worst

disasters that have happened to towns and cities are the direct result of the narrow selfishness and stupidity of business men. The wild sub-division business of Winnipeg, Edmonton and Calgary has been characterized by appalling stupidity.

The continued presumption that if a great cause is put into the hands of business men it will "go" and everything will be all right is one of the myths of our public life. It may and it may not. It will all depend on what kind of business men they are and whether they are working to public or private benefit—in short, whether they are technically and socially competent to manage the job. We understand that the Health Department in Chicago was placed under a gentleman who deserted an ice cream "stand" to take up the responsibility of his office. Yet the mental and social health of Chicago does not seem very good. The first thing the new official attempted was an economy "stunt." He reduced the garbage collection to once in two weeks! So says *Social Welfare*, which invites us to pray for Chicago.

After the great fire in London in 1666 the business men resisted and destroyed the beneficence of Wren's plan for London. They *would* build exactly where they had been before. They destroyed the vista of St. Paul's Cathedral by crowding Ludgate Hill with their commonplace and aggressive buildings. St. Paul's might have been as noble an architectural feature for the whole of Fleet street and the Strand as the world has ever seen. The business men destroyed that vista. The taxpayers of London have had to pay millions of dollars to remove the buildings erected at that time by stupid and selfish business men. The civic authorities, many of them business men themselves, wilted before the pressure of selfish interests. That is a very familiar story. Bank street, in Ottawa, now a congested alley of the Capital City lost its widening scheme a few years ago in the same way. Only property-holders are allowed to vote in Ottawa on the most vital issues that come before the people. This is a travesty of democratic government.

Clearly Public Opinion, if the value of Public Opinion is measured by quality as well as by quantity, is behind the town planning revival in Winnipeg and perhaps the business men of the Board of Trade have still the unique opportunity of showing to the rest of Canada how business men can lift a great public cause out of weakness and ineptitude into triumphant strength and success.

#### THE PRESENT SITUATION

The present town planning situation in Winnipeg has been described for us by a Winnipeg citizen who knows, too well, the waste of energy to which the Winnipeg planners have been subjected during the last fifteen years. Traversing the historical ground we have already covered, he writes:

About this time a housing and town planning association had been formed with a number of sections assigned to the study of various phases of city development. A great deal of research and survey work was done by these groups and by the

City Commission and reports embodying the results of the investigations and the recommendations based on them were submitted to the City Council. The submission of these reports, valuable as they were, elicited no interest, or at least led to no action on the part of the City Council and the Commission, receiving no encouragement to continue, presently ceased to function as the war began.

In 1913, however, The Greater Winnipeg Plan Commission was created by the City and its members appointed by the City Council, being an Architect as Chairman, the City Surveyor, a civil engineer, a real estate man, a man interested in housing, and the Mayor. Professor Stoughton, the head of the Department of Architecture of the University of Manitoba, was professional advisor. A city grant was made for the work of this honorary commission but war economies forbade the use of this money. The result was that no report of this Commission was printed and thus no opportunity afforded to place the results of its study before the people. The City Council made scarcely any use of the commission and its projects lie in the archives unheeded. This Commission studied a number of problems of the City plan, notably the Mall and the Crosstown Highway and it prepared plans for the architectural treatment of three bridges and one viaduct. At the instance of this Commission and with the advice of Mr. Thomas Adams, the Provincial Government was induced to pass a town planning act in 1916. This act was all that could be desired in principle but it was merely permissive in its force. A well-qualified Town Planning Comptroller was appointed who labored to apply the act and make it effective in the municipalities of the province, but lacking mandatory provisions in the act as well as backing by the government department in which was invested its administration, he was unable to accomplish much and he resigned. The Winnipeg City Council has not been disposed to take part in any scheme under the Town Planning Act. The provisions of its Charter including that of excess condemnation, are ample to enable it to carry out any scheme within its own boundaries. To make zoning possible further provincial enactment is necessary.

The project of a mall between Portage Avenue and Broadway as an approach to the fine new Parliament Building was the subject of prolonged study by the Commission. At an earlier date a large scheme had been submitted to the people by which a wide area between Kennedy and Colony Sts., and Portage Avenue and Broadway was to be expropriated under the principle of excess condemnation, the profit on the resale of the land after completion of the improvement being counted upon to cover the expense. This project failed of support. The Mall plan remained in abeyance till several years after the war when it was taken up and pressed vigorously by the

then Mayor Parnell. It failed of success then partly through the opposition of certain private property interests, and partly through the conflicting claims of two schemes, one at right angles to Broadway, the other inclined to it by about 4 degrees. The former, obviously preferable in the abstract, was not practicable in view of the way in which it would cut the large Hudson's Bay Co.'s. plot through which either must pass and of its awkward linking up with existing thoroughfares. It therefore again suffered a check which lasted till two years ago, when the Hudson's Bay Co., being ready to build, it became necessary to decide whether to have such an avenue or definitely abandon the project.

The result was a sudden flare-up of interest which carried the Mall through together with the extension of the important north and south thoroughfare of Osborne St., as part of a proposed Crosstown Highway, the new Hudson's Bay Store, costing several millions, being added to reward the enterprise of the City. Now that these streets are made and the convenience and fine effect of this addition to the City plan are evident, hardly anyone would question the wisdom of its creation. Already the object lesson of one conspicuous city planning feature is making the next step—the Crosstown Highway—much easier to take.

Winnipeg has for long resisted all attempts to disturb its peace by suggestions of direction of its development or control of occupation or other modern devices for the improvement of a city. Within the last few weeks the papers have carried many articles and letters showing schemes for street alterations, condemning untoward constructions in prominent places, urging the appointment of a City planning Commission or the enactment of a zoning ordinance. Several of the municipalities adjoining Winnipeg have planning commissions at work on plans or they have completed schemes prepared by such commissions or individuals under the Town Planning Act. It seems as if the turning point in Winnipeg's long lane of resistance to city planning ideas had been reached and as if she were ready to fall into step with this phase of progress.

#### THE WASTE OF PUBLIC OPINION

There will surely be City Councils in Canada in the near future who will take town planning action without wasting ten years of the time and voluntary service of some of their most responsible citizens. This has been the story of Winnipeg, Regina, Edmonton, Montreal, Hamilton, London, St. John, Ottawa, and other cities where town planning activity is now imminent. A City Council that would make some honest effort to test Public Opinion on a town planning policy or even lead Public Opinion by bold and intelligent initiative of its own would be a refreshing phenomenon. Possibly the City Council of the future will be a body of five members, paid sufficiently well to make it their duty to keep abreast with intelligent

Public Opinion and not, as at present, of twenty-five members, for the most part getting in one another's way and paid about enough to meet their gasoline bills. Any private business conducted on such lines would go to pieces before its first birthday. Canberra is being managed by three men.

## EDMONTON

Winnipeg, Regina, Edmonton, Saskatoon, Calgary—we believe these centres are by way of making town planning history in Western Canada, as Vancouver has done on the Pacific coast. There seems to be no doubt that Public Opinion in Edmonton is declaring itself in favour of a vigorous town planning policy. So far as our information is trustworthy much of the credit for the revival of town planning interest in the Alberta Capital is due to the Local Council of Women. This journal has urged for many years that this powerful organization could do in many cities precisely what the Local branch of the Council has done in Edmonton—that is, make town planning a part of their educational social programme and direct their appeals for a town planning policy to those public officials who have the power to initiate such a policy but who are often indisposed to act without some vigorous prompting on the part of organized Public Opinion, such as the Women's Council commands. In this respect we think nagging could be reclassified as a first class virtue.

#### WOMEN'S PART IN TOWN PLANNING

In an article which was printed and reprinted in this journal and in *Social Welfare*, the organ of the Social Service Council of Canada, it was urged that Women's Councils and organizations might do the greatest service by promoting public interest in the town planning cause. In an introductory note to that article it was written:

While the art and science of town planning are developing appreciably among engineers and technicians in Canada, the paramount need is still publicity, education, with a view to creating a public demand which will have to be heeded by civic and other officials who have the power to say yes or no to the growing demand for the better planning of the towns and cities of Canada. The results of bad planning strike women more heavily than men—through their homes and their children and an awakening of their intelligence and conscience in this matter is much overdue. It is to be observed once more that the Child Welfare Congress does not seem aware of the revolution in child welfare that is being created by the new science of town building. They know of their own fine if pathetic efforts to cope with juvenile degeneracy and delinquency but they do not seem to know that towns have been built where the evils they deplore do not exist because there is no soil for them and because there is ample opportunity for all children to use those thousands of spare hours between birth and adolescence wholesomely and happily, as the Rotarian beneficiaries know how to do. They see the need for better housing poignantly enough but they do not seem to see that better housing will not come until there is better planning.

