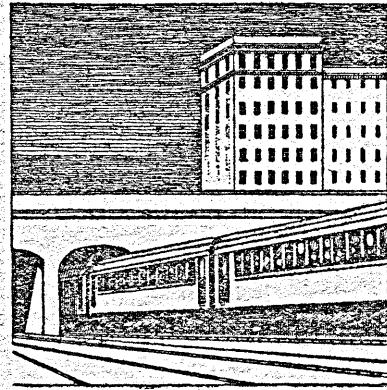
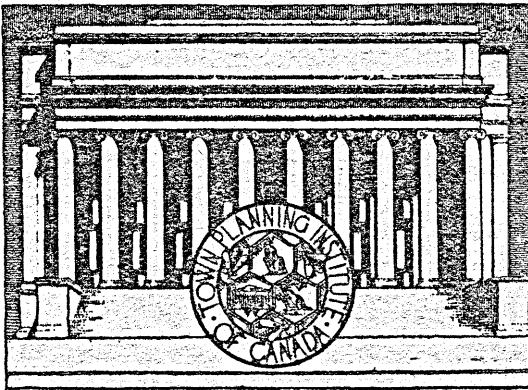


TOWN PLANNING



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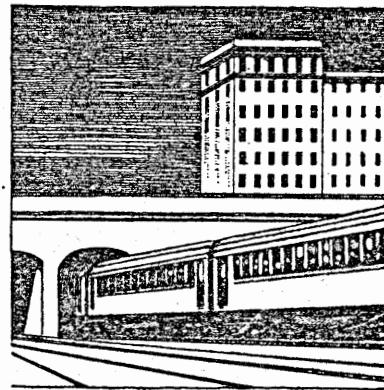
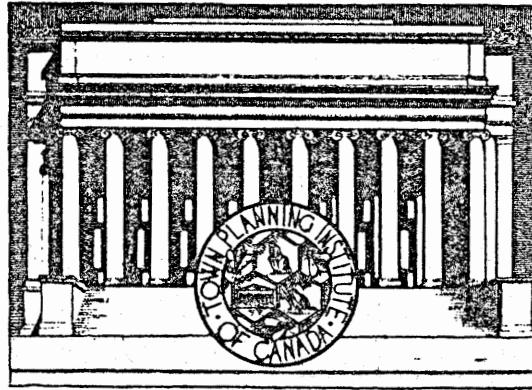
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Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.

SIR EBENEZER HOWARD

Founder of the English Garden Cities.

By ALFRED BUCKLEY

Sir Ebenezer Howard, founder of the English Garden City movement died at Welwyn Garden City, Hertfordshire, England, on April 30, in his seventy-ninth year.

•A little more than a year ago, His Majesty, King George, conferred upon Mr. Howard the honour of Knighthood, in recognition of the great social service rendered to his country in the establishment of the English Garden Cities. At that time we wrote: "The honour conferred upon Mr. Howard is an honour richly deserved by a great man and is an eloquent testimony to the fact that a movement born of a sincere impulse to relieve human suffering, and to bring order and beauty into the building of towns and cities, has not escaped the attention of an observant nation."

At a complimentary dinner, held last year in the Garden City which had risen from the seed of his courageous ideas and his social faith, one of His Majesty's ministers, Right Hon. Neville Chamberlain, expressed the affection and admiration held by all who knew Ebenezer Howard, and by a multitude of social reformers all over the world.

We see in him (said Mr. Chamberlain) the pioneer of a great idea; an idea fraught with enormous possibilities for good for the people of our country. He has been more fortunate than some pioneers. You may remember, for instance, that some four hundred years ago there was a certain Sir Thomas More, who also had notions about the way in which cities should be run; and he put his ideas into a book. What

was the result? The next thing we hear of him is that his head was cut off and the very name of his book has passed into a byword for a visionary and impracticable scheme. Our guest has never lost his head, either in bad fortune or good. On the contrary, by a combination of vision, common sense, tenacity and imagination he has overcome all difficulties; so that to-day we can pay him honour in the very place in which his great idea has come to fruition. The time has not come to write his epitaph—I hope it will be a long time before it does—but I do not think we could find anything more appropriate than that given to Sir Christopher Wren: *Si monumentum requaeris, circumspice.*

There can therefore be no lament that recognition of the work of Howard came too late, since for thirty years, surrounded by some of the finest intelligences of Britain as active associates, he has been witness of the practicability of his ideas in the actual building of one, and later two, Garden Cities in his native land. And not only this. As a direct result of his work, for twenty years he has been witness of a national endeavour, embodied in the British Town Planning Act of 1909, to establish town planning control over all new territories designated as building areas, whereas in times past these areas had been at the mercy of the uncoordinated and uncontrolled commercialism, which had been responsible for the unspeakable slum developments and the attendant social evils which British sociologists had deplored for generations.

