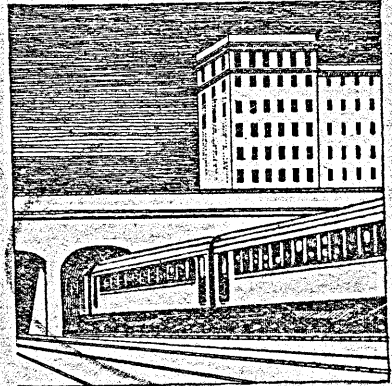
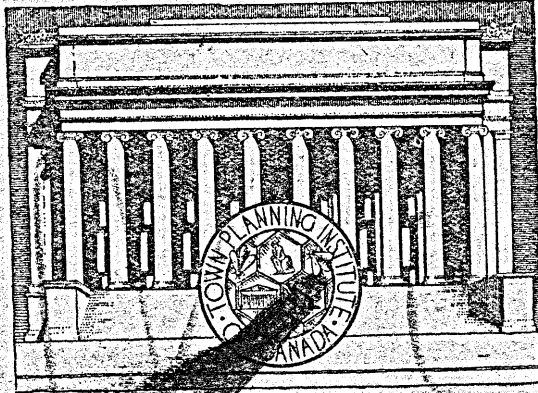


*Vancouver Town Planning  
Commission*

# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

FEBRUARY 1928

VOLUME VII.

NO. 1

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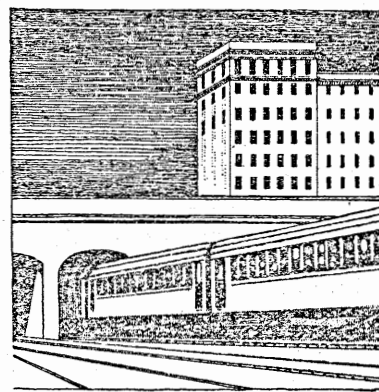
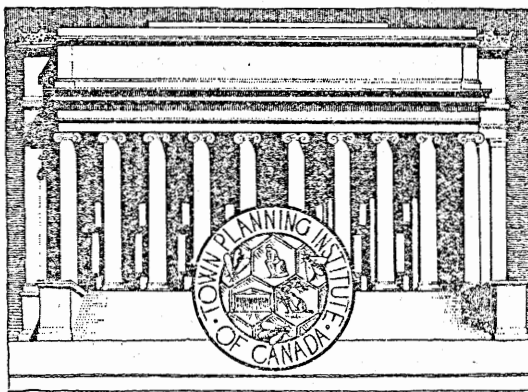
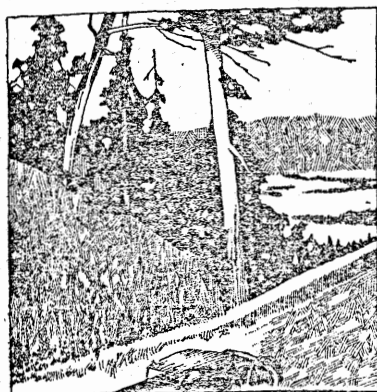
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TOWN PLANNING COMMISSION FOR TORONTO  
PROGRESS REPORT FROM VANCOUVER

WHY NOT INSULATE YOUR HOME ?

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Editorial Committee:—Noulau 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.*

### NEWS AND NOTES

#### VANCOUVER BRANCH ANNUAL MEETING

The annual meeting of the Vancouver Branch of the Institute held on December 8, showed a local membership of 70, with an addition of 27 members during the year. This is remarkable testimony both to the inherent social value and significance of the town planning argument as well as to the energy and public spirit of the Vancouver Group. Most of the members are technical and business men with technical society affiliations demanding support both in membership subscriptions, time and service. These members have resisted the perfectly reasonable argument that they have no time or money for the support of more society affiliations under the conviction that the town planning cause is destined to be a powerful factor in promoting public welfare and local and national prosperity in Canada and have thrown in their lot with the undaunted group of town planning enthusiasts in Vancouver and vicinity who have transformed an unfamiliar and untraditional philosophy of town building into an established

practice of which the whole Dominion is taking note.

The Branch, for the time being, has lost its Chairman, Mr. J. Alex. Walker, who has borne a great part of the burden of the Branch since its inception some five years ago, often in indifferent health and at personal business loss; but the supply of efficient officers by this time is more extensive and the new executive are men of ripe experience in town planning philosophy and technique. Mr. W. H. Powell, the new Chairman, one of the first of the Vancouver group to interest himself in the subject, is engineer for the Vancouver Water Board; Mr. W. B. Young is assistant city engineer; Mr. J. A. Paton, as Reeve of the municipality of Point Grey has led the town planning movement in that municipality to its present advanced stage of progress with fine intelligence and energy and Mr. D. W. Johnson is engineer for the municipality of Burnaby, which is practically a suburb of Vancouver. Mr. George F. Fountain, of the City Hall engineering staff, who worked untiringly for the success of the Vancouver convention last May and has

carried the secretarial task so well throughout the year, happily remains as secretary-treasurer for the present year.

The splendid co-operation of the engineers and surveyors of the Vancouver region, as well as of the real estate brotherhood, has been a notable feature in the history of town planning in Greater Vancouver.

The guests of the meeting were Dr. F. C. Bell, Superintendent of the General Hospital, Mr. J. P. Nicholls, of the real estate firm Macauley, Nicholls and Maitland, and Mr. R. P. Pettipiece, representing the Labor organization.

Dr. Bell spoke briefly, emphasizing the necessity of fresh air, adequate sunlight and recreation when considering any town planning scheme. He pointed out that the ancient cities such as Rome and Athens had town plans in the days of their prime, which have remained, in part, to this day as examples of beauty in town planning. But from a health point of view and judged from modern standards they were atrocious death traps. He told how the hospitals of this country were trying to keep pace with the rapidly growing cities and predicted that the cities of the future would have one central hospital serving the whole community with subsidiary casualty clearing wards distributed throughout the city. Following Dr. Bell, Mr. J. P. Nicholls stated that a few years ago the real estate men were antagonistic to town planning but now were heartily in favor of the movement as they had found that town planning was an assistance, rather than a detriment to their profession, since it helped to stabilize land values and increased the pride of the citizens in their community. Mr. R. P. Pettipiece also spoke briefly, making a strong plea for more consideration for the working men, who were the basic factor to be considered in the life and well-being of the community.

Professor Frank Buck, who was in the Chair, in reply to Mr. Pettipiece, pointed out the sociological aspect of scientific planning and the specific aim of town planning to improve the general well-being of the whole community.

An important part of the meeting was a discussion of a considered statement, prepared by Mr. A. G. Smith and Mr. H. L. Seymour, on the heights of buildings for Vancouver.

This question is of such vital interest in its general aspects to all the cities of Canada, and the treatment of the question by Messrs. Smith and Seymour is so fair and comprehensive that we have reproduced the document in extenso on another page.

There is no doubt that the glory of high buildings is rapidly fading and that the main attack is coming from the unexpected quarter of profit and loss. Once let the principle be established that they do not "pay"—and this view has many exponents among men who have a right to an audience—then the other, ethical and aesthetic arguments—that they are an infliction and imposition on the community, in that they magnify the civic expenditure, devalue other property and rob their neighbors of sunlight and air and are often an offense against architectural amen-

ity—may command wider attention from the civic authorities.

There are signs also that the question of design in tall buildings will be tackled in Vancouver, sooner or later. A high authority has said that 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." The International Federation of Town Planning is accumulating data for the formation of a policy on this problem. The ugly flanks of some tall buildings in New York and Montreal are among the ugliest things in those cities. The city of Ottawa is asking the Provincial Legislature for power to exercise some architectural control over the design of the new buildings that will occupy the new Elgin street, and this on the expressed wish of the Prime Minister of the Dominion.

It is a pleasure to say that the Vancouver Branch has become an active and respected agency for the creation and dissemination of progressive ideas in town building nowhere equalled in Canada except perhaps by the City Improvement League of Montreal.

We need a Local Branch of the Institute in every city in Canada. Five or six years ago the founders and leaders of the Vancouver Branch were depressed by its weakness and impotence. Today they find scarcely a closed door against them when improved legislation is needed to carry on a work that has won universal respect.

It is gratifying to hear that a Branch of the Institute has been formed in Winnipeg. We should be glad to hear of similar efforts in Victoria, Regina, Edmonton, Calgary, Saskatoon, London, Hamilton, St. John and other cities where town planning activity is taking on new energy and interest. It is manifest that a Branch of the Institute has a stronger appeal to civic and provincial authorities than any general group, since its members are technical students of town planning and often occupy positions of responsibility that command the respect of their rulers.

#### TOWN PLANNING ASPECTS OF THE DOMINION LAND SURVEYORS' CONVENTION

The Association of Dominion Land Surveyors has been considering for some time how they could most effectively co-operate with the Town Planning Institute in strengthening the appeal of the town planning argument to civic and provincial authorities for the adoption of more modern and scientific methods in the building and shaping of towns and cities.

The town planning members of the Surveyors' Association and the members of the Institute who have read the excellent Press reports of the Surveyors' Annual Convention held in Ottawa at the beginning of February must have been much gratified by the finely co-operative attitude of the surveyors in relation to the Institute work.



The surveyors passed a resolution at the close of their conference expressing their desire to assist in the advancement of the town planning cause in every possible way. They endorsed a proposal that the Association should register two membership applications for president and secretary, and should consider the practicability of drawing up a circular recommendation to all the mayors of Canadian cities advising the adoption of a town planning policy.

Mr. J. D. Craig, Director General of Surveys, announced that the Federal Town Planning office had been transferred from the Canadian National Parks branch to the Surveys Bureau and said that he hoped, through the cooperation of related technical services under the Bureau, to build up a much wider and more effective organization than had been possible in the past. He pointed out that at present we must depend on United States publications for the educational advancement of the town planning cause in Canada much more than was necessary and that the time had come to develop an educational literature of our own under Government auspices.

The value to the town planning cause of this natural co-operation between the Surveyors' Association and the Institute was manifest immediately in the attention of the Canadian Press to the transactions of the conference. The text of the chairman's report of the Town Planning committee was broadcast over the Dominion almost verbatim and the substance of Mr. Cauchon's address on "The Legislative Aspects of Town Planning," was admirably summarized by the Canadian Press. This means that town planning is accumulating news value in Canada as it has done in other countries, and it means also that the work of Mr. Norrish, as press agent for the conference was admirably done.

If we specialize on the town planning features of the Surveyors' convention it will be understood that this is our job and that we are anxious to inform our members that a powerful auxiliary has come to our aid and is willing to give sympathetic and intelligent assistance to our cause.

We reproduce the Canadian Press dispatch of Mr. Carl Engler's excellent report as something new and significant in general Press publicity of the town planning argument. It will help materially to strengthen the claim set forth in the December number of *Town Planning* that public Opinion has "arrived" with its magic endorsement of the Town Planning cause. Mr. Cauchon's address is reproduced on another page.

#### DECLARE CANADA BACKWARD IN TOWN PLANNING SCHEMES

Report made to Surveyors' Convention in Session at Ottawa. Vancouver an exception. Much being done in Pacific Coast City. Whole Dominion urged to take up idea. By Canadian Press.

Ottawa, February 1.—There is really a remarkable awakening to the significance and value of town planning throughout Canada, even though the movement is not yet commensurate

in its scope with that of other countries, said Carl Engler, D.L.S., in concluding the report of the town planning committee presented at the annual convention of Dominion Land Surveyors which opened here today.

No sensible man, said Mr. Engler, is now asking whether town planning is a fad. The movement has justified itself in all directions and is accepted throughout the world, as is shown by the fact that each year representatives from about 40 nations are gathering in international and regional planning conferences. It seems to have passed the experimental stage and to have become an established and expanding practice in all civilized countries.

The report of the committee draws attention particularly to the present status of town planning in Great Britain and the United States. It is surely significant, it is stated, that a leading country like Great Britain has come to regard town planning as a health measure comparable to universal sanitation, and has established obligatory town planning on all towns of 20,000 population and over and has now nearly 600 towns under planning law, with 52 regional plans in course of development, comprising vast aggregations of cities, towns and rural areas, and that the United States has also about the same number of towns under planning law, with about 20 regional plans in preparation.

While Canada is indeed making some progress it is significant of our backwardness on this side of the line, said Mr. Engler, that the Niagara frontier regional planning project, now comprising about 65 municipalities on the American side of the river, had its origin in the suggestions of Canadian planners. The Americans caught on to the idea and established an organization to realize it. In Canada, he said, it was scoffed at by municipal authorities as both visionary and impossible.

The amazing progress of town planning in the United States is attributed to a central or federal government town planning agency which assists the movement in every possible way, especially by the periodical issue of zoning primers, model enabling acts and other literature. Canada also established a central educational agency in the Federal Town Planning Office, founded in 1915, with a town planning adviser and staff, including two engineers and two architects. It has not functioned in vain, states the report, but with the disruption of the commission of conservation, to which it was attached, its staff was largely disbanded and its activities severely limited.

The most striking evidences of results in Canada of educational effort is the fact that all the provinces, with the exception of Quebec (which

(Continued on page 27)

# THE LEGISLATIVE ASPECTS OF TOWN PLANNING IN CANADA

By Noulan Cauchon

Technical Adviser to the City of Ottawa.

Address to the Dominion Land Surveyors, Feb. 2, 1928

I am sensible of the honour conferred upon me by your Association of Dominion Land Surveyors in inviting me to speak at your Annual Convention on the Legislative Aspects of Town Planning in Canada.

The subject will involve some reference to the history of the Town Planning movement in Canada and elsewhere; the difficulties we have encountered in the promotional work of Town Planning in Canada; some review of what has been accomplished; some judgment of what is lacking in legislative assistance to bring the Canadian movement into line with the progress in other countries, and, by invitation of your Executive, some suggestions as to what your Association can do to help forward the movement, first in Ottawa and then throughout the Dominion.

It would be waste of my time and yours unless I dealt fearlessly and honestly with the subject. I do not doubt my critical courage. What I am afraid of is that I may not do full justice to much quiet work that is being done in many places that is not of the spectacular order or fail to appreciate efforts that have met with little success owing to official indifference and inertia.

Some of the obvious fruit of nearly twenty years of promotional and educational Town Planning work in Canada is the fact that all the Provinces of Canada, with the exception of Quebec (and that exception we expect will be removed very shortly) have Town Planning Acts upon their statute books. This fact would seem to indicate that considerable progress has been made. Certainly these results were not achieved without a great deal of work—and that largely voluntary work—on the part of the town planners of Canada and that valuable wing of our movement which claims no technical knowledge of the subject but is moved by the sociological aspect of the problem and earnestly desires, in the interest of public health and welfare, to bring better order, efficiency and beauty into the building of our towns. Town Planning is the technique of sociology, but it is not merely and solely a technical problem. At the base of it is a passionate sociology demanding a better and richer life, not for five per cent of the community only but for one hundred per cent.