What is the use of better housing for working families if bad planning can rob the families of their fresh air and sunshine and room to live and play? Under such lawless conditions even better houses become slums in a decade, the mellowness and permanence of home life become impossible and nothing remains but the nomadic fever to get "somewhere else" or smash something up. It is in the slums of our towns and cities, said the Duke of Devonshire, when Governor General of Canada, that Bolshevism is born. It is no use yapping at revolutionary communism if we ignore the causes that have brought it into being.

Some paragraphs of that article read as follows:

The time has come to broaden still further the conception of the term "natural resources of Canada," and this may well be the mission and achievement of the women of Canada. The term for many years was largely confined to the products of the mine and of the soil. With the beginning of the movements for the conservation of wild life and of the nation's unrivalled scenery the connotation of the term was extended and warmed by spiritual elements. Nevertheless, most of the masculine brain power of the nation, illumined by the wonderful discoveries of science and its machinery, has been spent upon the development and exploitation of the "natural resources" of Canada in the first and restricted meaning of the term. It may be said generally that for some time to come this work, demanding the utmost concentration and conservation of time, will be in the hands of men. National amour propre, the stimulus of neighbouring nations and the economic incentive will ensure for it continuous progress.

But the greatest of all the "natural resources" of Canada after all is the life of its people, for this is the creative energy upon which depends the usufruct of all other natural resources. The depression of this life by ill-health, misfortune, economic discontent, gloomy surroundings, unhappy home life and the exaltation of it by hope, happiness and beauty —these great facts of social life challenge the inquiry of educated women because their sympathies are quicker and freer and their temptation less to think of people as mere machinery for making money or to suffer mental paralysis at the small cost of making and enforcing a plan for the better building of towns and cities.

Within the last twenty years a new field of social service has been opened to women in the creation and extension of town planning and the time has come for them to enter upon it. Already the City of Montreal has an energetic woman secretary of the Town Planning Committee, and the Town Planning Act for British Columbia has been "mothered" by Mrs. M. E. Smith, M.L.A. The physical part of town planning is the technique of sociology and though this technique may still be for a time in the hands of men, the philosophic basis of the movement is throbbing with that social passion which has built up the thousands of welfare societies that

are the special creation of women. And it is here, in the education of Public Opinion to the need of better town building, that the influence and activity of women can operate to the best effect. The difference of this movement from others is that it reaches down to the roots of social misery and destroys them. Two-thirds of the time of the people are not spent in workshops but in some places that are called "homes." Canada is a big country and these home areas can just as well be permeated with sunlight, fresh air and warmed by beauty of surroundings as they can be clouded in gloom and depressing ugliness. When Mrs. Barnett, the creator of Hampstead Garden Suburb, asked herself what was the cause of the squalid home conditions of thousands of families in the towns and cities of England she found her answer in the fact that towns were not built with the care devoted to factories and that the social organization of the life of the people had not become a science. Towns had simply "happened" and houses had been built for sale and not for the best purposes of life. Mrs. Barnett threw into her work just that dynamic and understanding sympathy which are the special gifts of women and she built a new suburban town that has become the Mecca of social reformers from all parts of the world.

#### ALBERTA

In the June number of *Town Planning* for 1924 reports were collected from local correspondents in the various seven provinces where town planning acts had been passed. It must be said that the report from Alberta was the most depressing of the bunch. No appointment had been made of a town planning director and staff to explain the meaning and significance of the Act to the towns and cities of Alberta and no effort had been made to popularize the movement by the dissemination of suitable literature. No one in authority seemed to know or care anything about the Town Planning Act and though the Act had been on the Statute Books for nine years not a single town had made application for authority to carry out its provisions. Here is the report:

So far as town planning in Alberta is concerned there is at the present time nothing doing. You are aware of course that in 1913 the Town Planning Act was passed. Prior to that time there had been a deal of land subdivision and when the boom flattened out and the natural reaction followed and the war came on there was a great deal more subdivision than was required for proper development for many years to come. In consequence action has been chiefly confined to cancellation of plans with a view towards putting the affected lands back on a farming basis where they should be. There has, I understand, not been a single application made under the Town Planning Act.

#### RENAISSANCE

We believe there is a new town planning spirit in Alberta. *The women have spoken.* The Deputy Minister of Municipal Affairs, Mr. W. D. Spence, and the

City Commissioner of Edmonton, Mr. D. Mitchell, were interested delegates at the Town Planning Convention in Vancouver and carried back to their people some renewed or awakened energy in favour of a vigorous town planning policy for Alberta. This "renaissance" was much overdue.

*Forest and Outdoors*, the organ of the Canadian Forestry Association, tells this story: Dean Howes, of the University of Alberta, Faculty of Agriculture, speaking in a little school-house far out in the remote sections of Central Alberta was urging the residents to plant more trees. It was objected that there were so many rocks that the trees would not grow. Dean Howes recommended powder to blow away the rocks and give the young trees a chance to grow.

There was a dramatic silence. Then a little woman in the rear of the dimly-lighted school-house remarked: "Say, mister, if you're goin' to use powder, I think you'd better put it under these here men instead of under the rocks."

Which is a parable for all officials who have the power to release the town planning energy of Canada and do not use it.

Premier Brownlee, as we have noted, has returned from Europe thoroughly impressed with the need of appointing a competent technical staff to carry out the provisions of the Alberta Town Planning Act—which for more than a decade has been a dead letter on the statute books of Alberta. This, at any rate, we hope is the significance of the paragraph below.

The premier has even ventured to forecast some architectural control of the buildings that will occupy the margins of the expensive highways which the province is committed to build. In this matter Premier Brownlee has touched a subject of advanced public thinking in all parts of the world—how far the individual and groups of individuals shall have the right to destroy the values publicly created by the existence of expensive streets and highways, by the erection of unsightly and incongruous buildings.

#### LETHBRIDGE HERALD

The following paragraphs appeared in the Lethbridge *Herald* on October 5th:

Town planning for Alberta is likely to take place in the near future through the formation by the government of a Board to act as a central source of inspiration and encouragement to towns and municipalities. Premier Brownlee says that the government is now considering such a step, following his recent remarks on the subject before the Lethbridge Board of Trade. If the Board is set up now, as seems probable, it will be for both urban and rural planning and its advice and cooperation will also be available for the cities if they desire it. The premier's idea is that there should be one permanent official of the Board who would be a qualified landscape artist and engineer, and the other members would serve in an advisory capacity.

The Board, if and when appointed, will work in conjunction, says Mr. Brownlee, with the Department of Public Works in respect to the highways, so that something may be done towards beautifying

them and controlling the types of buildings to be erected alongside them. Suggestions and advice from the Boards will be at the disposal of both rural and urban municipalities. The premier is of the opinion that in this way a good deal can be done to make Alberta a still better looking country.

This recurring emphasis on Beauty will not be harshly criticized here, for it is a gospel that the prairie towns badly need. But if town planning in Alberta is solely identified with a "City Beautiful" movement it will have ten years of spasmodic and irregular bursts of popular interest—as in the United States—before it passes to the sounder concept of town planning as a social, economic and aesthetic movement that cannot survive by the neglect of any one of its prime functions. The difference in result between a thoroughly competent group of scientific planners, properly posted in the economic significance of town planning, with specialists in engineering, surveying, architecture, aesthetics and sociology—such as exists at Vancouver—and a group concerned merely to reduce the pressure of ugliness on the public consciousness in particular cases with no knowledge of the technical and scientific causes of disorder and social and economic inefficiency, is really very great, and no Department of Public Works will plan a town—in the modern significance of the term—unless its members have thoroughly grasped the sociological—that is, the humanistic—import of the movement. Town planning cannot be done in the spare time of anybody. It is an arduous undertaking that needs special scientific training, just as much—only more so—as any of the related sciences, because its reach is wider and affects the welfare of human life more deeply than any of these related sciences. A Public Works Department may plan and build excellent public buildings and bridges but it may be little concerned as to how the people live in the slums of a city. Alberta may well be urged to begin right by appointing men of adequate knowledge and training to carry out the work. This is the first thing the American states and cities are doing and this is the chief reason why they are fifteen years ahead of us in town planning activity. There are now 553 cities and towns in the United States under planning law, covering a population of 30,000,000 people and there are fourteen Regional Plans in course of preparation.

#### EDMONTON JOURNAL

We quote from the *Edmonton Journal* of October 6th:

There is every promise of fruitful results to the cause of civic improvement from the activities of the town planning association. The organization of this body, which was urged last spring by the Local Council of Women, was completed on Tuesday evening.

The object is to increase the city's present attractiveness and to ensure its expansion along soundly conceived lines. The necessity of avoiding the mistakes attendant upon haphazard growth should have been sufficiently impressed by our own history. It is essential that this be prevented in the new

era that lies ahead of us and the association proposes to do all in its power to that end. It will act as a clearing house for improvement suggestions and also advise the municipal authorities with regard to any projects that are contemplated.