And beyond the borders of his native land, Howard had seen for many years, in many lands, his main ideas struggling for light and recognition against accumulated traditions of commercial obscurantism, like spring flowers battling with the debris of a long and merciless winter.

Looking back over the twenty-five years since the founding of Howard's first Garden City in England, a writer in *Garden Cities and Town Planning*, who was doubtless one of Howard's early disciples at Letchworth, noted last year some of the foreign movements that may be directly traced to the work of Ebenezer Howard.

And there (he said) we may take some pleasure in the fact that the movement which is now all but universal began in Old England. The few British pioneers who led the movement are familiar figures at International Congresses; their works and achievements are known and read of all men, and we are able to recognize in the city plans, regional surveys, nation plans, trebaten, twindorpen, gartenstadte, cites-jardins and citti giardini the crop from our original *Garden Cities of To-morrow*, the seed sown by Sir Ebenezer Howard.

We note, too, that the technical periodical literature which we receive in such profusion from abroad is, year by year, engaged on studies such as ours, and that the structure of the

professional surveys, reports and plans is becoming standardized to models that are familiar to our members. Town and country planning, indeed, is fast becoming one more of the sciences which spread infectiously from land to land, uniting men and nations in fundamental concerns, breaking down prejudice by the discovery of common needs and wisdom, overlapping tariff walls and ignoring contradictory political conceptions and institutions.

Consider the immensity of the problem that Ebenezer Howard, a court stenographer, undertook to solve. It was the problem of relieving and diverting the universal trend to overgrown cities, with their dreadful entail of congested living and the consequent impoverishment of life and human energy and happiness; the egregious multiplication of land values so that decent living quarters for the poorer wage-earning families became practically impossible and men began to declare that separate homes could no longer be built in the modern city; the frantic efforts



The Late Sir Ebenezer Howard.

of working families to get beyond city limits to find cheaper living conditions, and the creation of ragged suburbs where the city octopus inevitably followed in the course of a few years and once more robbed them of sunlight and air and the peace of the country. It was a social system geared to satisfy the physical and spiritual needs of only a fraction of the community.

And the twin problem—the universal drift of the younger members of the agricultural family to the overcrowded city, and the consequent depopulation of the countryside, the recrudescence of Goldsmith's "Deserted Village".

Howard's solution was the creation of a chain of garden cities all over England:

planned for industry and healthy living; of a

size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt of rural land, the whole of the land being in public ownership or held in trust for the community.

Howard saw from the first that the traffic in land was at the root of the whole terrible problem of congested living. The increments in land values were so manifestly created by the people who congregated on the land for work and living that to so ethically simple and direct a mind as Howard's it was a matter of the plainest economic justice that increasing land values should be diverted from the grip of land-owners—not more than one per cent of any ordinary community—to public service. Then a town could be planned from the beginning for "healthy living" where no slums would be tolerated.

But where was so socially unimportant a man as Howard was in 1898 to accumulate the power to persuade the British people, so wedded to the sacred traditions of land-ownership, to revise their concepts of the use of land?

Howard was a court stenographer. In 1898 he wrote a shilling booklet entitled "To-Morrow: A Peaceful Path to Reform." In three years a third edition was needed and this was renamed "Garden Cities of To-Morrow." In this book Mr. Howard advocated the building of a model town of about 30,000 people in an agricultural district of England planned from the first by modern methods of engineering and sanitary science, with a social outlook such as had never before been considered. "My proposal is," he said, "that there should be an earnest attempt made to organize a migratory movement of population from our overcrowded centres to sparsely settled rural districts." An area would be needed of about 6,000 acres of rural land to be obtained in open market at the cost of about \$200 an acre, requiring a capital of about \$1,200,000. The estate was to be held in trust "first as a security for the debenture holders and, secondly for the people of the Garden City." The object was "to raise the standard of health and comfort of all true workers of whatever grade—the means by which these objects are to be achieved being a healthy, natural, and economic combination of town and country life, and this on land owned by the municipality." The centre of this area was to be developed as a model town with accommodation for about 30,000 persons, while the major part of it would be held in perpetuity as an agricultural belt. If the population grew beyond the limits of the scheme, it would not be allowed to eat up the agricultural section, but would necessitate the formation of a new garden city.

From this point the story is a romance of sociology, which may take a place in history—when history is concerned more with the progress of social betterment than with military glory—as the practical realization of dreams of social good of which the social prophets of Leviticus, Plato, Sir Thomas More, Campanella, Robert Owen, Buckingham, Richard-

son, Morris, Bellamy and others had written as it seemed in vain.