You will understand that Town Planning legislation is the prerogative—we hope that in the future it will be regarded as the duty—of provincial governments. The Federal Government can deal with its own lands and buildings and by special Act of Parliament can commission such town planning work as is being performed by the newly-appointed Federal District Commission. The Federal Government can also do much for Town Planning by maintaining an

educational agency to popularize the subject and make its argument intelligible to the people. But Town Planning Acts, enabling or obligatory, are passed by provincial governments.

As I have said, practically all the provinces of the Dominion have Town Planning Acts on their statute books and this fact would seem to indicate considerable progress. But the "passing" of these Acts, in some cases, may be read in a double sense. They were born to die and since their passing they have been dead as Queen Anne. Nobody, apparently, officially concerned with their passing knew anything about the subject and they did not see that the import of the Acts was so socially revolutionary (in a socially philosophical sense) that trained staffs were necessary to make the Acts popular with and intelligible to the people, and especially to the civic officials concerned. Our American neighbours know better and do better than this. Whenever a State Town Planning Act is passed the first thing they do is to appoint a trained staff to make the Act popular and workable. They know that they are dealing, not simply with a legal document, but with a delicate question of human psychology. So drastic a change in the method of dealing with the disposition of land and buildings, private and public, is bound to meet with opposition from the man who has no social sense and believes in the exploded doctrine—suitable to the backwoods but not to community life—that every landowner has a divine right to do as he likes with his land irrespective of the good of the community.

The utility or futility of Town Planning Acts depends upon what two sets of men are thinking about it—the men who pass the acts and the men who may or may not accept them. If the men who pass the acts know little or nothing about the subject and do not care to be bothered with studying it and do not see the need of appointing men to carry it out who both know and care something about the subject then the social importance of the act may never dawn upon that other set of men who have the power to make the act workable. The act may then remain a dead letter on the statute book. This is what has happened in regard to most of our provincial Town Planning Acts in Canada. To state the matter simply, our failure to advance Town Planning in Canada commensurate with the progress in other countries is largely due to the indisposition of provincial governments to appoint competent staffs to make the acts intelligible and acceptable to our people. Our American friends have studied the psychology of the subject. They know that the educational impulse must come from the centre and as soon as an act is passed they appoint their staff of specialists and by marvellous publicity methods let the people know why they

have passed the act, what it means and how socially beneficial it may be.

Even the provincial government of British Columbia, which passed a Town Planning Act in 1925 containing many excellent features not present in other provincial Acts, made it clear to the promoters that the act must cost the government nothing at all. The British Columbia Act is working at Vancouver because there was a group of men who believed in its social necessity and were students of the subject—the Local Branch of the Town Planning Institute. They saw that although the act was not all that they wished it to be and no executive had been appointed to press its value upon the city councils, if they themselves could persuade the City Council of Vancouver to adopt it, it would have the obligation of law upon all areas within the city limits, that is, if they could also persuade the city council to appoint competent planners to create a plan. They succeeded in both their objects. Vancouver set aside an appropriation of \$40,000 for a three years planning programme; appointed a firm of experienced planners—an American firm, as it happened, to prepare a comprehensive plan for Vancouver and environs. When the plan is finished builders will be informed that certain buildings can be erected in certain places and not in others. There will be some kicking for a time from unreasonable men but as soon as they get used to more orderly method with the law behind it they will accept the new conditions as they have done in the case of sanitation. Sanitation is established in every town according to law. It was not always so and is not so now in certain famous oriental towns that are beautiful without and filthy within. Nobody now kicks against sanitation because even a selfish fool knows that it is a necessity of health and that when disease breaks out it spares neither rich nor poor. The justification of Town Planning law is the same. It has been stated frankly by our Dominion Premier in his book "Industry and Humanity:"

Town planning and rural planning and development (says Mr. King) were almost unthought of a generation ago. To-day they are subjects of scientific study and compel the recognition of Governments. It is to be hoped that ere long public opinion will no more tolerate the slum and the overcrowded tenement than it would tolerate plagues such as were prevalent a generation ago. Private rights cease when they become public wrongs. Is not this the principle underlying law and order in all civilized communities? It cannot be contended that what is matter of grave concern to the public is a matter of exclusive concern to private parties. The old laissez faire attitude of non-interference with personal rights and private property was based on the selfish interest of the privileged few. This attitude is supported by the 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.

But while the British Columbia Town Planning

Act is working in Vancouver and the surrounding municipalities, where men are thinking Town Planning, for the other towns of the province it may prove to be something less than a mere recommendation, in the absence of any educational organization at the centre to explain the act. You will see that a permissive or enabling act, without an educational staff behind it, may do nothing to answer the question whether a community shall be everlastingly at the mercy of a non-progressive city council.

It was this difficulty that influenced the British Government in making their Act obligatory on all towns of 20,000 population and over. This was a compromise, since the town planners knew that if town planning began with the beginning of the town vast problems of future waste, destruction of buildings and costly confusion would be avoided. But they knew they were up against the indisposition of groups of men to be forced to do anything, even in the interests of public health and welfare. They did not therefore leave the matter as a cold document of compulsion. They appointed a staff of experts to go among the towns and cities and explain to the local authorities the meaning, benefit and justification of the act. These men showed that nothing but the compulsion of law could move certain persons to do the right and reasonable thing as members of the social organism. Not so long ago there was a large sign about fifteen feet long in Bank street, over some of the most disreputable property in the city, bearing the warning "The wages of sin is death." We commented upon it in our Journal and it has been removed. We suggested that anybody who would maintain such property in one of the main streets of the Capital city deserved not only death but annihilation.

The British authorities prevailed because they appointed a staff of trained men to make their act intelligible and persuasive. They laid the obligation of planning their unbuilt areas on towns of 20,000 population and over, but the number of towns that have adopted town planning without legal obligation is now just about the same as those under compulsion.

Building upon British experience and to a large extent educated by their literature, New Zealand considered its constituents ready for an obligatory act and has recently passed such an act into law, so that henceforth all towns in New Zealand of 1,000 population and over are compelled by law to prepare and issue plans for their future development, which must contain zoning provisions and adequate areas for recreation and the proper diffusion of light and air.

You will see now that I am in the middle of a discussion on whether an obligatory or an enabling act is the wiser proceeding. This is at present a very lively question in Canada. Saskatchewan passed an obligatory act, after the English model and for some years we expected much from it and pronounced it the wisest act in the world. But when so little came of it and the date of compulsion had to be postponed time after time, as in England, and when obviously there was neither an informed public to work upon

nor an adequate provincial staff appointed to make it persuasive and workable we became less sure of its success. Apparently the local councils would not obey the law and the provincial government balked at the task of compelling them to do so and would not bear the expense of persuading them to do so. The two successive directors of Town Planning in Saskatchewan have done what they could and have been distinctly educative forces during the last decade, but it is clear that they have never been supplied with staffs that would have made extensive lecturing and dissemination of literature—so necessary both to the working of an obligatory and an enabling act—possible and practicable. Manitoba also appointed a Town Planning Director to help on its enabling act, but the difficulties and obstacles in his way were so discouraging, and the official inertia so paralyzing that he threw up the position in despair and left the country.

You will see therefore that the question of obligation or permission in provincial acts is at present an open question in Canada. It may well receive your attention in any subsequent discussion on this paper. A priori it would seem that an obligatory act would be the quicker way to get town planning practice, on the assumption that all men will obey the law. But all men will not obey the law unless they think it reasonable. It is possible that an obligatory act in Ontario, with a powerful staff of experts behind it such as the Americans create, would work at the present time, since so many more men are thinking town planning than ten years ago. Certainly permissive acts, such as those in New Brunswick, Nova Scotia, Alberta, Prince Edward Island, Manitoba and Ontario, unsupported by competent staffs, cannot be said to have been such great successes that we must all shout for them. The American planners believe in an enabling act, but they don't believe in leaving it a dead letter on their statute books. As soon as the act is passed the state appoints a trained executive. These men at once prepare literature and scatter it among the towns, visit the recalcitrant towns and argue with their officers. The results are seen in the 600 towns now under planning law and the twenty regional plans in course of development. There should be a hundred new positions for work of this kind now opened in the Dominion for town planning surveyors, town planning engineers and town planning architects, not to mention a small army of sociologically trained writers of town planning experience. The question of obligation or permission in the acts would scarcely be important if the right men could be set to work to popularize the acts.

It would be too long a task for me to enter into a detailed criticism of the various provincial town planning acts. Most of them require re-shaping and bringing up to date. The Ontario Planning and Development Act is the worst of the lot. It is quite obsolete and so useless that we have to find what town planning powers we have in half a dozen other acts and

this involves such arduous study that none but the most determined enthusiast will take the trouble to worry out the law. If you can help us to bring some more pressure to bear upon the Ontario Government to have the town planning powers of Ontario recodified and brought under one simple, up-to-date Town Planning Act you will be doing great service both to us and to this province. A resolution of this kind from your Conference might be very influential. For the last six or seven years we have appealed in vain. Our towns are befogged and bewildered when they try to initiate Town Planning in Ontario. Recently we have had a most absurd setback by the removal of the word "location" from the section of the Municipal Law which gives us zoning powers. This, for the present, has paralysed town planning in Ontario. I have the provincial Premier's promise that the word will be restored during the coming session. What we need, however, is a new Act, such as I have described.

Through Town Planning of a certain kind has been carried on at all times the modern movement in its Anglo-Saxon reaches, began with the passing of the British Town Planning Act in 1909. I have already said that this is obligatory on all towns of 20,000 population and over. The British people, however, by this time had had a course of intensive education and Garden Cities and suburbs had been built which supplied object lessons of the finest kinds. For some time the obligatory law would not work and the date of obligation was postponed several times. Eventually it was accepted cheerfully and now there are 600 towns under planning law—half of them under obligation and half of them voluntary. There are also fifty-two regional plans—comprising, in some cases, from fifty to a hundred local authorities. The United States first caught on to the aesthetic side of the movement, which is sound enough until it is sentimentalized into the City Beautiful, when it may become pigeon-holed for aldermanic post-prandial orations. This phase became rather silly but soon faded before a business and scientific programme of city planning and now the United States has 600 towns under planning law and twenty regional plans in course of development. We Canadian planners first suggested a joint regional plan for both sides of the Niagara frontier. The American municipal authorities caught on to the idea and are now busy with a regional plan covering about sixty local authorities. The Canadian municipal authorities scoffed at the idea and are now watching their neighbors shaping a great social and business project which they declared visionary and impossible. You will have heard something of the Regional Plan of New York and Environs, which includes an area of 5,228 square miles and a population of 9,000,000 people and of the German Ruhr Regional Plan, which covers 1,500 square miles and 4,000,000 population. Of great planning projects in the United States, Europe, Asia, South America, and Australia I have no time for detailed mention.



In Canada the first province to pass a Town Planning Act was New Brunswick, in 1912. Nova Scotia followed, Alberta, Prince Edward Island, but in these provinces no staffs were appointed to make the acts intelligible and workable and they have been practically useless. There are signs of an awakening in Alberta, since the recent declaration of the Albertan premier in its favour. Edmonton is in the early stages of forming Town Planning committees and associations but it is still too early to judge whether these movements will bear fruit. The municipalities of St. James, Fort Garry and Tuxedo, in the Winnipeg region, probably tired of waiting for a Greater Winnipeg plan, are taking independent action; though nothing should be so clear as that the whole region should be treated as a whole. In the City of Winnipeg, where the first Canadian Town Planning Congress was held, much valuable and voluntary work has gone to waste during the last fifteen years. The Memorial Boulevard, however, has been partly constructed, as though Providence had insisted that some object lesson should be established to show what might be done by a well-supported Town Planning Commission. Nobody feels more the failure of town planning in Winnipeg than those who have toiled so unselfishly for its success. There is now, however, a determined revival of activity, in which the city council and the board of trade are taking positive parts. A Town Planning Commission, and not a mere committee of the City Council is needed, and a Commission with power to appoint a group of trained men to develop a Regional Plan for greater Winnipeg. It looks at present as though such necessary steps to place town planning on a scientific basis in Winnipeg will be taken. A Branch of the Town Planning Institute has just been formed. Calgary had had an elaborate plan in its archives for about ten years and appears now disposed to shake the dust from it and ask what it is all about. Regina has had its groups of enthusiasts who have suffered the ups and downs of hope deferred but have at last secured the passing of a town planning by-law, including a zoning plan, and the appointment of an excellent Town Planning Board.

The Vancouver situation is the bright spot in Canadian planning and has been a vastly educative force all over the western area. The planning of the University Endowment Lands is a magnificent project that will bear comparison with any planning scheme in any part of the world. A large area of 2,700 acres, on the glorious headland of Point Grey, is being shaped for residential uses from absolutely virgin territory. It is becoming a thrilling object lesson in town planning for the whole Dominion. It is a remarkable illustration of the main plea of this address, in that something like perfect cooperation between enlightened government authorities and technical men for the carrying out of a great social project has been established.

If the Director of Town Planning for Saskatchewan is present I could wish that he be called upon to

explain the situation in that province, since he must know more about it than I do. I understand, however, that under the guidance of the late Mr. Begg and the present director, Mr. Stewart Young, good work is steadily being done, if not of a spectacular nature still of a very valuable and sensible kind. The present number of the Public Service Monthly tells of 18 possible new townsites visited by the director during the year. It must be clear to you that if a convinced town planner can have the final "say" in such important undertakings as the founding of new towns there is ample justification for the existence of a Provincial Town Planning Act, and the existence of a trained staff to carry out its provisions.

The situation in Quebec is full of exciting promise. There is every possibility of a Provincial Act that will be more comprehensive and radical than anything yet known in Canada. You will have seen the announcement that in case the town planning debentures proposal of \$30,000,000 is approved not one penny of it will be spent until a comprehensive plan for Montreal has been created. I should like to take time to tell you of all the work done to this end during the last ten years by the City Improvement League of Montreal, but that is not practicable. If we can get a few cities such as Vancouver and Montreal really absorbed in actual town planning then Toronto, Winnipeg and other large centres of civilization must follow suit. This is the story in the United States and everywhere. The City of Quebec is forming a Town Planning Commission with a view to a comprehensive plan of the ancient Capital that will preserve its historic treasures and make room for modern development on sensible and scientific lines. As our Editor has said, the worst of city councils is that they are inclined to confuse time and eternity. But I think the Quebec Town Planning Commission will be formed and that there is much too much public interest behind the demand for town planning in Quebec city to permit the usual ten years interval of talk. The majority of the Commission of five members will be supplied by the provincial government and doubtless this signifies that if the city council show reasonable activity the provincial government will take an important part in financing the project. The Federal Government have promised to bear 40% of the expense of preserving the citadel and the walls of Quebec and I am urging that this work should be placed under the Town Planning Commission.