Here is a work of the utmost community value and those who are joining in it are the best guarantee that much will be accomplished. Ald. C. L. Gibbs, who has kept the need of careful planning for the future before the citizens for so many years, has been chosen as chairman, and Mr. H. M. E. Evans as the vice-chairman. Four sections have been constituted, each with its particular task. That which will take up the transportation problems is to be presided over by Mr. G. R. F. Kirkpatrick. Zoning, building restrictions and housing will have a part of the membership working upon them, with Mr. Evans at its head. Mr. P. W. Abbott is the chairman of the parks and boulevard section and Mr. Edward Underwood of that which will have to do with civic details.

#### EDMONTON BULLETIN

And this from the *Edmonton Bulletin* of October 11th:

The first steps now being taken by the city and the province in town and rural planning are moves in the right direction, and good will surely come of them. It is not likely that such steps are ever taken in already established communities without incurring the criticism that they ought to have been taken before; but in these present cases both Edmonton and Alberta are still young enough for some excellent and effective work to be done. It is even possible that the times are riper for such a movement by reason of a more favourable public opinion, a stage in both civic and provincial life having been reached at which wider attention to things beautiful commands the people's interest and approval.

Anything now in sight in the way of beautification, in the city and out of it, will naturally be only a beginning. And likewise it will in time be found that town planning involves greatly more than the term itself indicates, covering not only the lay out of streets and parks but the conservation of public health and safety. Some recent remarks by Mr. John Nolen, internationally known city planner of Cambridge, Mass., are to the point.

Some one has said that city planning is all bunk. I wonder if it is? The action of some towns and cities would seem to support that idea and yet city planning has to do with such everyday topics as these: to relieve traffic congestion, to add to safety, to protect and to help the child, to increase and stabilize land values, to preserve the amenities of cities and to do away with nuisances, to improve public health and to lower the tax rate.....What, after all, is the weakest link in planning for city and region? Is it not the general lack of understanding by the public of what city planning is, its purpose, its methods, its advantages, its cost, its savings, and its justification?

Part of the functions of the new organizations to be set up in this city and province will properly be to meet the need of which Mr. Nolen thus speaks. Educational work must be done, publicity must be given, and information must be provided, all to the end that the public's somewhat vague approval of beautification in general, now more largely current than it was, may be crystallized into action.

#### CITY COMMISSIONER'S STATEMENT

Mr. D. Mitchell, City Commissioner of Edmonton, has supplied us, by request, with the following statement:

In 1912 when the City of Edmonton was undergoing very rapid expansion, the City Fathers requisitioned the services of a firm of professional town planners, Messrs. Morell & Nicholls, Landscape Architects, who in an exhaustive report and plans outlined the possibilities of town planning for Edmonton.

Following the period of deflation and financial depression on the outbreak of the war not a great deal of attention has been concentrated on the subject until the last year or two, when a number of prominent citizens, who had never relinquished their interest, again revived their endeavours towards securing civic improvements, including in particular the creation of a Civic Centre.

Still more recently the influences favouring civic development along sound lines have become organized under the auspices of a Town Planning Committee, representative of the various sections of the community, and the first meeting of the organization took place on the 26th of August. At this meeting Commissioner D. Mitchell gave a resume of the proceedings at the Town Planning Convention held in Vancouver in May of this year.

A further meeting was held on October 4th, when Alderman C. L. Gibbs, M.L.A. (an architect by profession who is intensely interested in town planning) was unanimously elected Chairman, while Mr. H. M. E. Evans, another enthusiastic supporter of the movement, was named as Vice-Chairman.

A constitution was adopted, and the following Committees were designated:

- (a) Transportation—Chairman, G. R. F. Kirkpatrick, Esq.
- (b) Zoning, Building Restrictions and Housing—Chairman, H. M. E. Evans, Esq.
- (c) Parks and Boulevards—Chairman, P. W. Abbott, Esq.
- (d) Civic Details—Chairman, E. Underwood, Esq.

It is gratifying to note the very representative character of the Association which has been formed including numerous members of Women's Organizations. Amongst these may be mentioned the Local Council of Women who have been largely responsible for awakening interest in the matters just referred to.

The Town Planning Committee are entering upon their programme of work with real zest and with the return of improved conditions throughout the city there is little doubt that Edmonton will wit-

ness in the near future a large measure of civic development which will be creditable to the Capital City of the Province.

There follows a copy of the Constitution of the organization of which the following are the leading paragraphs:

1. The organization shall be known as the "Town Planning Association of Edmonton."

2. The Association shall consist of representatives of such organizations and societies in Edmonton as may be designated in the first instance by the Council of the City of Edmonton and thereafter by the Association, together with the members for the time being of the By-laws Committee of the Council of the City of Edmonton.

3. The object of the Association shall be to promote matters appertaining to town planning in the City of Edmonton and in particular to act in an advisory capacity to the Council of the City of Edmonton on all such matters as may be referred to it by the Council.

It will be seen that this is a Town Planning Association, and not an official Town Planning Commission. It is intended to arouse and educate Public Opinion and so to convince the civic officials who have power to appoint an official Town Planning Commission that such a commission is necessary, in the public interest. There should be such a voluntary organization in every city and town in Canada. For even an officially appointed Town Planning Commission may do nothing—if they are not the right men and women—unless there is the stimulus and pressure of a voluntary organization determined to see that something is done.

The following excerpt from the Edmonton *Journal* of August 27 would seem to indicate that the need of an official Town Planning Commission is understood by the city commissioner.

Emphasis on the need of a town planning commission which would co-operate with the City Council in connection with various schemes for public improvements, is given in a special report that Commissioner D. Mitchell has prepared, following the convention of the Town Planning Institute of Canada at Vancouver recently, which he attended as a delegate from Edmonton.

"It is of the essence of such a commission that it be considered as advisory, as the responsibility for financing public improvements necessarily rests with the City Council," says Mr. Mitchell.

All this would seem to indicate that Public Opinion in Edmonton is strongly behind any town planning movement which the Powers That Be may see fit to inaugurate.

## CALGARY

The town planning situation at Calgary seems to be shaping toward some definite objective, under the leadership of Mayor Osborne. Calgary has taken thirteen years to think over the Mawson plan of 1914, or to forget it in its wild subdivision troubles. It is interesting to hear that Mayor Osborne has as-

sumed the leadership of a renaissance movement and there seem to be signs, judging by the more or less detached efforts of various organizations, that a combined and official planning effort would meet with an effective response from the citizens of Calgary.

As we see it, the need of Calgary, at present is to put the matter into the hands of a town planning expert to report on the Mawson plan and to evolve a scheme that will satisfy the financial forecast of Mayor Osborne and his advisers. Once more it seems necessary to say that no man and no group of men—whether expert or inexpert—can plan a city in their spare time. It is not enough that even an energetic and public-spirited mayor should see that the work ought to be done. Unless the right men are chosen to do it as a full-time job and paid to do it it will not be done at all. Voluntary movements have their uses and are often of the finest quality in their inspiration and public service but they cannot plan a city, any more than they can plan a sewer, water, electricity or sanitation scheme. Town planning is not a mere "City Beautiful" scheme. It is a problem in engineering, surveying, architecture, landscape architecture, economics and sociology and the town planner must know something of all these phases of the subject and know when to call in the specialist for specialist work.

Our information on the Calgary situation is confined to certain extracts from the *Calgary Albertan* dated last March.

First we quote a very sensible editorial from the *Albertan*:

"The town planning scheme for Calgary outlined by Mayor Osborne to the land committee of the City Council is to be commended heartily. The original laying out of Calgary was short-sighted. Pretty nearly every mistake that was possible to make was made. Now that the city is expected to offer attractions and entertainment to tourists as they pass through to Banff after travelling over the continent by the finest roads and through the grandest cities, Calgary citizens realize that improvements will have to be made, old errors corrected, abuses banished, and every possibility of beauty, cleanliness and convenience exploited to the limit.

That Mayor Osborne is taking the initiative is a good sign. It shows that the dream of the private citizen for a better Calgary has official endorsement and will be realized as the resources of the city will permit. The mayor's scheme is extensive, and will take years to accomplish. Even if there were an affluence of money for the work it could not be done at once. Appropriate times and seasons must be waited for and taken advantage of year after year. The main features of the scheme are reserved areas for parks, a scenic driveway, and a profuse and regulated tree-planting campaign. His Worship proposes that steps be taken to abolish dangerous corners, open up blind streets, and generally improve and repair property and thoroughfares.

His Worship does not overlook the fact that a great deal of civic improvement and tree planting has already been done by churches and service clubs of the city. This should be kept up. Too much cannot be done for a long time yet. The enunciation from the city hall that the scenic improvement of the city is one of the chief policies of the council should add to the diligence and enthusiasm of those people and clubs who have hitherto done so much of their own accord."