The Ottawa situation is a little complicated and I am not sure that I can make it intelligible to you. Ottawa was the first city in Canada to appoint a technical staff for town planning purposes. It was the intention then to experiment in zoning, and a zoning by-law, involving years of study and work, has been before the city council for some time. It has not yet been passed by the city council. The present difficulty is due to some tampering with provincial law which has removed the word "location" from the act and has thus paralysed town planning for the province of Ontario. Throughout these years,



however, we have been preparing plans for various projects and have been enabled to round many traffic corners to facilitate traffic and reduce the possibilities of accidents.

The Ottawa Improvement Commission has been given extended powers and has been transformed into the Federal District Commission, with an appropriation of \$250,000 for a period of sixteen years. The boulevarding that has already been carried out will be known to you and something of the plans for the future in the same direction. The Premier announced in Parliament last April that a comprehensive plan for Ottawa and District was in contemplation but that it did not seem in the general interest to make it public. The physical improvement of Connaught Square now being carried out and the plans for the transformation of Elgin street have been advocated for sixteen years and must be known to you. In our view, what is needed for Ottawa is a Regional Plan for Ottawa and District, which will embody a zoning scheme for the whole region and exercise supervision over the whole area, including those areas at present outside the city limits which are breeding problems of unorganized development for which the city will have sooner or later to pay tremendous improvement costs. Washington has already taken steps to prevent further devastation of its suburban areas, beyond the reaches of the L'Enfant Plan, and to redeem such areas, so far as possible, from the unorganized development of the past.

I am conscious of the superficiality of this survey, but time will permit no more. I have touched on the legislative aspects of the subject and some of the difficulties we have encountered and that still face us, of what has been accomplished and the history of the movement. I could have said much more on the difficulties in the way. Our national history has been so largely made up of individual enterprise that we are learning with difficulty the tremendous value of organized and scientific cooperation. We have scarcely yet conceived of the community as a social organism dependent for its success and efficiency on scientific law to which all of us should subscribe. We are too apt to think of the community as an aggregation of individuals all pursuing private ends. Consequently we find it difficult to get men to understand that by sacrificing some fraction of their liberty they may win a larger liberty both for themselves and for the community. It is not much for a man to sacrifice his liberty to drive his car on both sides of the street. By doing so he expands his prospect of life very considerably besides escaping the dungeon of the homicide.

I am invited to suggest what the Association of the Dominion Land Surveyors can do to help on the cause of Town Planning in Canada. It is not an easy task. You are rather a proud organization, with a long line of honourable tradition behind you and some of you may not realize to what extent the Town Planning concept is modifying the habits and outlook of engineers, surveyors, architects and land-

scape architects in bringing these professions into a new synthesis with a sociological base, called Town Planning. I have met with opposition from technical men on the ground that "We are all doing town planning and always have been doing town planning." An engineer has shown me an excellent plan for a sewer and an architect has shown me a fine and beautiful house, and they have asked: "Is not that town planning?" My answer is that it all depends upon its relation to the rest of the town. There is a philosophy of relativity in relation to the building of a town as well as in the physics of time and space. Town Planning studies the whole social organism and the needs for its future and is not content with bits of good work here and there, while other bits and larger bits are entirely neglected. The present town planning has been compared to the execution of a picture by fifty artists each taking a square inch of canvass while no one studied the composition as a whole. In thousands of towns and cities on the European continent, and in the United States, the work of the surveyor, the engineer and the architect has been transformed and energized by the advent of town planning. There has been added to the excellence of technique the technique of sociology. Trained men who deserved something better than the routine of taking orders quietly, usually from men who knew little of their work, have been given the fascinating responsibility of planning for wider social uses, for larger utility and beauty and have found their profession transformed by contact with new sociological ideas.

I say, therefore, that our cause is your cause, since town planning is destined to expand your work, for once order and beauty are exemplified even the most stupid and selfish citizen is attracted and calls for more. There is a significant cartoon in the current number of *The American City*. In one picture a number of wild men are yelling to have their town "placed on the map," while in the other a number of serious town planners are studying how to have their map placed on the town. Hundreds of small towns are stagnating and dying for the need of such a group of men planning not merely for the physical needs of the community, but also for their intellectual and recreational needs. This would mean new calls upon the profession in which you are engaged. The only scientific organization in Canada that is taking this broad sociological view is the Town Planning Institute, and I could give you abundant testimony, if time permitted, to the success of its work, in spite of much distressing discouragement.

1. If, then, personally and individually, you can see your way to join the brotherhood of the Town Planning Institute of Canada, you will be giving added strength and power to the only professional agency for town planning in Canada and you will be adding to your own equipment for professional and national service.

2. If you cannot do this to any large extent you could come to our aid by supporting the main conten-

tion of this address that town planning will never make progress in Canada commensurate with other countries, until the work is staffed, federally and provincially, with trained and competent men to carry on extensive educational work from the centre and make provincial acts workable and intelligible to the people. This is regarded as indispensable wherever town planning is making sensible advance. The Town Planning Institute is memorializing the Dominion Government to reconstruct the Federal Town Planning office by the extension of its staff, which was largely disbanded some years ago. In the United States and Britain the Federal educational agencies have been growing in strength and efficiency, while our own has been weakened and impoverished. We should be glad to put our memorials at the service of any committee you may have or may appoint to study the data.

Then your provincial Branches might very well appoint committees for special study of provincial Town Planning Acts and might bring pressure upon provincial governments to bring the acts up to date and appoint competent officers to bring them into public notice and to make them workable.

3. We should also be glad to place the data before you to show that the Ontario Town Planning legislation is lamentably defective and is a decade behind the legislation of the neighbouring State of New York. Your sympathetic and powerful support to our demand that the act should be revised, modernized and consolidated would be greatly appreciated.

4. The Capital City has special claims upon your organization, whatever be the locus of your individual members. You will realize that the absence of a zoning by-law in the Capital City is a great disability. The time has come to put such bylaw into operation. You may be sure that the 1,200 towns and cities in Britain and the United States would not have passed zoning ordinances unless the logic of them had appealed not only to town planners and sociologists but also to business men tired of the anarchy of unzoned cities, the depreciated property values and the injustices to home-makers consequent on jumble building. Recent muddles in the Sandy Hill district of Ottawa must have convinced you of the need of a zoning bylaw. We should like you to join with us in urging the Ottawa City Council to bring some zoning ordinance into law. This would not commit you to the approval of any particular scheme of zoning but merely to the principle of more orderly development, with the law behind it.

5. We should like you to join us in creating the demand for adequate instruction in the science, art and philosophy of Town Planning in the universities of Canada, in which matter we are much behind other countries. The University of Liverpool has had a Department of Civic Design for the last twenty years and for many years has issued a valuable quarterly called *The Town Planning Review*. The University of London has a similar department and the American universities are rapidly extending this practice. For

nearly a decade we have been urging this course upon our universities. A certain amount of casual lecturing on town planning, mostly by voluntary service, has taken place, but this does not meet the need of systematic and technical training in the art and science of town planning. The answer usually given by university authorities is that there is no appropriation, but appropriations are found for most university subjects when there is sufficient demand for them. Our students of town planning will have to go to other and foreign universities for their instruction if they cannot get it at home. I have done some lecturing at the universities myself. At Toronto one of the keenest students put this poser to me: It is true that we have not any systematic instruction in town planning at the universities. But suppose we had. Would it be worth our while to go in for it with a view to life work? What sign is there that the town and cities would give us work to do? All I could say was that we are at the beginning of the movement and cause and effect are often difficult to separate. If the universities showed more sensibility to the importance of the work and supplied instruction the towns and cities would catch on to the idea much more quickly than they are doing. On the other hand, if the towns and cities recognized the need for town planning specialists the universities might show more enterprise in supplying the need.

If you find that in all these matters there is sufficient unanimity among your members and sufficient sympathy with our endeavours I would urge you to give us your powerful support as early as possible; if possible before this conference closes. If that is not possible I would ask you to appoint a special committee to go over these subjects and consider the data we can place at your disposal, with a view to formulating for your next conference considered resolutions that will show to all Government authorities that you are thoroughly convinced of the need of speeding up the Town Planning movement in Canada. Joint conferences for committee purposes could be arranged, if not for larger conventions.

In conclusion, gentlemen, I ask you to believe that a man who has worked for twenty years for a public cause like Town Planning, and during that time has seen it spread all over the world like a new spring-time, cannot listen patiently any longer to men who ask whether town planning is a fad and a frill. In other countries it is not only making towns more socially interesting—and you must remember that is a very potent word in the psychology of human impulse and energy—and enriching the lives of the people, but it is energizing those professions with which you are connected as never was known before in the history of the world. Your profession and the allied professions of engineering, architecture and landscape architecture are the scientific bases of the new social science of town planning. In Britain, America and other countries there are now thousands of town planners, whose town planning knowledge and skill are superimposed upon their college train-

ing and experience in these other basic sciences. They have not set themselves in opposition to town planning as a fad and a frill, but have seen in it a new field, and a vastly interesting field, for their basic

equipment. Where hitherto they have been simply under orders to do certain jobs, now they are doing original work, interesting and fascinating because of the creative liberty involved.

## Planning and Building a Modern Industrial Town in Northern Quebec

### FORECASTING

In the October number of *Town Planning* we published a sketch plan by Mr. J. Alexander Walker, for a model village on the west coast of Vancouver Island, with accompanying descriptions of the purposes of the plan and the social and artistic principles involved.

Through no fault of the planner and to his great disappointment, the project failed to materialize, but the ideas involved, as compared with the crude beginnings of the fortuitous and often desperately ugly and socially inefficient industrial settlements scattered on the beautiful coast lines and riversides of British Columbia and other provinces, are so reasonable and appealing, both to social and business intelligence that the plan should stand in what Carlyle called, speaking of books, some "magic preservation," as an educational factor in the future planning of industrial settlements throughout the Dominion.

It might, for instance, stand in a British Columbia university gallery as an example of the valuable services that could be rendered in the universities of Canada by the adoption of theoretical and applied Town Planning as a university subject, properly financed and staffed by the university authorities.

A university gallery of Town Planning projects in every province, for which the artists had been paid as painters are paid for pictures, will doubtless be at the service of the next generation or perhaps of the younger members of the present generation. The Town Planning Director of the Province of Saskatchewan has examined, during the year, eighteen proposals for new towns. Perhaps within ten or twenty years every such proposal will become a study problem for the Town Planning Department of the University of Saskatchewan, which will commission its staff to prepare suitable plans; or possibly competitive plans will be invited from the town planners of Canada and the work of the Town Planning Faculty will be to adjudicate upon these plans, in cooperation with the provincial Director of Town Planning.

There is nothing visionary in this since Canberra, Paris and many other centres where town planning philosophy has been accepted, have already adopted such methods. It will be recognized that the planning of a town is not a mere business scheme for the benefit of real estate operators, but a social problem affecting profoundly the welfare of the people of Canada and the prosperity of the province and the nation. The mere advertising value of a well-planned town will be recognized by all concerned and the economic waste of a badly planned town will be seen to be a provincial and national calamity and will be sternly forbidden by the provincial authorities on the plain-

est economic grounds. The first towns to be properly planned will become famous throughout the Dominion and will not need to deface the countryside by Babbitt advertisements, and the first province to lead such a movement will be a magnet for settlers and immigrants to an extent not in the least yet realized by provincial authorities.

In the same number we described the town planning project at Powell River, British Columbia, which is actually in existence and where a great paper company have established their works and built up a social organism with as much solicitude and scientific care as they have put into their marvellous plant. (The chief mistake at Powell River is the excessive grade of its main street, which must be a danger channel for all time, unless it is replotted after the method of Point Grey).

### MILESTONES

The history of town planning is pretty much uniform in all countries. There is an educational period of shorter or longer duration according to the psychology of the people and their rulers, devoted to the assembly of facts and arguments showing the social damage of unregulated building and the need for the application of scientific principles to the building up of the social structure. There follow concrete illustrations of these principles, undertaken by men convinced of their soundness. These become object lessons, more eloquent and convincing than any written arguments can be.

At this point progress is reported. When a thing is done and done well, the arguments as to its impossibility fade away into the limbo of past follies and human vagaries. At this point the town planning movement takes on a new lease of life.

### THE NEW TOWN OF DOLBEAU

In this number we are glad to welcome the new town of Dolbeau, province of Quebec, which is already in existence to the extent of three hundred buildings, several stores, churches, schools, public buildings and public services and two thousand people, though its first dwelling was only erected in May, 1927.

The town of Dolbeau, located in the prosperous Lake St. John district, was incorporated in the spring of 1927 by an Act of the Quebec Legislature. This was made necessary through the construction of large pulp and paper mills by the Lake St. John Power and Paper Company.

The opportunity to apply modern town planning methods to the building of a new town was realized



by the Company and surveys were made of a large area of land located on two plateaus adjacent to the mill property. A plan for a model town was prepared and building regulations were adopted covering architecture, public health, traffic safety, sanitation and fire protection.

For the purpose of concentrating residences, business, and industries within their respective sections, the town is divided into zones, namely, A and B Residential, C Commercial and D, E and F Industrial.

Zone A is reserved for the better type of dwellings and more rigid regulations as to architecture, materials used, etc., are to be observed. This zone covers an area known as "Lower Town" due to its lower level of some twenty feet below "Upper Town." A part of Upper Town is also included in Zone A and borders the eastern side of the higher plateau which overlooks a low strip of land dividing the upper and lower sections of the town, where a park surrounding an artificial pond has been laid out.

The lower section of zone A has been reserved for Company staff dwellings, which have been harmoniously distributed according to type, size and color, giving a pleasing effect as they are seen from the parks and different avenues. There are five types of houses all equally attractive and planned to give the maximum of accommodation and comfort.

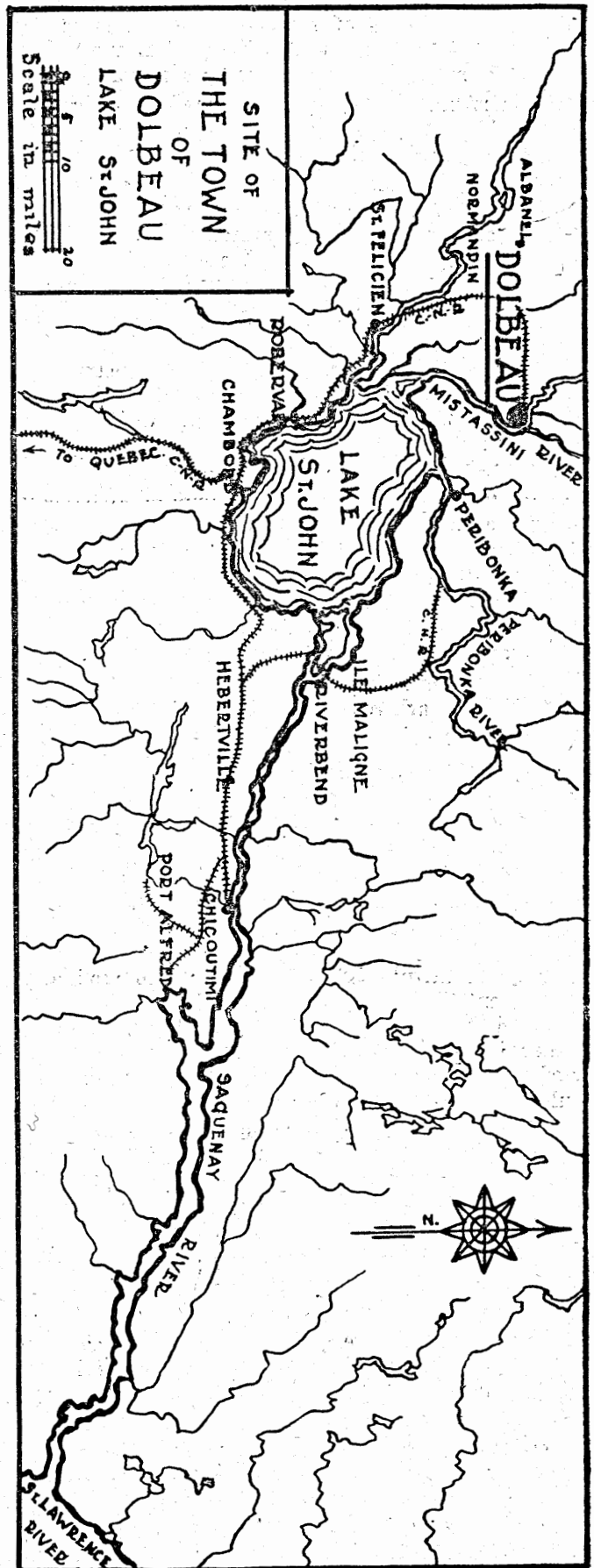
The Company staff house, "Dolbeau Inn," is located in this section. Its sober architectural lines, spacious lobby, large dining room, suites and rooms, interior finish, decorating and household furnishing, provoke the admiration of all visitors.

In the zone B section are built more modest houses, all conforming to pleasing exterior appearances and sanitary and practical interior construction. These do not involve any surplus expense but are the results provoke the admiration of all visitors.

Zone C contains the commercial section where all stores, offices, banks, public buildings, etc., are erected. The highway through this section is known as the Boulevard and is 86 feet in width, with a row of trees and plot of grass along the centre. All buildings along the Boulevard must be two storeys in height, with stores on the ground floor and dwellings and offices or warehouses on the first floor. These buildings are in close formation, a party fire wall being erected at every second building. A minimum of six feet is left between building and front property line.

Zone D, known as mill property, is occupied by the buildings and yards of the Lake St. John Power and Paper Company, and is located on the banks of the Mistassini river at the outlet of the Mistassibi river, which carries the pulp wood from the timber limits within reach of the mill conveyors.

Zones E and F have been arranged to accommodate all trades, industries, shops and yards. They are located adjacent and parallel to the railroad which encircles the town on its way downward from the railway station to the mill and is served by a siding on its full length. To accommodate this new industrial centre, the Canadian National Railways have extended



their rail a distance of some thirty miles from St. Felicien, making Dolbeau their new terminus where modern railroad buildings are being erected.

A wharf has been built to accommodate navigation on Lake St. John and a considerable amount of freight has been handled at this point.

Complete systems of street lighting, sewers and waterworks have been installed and are working very satisfactorily, each of these systems giving a total length of mains approximately five miles in length.

All avenues are 66 feet in width, with four-foot sidewalks and a four-foot grass plot between the curb and walk.

General building regulations govern construction of all buildings which must be erected at a minimum distance of lot line of 20 feet in zone A, 15 feet in zone B and 6 feet in zone C.

Detached and semi-detached houses only may be built in the residential zones. No flats or apartment houses are allowed and only one family may occupy each lot.

No building may have more than two and a half storeys and all roofs must be covered with fireproof materials. The exterior wall finish may be either brick, clapboard or shingles.

All rooms must have windows opening to the exterior and no dark rooms or skylights are allowed.

All regulations of the Provincial Board of Health, Fire Underwriters, etc., are strictly observed.

The census gives a population of 2,000 people and provisions have been made for an ultimate population of 10,000 people within the next few years.

The town of Dolbeau, with its first dwelling built in May 1927, as we have said, and now comprising three hundred buildings, several stores, churches, schools, public buildings and complete public services, all erected according to modern town planning, promises to be a notable achievement in wise planning on the part of an industrial organization alive to the duty, as well as the business value, of orderly planning for the social needs of the community.

Every such settlement in Canada will become a challenge to the bad old custom of the nineteenth century of pushing industry to the limit of human energy with almost criminal indifference on the part of industrialists to the living conditions of the workers, who make successful industry possible.

The plan of Dolbeau is reproduced. It will be seen that park and recreational areas are planned from the beginning when land values are presumably at a minimum.

Mr. J. D. Beauchemin, a convinced advocate of modern town planning method, is town manager for the Company.

## REPLOTTING LANDS AT POINT GREY

By Hector S. Cowper

Secretary Point Grey Town Planning Commission.

Many beautiful districts have been marred and development therein greatly retarded, if not entirely prevented, by the subdivision of the land in faulty manner in the past. To attribute the responsibility of this state of affairs to any group of individuals would be unfair. There are many causes of such faulty subdivision and changing ideas on the subject. Probably the principal ones may be enumerated as follows:—

- (1) General lack of foresight.
- (2) Restrictive legislation—e.g., in many provinces it was compulsory to provide road allowances along section or boundary lines, irrespective of the contour of the land.
- (3) The aim of the owner to obtain the greatest area of saleable land from his subdivision, this being obtained by the gridiron or rectangular method of subdivision.
- (4) The change in the method of transportation.

Of the various problems that come before municipal councils many, and probably the most difficult of satisfactory solution are the direct consequence of these faulty subdivisions.

A site on a hillside is ideal for a home if suitable access and facilities can be given at a reasonable cost. Unfortunately many hillsides have been subdivided in such a manner that these services can only be given at ruinous cost, involving extensive cutting and filling in the grading operations. These operations are very detrimental to residential districts.

It is difficult to convince an owner that his property cannot stand the cost of development as a work of local improvement and that there are numerous other works of greater urgency and smaller cost and benefiting greater numbers that must be attended to before expenditures from the general revenue can be made in his district. There is no wonder that such an owner becomes disheartened and in time abandons his property at tax-sale.

Many councils, recognizing the hardship to such owners, have adopted unsatisfactory temporary expedients, but by so doing have only postponed the evil day.

In the Municipality of Point Grey there was a tract of land comprising 150 acres, badly subdivided, with road allowances showing grades as high as 20%,

which, in spite of the fact that a few arterial roads had been cut through to open up the district, was sadly backward in being developed by the owners, though neighboring properties were forging ahead. The few roads that were cut through were opened at very excessive cost—some with the assistance of the Provincial Government—and did little to aid development. In the attempt to open up the district many of the properties were detrimentally affected—some of the cuts being as much as twelve feet.

Since it was apparent that the district would never prosper under such circumstances the municipal engineer, Mr. W. B. Greig, advised that the only possible remedy would be the replotting of the whole area, and recommended this course if legislative authority could be obtained. Meetings of interested ratepayers were called to discuss the suggestion. Much support was obtained in this way, but, as usual in any project of such a drastic nature, a great deal of opposition was shown. The municipal council, however, applied for legislation, by Private Act, to enable them to carry out the undertaking. The passing of this private act was strenuously opposed by several owners of property and before it was passed it was so altered that the powers obtained were quite inadequate for the purposes of the scheme. Briefly, these powers were:—For the purpose of facilitating the physical development of, or making more suitable and convenient for public or private use the district defined, or any portion or portions thereof, the council were authorized to carry out a scheme of replotting and resubdivision, after having obtained the approval of the scheme by the owners, and their consent to exchange of private properties in accordance with such scheme.

Now in the area that was to be replotted there were 453 properties privately owned. It will be seen, therefore, how impossible it would have been to obtain the consent of all owners.

Nothing daunted, the council authorized the preparation of the scheme, which was divided into two parts for tactical reasons, and proceeded with the procuring of the consents of the owners of the most important section, which was, incidentally, the portion from which the least active opposition came. This entailed personal interviews with resident owners and voluminous correspondence with non-residents, as it was necessary to have the scheme thoroughly explained. It was found that the majority of the owners were only too willing to co-operate. The success obtained in this respect, and the experience gained, warranted the council in again applying for supplementary legislation, since the most detailed information was available as to the attitude of every owner to the scheme, and as no opposition was forthcoming, powers were given by Private Act to undertake the replotting schemes after having obtained the consent of at least two-thirds of the owners of the parcels of land within the district (privately owned), constituting at least 50% of the assessed value of such land,

and without the consent of the other owners.

The principle of the scheme was that each owner should get property in the new subdivision of equal value to his former property. The council are authorized to allocate such property to each non-consenting owner, who has the right of appeal to a Commissioner specially appointed, with power to award monetary consideration for any difference in value.

When this legislation was granted, as sufficient consents had already been obtained, the first portion of the scheme was immediately completed. No sooner was the work of clearing and grading the new roads well in hand than it was seen to be such a decided improvement that an urgent demand arose for the carrying out of the scheme in the second portion of the district. It was significant that those who had been most active in opposition to the scheme became most enthusiastic in bringing about its consummation.

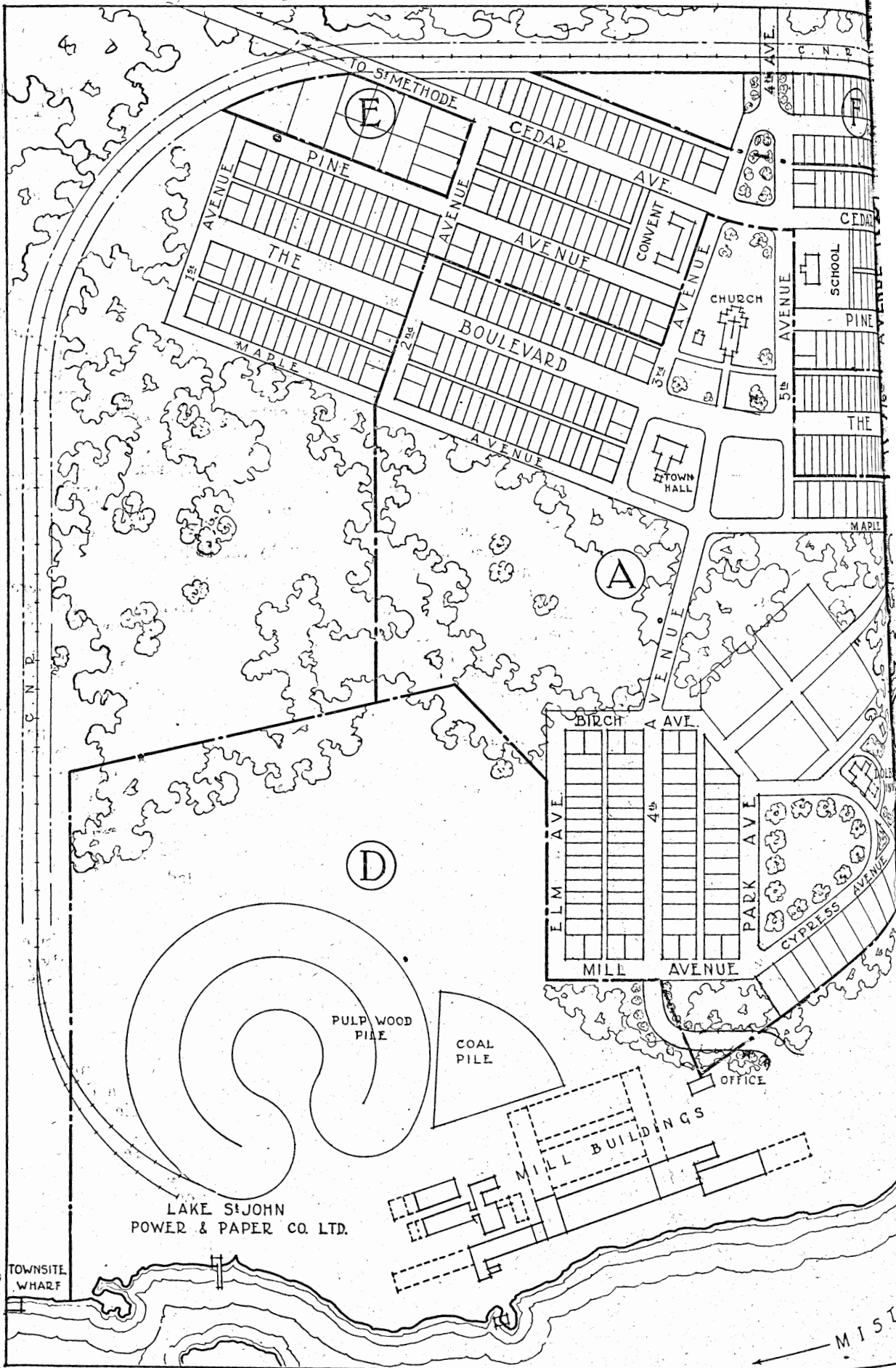
When carrying out any municipal undertaking of this character, usually some owners are favorably inclined, some are indifferent, and some, of course, are in opposition. How these different classes were proportioned in the Point Grey Replotting Scheme is shewn by the following:—