The next extract traverses the Mawson situation as set forth by Mr. Mawson in 1914:

"City planning is not the attempt to pull down your city and rebuild it at ruinous expense. It is merely deciding what you would like to have done when you get the chance, so that when the chance does come, little by little you may make the city plan conform to your ideals."

"This definition of city planning was given by Thomas H. Mawson, past president of the British Town Planning Institute, in an address delivered in Calgary in the autumn of 1912. In April 1914 the firm of Thomas H. Mawson and Sons, city planning experts, made an official report on a preliminary scheme for controlling the economic growth of the city. The plan, in its entirety, was rejected by the city council as being far too elaborate and expensive for adoption by Calgary. Then came the war, and city planning, like many another dream of the city's boom days was lost 'in the limbo of things we've forgot.'

Now with the return to more prosperous times, following the economic difficulties of the years succeeding the war, the attention of the city authorities has been turned once more toward realization of a 'city beautiful.' With a large proportion of real estate under present control of the city itself, Mayor Osborne sees an opportune time to put into effect some of the necessary regulations which will hold Calgary's future growth to some definite plan resulting in a harmonious and beautiful whole.

Compromising on a sharp division of public opinion at that time, the report provided for civic centres on Fourth street west and Centre street. It chose locations for needed public buildings such as an auditorium, a museum, a market centre, and introduced diagonal streets which connected the railway stations and exhibition grounds by the shortest possible routes.

The scheme, which on even cursory inspection appeared too elaborate and expensive for adoption, necessitated estimates along two lines to meet all classes of charges involved whether remunerative or unremunerative.

Under the heading of 'Productive Expenditures' were included every revenue producing enterprise, such as street railways, markets, abattoirs and the auditorium, together with any municipal housing undertaking considered possible or necessary. The report pointed out that, on the other hand, the expenditure on parks, gardens, promenades and bridges,

though not immediately revenue-producing, might eventually prove the best investment of all, especially as Calgary must gain enormously by the acquisition of its parks and river banks, by the provision of beautiful automobile runs, recreation grounds and children's playgrounds, by making the city a pleasant place of residence.

In defence of the magnitude of a plan which filled the city council with dismay, the report concluded, 'Other cities and towns have attacked and conquered greater problems than any of those which face you at the present time. Where we propose the demolition of a few Chinese shacks to make way for your civic centre, Cardiff and Exeter are clearing away old and valuable buildings, including even churches, to make such a centre possible, and where we have shown diagonal routes carved through a collection of shacks and other property which cannot have a life of more than twenty years, London has driven Kingsway through half a mile of the most densely populated area in the world, and even provincial towns like Hull and Sheffield have undertaken street widenings which involve much more work than would have been necessary had we proposed that you should widen Eighth avenue to double its present breadth from end to end.'

The next quotation sets forth the present situation as presented eight months ago:

"With an eye toward Calgary's future as one of the beautiful cities of the west, and taking advantage of the city's present position as a large property owner in almost every district, Mayor Osborne proposes to inaugurate a town planning scheme to safeguard future building up of the city and rectify some mistakes of the past.

In a letter to Ald. R. C. Thomas, chairman of the land committee of the city council, the Mayor outlines his idea, asking that the committee take it up and make a survey of the city with a view to the elimination of dangerous corners, widening of streets, opening of blind streets and many other details tending toward the safety and beauty of the city.

Mayor Osborne's plan is in line with the action of the city council in setting aside park and playground reserve areas in every district and the proposal of ex-Mayor George H. Webster to encircle the city with a scenic drive linking these parks together, which has also gained the attention of the Alberta Development Board (southern section).

The commissioners hope to embark upon a tree-planting policy, to be followed up annually in the park area reserves, this season, said the mayor. If the council decide to adopt Ald. Thomas' suggestion of setting aside a huge cemetery reserve suitable for many years to come, to the north of the city, a similar policy would be followed there.

'The city of Calgary is not concerned only with the selling of its land, but also with the selling of it to the best advantage, looking to the future development of the city,' said the mayor in his letter to Ald. Thomas.

Such things as a policy in regard to allowing building in the residential area on 25-foot lots; ques-

tions of allowing lots on corners to be divided and the houses to be built on the street, thereby in many cases backing these houses up against another residence already built on the avenue, and such questions as these should receive early attention and a definite policy arrived at.

There are many other things looking toward the better building up of Calgary which will occur to your committee at the same time.

I also feel that a moderate survey should be made of the city from a town planning standpoint. A number of years ago the city engaged the services of an expert, and the result was a very elaborate scheme of town planning, which the city is not in a position to carry out.

A moderate survey, however, would doubtless reveal many things which could be set up as a plan to which we could work, such as the elimination of dangerous corners, the widening of streets where necessary, the opening of blind streets and other improvements which could be undertaken at a small cost, since the city owns a very considerable portion of the land in question.

I should be very glad if your committee would undertake this moderate survey as suggested.

During the past few years the commissioners have done a good deal toward bettering the conditions mentioned, said Mayor Osborne, but there is room for further improvement. In his opinion the city should have a definite policy regarding these matters.

Quite apart from any civic effort, a good deal has been done by private citizens during the past few years toward improving homes and community centers. Arbor day is widely observed, particularly by the churches, whose members plant trees on the church grounds. In some districts community clubs and ratepayers' associations have planted trees in the park reserves. The Kiwanis Club has taken up the work of planting shade trees along Memorial drive, while private lawns are graced with trees as a result of Arbor day planting.

The Horticultural societies too, and the Vacant Lots Garden club, have done much toward fostering an interest in home gardens and beautiful grounds, while Parks Superintendent Reader is always generous with his advice on horticultural matters and has made his own garden, Central Park and the Union cemetery places of great beauty.

Mayor Osborne's plan is to include all these agencies which work toward the beautification of the city, present and future, in one scientific plan toward which all efforts might be directed. The details of working out such a plan and carrying it to completion in the most economical manner possible he has left to the city land committee."

## PROVINCE OF QUEBEC

At several important centres in the province of Quebec the town planning brotherhood—now perhaps more widely diffused than in any other province—are in a state of cheerful expectancy comparable to

the domestic waiters on interesting events. Criticism is now largely suspended in Montreal and no one is disposed to point out that, from the town planning point of view, the Mountain has often given birth to a mouse. Something better is expected from the coming accouchement and the past is to be forgiven. It is believed that Montreal is to give birth to a real comprehensive town plan, after the provincial government has delivered itself of a lusty provincial town planning act, which everybody thinks is now imminent. Quebec city is also in active intellectual labour over a city plan, which will conserve the historical treasures of the ancient Capital and also blaze some modern trails for the present and future generations. Mr. Cauchon is acting as Socratic obstetrician. He is gently detaching Quebecers from their beloved "comité d'embellissement" and encouraging the use of the more accurate and comprehensive term of urbanism or town planning.

The new centres of town planning activity in Canada will need to learn that neither "city beautiful" nor "comité d'embellissement" covers the work of town planning. These terms have had their uses but have become much too sentimental for practical purposes. They have called attention to the needless and appalling ugliness that characterizes parts, at least, of most modern towns and cities in Canada, but they do not reach down to the economic and sociological bases on which town planning is founded and they tend to irritate level-headed and practical men. This comment is not a call for the neglect of beauty but a plea to correlate it with other and equally important elements of town planning. This has got to be said again and again. The impulse to call for more beauty is right and sound but town planning is the science of the social organism and has as much to do with sewers and water supply and the regulation and encouragement of business activity and railway reorganization as it has to do with parks and boulevards. The Garden Cities of England concentrate on the foundation and development of industries as much as on their cottage gardens, but they put their industries in the right place and do not allow them to sprawl all over the town and to destroy the amenities of peace-loving residents.

### MONTRÉAL STAR

The Montreal *Star* has for some time been publishing "boxed" memoranda such as the following and is doing important educational work by such publication:

City planning, which has to do with all the elements of the physical city, involves not only planning but decision to carry out the said planning. The study of the one and the exercise of the other are as important duties as any to which a municipal administration can give its attention.

City planning is not the creation of beautiful veneer to a city. It digs deep down into the roots of communal life. It is not content to create

magnificent boulevards, if these are merely hiding the slums of its workers behind them. It is concerned with how the people live, how they work, and how they spend their leisure.

We have passed the time when city planning was confused with the City Beautiful, something that had to do with adornment, that had no practical side. We have come to a universal recognition of the fact that City or Town Planning is the building of cities or towns along correct lines, with proper co-ordination of their transportation facilities, their tracks and terminals, their streets, boulevards, parks and playgrounds.