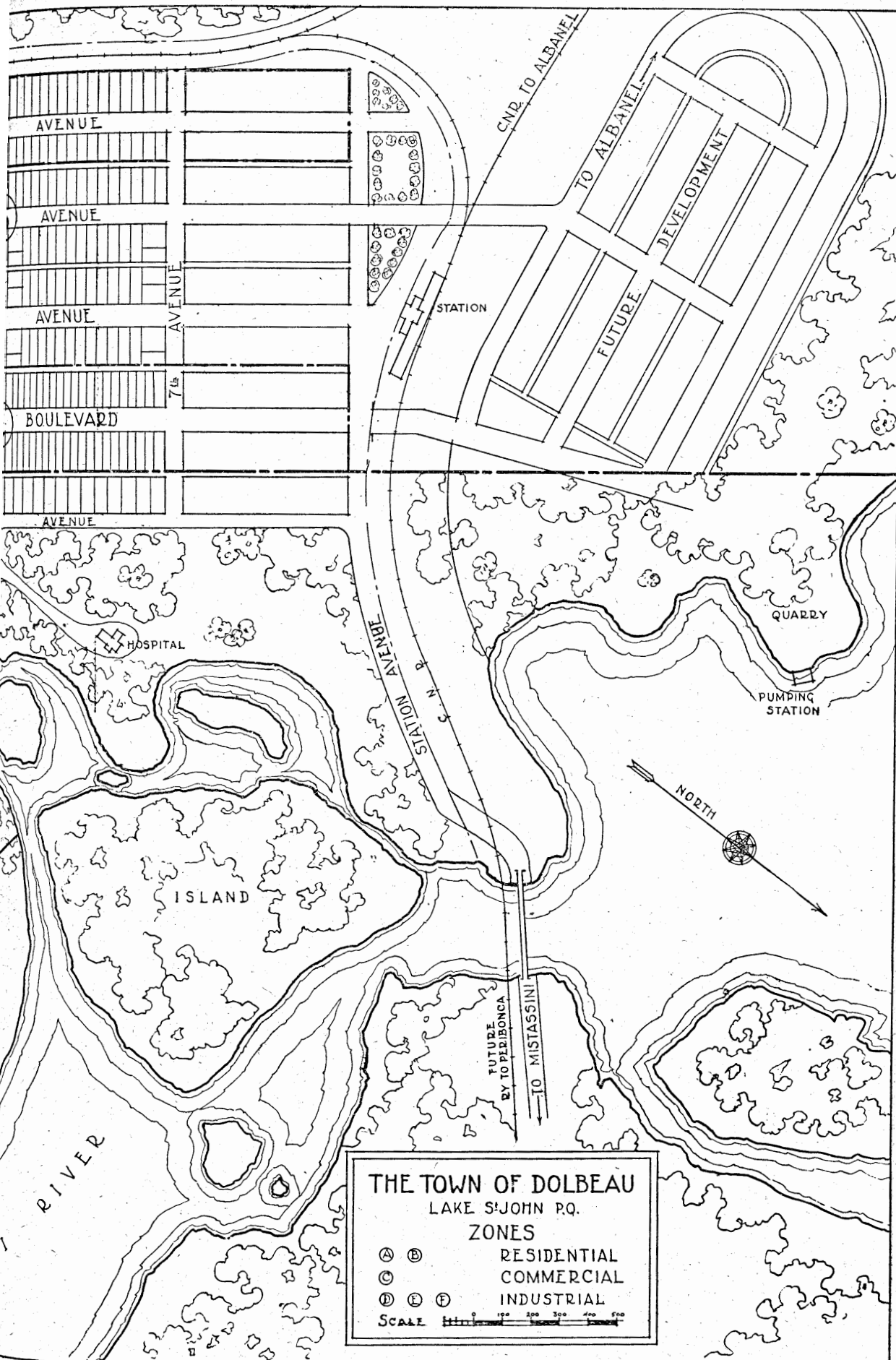
In the whole area replotted there were 581 parcels of land, apart from roads and lanes, of which 453 parcels were privately owned. Of these 453 parcels privately owned, the owners of 331 parcels (73.07%) gave their consent to the scheme and agreed to exchange their properties prior to the initiation of the scheme. The owners of 101 parcels (22.29%) accepted the allotment of new parcels made by the council in exchange for their former parcels; and the owners of only 21 parcels (4.64%) were dissatisfied with the allotments so made, and appealed against them. In the case of 12 lots no redress was obtained, the Commissioners deciding that the new parcels were equal in value to the respective former parcels. Only one owner appealed to the Supreme Court against the decision of the Commissioner, and he was successful. The total awards made by the Commissioners, and the Supreme Court on appeal, in excess of the allotments made by the Council, only amounted to \$1760 on the 9 parcels concerning which the appeals were successful.

The majority of the former roads in the district had not been cleared and graded. This work would have had to be done by the municipality in any case, and consequently the council agreed to undertake the task and have since carried out the clearing and grading of the new roads. This work did not form a part of the scheme of replotting.

The total outlay under the two schemes was approximately \$26,000, from which should be deducted about \$11,500, which was paid out for property acquired (thereby increasing the assets of the Municipality by that amount), making a nett cost of the two replotting schemes of about \$14,500, or less than \$100 per acre. The amount paid for property ac-







quired included five buildings. Since the scheme was completed about \$7,000 has been realized by resale of property including two of the buildings so acquired.

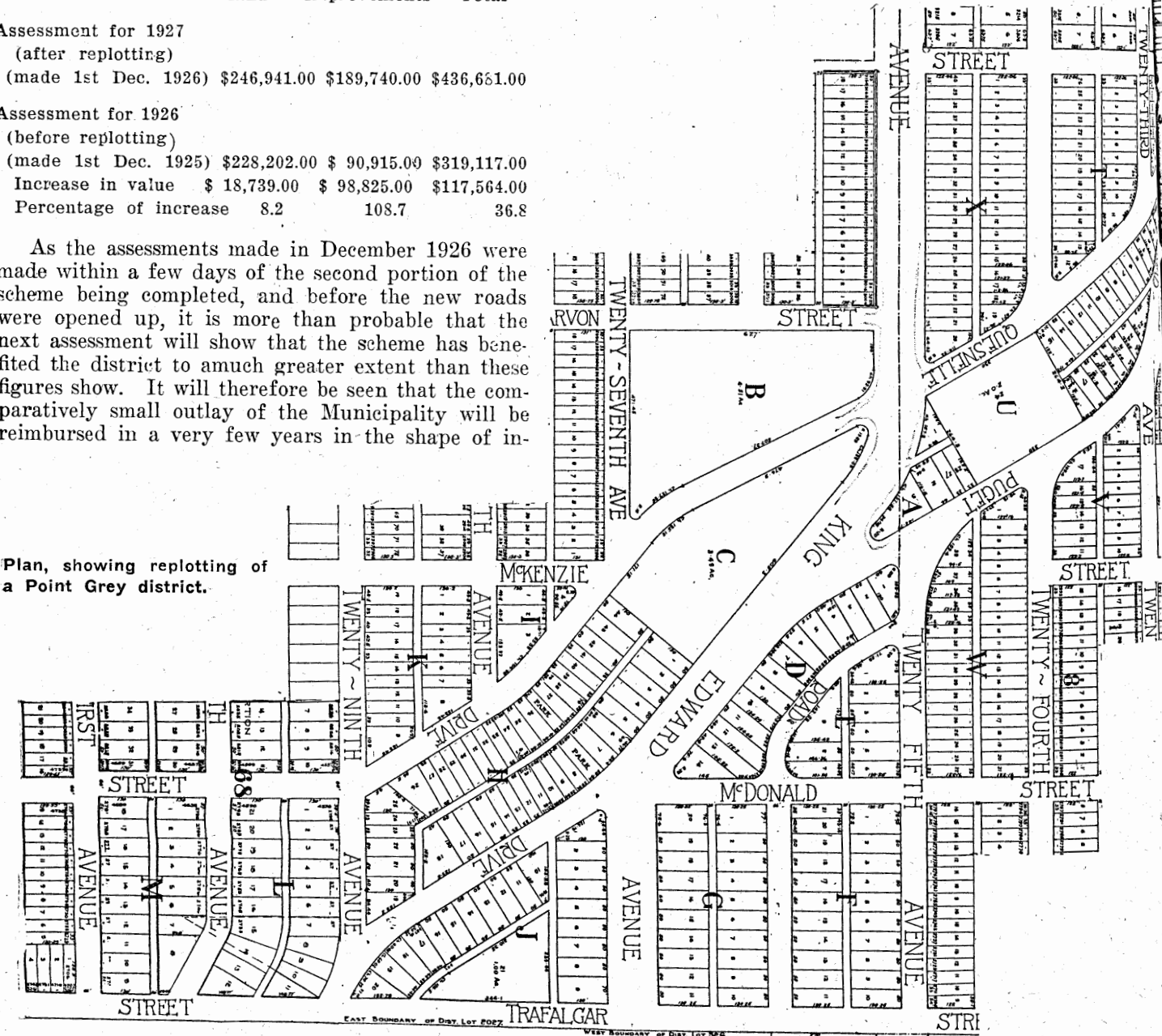
The property in the district has increased in value very considerably and although these increases are only partially reflected in the assessment figures yet they are indicative of the trend of the movement. It should be borne in mind that one scheme was completed in January 1926, and the other in November 1926, and that the assessment figures are based upon values as at the 1st December in the year prior to which the assessment applies.

Total Assessments of Land and Improvements within District			
	Land	Improvements	Total
Assessment for 1927 (after replotting)			
(made 1st Dec. 1926)	\$246,941.00	\$189,740.00	\$436,681.00
Assessment for 1926 (before replotting)			
(made 1st Dec. 1925)	\$228,202.00	\$ 90,915.00	\$319,117.00
Increase in value	\$ 18,739.00	\$ 98,825.00	\$117,564.00
Percentage of increase	8.2	108.7	36.8

As the assessments made in December 1926 were made within a few days of the second portion of the scheme being completed, and before the new roads were opened up, it is more than probable that the next assessment will show that the scheme has benefited the district to amuch greater extent than these figures show. It will therefore be seen that the comparatively small outlay of the Municipality will be reimbursed in a very few years in the shape of in-

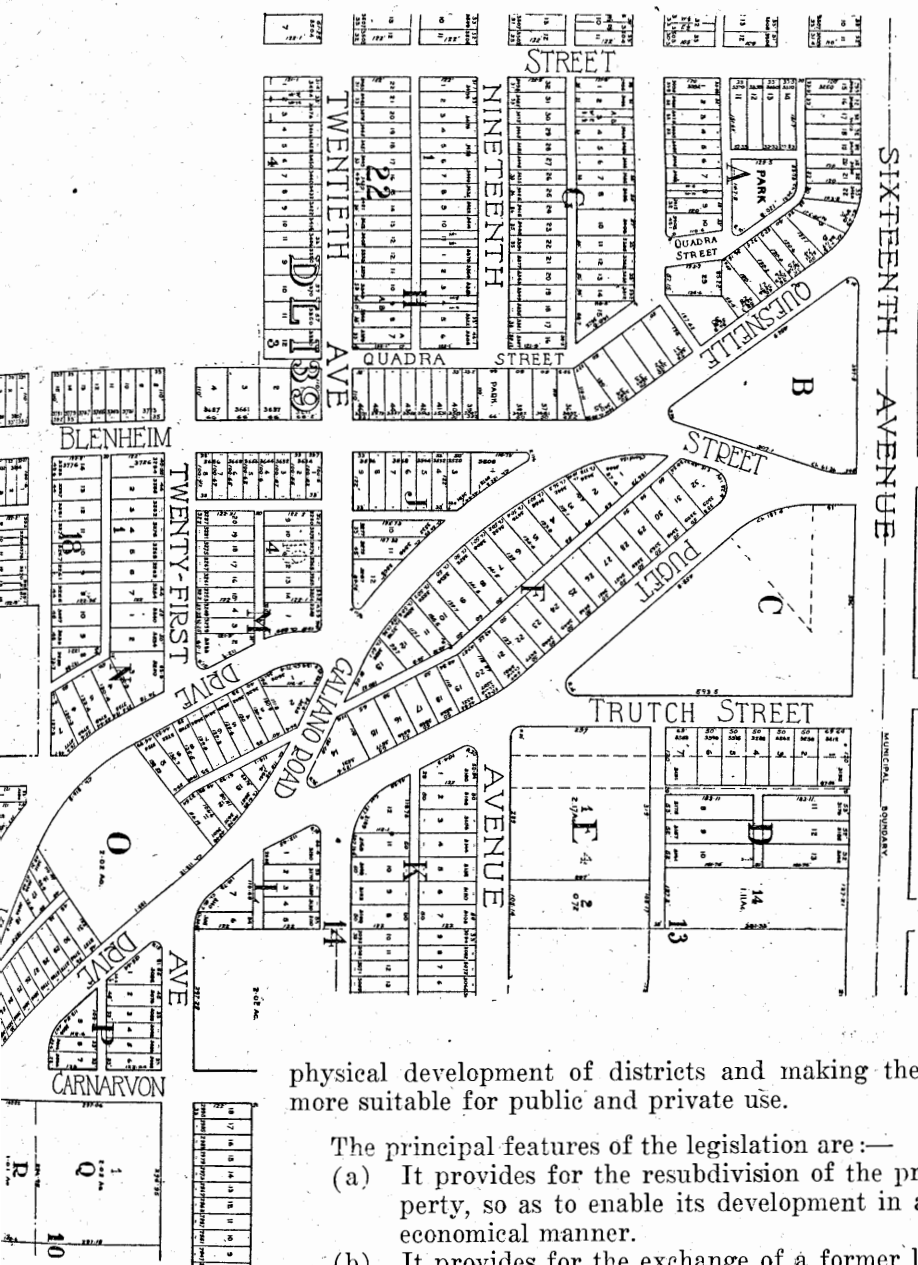
crease in taxes from the district. It might here be pointed out that the cost of the undertaking of the two schemes was borne principally by the Municipality as a whole. Of the net cost of about \$14,500 only about \$2,000 was made a direct charge against the properties benefitted. Many of the readers of *Town Planning* have seen the excellent showing made by Point Grey in Replotting.\* In the vicinity of Vancouver there are signs that other municipalities with similar problems desire to emulate the progressive step taken by that municipality in the replanning of badly subdivided lands. With this object in view application is being made to the British Columbia Legislative Assembly for general powers to undertake replotting schemes for the purpose of facilitating the

\* See Vol. IV, No. 6. Dec. 1925.—Ed.



Plan, showing replotting of a Point Grey district.





physical development of districts and making them more suitable for public and private use.

The principal features of the legislation are:—

- (a) It provides for the resubdivision of the property, so as to enable its development in an economical manner.
- (b) It provides for the exchange of a former lot for a new lot in the new subdivision.
- (c) The initiative lies with the Council.
- (d) The consent of the majority of the private owners is required.
- (e) It does not necessitate the purchase by the municipality of large quantities of land.
- (f) It fully protects the rights of individuals.
- (g) It provides for an equitable distribution of the cost between the owners in the benefited area and the municipality as a whole.
- (h) It provides simple and inexpensive means of conveying and registration of the new properties.

The draft legislation was prepared by the Legislative Committee of the Joint Town Planning Commissions of the Lower Mainland of British Columbia, and is based upon the principles of the Point Grey Improvement Act. It was sponsored by the Burn-

aby Council before the Convention of the Union of British Columbia Municipalities held last year in Nanaimo, when it was endorsed and ordered to be presented by the Executive of the Union to the Municipal Committee of the Provincial Legislature. As many who have the interest of the Province and their own particular districts at heart are behind the application it is fully expected that at the next session of the House the necessary legislation will become part of the Statutes of the Province.

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## HIGH BUILDINGS IN RELATION TO ZONING

Prepared by A. G. Smith and H. L. Seymour, for the Vancouver Branch of the Town Planning Institute of Canada.

The attention of the members of the Town Planning Institute of Canada has been directed recently to the matter of high buildings by utterances of the Press.

It is now over sixteen years since a charter amendment was passed by the Legislature fixing the height of buildings in the City of Vancouver at ten storeys or 120 feet, whichever is the lower, but allowing buildings with a 7,000 square feet basis to rise to eighteen storeys or 200 feet for one-third of their area. It had been hoped that the lapse of this considerable period without such provisions being varied would have removed the subject from the field of live issues, but in view of the recent utterances in the Press this bulletin has been prepared in order that the public may have placed before them a brief synopsis of the history of high buildings and of the opinions which are now held as the result of unfortunate experience.

Moreover, the matter is of present interest in view of the fact that it must be dealt with in the Zoning By-law now being prepared under the direction of the Town Planning Commission.

It is indeed fortunate that Vancouver was protected from unduly high buildings when some few years ago there might have seemed to be an opportunity for favorable opinion in this regard. Now the results of experience and study are available to back up any considered opinion by facts. Much has been written in the last few years on the subject of high buildings and a short bibliography will be found at the end of this bulletin. The whole subject has been briefly but adequately touched on in the comprehensive report of the City Plan for Memphis, 1924, by Harland Bartholemew & Associates, where it is stated:—

In spite of the fact that experience has proved that skyscrapers of unlimited height are not only uneconomical but injurious to the community, there still can be found some sentiment in favour of them. Fortunately, however, the desire for high buildings gradually disappears when the resultant problems are fully understood. Aside from the necessity of limiting the height of buildings for the purpose of obtaining sufficient light and air the congestion of traffic on both sidewalk and street presents a serious problem. This can only be solved by limiting the maximum height of buildings and spreading out the development in the congested area.

It is generally admitted by those who are qualified to speak that there is no financial justification for very tall buildings. On the other hand there is very good reason, from a standpoint of health, safety and general welfare, for limiting buildings to a reasonable height. It is often ar-

gued that height limitation retards city growth. This is exactly contrary to the facts evidenced by experience. For example, Los Angeles has an ordinance limiting the heights of buildings to 12 storeys, yet it is the fastest growing city in the West.

This Institute heartily adopts the opinions thus expressed but it has been considered advisable in this bulletin to formulate and examine the arguments advanced in favour of high buildings. These have been variously expressed but may be fairly stated in the following form:—

1. They provide greater floor space per ground area, making possible a return on enormous land values which produce taxes, as do the great buildings themselves.
2. They increase the values of all surrounding lands by sympathy and accordingly provide taxable assets of high value to the community.
3. They attract foreign capital by the investment which they offer.
4. They capitalize the light and air above other buildings which would otherwise go to waste.
5. They concentrate business in a single building or a few buildings and thus promote efficiency in carrying out financial and commercial transactions and indirectly reduce congestion on the street by allowing these transactions to be carried on under one roof.
6. They are of advertising value not only to the owner but to the City itself as an index of its progress.
7. They offer opportunity for monumental treatment and are thus desirable aesthetically.

In proceeding to examine these alleged advantages it is noted that they can be divided into two classes determined by whether the subject is approached from the point of view of the individual or of the community and it is submitted that from neither point of view are they universally true, for examination will show that they are only true under very limited conditions: such conditions being that each building must be granted a practical monopoly of the light, air and street service in its neighborhood. The truth of this criticism will be manifest to any who have studied the progressive steps taken in the construction of skyscrapers, for it is always found that a skyscraper loses its value as an investment when blanketed by another. The most valuable confirmation of this proposition is derived from the evidence of Lawson Purdy, President of the Department of Taxes and Assessment for the City of New York, given before the Building Commission in the year 1916. In referring to thirteen storey hotels particularly, and generally to the subject of high buildings,

he makes the following statement, which is of value as coming from an entirely unbiased source, as Mr. Purdy was only concerned with the preservation of property and taxable values and was in probably a unique position for an opinion. His statement is as follows:

Should these buildings (high hotels) be blanketed by others they would probably, with a reasonable regard to the health of the occupants, be uninhabitable, and it is clear that the same restrictions as to height and possibly more onerous restrictions as to area should apply to hotels as apply to any other buildings for human habitation. A hotel should no more be allowed to steal its neighbor's light and air and street area than any other building. And the same principle applies in this territory as applies in all other sections—that no buildings should be permitted which would not serve as a suitable type as to height and area for the complete development of the whole district, leaving to all adequate light, air and access and safety from fire.

From the point of view, therefore, of the owner it is apparent that he is trusting to a practical monopoly to pay him large dividends upon his tall building and we must admit that these dividends might be reasonably expected so long as the monopoly continues. That there is a good deal of speculation involved is shown by the following statement by Major Henry Curran, Counsel, New York City Club, who says, "We have had days when half the skyscraper owners in lower New York could not get two per cent on their investment, around 42nd Street, and we are going to have them again."

The dead space in tall buildings cuts down the rentable floor space alarmingly. For example, a high building may lose one-third of the ground floor space, where the highest rental is obtained, as compared with a normal building. This dead space is needed for express elevators, greater size of structural members and for conduits for various utilities in the building. Basements and sub-basements are also required to take care of the machinery needed.

Mr. E. P. Goodrich, Consulting Engineer, New York City, has also pointed out that there must be a proper economic relationship between the value of the building and the land upon which it is erected and that unless this is the case the depreciation on the building will increase faster than the enhancement of the value of the land so that there is a gross loss to the owner.

In a particular area investigated in Chicago this gross loss, Mr. Goodrich states, may apply to buildings not much over 15 storeys. He further says:—"In other words, where the proper economic relationship exists, high buildings are not a good influence, and it is always a surprise (as Mr. Bartholomew has pointed out) that insurance companies and bankers will loan on such types of buildings. It is well known that normally they are erected either as advertisement or a monument."

If this view as to the economic value of high buildings, even to the owner, is correct we can discard the argument that foreign capital would be attracted and admit the advertising value of a building to the owner. We are of the opinion that Vancouver is past the "small town stage" when a high building would be an advertisement to the City. We may also dismiss the fourth argument which attempts to justify the robbery of the neighbor's light and air and this leaves only for further examination the question as to the effect upon the community and on the district in which they are situated. The aesthetic argument is one which appeals to taste and on which consequently no argument will be offered.

We have therefore to consider whether the general values in a central business district would be increased by the erection of tall buildings or otherwise and whether the concentration of business is desirable and has the results claimed for it in the argument set forth. It is noted that the advocates of high buildings claim and emphasize the advantages of concentration and they must accordingly admit that the effect of high buildings is to retard the development of all portions of the central business district, other than those in which they are erected. The matter, therefore, resolves itself into a question as to whether it is desirable to encourage enormous values on, for instance, Hastings and Granville Streets to the detriment of all other streets east of Burrard. It should be pointed out that the undue inflation of values upon the streets chosen for high buildings works a hardship upon all owners of lots upon these streets which are not excessively developed. Furthermore, a continuous row of skyscrapers is inconceivable. The corners are usually selected, leaving the interior lots to suffer real depreciation accompanied by high taxation and imaginary values. It is a simple problem to imagine the beneficial effect upon streets such as Howe and Seymour of the extension of reasonable development which would naturally arise by the discouragement of undue concentration on other streets by tall buildings. On the other hand the effect of tall buildings on the surrounding district is such as would constitute a traffic barrier which, if it arose on Granville Street, would practically cut off the eastern part of the business district from the western.

The decision, therefore, of this problem might safely be left in the hands of the owners of land in the central business district and there is little doubt that after studying the subject they would conclude that their interest would be best served by a reasonable and uniform development throughout the whole district.

The argument in favor of skyscrapers has been best stated by Mr. Harvey W. Corbett, who is entitled to speak with authority since, besides designing the Bush Terminals, he is responsible for the finest type of skyscraper erected in America. He is entitled to liberal quotation and as will be observed he has a broad enough mind to meet the issues involved squarely and not attempt to dodge them. The following



extracts have been condensed but fairly illustrate his argument.

The development of business buildings . . . has made business possible and it is only through the concentration in comparatively small areas of large numbers of business people that we can conduct our affairs at all.

In Europe you never can find in any city a zone in which certain things are done.

We have found as a matter of business efficiency that the more men with the same kind of business that can be brought together in a given zone, the better the business is for all of them.

Now let us imagine that we took that district and flattened it out to seven or eight stories. What would it mean? It would mean that that quantity of business had been spread out over a mile or a mile and a half.

In the city of London, which has probably a four storey average over the city and in which there are no skyscrapers and no concentrated business zones, if you attempt to make three business appointments in a day, you will do very well, because they will be scattered over every portion of the city and you will add to the congestion of the street by attempting to take a taxi or a bus or a motor or the subway in order to carry on your business affairs.

They contend that the skyscraper is the cause of street congestion. I contend on the other hand that it is not the cause of street congestion but an actual relief of street congestion.

Of course, you have to approach this question of economics from two angles. How high a building can be from the point of view of the owner is one thing and how high it should be from the point of view of the community is quite another thing. I am ready to admit that.

But we certainly do have to deal with this relation of street capacity to buildings.

There is no doubt about the fact that in many of our cities, not only now but in the future, in order to get what I regard as this necessary concentration of business population, it will be necessary to provide streets which may be double-decked or triple-decked . . . so as to make the street capacity fit the capacity of the building. I see a city in the future in which these concentrated business zones are spotted at certain centres, one centre being the financial centre, another the building world, another the law centre and so forth.

That tendency to grow in centres, to locate in definite areas, should be encouraged, and it should be regulated.

These remarks, coming from the source they do, seem to justify the conclusion that the erection of high buildings will prevent the flattening out of business over the whole of the central business district and will create a traffic problem which could only be relieved by enormous expenditure. It therefore appears most uneconomic to adopt a policy which would

result in the non-utilization of potentially valuable property in the business area and would yet tax the owners of such property and all property within the city to pay for extraordinary street improvements which will be required. The proper policy would seem to be to attempt to create and stabilize values throughout the district and there is no logical reason why property on Hastings and Granville Streets should have a value of from five to seven times that of adjoining streets. It is well known that values follow pedestrian traffic and it should be the policy to create in the whole area an asset for the City.

It will be noted that the Town Planning Commission has proposed the construction of a distributor street as a solution for the problem of future traffic congestion. The basis of this suggestion was the hypothesis that the whole area of the central business district should be reasonably developed. It is therefore obvious that the proposed solution would be insufficient unless a reasonable standard for the height of all buildings be adopted and rigidly enforced. This fact has been put in concise form by several authorities who have stated that when you once allow a race to be started between buildings and the street it is a foregone conclusion that the buildings will win, for no street can be widened sufficiently to take care of all the traffic which would be demanded by buildings erected without a height limit.

In the City of Cincinnati the subject was studied in connection with the preparation of the City Plan with the result shown in the following quotation:

As a result of these calculations in regard to sidewalk capacities, it was found that the widths of the streets would limit the average height of buildings in the down town district to not over seven storeys and probably not over five storeys.

There has hitherto been dealt with a few of the objections to high buildings which have been suggested by the arguments advanced in their favour. From the standpoints of health and safety the main objections may be summarized by stating that high buildings are responsible for the following objectionable conditions:

- (A) Congestion of vehicular and pedestrian traffic.
- (B) Cutting off of sunlight, daylight and air.
- (C) Lack of safety in case of fire, panic or other catastrophe.

In examining these objections it is found that they affect the pocket of the citizen as well as his health and general welfare. Street widening programs are now being carried out in all important cities, in some instances at large cost, but this cost is considered less than the present economic loss due to congestion of traffic. As previously pointed out to allow tall buildings on such widened streets would be to nullify the advantages of the widening. The National Board of Fire Underwriters of the United States recommends the maximum height of ten storeys or 125 feet. They state that it is impossible to adequately fight fire in a high building from the outside. Such buildings

must make their own interior provision with the hazards and danger of interruption constantly entailed.

It needs no argument in this present day to convince people of the value of sunlight, daylight and air, but it may not be so obvious that office buildings are responsible for tuberculosis to a great or even greater extent than dwellings. Citing from the evidence of an eminent Professor of Medicine given before the New York Building Commission, we find it stated:—

Tuberculosis could be largely prevented if we lived and worked in pure air, in air relatively free from mineral and vegetable dust and last but not least, if we were to construct the buildings in which we live and labour so as to allow sunlight to enter more freely. Tuberculosis is far more prevalent among the workers in our down town tall office buildings than is generally known and much more than should be the case when one considers the wealth which is represented there and the relatively good pay the bookkeepers and clerks receive as a rule.

It is not proposed to enter here into a discussion of the conditions necessary to allow light to reach a street and the facades of buildings or into the rooms themselves, but it might be noted that standards for more southern latitudes should be critically examined, for it would be unsafe to apply them to Vancouver without making the necessary allowance for our more northerly position. For instance, during the winter months the shadow cast at noon by a building in Vancouver is twice the length of the shadow of a similar building in New Orleans.

In suggesting standards which should be adopted in Vancouver it seems reasonable to suggest as few alterations as possible in the present law unless it be found objectionable in any respect. Before analysing this law, however, it is interesting to ascertain the history of high buildings which dates on this continent from the introduction of the steel frame within about the last thirty years. The result is that throughout the United States every little city desired to advertise itself by having a skyscraper. In New York, the home of the skyscraper, there is an increasing public sentiment against them, backed by scientific facts. The City of Milwaukee, with more than half a million population has a height limitation of 125 feet, and as previously mentioned, Los Angeles, with a population of more than a million has a height limitation of 150 feet. In Canada the two largest cities are Montreal and Toronto. Toronto has a building by-law which limits buildings to 130 feet in height but exceptions have been made for numerous tall buildings in the vicinity of King and Yonge Streets, streets that are only 66 feet wide or less. It has been hinted on more than one occasion that the business centre of Toronto will shift more to the north and one of the reasons given is high buildings on narrow streets. In Montreal the limit for years has been 130 feet, or not more than ten stories. The by-law has recently been changed to allow the erection of

three skyscrapers, the highest buildings to be the Royal Bank of Canada, 23 stories or 250 feet, but with set-backs. Since September 1927, the old by-law has been reaffirmed and Montreal is again operating under the ten stories, 130 foot limit of the old days, until further investigation into the matter can be made.

In Europe, Rome had a height limitation 1,500 years ago of 60 to 70 feet; now the height limitations in various European cities range from as low as 43 feet in Zurich to 80 feet in London and 82 feet in Vienna. It is understood that, much to the disapproval of the citizens in general, a tall building is being erected in Stockholm.