The City of Montreal has been allowed to grow up in a haphazard manner—without a guiding chart or plan. The result is, its large population is not economically distributed. While the workers are crowded in tenements which make for expensive but not good living conditions, there are hundreds of acres of vacant land within the city limits. Land values in consequence are not stabilized, and both the community and real estate owners suffer. The value of a comprehensive plan for the district of Montreal is obvious.

Among its memoranda is the following, spoken many years ago by the Duke of Connaught:

Considering the terrible lessons that are so forcibly impressed upon one by the experiences of older countries, it would be nothing short of national disaster if, for want of proper forethought and planning, a similar state of things were permitted to come into existence in Canada, which is essentially a land of wide spaces, where there should be breathing room not only for the present population, but for a nation ten times as large.

*La Presse* has conducted on its own account a highly intelligent campaign in favour of town planning for Montreal.

#### CITY IMPROVEMENT LEAGUE

Mr. Percy Nobbs has announced, on behalf of the Town Planning Committee of the City Improvement League of Montreal, that a number of studies, technical, social and political, have been completed by the Committee, and are now at the service of the city, with a view to inaugurating a city plan, and at the service of the Provincial Government for the purpose of assisting in the formation of a satisfactory town planning act.

We have tried to set forth, at various times, the extent and arduousness of the work done on a voluntary basis by this Committee and by the League generally. It would seem to be a perverse judgment that could doubt that the work of the League represents not only a substantial body of educated Public Opinion in Montreal, or that the continuously expanding development of town planning Public Opinion in the province of Quebec is largely due to the work and educational propaganda of the League and its newspaper supporters.

#### RAILWAY TERMINALS PLANS

Meanwhile an important advance in the planning of Montreal, on its practical and economic side, has been made by the completion of the Canadian National Railway terminals plans which were examined, through the courtesy of Mr. S. J. Hungerford, Vice President, and the Chief Engineer, Mr. C. B. Brown, by Mr. Noulan Cauchon on a recent visit to Montreal, and by members of the League.

Mr. Cauchon, as one of the consulting engineers to the Drayton-Ackworth Commission of 1917, presented a report and recommendations to that Commission on the Montreal railway terminals. Speaking to *Town Planning*, on his return he stated that the details, as worked out by Mr. Brown and his assistants will afford Montreal a splendid system of railway circulation. The plans have made provision for a correlation between the trunk railway circulation and the rapid transit of the city, should the tramways authorities wish to avail themselves of it. The scheme would afford Montreal a magnificent relief from congestion and include important arrangements for new streets, which are badly needed. The plan follows, in the main, the recommendations suggested by Mr. Cauchon in 1917, with the addition of a new line from some distance west of Montreal to the back of the mountain, in order that all through passenger trains from the west may be brought in through the tunnel of the new terminal, thus relieving the present line immediately west of the city for an intensified rapid suburban commuting service. Provision has been made for giving the Canadian Pacific Railway through passage at a higher elevation over the Canadian National Railway cross-town viaduct, enabling the Canadian Pacific Railway to make through connections with its lines in the eastern end of the city. So far this company has not expressed itself publicly on the matter.

From the town planning point of view a question which is still open concerns the widths of the streets serving the terminals and the proper heights of buildings in relation to the widths of these streets. Also, there is still a possibility—which the officials of the Canadian National Railway have promised to take into consideration—of further facilitating traffic and giving better effect to the widths of the streets by rounding the corners, either by cutting back the angles of the buildings themselves or bringing the curb up to the corner post of the buildings and passing the sidewalk behind, within the building, as has been done by the Ottawa Town Planning Commission at the Rideau-Sussex corner in relation to the Daly building.

Altogether the completed study of the Montreal terminals by the chief engineer of the Canadian National Railways, said Mr. Cauchon, is a wonderful piece of work, in view of the limitations imposed by elevations and short distances. It is quite an achievement to have found such a workable disentanglement of congestion both as to the services to be rendered by the railway and the street system. Mr. Cauchon paid enthusiastic tribute to the technical skill of the

engineer who made the model illustrating these complications.

The planning of the terminals is an integral part of and a tentative contribution to the planning of Montreal. While the present scheme, in its organic outlines, agrees in the main with that recommended to the Drayton-Ackworth Commission in 1917, the working out of the details by Mr. Brown and his assistant show a thorough grasp of the planning requirements of Montreal.

A further problem still remaining open, from the point of view of the town planner, said Mr. Cauchon, is whether the freight facilities could not be equally well combined with the viaduct scheme across the city to the harbour front as a Bush Terminal idea, and eliminate the present freight and all other railway traffic on the level. The suggestion has been several times made public in Montreal by Mr. Cauchon that the city of Montreal should at least secure the narrow strip of land which lies between St. James street and the present right-of-way of the old Grand Trunk, and further, if possible, also secure the present right-of-way of the Grand Trunk from Bonaventure station to St. Henri, in order that, to the extent possible, a broad industrial highway may be built from the new viaduct terminal westerly for about a mile and a half to St. Henri where it would divide, one branch going to the upper Lachine road and the other leading to the industrial development along the Lachine canal and Côte St. Paul.

Altogether an important step has been taken, said Mr. Cauchon, toward laying down the backbone of a transportation scheme for Montreal, to which must be correlated the highways scheme of the city. Mr. Cauchon is technical adviser to the City Improvement League of Montreal.

#### QUEBEC CITY

The town planning situation in Quebec city is still—at this time of writing—in a state of preparation for the formation of a Town Planning Commission, to be composed of two members to be appointed by the city and three members appointed by the provincial government. The Mayor of Quebec invited Mr. Noulan Cauchon to address the City Council on November 15th and has apparently agreed to Mr. Cauchon's suggestion to change the name of the coming commission from "comité d'embellissement" to "Town Planning Commission." There seems to be little doubt that a commission will be formed, though city councils usually act as though time and eternity were the same thing.

In his address to the city council Mr. Cauchon set forth the philosophical basis of town planning in its scientific, economic, social and artistic aspects. The purpose of town planning, he said was to assure the well-being of urban and rural populations, both separately and in relation to each other. If the social environment favourable to the well-being of citizens were neglected the result could be none other than commercial and industrial cannibalism. From the ethical side restrictions which obliged builders to consider

the right of human beings to light, air and room to live were entirely justified. The community had rights as well as individuals. Mr. Cauchon insisted that town planning encourages efficiency in industry by promoting orderly development and the grouping of industries in their proper places. Nor could the artistic side of town development be neglected without injury to the community. There were everywhere towns showing no plans in their past history and, what was worse, no plans for the future. It was not necessary that this kind of thing should go on forever.

The application of this to the city of Quebec demanded serious study. Quebec had a special charm, as perhaps the most interesting historical city on this continent. In an ordinary city the streets were widened to relieve traffic. In Quebec new streets were needed but they should be built in such a way as not to destroy historic buildings. The old fortification walls should be preserved and maintained and this work might well be given to the Town Planning Commission. The Federal government, on the advice of the Minister of National Defence, had offered to provide 40 per cent of the cost of repairing and maintaining the old walls of Quebec on the condition that the provincial government and the city should be responsible for the remainder of the cost. He believed that the provincial government would do for the city of Quebec such service as the Dominion government was giving to the city of Ottawa if the city would do its share. He hoped that the entire province of Quebec would give its support to a planning scheme for the ancient Capital of Quebec. To this end were necessary not only imagination and good-will but also laws and tact and also money. The taxpayers' money so employed for the reorganization and preservation of the city would be a sound investment with great returns and not, as so many believed, an expenditure for luxurious pleasure.

Mr. Cauchon mentioned that the city of Hamilton had thought it worth while to offer a prize of \$5,000 for the best plan of one particular entrance to the city. He forecast the time when there would be not only a city plan but a regional plan covering the whole district of the provincial Capital, as there must be, in the near future, a Federal plan for Ottawa and district. Even state plans were already under development for New York and Pennsylvania. There were forty regional plans in preparation in England, in one case embracing more than one hundred municipalities. Both in the United States and England more than five hundred towns and cities were under planning law. Such control was a scientific concept born to repair and prevent the ravages caused by centuries of haphazard development in towns and cities.

#### QUEBEC CHRONICLE-TELEGRAPH

We quote the following from the Quebec *Chronicle-Telegraph*:

Early action is promised by civic authorities in connection with the formation of a local Town-planning Commission. The address delivered last

evening at the City Hall by Mr. Noulan Cauchon, town-planning expert of Ottawa, has roused keen interest throughout the city. This morning Mayor Martin stated that the drawing up of the by-law bringing the Quebec Commission into existence would be proceeded with as quickly as possible. Some delay, however, will probably be caused through the fact that J. E. Chapleau, K.C., chief legal adviser, who took the first steps in the preparation of the by-law, is in Europe.

The city's two representatives on the proposed commission have been named provisionally, Lt.-Col. J. H. Price and Sir George Garneau. Three other members are to be appointed by the Provincial Government. Premier Taschereau informed Mayor Martin some weeks ago that the Government would name its representatives as soon as the by-law defining the powers and purposes of the Commission had been drawn up.

Stating that it was his intention to press the town-planning scheme vigorously, Mayor Martin added that one of the first things to be done would be to change the name of the body, which appears in the city charter as "Comité d'Embellissement" to "Commission d'Urbanisme." This is following a suggestion by Mr. Cauchon who pointed out in his address of last evening that the first mentioned phrase does not give a true idea of the work carried out by the Commission.

#### LE SOLEIL

The Quebec newspapers are taking an exceedingly important part in pressing forward the city planning movement. *Le Soleil* seldom fails to lift into public view the basic philosophy of town planning and to treat the subject with a lofty humanism and literary finish that might be noted with advantage by many English newspapers. We quote the following from *Le Soleil*:

Jusqu'à ce jour, on le sait, Québec n'a pas pratiqué l'urbanisme. En d'autres termes, ses chefs n'ont prévu à peu près aucun des problèmes de la construction, de la circulation de l'hygiène et de l'esthétique. Chaque administration a pris pour guides la coutume et le moindre effort. Et le travail se faisait ainsi au petit bonheur. Un bout de rue par ci, un bout de rue par là, un agrandissement vers l'ouest, une extension vers l'est; partout l'irrégularité, le désordre, le rococo, aucun plan d'ensemble, un entassement chaotique de styles bâtarde et de luxueuses horreurs. Puis, un beau matin, on s'aperçut que tout cela hurlait d'inconvénients et de laideurs: presque toutes nos rues sont étroites, d'immenses pâtes de maisons plantés sur les trottoirs et les chaussées d'innombrables échelles extérieures montant aux étages supérieurs sous le pseudonyme d'escaliers, presque partout la congestion, l'encombrement, la crise quotidienne du véhicule en lutte avec l'étroitesse des voies municipales. Alors, quelques hommes publics, appuyés par les journaux, lan-

cèrent le cri d'alarme: et l'on décida de créer, pour Québec, une commission d'urbanisme. Il était temps. On était en train de gâcher à tout jamais l'une des plus pittoresques cités de l'Amérique. Il est vrai que le projet de commission n'est pas complètement réalisé, mais tout nous porte à croire qu'on y parviendra dans un avenir prochain.

#### L'ACTION CATHOLIQUE

We note also that *L'Action Catholique* has thoroughly understood the social implications of the town planning movement and for some time has been advocating town planning with a seriousness of purpose that is highly creditable. This journal seems to us to give the first signs in Canada that the churches may some day see the connection between town planning and the socially redemptive work to which the churches themselves are committed. Mr. King, Prime Minister of Canada, has said that the time must come when society will no more tolerate the slum and the over-crowded tenement than it would tolerate plagues such as were prevalent a generation ago.

We quote the following from a particularly fine article in *L'Action Catholique*, signed by Dr. Jules Dorion. After stating the obvious necessities and practice of planning a house Dr. Dorion continues:

Or, les maisons ne sont pas tout dans une ville; elles pourraient être construite le plus intelligemment du monde; et cependant être pratiquement inhabitables parce que, s'il faut des portes et des couloirs dans une maison, il faut aux habitants des maisons des rues qui leur en permettent l'accès, et un certain espace extérieure qui leur assure leur part de soleil, et d'air respirable. C'est dire qu'une ville a besoin, autant et plus encore que la moindre maison, d'un plan général qui pourvoit non seulement à ses besoins actuels, mais encore à ses besoins futurs et possibles.

On sait qu'il n'en est malheureusement pas ainsi, et que trop le nos villes se sont développées au hasard, au gré de propriétaires de terrains ignorants, capricieux, ou plutôt soucieux avant tout de tirer le parti le plus immédiatement avantageux du terrain ou de l'édifice qu'ils avaient dessein d'exploiter.

M. Cauchon n'a pas eu de peine à démontrer la gravité de cette erreur, même au point de vue des affaires; il a eu le mérite plus grand de rappeler, et de démontrer, qu'il y a à cette question de l'urbanisme un côté social, côté qui est de beaucoup le plus important.

Ceux qui ont charge de l'administration d'une ville doivent sans doute considérer la question argent, et dépenser le plus judicieusement possible les sommes à eux confiées par les contribuables pour l'administration civique; mais si, dans cette administration, ils se préoccupaient d'abord de la popularité ou du profit que peut leur valoir l'exercice du patronage, ils seraient infidèles à leur mission; s'ils n'ouvriraient l'oreille

qu'aux réclamations des gens d'affaires, sans se soucier du plus grand nombre, obligé de vivre dans la ville et ayant par conséquent droit d'y trouver comme les autres tout ce qui leur est nécessaire et même agréable, ils seraient infidèles à leur mission.

## THE OTTAWA SITUATION

We are permitted through the courtesy of the *Ottawa Citizen* to reproduce a plan of the proposed physical improvements of Central Ottawa on which the Dominion Government and the city of Ottawa have agreed, by way of celebrating the Jubilee Year of Confederation. Already the Driveway or Boulevard system has been greatly improved and a bridge across the Ottawa river is in course of rapid construction which will be a magnificent pleasureway for the present and the future generations.

It must be said that there are few cities where the traveller can leave the central area within a block or two and enter upon a system of beautiful boulevards encircling the city without passing through unlovely and congested residential, industrial and commercial areas. This is not to say that those areas are not existent and are not demanding town planning attention, but the fact remains that the boulevards of Ottawa do enable the motorist to avoid them, if he wishes to do so.

The plan is largely self-explanatory and shows the improvements contemplated in the present Connaught Square—to be known in future as Confederation Place—for which the Dominion Government will be responsible, and the proposed transformation of Elgin street, which will be the city's share of the Jubilee work.

The blocks of buildings indicated by the letters "B" "C" will be entirely removed and also those shown dotted between Canal street and the Rideau canal; also the three buildings shown dotted at the rear of the City Hall—police court, fire station and registry office—will eventually disappear. This plan has been advocated since 1911 and the present intention to carry out the plan is due to the desire of the Dominion Government to celebrate the Confederation Jubilee by some permanent improvement in what is practically the civic centre of the Capital.

The plan shows the scheme for the widening of Elgin street to a total width of 159 feet between Confederation Place and Cartier Square which, as intimated, will be the city's share in the improvements.

### CONCERNING A PLAN FOR OTTAWA

We have no specific information as to further schemes leading to a comprehensive City and Regional Plan for the Capital city. The following paragraphs are taken from a parliamentary report published in the *Ottawa Citizen* last April, when the proposal submitted by the Federal Prime Minister to enlarge the powers of the Ottawa Improvement Commission and to authorize the payment to the commission of \$250,000 a year for a period of sixteen years for the purpose of improving the physical appearance of

Ottawa and District was under discussion:

Mr. Petit: I would ask if a comprehensive scheme has been adopted by the commission looking to the future, when this city will have a population of 500,000 or more? Failure to carry out this idea on the part of large cities today, both in Canada and the United States, has resulted in the loss of hundreds of thousands of dollars, yes millions, to the municipalities concerned. No doubt the eminent business men on the commission have looked into this matter, but it is just as well to point out the situation to them, and sound a note of warning as to what is likely to happen if a comprehensive scheme is not adopted.

Mr. Mackenzie King: I think the commission have taken the very course which my hon. friend has indicated should be taken. I have in my hand, submitted to me by the chairman of the commission, some of the proposals that the commission wish to carry out. I do not think it would be in the public interest to disclose these proposals, but they do reveal exactly what my hon. friend has in mind, namely, foresight on the part of the commission in laying out constructive plans for future development.

There would seem to be indication here that a comprehensive scheme of planning for the Federal District of Ottawa is in contemplation.