The tendency in modern zoning is to allow for set-backs in buildings that are high, thus avoiding the cutting off of light and air and to put a limit to the total cubical contents of a building, thus limiting congestion. In Vancouver it is only in the Central Business District that arguments can be advanced for buildings with a total height greater than the width of the street. The present charter regulation permits buildings ten storeys, 120 feet high, with, under certain conditions, extra eight storeys or a total of 200 feet. On a 60 feet by 120 feet lot this would allow the cubical contents of a building equal to the area of the lot multiplied by one and five-sixths times the width of an 80 foot street on which it faces.

It is only in the hope that this limit will be reached by a comparatively small number of buildings and to follow out the principle laid down of making as few alterations as possible that we would admit the advisability of making no alterations in the cubical contents thus allowed. The suggestion which this bulletin would now put forward is that the maximum height of buildings in the city of Vancouver should be six storeys, except that in the central business district the height of buildings may be increased if regulated by the following factors:

1. The width of the street.
2. The limitation of the cubical contents.
3. A provision for set-backs.

Provision should be made that every building shall commence to set back at a height equal to the width of the street and that the suggested set-backs be in the proportion of one foot horizontal for every three feet vertical. The cubical contents of the building should be limited to the area of the lot multiplied by one and one-half times the width of the street, provided that set-backs are given at the rear of the building corresponding to those in front, but at the ratio of one horizontal to every four vertical; but in no case should a building be allowed to exceed 200 feet in height.

The effect of these limitations would be to enable a land owner to build under them on an 80-foot street a building with the same normal contents as that allowed by the present law; but it is obvious that there would be great accompanying advantages in a building that follows the suggested rule. In the first place, light and air would reach the street and the buildings on each side of it. From the aesthetic point of view

the street would not have the appearance of a tunnel; and, owing to the set-backs, a reasonable view of the buildings could be obtained from the opposite sidewalk. By the provision of the rear set-back the building would itself receive more light and would allow its neighbors across the lane to receive light and air, which are now denied him.

It is obvious that this rule would not comply with the strict requirements set up by Mr. Lawson Purdy

and above quoted, for if the business centre were uniformly developed in this manner it would be more closely built up than even the City of New York. It is, however, felt that economic considerations will in a great measure limit the buildings to reasonable heights.

It should be the ambition of the citizen of Vancouver to be able to advertise that this is a city with no skyscrapers and with sunlight and fresh air reaching the sidewalk of every street.

## POINT GREY ZONING SCHEME BECOMES LAW

The Municipality of Point Grey has by popular vote decided to sacrifice its identity and become an integral part of the city of Vancouver.

The reason for this action is not the common reason—namely, that it has so messed up its areas by the domination of the land-dealer that the city of Vancouver has to take pity on it and pay the cost of its blunders and social inefficiency. On the contrary its officers have been spending strenuous years in redeeming the blunders of past officials, and Point Grey has become such a Naboth's Vineyard of progressive order, efficiency and social beauty that the big city has carried on a campaign of wooing and has at last persuaded the majority of the Point Grey democracy to sacrifice its successful identity and become a section of Vancouver. There was strenuous opposition to this absorption on the part of a very intelligent minority and the vote has cost Reeve Paton his position.

Possibly if the Point Grey area had been divided from the city by an agricultural belt, after the method of the English Garden City, its destiny would have been happier as a satellite town of Vancouver, and the progressive policy pursued by its officers during the last five years might have had still further opportunity to instruct the small towns of Canada in the philosophy and art of town building. Its area, however, is continuous with Vancouver and the popular sentiment that calls for big cities and glories in bigger cities whether they are better or not might be expected to prevail—as it has done.

In the case of South Vancouver, which is also to be absorbed, the situation is different, since there every possible mistake that leads to the bankruptcy of the small town by an unsound policy of land speculation and no policy of town planning was made. There a paternalistic and costly policy of town planning was necessary, in the interests of Greater Vancouver. But Point Grey was a pioneer in town planning before Vancouver adopted its present programme and the recent passing of its Zoning By-law suggests a certain amount of regret that its identity as the most progressive small town in Canada should not have been maintained for many years to come.

Point Grey has buried the obsolete objections to town planning policy that still exist in many city

councils in Canada and there is little doubt that the men who have created this policy and believe in it asked for nothing better than to carry on their great work as a separate municipal unit for many years to come.

Their last act has been the creation and passing of a Zoning By-law which has represented an immense amount of study and labour on the part of their technical staffs.

There is no finer work being done for the public welfare in Canada at the present time than is being done by these technical town planning staffs, whose personnel is often unnamed and under-paid but whose work is laying the foundations of scientific order in town building of vast beneficence to the present and future generations of Canadian citizens.

We should like to reproduce the text of the Point Grey Zoning By-law in full, but it would occupy the greater part of this number. We are chiefly anxious to show that this by-law will put an end to jumble building in Point Grey, which is the curse and calamity of all unzoned towns in Canada as in all other countries. In future, builders will know that certain kinds of buildings may be erected in certain areas and when this is understood and established by law there will be no more "kick" against it by any reasonable man than there is now against universal sanitation. The gain in efficiency, economy and beauty will be beyond all computation.

The preamble sets forth the rationale of the By-law, a point that might be noticed by other framers of Zoning by-laws who wish their documents to be read and understood by the average and non-legal mind.

We quote:

A BYLAW to regulate the location and use of buildings and the use of land within the municipality of Point Grey; to limit the height of buildings; to prescribe building lines and the area of yards and other open spaces; and for these purposes to divide the Municipality into districts.

WHEREAS after considering the recommendations of the Point Grey Town Planning Commission, it appears advisable and expedient to

make regulations and divide the Municipality into districts as hereinafter provided, pursuant to the Town Planning Act, having due regard to:

- (a) The promotion of public health, safety, convenience and welfare;
- (b) The prevention of the overcrowding of land and the preservation of the amenity of residential districts;
- (c) The securing of adequate provisions for light, air and reasonable access;
- (d) The value of the land and the nature of its use and occupancy;
- (e) The character of each district, the character of the buildings already erected, and the peculiar suitability of the district for particular uses;
- (f) The conservation of property values and the direction of building development.

AND WHEREAS opportunity of being heard on the matters covered herein has been duly afforded to all persons who might be affected thereby;

NOW THEREFORE the Reeve and Council of the Corporation of Point Grey, in open meeting assembled, hereby enact as follows:

#### TITLE

1. This By-law may be cited for all purposes as "Zoning By-law No.—, 1927"

There follows a long list of definitions of terms used in the by-law succeeded by an enumeration of the different districts into which the area is divided.

#### DISTRICTS

For the purpose of this bylaw the Municipality of Point Grey is hereby divided into "districts" of the following seven kinds, viz:

- One-family District,
- Two-family District,
- Multiple Dwelling Districts,
- Local Business Districts,
- Commercial Districts,
- Light Industrial Districts,
- Heavy Industrial Districts.

These districts are defined by references to specific streets so that the builder may have precise and detail information concerning the areas in which his particular kind of building will be permitted and will be welcome.

Three General Rules are set forth as follows:—

- (1) No person shall erect, construct, locate, alter, reconstruct, repair or maintain any building or locate or carry on any industry, business, trade or calling or use any land or building within any District, save as is herein stated to be permitted within the District, nor without complying with the regulations, limitations, restrictions, and requirements applicable thereto herein prescribed.

(2) a. No yard or other open space provided about any building, shall be reduced in size or area below the requirements herein contained.

(2) b. No portion of a minimum yard or other open space required about any building shall provide any portion of a yard or open space for any other building.

(3) Where land is used for the erection or placing of a structure other than a building or a fence (e.g. a billboard) the structure shall comply with the height, yard, open space and building line requirements herein as if it were a building.

The various uses permitted are given under the respective classifications.

We quote the uses of the One family District:

In the One Family District:

#### (1) THE FOLLOWING BUILDINGS AND USES OF BUILDINGS AND LAND ARE PERMITTED.

- (a) One-family dwellings.
- (b) Churches.
- (c) Schools, elementary and high.
- (d) Golf courses and public museums, libraries, parks and playgrounds.
- (e) Farming and truck gardening.
- (f) Nurseries and greenhouses only for the propagating and cultivating of plants.
- (g) Accessory buildings, provided that
- (a) A private garage not constructed as a part of or attached to the main building must be situated not less than sixty feet from the street in front, fourteen feet from any other street and four feet from any lane towards which any door of such garage opens, provided that where by reason of the physical characteristics of the ground vehicular access can not be obtained on to a site, a private garage may be erected in an excavation in a front yard if no part of the garage extends more than four feet above the surface of the adjoining ground at any point.
- (b) A private stable or other building used to shelter domestic animals or birds must be located not less than sixty feet from the street in front nor less than twenty feet from any other street, nor less than four feet from any lane towards which any door of such stable or building opens.
- (h) Uses customarily incident to any of the above uses, home occupations, offices of professional persons when situated in the same dwelling and the keeping of not exceeding four boarders provided that no window display is made nor any sign shown other



than one not exceeding two square feet in area and bearing only the name and occupation of the occupant.

- (i) A sign board not exceeding twelve square feet in area appertaining to the sale or rent of the real property on which it is situated provided it complies with the yard, open space and building line requirements herein as if it were a building.

(2) **THE HEIGHT OF A BUILDING** must not exceed thirty-five feet nor two and one-half storeys.

(3) **A FRONT YARD IS REQUIRED** of not less than twenty-four feet in depth.

(4) **A REAR YARD IS REQUIRED** of not less than twenty-five feet in depth.

(5) **A SIDE YARD IS REQUIRED** of not less than five feet in width on each side of the building, but three feet on each side is sufficient on a site having a width of less than forty feet. On a corner site the side yard requirement shall apply to the street side of the site as well as the other side, provided, however, that in the case of a corner site at the rear of which (whether a lane intervenes or not) is a site fronting on a street intersecting the street on which the corner site fronts, the width of the side yard on the street side of the corner site shall be not less than one half of the depth of the front yard required on the site in the rear of such corner site, and no accessory building on such corner site shall project beyond the front yard line on the site in the rear.

(6) **AN OPEN SPACE IS REQUIRED** of not less than sixty per cent of the area of the site.

In the Light Industrial Districts various Uses such as abattoir, acetylene gas manufacture, acid manufacture and other more or less "noxious" uses are prohibited, but are permitted in the Heavy Industrial Districts.

We quote the regulations for Heavy Industrial Districts:

a. **ALL BUILDINGS AND USES OF BUILDINGS AND LAND ARE PERMITTED** except those in conflict with law or with any bylaw of the Corporation of Point Grey; provided always that no dwelling, or other building for human habitation shall be erected or used except such as is necessary for the accommodation of caretaker or watchman or similarly employed persons.

b. **THE HEIGHT OF A BUILDING** must not exceed seventy-five feet nor six storeys.

c. **NO FRONT YARD IS REQUIRED**, but no building shall be erected or structurally altered so that any portion thereof is between the street and the building line hereinafter prescribed.

d. **NO SIDE YARD IS REQUIRED**, but if provided it shall be not less than three feet in width.

Certain exceptions are given as follows:

#### EXCEPTIONS

12. The following regulations shall be subject to the following exceptions:

##### (1) HEIGHT OF BUILDING.

(a) Private dwellings in the One-family, Two-family and Local Business Districts may be increased in height by not more than ten feet when side yards each of not less than fifteen feet in width are provided. Such dwellings, however, shall not exceed three storeys in height.

(b) A public or semi-public building, hospital, sanitarium, or school may be erected in any district to a height not exceeding seventy-five feet if yards are provided on all sides of the building, each yard having a width of one foot for every foot such building exceeds the height limit of the district in which it is situate, such yards to be in addition to any yards hereinbefore required.

(c) The height of building limitations herein shall not apply to chimneys, towers, pent-houses, scenery, lofts, sugar refineries, monuments, cupolas, domes, spires and necessary mechanical appurtenances.

(2) **FRONT YARD:** A building on a through site shall have a front yard in each street in accordance with the front yard requirements of the District in which the site is situated.

(3) **SIDE YARD:** The side yard requirements for dwellings shall be waived where dwellings are erected above stores.

Building lines are prescribed throughout and special attention is directed to corners to prevent interference with visibility—a wise provision in the interests of public safety.

The By-law is not retroactive but "if non-conforming use is discontinued in future this shall be in conformity with the provisions of the by-law, and future structural alterations must conform to the by-law." Provisions are made for the enforcement of the by-law; for a Board of Appeal in possible cases of hardship and for a Penalty in case of violation of the provisions of the by-law.

The Vancouver Executive (Mr. George F. Fountain, 309 London Building, secretary) wish it to be known that a few copies are available of the valuable appendices to Mr. Kingery's address on Chicago's Regional Plan, delivered at the Vancouver Annual Convention of the Institute last May. These may be secured from Mr. Fountain at the actual cost of reproduction, \$1.00 per copy.

## REGINA ADOPTS ZONING PLAN

The passing by the Regina City Council of the Zoning By-law prepared by the Regina Town Planning Board marks the successful climax to many years of arduous labor and study on the part of a group of Regina citizens, led by Lieut.-Colonel A. C. Garner, who desired to secure for their city some reasonable control of future building operations in the interests of more orderly and efficient development.

In a report of the Board to the City Council, dated June 1, 1917, the statement is made:

It will be interesting to Council to learn that the work of the Association and of the Board, covering a period of four and a half years and involving a great deal of study, careful thought, much work and some personal sacrifice, has throughout been entirely voluntary, has been most cheerfully done and the whole performed at no expense to the Council, excepting the services of your officials, always most cheerfully rendered by them when called upon.

In short, here was a group of men, willing to devote time and study and technical ability to a great social cause; to put up with the inconsequential delays and hindrances that civic authorities seem to roll in the path of scientific pathfinders, for the advancement of a constructive social good which all men will acknowledge when the ploughing and clearing have been done. Why civic authorities should take such an awful time to see what is perfectly obvious to an ordinary reflective citizen—namely, that an orderly plan for the development of a town is better than disorder and anarchy, is a mystery.

The documentation of the Regina By-law Respecting Town Planning should be known to all the people of Regina. The report of the Town Planning Board of June 1 should be printed and widely read because it gives the history of the town planning impulse in Regina over a period of fifteen years, and because it gives the rationale of the movement. It shows also these fine minds at work, struggling with a difficult and intricate problem in sociology; asking only some liberty to mark progress; keeping their tempers under control when progress was needlessly arrested and at last quietly shaking hands over the signed by-law.

The passing of the by-law was an important event for the city of Regina and for the Province of Saskatchewan, since the example of the Capital City of the province will be more instructive and provocative of Town Planning extension in Saskatchewan than volumes of propaganda.

The substance of the by-law has features common with that of Point Grey, but we notice that the Regina by-law does not embody the useful preamble giving the philosophy or rationale of the legislation so that any one reading the act will know at once what is its purpose and be able to judge of the reasonableness of it.