### ZONING

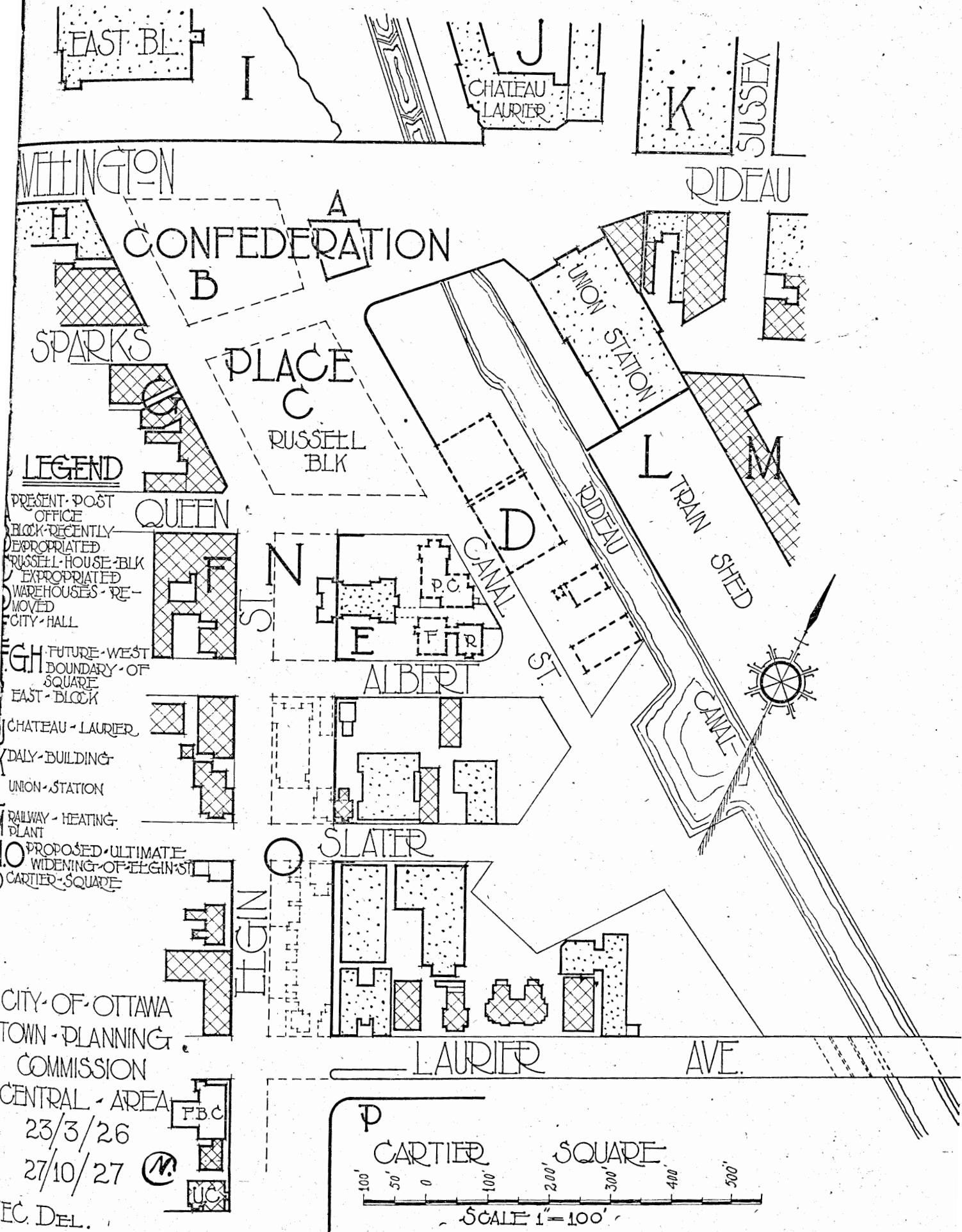
So far as the zoning of Ottawa is concerned the attitude of the City Council seems to be that no further progress is possible until the mischief done in the Provincial Parliament by sterilizing the zoning powers of the province of Ontario is undone in the coming session. This reparation, we understand, has been promised by Premier Ferguson.

It does seem pitiful that the zoning powers, won by years of arduous pleading and propaganda on the part of some of the most public spirited people of Ontario, should be destroyed by irresponsible legislation, apparently prompted by selfish and personal interests. From the zoning point of view Ontario is fifteen years behind the neighboring state of New York.

## ST. JOHN, NEW BRUNSWICK

"St. John, N.B., has a Town Planning Commission with a plan which has been approved by the Provincial Government and action by the City Council is awaited." *St. John Times-Globe*.

That seems to be the town planning situation at St. John and it has been the situation for many many years. Mr. W. F. Burditt, who has given years of voluntary labour to promoting actual town planning in St. John is trying once more to revive interest in the subject. He has the cordial support of the St. John branch of the Engineering Institute of Canada and of the editorial writers in the papers, but whether he will have to retire once more from what has so often seemed to him a hopeless struggle against official indifference remains to be seen.



At a meeting of the Town Planning Commission held lately, it was decided to make an effort to secure a conference between the opposing parties and the Commission, with a view to ascertaining the nature of and removing if possible, any objections they may have to the scheme, before going any further.

#### REVIVAL

At the present time, so far as our information goes, another effort is being made by Mr. Burditt and a few men of the local branch of the Engineering Institute to persuade the city and suburban councils to provide the necessary official machinery to get the plan into operation. According to reports we have seen of the housing conditions in St. John there is every reason why a town plan should be brought into being. Civilization is moving this way. The old time *laissez faire* which allowed a few men so to use land that multitudes of men and women had to suffer the miseries of dark and crowded dwellings has wrought mischief enough. The absence of prosperity, so much deplored by the maritime cities, may have something at least to do with the fact that their towns are not being planned attractively and efficiently enough to induce newcomers to settle in their midst. We think that a town planning association might be formed in St. John which would bring in the women leaders of the city and give Public Opinion an opportunity to express itself, and that a technical branch of the Town Planning Institute would consolidate the professional opinion in the city and carry with it—as has been proved in Vancouver—a body of technical opinion which would impress and inform both the City Council and the Provincial Government on the argument and methods of town planning.

#### THE LOCAL PRESS

We must say that the editors of the local papers have been doing excellent work for some time in educating their civic authorities and their readers on the subject of town planning. We quote from the *Times-Globe* of June 2nd and June 6th:—

All that is now required to have a town plan for St. John is for the City Council to appoint two members of the Town Planning Commission, and then have the plan, which has already been prepared, adopted either in toto or with amendments by the Provincial Government. A plan has been prepared and the Municipal Council has appointed its members of the Commission. When the City Council follows suit the Commission as a whole will be able to meet and submit its plan to the Government.

It is very desirable that this forward movement should take place in this Jubilee Year. In 1915 the City Council applied for authority to prepare a town planning scheme, and it was approved by the Government the next year. Mr. Thomas Adams, who has an international reputation, was the professional adviser of the Com-

mission which prepared the plan, and three years were devoted to the task. The plan was approved by both the Municipal and the City Councils in 1919, and in 1922 all was in readiness to apply to the Government for its approval. That action awaits the appointment of two commissioners by the City Council. It is expected to appoint them without delay, and the matter thus be advanced another step towards final accomplishment.

The time to plan a city is directly there is indication of its expansion or even earlier. The cost of preparing plans in advance is nothing to the cost of rectifying past errors due to uncontrolled growth. We in the Maritimes look for increased prosperity in the future which inevitably means the growth of our cities. Are they ready with their town planning or must they accept the accusation of possessing the backwoods spirit? St. John has a town plan awaiting action by the City Council.

## HAMILTON

The Board of Park Management of the city of Hamilton is inviting competition of plans from British subjects resident in Canada, with the object of securing a satisfactory design for the improvement of the northwestern entrance to the city of Hamilton, commonly known as the "Causeway." The situation commands a magnificent view of the city at the foot of the mountain, to the south, of the harbour and lake Ontario, to the east, and the marsh stretching out toward Dundas on the west.

Three prizes of \$2,000, \$1,000 and \$500, respectively, are offered; a further sum of \$3,000 is to be paid to the winner of the first prize upon completion of working drawings and specifications and the award will carry with it supervision of construction at a fee of ten per cent on the cost of the undertaking. The competition will close on February 29, 1928.