Doubtless the first paragraph of Section 2:

For the purpose of regulating, classifying and restricting the location of trades and industries and the location of buildings designed, erected or altered for specific uses—

serves this purpose, but its content is a little cramped in sociological import and it is not the first thing to strike the attention, as in the Point Grey by-law, but follows a long list of technical definitions, which, of course, are necessary and useful for reference and verification but scarcely make attractive reading. Indeed in all such documents Definitions are so much of the nature of an appendix that we think they might be relegated to the position of an appendix to which the reader could refer as the occasion demands.

We are aware that in some provinces legal authorities declare that anything in the nature of an argument cannot appear in a legislative document. Yet such an argument appears at the very beginning of the Point Grey by-law and the British Columbia Town Planning Act is so charged with the rationale of Town Planning that it serves admirably as an elementary text book in the philosophy of planning. Some of the other provincial Acts are as dry as nut shells and in some cases the name of the Province is almost past finding out. In the Nova Scotia "Act respecting Town Planning" (1915) one of the "dead letter" provincial Acts, we have failed to discover the words Nova Scotia anywhere in the document. Doubtless the Act is bound in a volume of Provincial Statutes but it must have circulated as a separate document, and probably does circulate still, if anybody wishes to shake the dust from it. But the document itself does not say it is an Act of Nova Scotia.

This is merely a general plea for the framing of Town Planning documents that shall not only "interpret" the terms used but shall also interpret as fully as possible the sociological purpose and purport of the documents concerned. The fact that it is done in some places would seem to prove that it can be done.

The Regina Town Planning By-law is a Zoning document which divides the city into six Use Districts as follows:

- (a) Residence District A.
- (b) Residence District B.
- (c) Business District A.
- (d) Business District B.
- (e) Commercial District A.
- (f) Commercial District B.

In Residence District A the following buildings are permitted:

- (a) Single Family Dwellings and Duplex and Semi-Detached.
- (b) Schools (excepting commercial or trades schools unless operated as part of an academic school.)
- (c) Churches, Libraries and public museums.

- (d) Parks and play-grounds (including the customary park buildings.)
- (e) Gardening, except for commercial purposes.
- (f) A community club house, memorial building, fire station or a building which is necessary for the proper operation of a public utility.
- (g) Gardening and nurseries for commercial purposes or farming for the growing of grain, including the necessary uses thereto, when carried on in the areas as shown on Plan No. 1 lettered A1 to A9.

In Residence District B:

- (a) Any use permitted in Residence District A.
- (b) All dwellings, apartment houses, terraces, common lodging houses and hotels.
- (c) Clubs or fraternal societies, except those, the chief activity of which is a service customarily carried on as a business.

Business District A. is intended for stores, offices, banks, restaurants, etc., but all the uses of the Residence Districts A. and B. are also permitted. Business District B also permits all the other foregoing uses. Commercial and Industrial District A excludes certain noxious industries but also permits all the foregoing uses. Commercial and Industrial District B permits any uses whatever that are according to law.

It will be seen that the Regina By-law is less drastic than that of Point Grey. Possibly this is due to the fact that Regina is a much older town and extensive mixing of uses has already proceeded. Possibly also Point Grey has had a more liberal education in town planning philosophy and the hope of the Regina planners is that when the citizens see the advantages of protected home districts they will no longer wish to build them among stores and factories, even though they have the right to do so.

The struggle, however, to satisfy sociological students asking for a more generous allowance of light, air and sunshine, on the one hand, and the powerful, if small, group of land dealers asking for maximum profits, will make the zoner's work for some time, until precedents have been more widely established, very arduous and delicate.

Some of the space allowances in the Regina by-law seem to us much too small in a country of great spaces. At some future date these might be reconsidered. The minimum frontage for dwelling houses of forty feet is certainly an advance on the old-time twenty and twenty-five, yet here again Point Grey sets its minimum at fifty feet, which is surely small enough for family purpose and for the free play of sunshine and air.

The Regina By-law represents an enormous amount of labour mostly we believe of a voluntary nature. We congratulate Lieut.-Colonel A. C. Garner and his loyal associates on the successful issue of their public-spirited endeavours to promote scientific method in the development of the Capital City of Saskatchewan.

Colonel Garner's services to this cause go back to 1912, when the first Town Planning Association was formed in Regina. When the war broke out his services were given elsewhere. He has been president of the present Town Planning Association since 1922 and chairman of the Town Planning Board since its appointment in 1924.

Judging by newspaper reports there appears to be considerable local interest in the by-law with some objections on the part of the land-owners that may lead to immediate amendments to the by-law. While justice should be done to all concerned the always powerful land interests should not be allowed to lead to panic and reactionary legislation. The general interest of the community has still much ground to recover in civic legislation before it measures up in justice and fair dealing to the old-time and often iniquitous prerogatives of landed interests. These prerogatives built the slums of England and the congested areas all over the world.

## Town Planning Commission for Toronto Strongly Advocated

Much credit is due to the Toronto Local Council of Women and to Mrs. J. Wesley Bundy, chairman of the Housing and Town Planning Committee of the Council, for bringing together on February first a large and influential deputation of Toronto citizens to urge upon the Toronto Board of Control the appointment of an advisory Town Planning Commission, under powers already conferred by the Ontario Legislature.

Mrs. Bundy was accompanied by women representatives of most of the important organizations of the city and among the men brought in to strengthen the women's plea were Sir Robert Falconer, Sir John

Aird, Sir Joseph Flavelle, Mr. Harry McGee, of the Eaton Co., Dean Mitchell, of the Toronto University, Mr. J. P. Hynes, Mr. J. B. O'Brian and Mr. W. S. Armstrong.

Mrs. Bundy stated very sensibly and cogently the argument for a comprehensive plan for Toronto to guide and control future development and urged that the appointment of an Advisory Town Planning Commission was the first step necessary to this end.

Sir John Aird and Sir Robert Falconer wrote regretting their inability to be present but expressing entire sympathy with the demand for a Town Planning Commission. Sir Joseph Flavelle explained that

there would not be the slightest need for conflict between such a commission and the existing civic authority. For forty years Toronto had been allowed to grow a bit at a time. The result was a patchwork. The personnel of a Town Planning Commission would not change from year to year as the city council does and would be able to concentrate on a considered plan for the future.

General C. H. Mitchell spoke for the Board of Trade and declared that his organization was in favor of the appointment of a Town Planning Commission. Mr. McGee said: "The time is ripe for us to take hold of this thing in a big way and do things for the next generation as well as our own." Reference was made to the fine work already done by Mr. Tracy le May, City Surveyor, in spite of many handicaps due to imperfect organization and legislation. It was said that Mr. le May had been instrumental in securing outside the city something like 80 miles of highway in locations suitable to a general scheme of main highways.

The reception by the new Mayor McBride and the Board of Control seemed to indicate a welcome change of attitude toward the town planning idea in Toronto. Mr. McBride assured the deputation that "results" would follow in the near future. Let us hope the interval of response will not be the customary ten years. Not even Toronto women will live for ever in Toronto. It is at least ten years since Toronto women began to ask for a Toronto Town Planning Commission. In a contest of patience they have outstayed the men, who got tired of deputationizing the civic authorities long ago.

Perhaps something will come of the Toronto women's appeal. Mayor McBride is said to be more conscious of the town planning argument than his predecessor. To the south of Toronto, across the lake, there is a line of cities which have adopted city planning methods as a broad road to civic economy and efficiency. Anyhow, even if "a few more years shall roll" before town planning is given a chance in Toronto the Toronto women have once more made a brave gesture. We are glad to record their names as given in the Toronto papers. In addition to Mrs. J. Wesley Bundy, who has stood by the housing and town planning cause in Toronto for many years, and who led the deputation, other women present included:

Mrs. Horace Parsons and Miss C. E. Carmichael, representing the National Council of Women; Mrs. Dunnington-Grubb, president of the Women's Art Association; Mrs. J. P. MacGregor, Mrs. J. P. Hynes, Mrs. W. L. McFarland, Mrs. E. T. Reburn; Mrs. Manning Doherty, Miss Stewart, Mrs. Howard Stowe, Mrs. Willinski, Mrs. Levy, Colonel De Brissay, Mrs. Spaulding, Mrs. D. B. Hanna, Mrs. G. A. Brodie, Miss M. E. Smith, of the Local Council; Mrs. George Brigden, College Heights Women's Club; Mrs. H. P. Plumptre, Board of Education; Mrs. H. B. Hall, American Women's Club; Mrs. A. M. Huestis, League of Women Voters; Mrs. William Storrie, Samaritan Club; Mrs. J. M. Godfrey, Mrs. Richard Davidson,

Mrs. Peter Sandiford and Mrs. H. M. Tedman, Home and School Council, and Mrs. F. C. Ward, of the W.C.T.U.

(Continued from page 3)

province, however, is understood to be shaping a provincial act), have passed town planning acts. Some of these have been entirely fruitless, due to indisposition on the part of the provincial governments to appoint technical and educational staffs to make the acts effective and intelligible to the municipalities concerned.

Vancouver was referred to as the shining light among Canadian municipalities in regard to town planning. A great regional plan for Greater Vancouver is in progress. An interim zoning by-law has been passed and this will soon be superseded by a comprehensive by-law. A major street report has been prepared on railway transportation and harbour development. Point Grey and all the municipalities around Vancouver are engaged in town planning. In Victoria a zoning bylaw is ready for final passage by the city council. The Planning of the University Endowment Lands at Vancouver is referred to as a magnificent project resulting in the growing up of a university city on the headland of Point Grey planned in every detail on modern town planning lines. Vancouver is making full use of the authority conferred by the British Columbia Town Planning Act passed in 1925. That city, said Mr. Engler, is being entered in a thousand town-planning documents all over the world as the most progressive city in Canada.

Reviewing progress in other parts of Canada, the committee report stated that interest was reviving in Calgary, where a city plan was prepared in 1914, but was considered too elaborate to follow; Edmonton is forming town-planning committees and the premier of Alberta has declared his intention of promoting town-planning; Regina has passed a town-planning by-law; Saskatoon has appointed a town-planning commission; the province of Saskatchewan has a town-planning director, who is guiding the destinies of new towns and during the past year has examined no less than 18 proposed new town-sites; Winnipeg is bracing itself for action and a local branch of the Town Planning Institute has been formed.

In eastern Canada, Kitchener passed a zoning by-law some years ago, and recently London has taken similar action. The City Improvement League of Montreal has toiled for some years to promote a comprehensive plan, and it is now proposed to raise \$30,000,000 on a town-planning debenture. Quebec is committed to the appointment of a town-planning commission.

In Ottawa, the report points out, there is now a federal district commission whose plans may



develop into a regional plan for the whole district, and in this respect may compete with many other capitals of the world, including London and Washington, which are engaged in such regional projects. Australia has planned its new capital from the beginning, Canberra being built on garden city lines from virgin territory.

The committee on town planning brought in a recommendation that the Association of Dominion Land Surveyors, which had been largely instrumental in bringing the Town Planning Institute of Canada into existence, should give that organization wider and more energetic support in the advancement of town planning in Canada, and action looking to more aggressive support of the town planning movement is expected to be taken by the convention.

#### PROGRESS REPORT FROM VANCOUVER

Mr. Seymour's report of progress in the planning of Vancouver and Point Grey was bisected in the December issue by press emergencies. The general public reaction to the town planning programme in Vancouver and Point Grey was ably presented and the Point Grey situation outlined. The remaining part of the report, dealing with Vancouver, appears on another page. Articles also appear on the Point Grey Zoning By-law and on the replotting of Point Grey lands. This replotting was made necessary by an expensive legacy of faulty subdivision in the past. Students will notice that it has involved some exchanges of land, after the manner of the famous Lex Adikes, much utilized in Germany for dealing with past messes in land uses, and in Japan. The pending new legislation, mentioned by Mr. Seymour and Mr. Cowper, to make replotting possible without the consents of all landowners concerned will be interesting to town planners in other provinces.

The confident sense of progress in Vancouver is without doubt due to the appointment of a competent firm of town planners who have no local affiliations, interests, prejudices, preferences, or fears and whose experience and character lead them to tackle the project as a scientific problem where the intrusion of private interests of private persons cannot be allowed to compete with the general good or deflect the findings of scientific study any more than they could in a high class university. The firm of Harland Bartholomew and Associates, Town Planning Consultants, are setting a high standard in Vancouver as to the meaning and purpose of planning. City councils who still cling to the idea that town planning can be done by a sub-committee of the council in their spare time might well study the procedure in Vancouver. The City Council there is under no illusion as to the arduousness and technical difficulty of town planning. They know it is no spare-time job of untrained men. The Town Planning Commission of Vancouver is not doing the planning and does not consider itself competent to do the planning. It is doing the promotional work and is really an advisory

committee to the City Council on town planning matters. It is a specialist body only in the sense that it concentrates on one matter and is not disturbed by the thousand and one trifling matters of ephemeral interest that take up so much time of the City Council. It has no power to spend money. The City Council loses none of its power or prerogatives by giving to a Town Planning Commission the duty of thinking out the best methods of town planning procedure and presenting to the Council the fruit of their thinking. The Town Planning Commission had never any intention of doing the actual planning themselves. They took counsel and made investigation concerning a suitable firm of town planning consultants and made recommendations to the Council. The Council decided. The City Council also knows very well that when the plan is completed it will be a plan for the next forty years and its actual carrying out will depend upon times and circumstances and financial opportunity, concerning which the City Council will be the judge.

Mr. Seymour points out that the Town Planning Commission has saved the City Council endless trouble by providing law and order in the shape of a zoning ordinance, where previously every building difficulty became a storm centre of conflicting opinion and personal animosities.

#### WHY YOU SHOULD INSULATE YOUR HOME

A very useful brochure entitled "Why You Should Insulate Your Home" has been published for free distribution by the Natural Resources Intelligence Service of the Department of the Interior, prepared by Mr. G. D. Mallory. The purpose of the pamphlet "is to direct public attention to the advantages and economies that can be effected through proper insulation in house construction."

House insulation (says Mr. Mallory) is a subject of great importance in countries with extreme climates. Canada is, therefore, vitally concerned, yet almost every other thing important in house construction has received more consideration.

A properly insulated house saves fuel, resists fire, saves labour, deadens sound, is warm in winter, is cool in summer and has increased saleability.

The British town planning movement began as a better-housing movement and an extensive literature has grown up in Britain and the United States on the economy of house building, with special reference to the homes of small-salaried families.

Mr. Mallory puts into fifteen pages the substance of what usually occupies hundreds of pages of close print and his facts are marshalled with that business-like skill that gives as much as the average mind can carry and retain and therefore utilize while the large book may leave it befogged with detail.

The booklet is admirably turned out, as to format. The type is large and arresting and the illustrations and diagrams dramatize the arguments of the text.