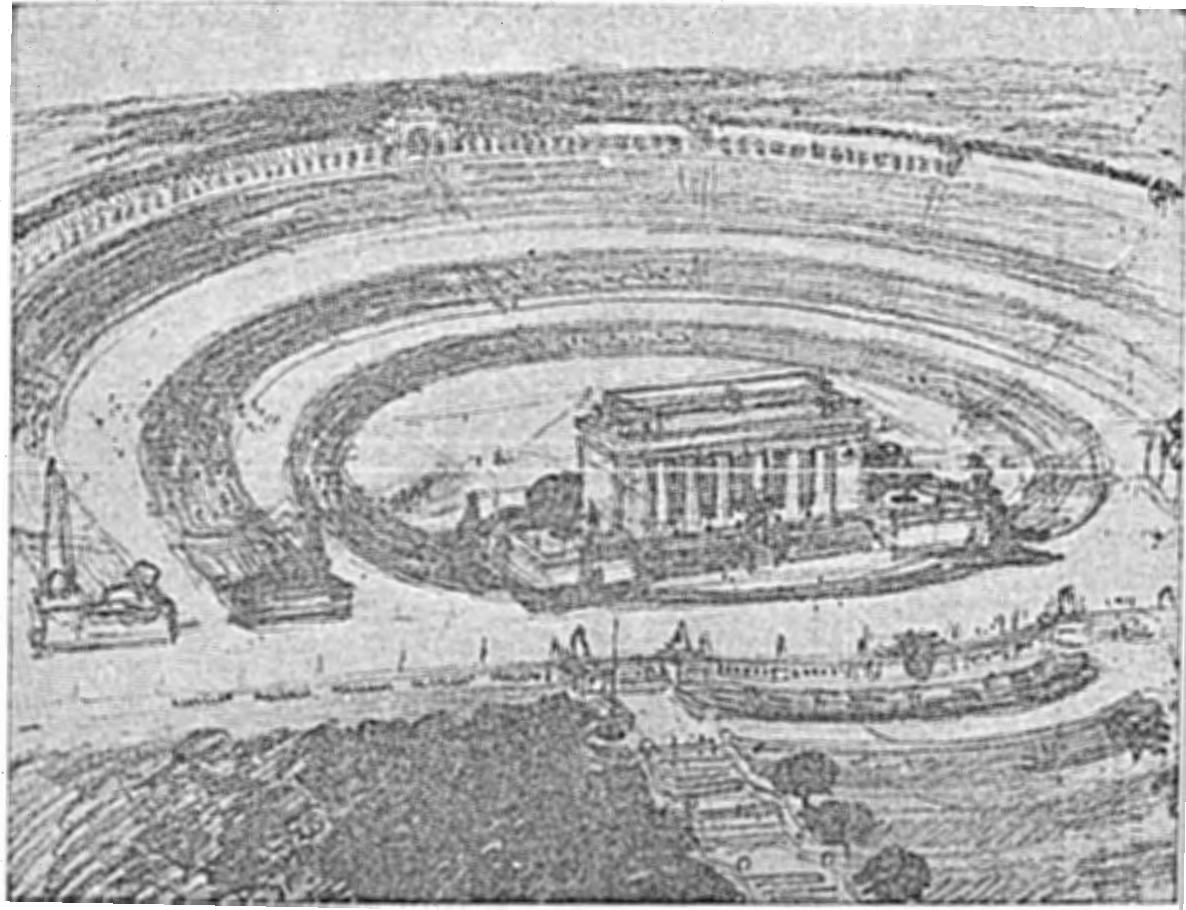
This project is but one feature, though an important feature, in the planning of Hamilton and the Park Board is to be congratulated on realizing the importance of it and on taking such spirited means to ensure its satisfactory treatment.

The city has also employed a town planning engineer, Mr. A. E. K. Bunnell, of the firm of Wilson and Bunnell, to report on the town plan of Hamilton prepared by Mr. Noulan Cauchon in 1917. Mr. Bunnell has reported generally in favor of the plan and has strongly advised the city to get the work underway.

Canada is suffering at present from a certain lack of civic courage to "carry out the plan," acquired at a certain cost to taxpayers and often with a great deal of civic pride and flourish, only to languish in the civic archives of the city hall. The line of least resistance, of course, is to say that the plan is impossible to carry out and to blame the planner. But the question at least may be raised in some known cases whether the need is not a little local enter-

prise of the American kind which gets the plan before the people in a businesslike way and by publicity methods, such as the Americans know how to use.

There are stories of valuable planning reports "lost" by careless civic officials, which are not very creditable to the officials concerned.



Proposed Hamilton Stadium, 1917. N. Cauchon.

Sketch by Francis Swales.

## The Progress of Town Planning in Vancouver and Point Grey

By Horace L. Seymour, B.Sc.  
Resident Engineer Vancouver Plan.

I have been asked to give my impressions of the progress of Town Planning in the municipalities where consulting advice has been retained and where, as Resident Engineer, it is presumed I should have some intimate knowledge of the subject.

In general it seems to me that the situation is satisfactory. I find a certain gratification on the part of the Councils of both Vancouver and Point Grey that these municipalities are taking part in a great work. Point Grey has, for some years, been recognized as a leader in Town Planning, not only in the movement, but in the practice of Town Planning, which has resulted in a unique residential development adjoining the City of Vancouver.

By appointing a representative and very capable Town Planning Commission and by providing them

with the funds to have a comprehensive plan prepared, the City of Vancouver is generally regarded throughout Canada as the most progressive city in respect to Town Planning. But, it may be explained, the need for Town Planning was acutely felt by the Council as a result of awkward and unjust conditions arising from the lack of adequate zoning provisions, in particular, the intrusion of apartments into one or two family districts.

There is always a tendency in Councils, in considering any improvement project, and especially a Town Planning project, to say that it is particularly costly and cannot be considered. There is a further tendency to ignore the fact that a Town Plan is prepared to cover a long period of years and cannot in the nature of things, be put into full effect at once.

Many fail to realize that by planning the ultimate cost of the projects may be less than the economic loss that would result if the Plan were not put into effect.

Faced with the cost of present construction it is very difficult for members of Council and civic authorities fully to realize the foregoing and it is, therefore, a pleasure to feel that some, at least, of the members of the Council and some of the municipal officials are more and more impressed with the real objects of the Plan. Moreover, while each Council and its officials as a unit are probably unwilling to accept all phases of Town Planning, it may safely be stated that they individually are in favour of certain projects and principles which particularly appeal to them. This tendency, while indicative of progressive thinking, may lead to piecemeal planning if it is not coordinated with the synthetic view. I think it can be said, however, that the Councils are realizing that it is their responsibility to see that the Plan is carried out.

The public may not yet realize their responsibility to the full, and there is still needed a great deal of education in town building. But through the whole-hearted co-operation of the Press the public of these municipalities now know that there is a science and art of Town Planning and while they may not know much about it, yet I feel that, on the whole, they are anxious to know more. The disadvantages of unregulated growth, as evidenced by the intrusion of buildings erected for incongruous uses, continue to make converts to Town Planning.

The intense devotion to a Town Planning ideal shown by the pioneers of Town Planning in British Columbia is undoubtedly bearing fruit and comparatively great progress has been made in the past two years. Town Planning is a science and an art which needs serious study and it will always be a misfortune if its aims are thwarted by panic decisions that are not the result of serious study of the problems involved.

Specifically, the Point Grey Zoning By-law passed on 24th October, 1927, presents many features of interest from a Town Planning standpoint and is related most intimately to the Major Street Plan.

Of course Point Grey is essentially a residential development, but there are a few areas suitable for industrial development. In Heavy Industrial Districts it is provided that:—

No dwelling, or other building for human habitation shall be erected or used except such as is necessary for the accommodation of caretakers or watchmen or similarly employed persons.

This clears up a matter of controversy in Town Planning circles as to whether or not dwellings should be allowed in Industrial Districts. Point Grey has decided not to allow ordinary residential dwellings in Heavy Industrial Districts.

The matter of vision clearance at street intersect-

ions has recently received considerable study in the preparation of Zoning By-laws. In Point Grey the new Zoning By-law provides that in every district, business as well as residential, there shall be no needless obstruction at intersections to the vision of those using the streets. This is done in the following terms:—

Nothing shall be erected, placed or allowed to grow upon a site in any district so as to protrude into or obstruct the vision over that portion of a corner site in front of a straight line joining points on the street lines eight feet from their intersection at any level between three feet and ten feet above the plane through the centre lines of the adjoining streets.

The Zoning By-law was, of course, prepared with full consideration of the Major Street Plan, which was the result of a preceding study, and the location of Commercial and Local Business Districts was also influenced thereby. However, the Point Grey Zoning By-law goes much further than that and preserves the whole major street system as far as existing streets are concerned. This is done by prescribing building lines that will allow for ultimate widening of the proposed major streets. Where streets are to be widened, for example, from 66 feet to 80 feet, all new buildings thereon and on flanking streets as well, must be kept back to the building line prescribed. Where the widening is to be 100 feet, it was decided to allow, in business districts, one storey erections to alleviate this somewhat drastic provision. When the street is actually widened and the land bought, the one storey temporary structures will be removed and compensation made to the owners for the loss. The actual wording of the By-law in this connection is as follows:—

The building line shall be fifty feet from the centre line of the street measured at right angles thereto; provided, however, that a building or portion of a building other than a dwelling and not exceeding one storey nor 16 feet in height may be erected along any portion of said streets which is in a Commercial, Light Industrial or Heavy Industrial District at a lesser distance from the street than said building line but not, however, at less than 40 feet from the centre of the street.

The height and location of institutions and other public buildings in residential areas is frequently a matter allowing for differences of opinion. In Point Grey it has been decided as follows:—

The location is governed by an appeal to the Board of Appeal.

By any person or any officer or department of the Municipality desiring to erect, construct, locate, alter, reconstruct, repair, maintain, or carry on a hospital, isolation hospital, cemetery, aeroplane landing field, community centre, riding or driving school, an institution of an educational, philanthropic or charitable nature or a public utility in a district from which it is prohibited by this by-law.

(To be concluded in next issue)