In 1899, the year after the first issue of his book, Mr. Howard succeeded in interesting a number of men and women of influence and good social standing in his project and a Garden City Association was formed "to promote the discussion of the project suggested by Mr. Ebenezer Howard in 'To-Morrow' and ultimately to formulate a practical scheme on the lines of that project, with such modifications as may seem desirable." In 1906 we find among a list of the past vice-presidents of the Association such honoured names as the Right Hon. James Bryce, Lord Brassey, Rev. Stopford Brooke, the Bishop of Hereford, Walter Crane, Patrick Geddes, Rider Haggard, Anthony Hope Hawkins, George Cadbury, Earl Carrington, Corrie Grant, Sir Walter Forster, Sarah Grand, W. P. Byles, Rev. John Clifford, L. A. Atherley Jones and many others, some of whom had been writing and speaking in the interests of some better form of social advancement all their mature lives. Says Mr. Montagu Harris, K.C., one of the first of Mr. Howard's disciples and now president of the British Town Planning Institute, in his book, "The Garden City Movement":

This Association grew rapidly in numbers and influence, spreading its principles by means of lectures, pamphlets and articles, meetings and conferences, until it reached a point when it was possible to take a practical step, and, in 1902, the Garden City Pioneer Company Ltd. was formed, with a capital of \$100,000, for the purpose of securing the option of a site and of preparing and presenting to the public a complete scheme adapted to the development of the site thus selected. By September, 1903, this Company had done its work, and was merged in the new Company, called First Garden City, Ltd., which took in hand the development of the first practical experiment on complete Garden City lines.

The new Company started with a nominal capital of \$1,500,000. Of this amount about \$500,000 was subscribed by about 1,340 shareholders, the directors themselves, and their relatives, subscribing \$225,000. Dividends were to be limited to a cumulative dividend of five per cent. per annum, and the profits of the project were to be expended for the advantage of the community. An estate was bought of 3,818 acres some thirty-four miles north of London at about \$200 an acre and in 1903 the first Garden City was opened by Earl Grey.

At present Letchworth Garden City comprises a population of about 15,000 persons. It has been built on the lines projected in Howard's book, so far as the sociological principles are concerned, though the first sketches for planning and design were modified to suit the exigencies of the situation. The British judgment on its success, both from the financial and social points of view, is practically unanimous. Letchworth is no dormitory town or suburb. It is a

self-contained town with about eighty industries and its provision for the social needs of the residents is a story itself and is probably equalled in no other town or city in Britain. The density of the town plan is about 23 persons to the acre, and the 2,500 acres of agricultural belt are now in intensive cultivation and will remain so for all time. All land is held under lease for 99 or 999 years.

Its provision for the social needs of all the residents, we have said, is probably equalled by no other town in Britain. We may say now—except by the Second Garden City, at Welwyn.

About seven years ago Howard began scouting for another estate on which to build a Second Garden City. He bought one at Welwyn, some ten miles nearer to London, in the same county of Hertfordshire, with not enough money in his possession to make the first payment. To-day Welwyn Garden City has some 6,000 inhabitants, a group of industries of which the Shredded Wheat Company is an interesting example, since its industry demands the best and cleanest atmospheric conditions possible to secure. The Second Garden City has also been chosen as the home of the British Film industry. It is not being built as an imitation of Letchworth, except that the same sociological principles are at the base of its foundation. Some mistakes were made at Letchworth, and these are not being repeated. New ideas have been born as the fruit of Letchworth experience and these are being "tried out." The long land leases—of 99 and 999 years—given to shopping premises at Letchworth were seen to confer benefits out of all proportion to services rendered or to the benefits of other lease-holders since the land values of business premises appreciate much more rapidly than other holdings. At present all the shopping needs of the community at Welwyn are being met by one large department store, in which the community has a financial interest. It is not claimed that the present arrangement will be permanent, but meanwhile it is giving material for study of the economic and ethical bases of trade. So many benefits are being conferred on the community at public expense in the shape of schools, playgrounds, parks, community halls for indoor recreation, amusement and educational needs that the managers cannot afford to give away any sources of revenue that have been the result of public enterprise, nor can they allow adventitious private fortunes to be made at the cost of public enterprise.

And in all this all who knew Howard will see the special quality of his thinking—a fine sensitiveness to what is just and right and a most patient but undaunted determination to keep under effective restraint the acquisitive adventurer who would not hesitate to wreck the whole project for the sake of private gain. In those early Letchworth days he said to the present writer: "I know, of course, that there are some persons buzzing round us who have little social interest in this movement and are looking mainly for opportunity for private gain, but

I am not unduly worried about that. I do not expect all people to be altruists. That would not be wholesome. The incentive of private gain is the natural stimulus of commerce and I want Letchworth to offer business opportunity, or it cannot succeed. But this instinct must be held under some kind of social control. We must legislate for the common good." I do not pretend that these were his exact words, but this was the substance of his conversation. Indeed he was most patient and sympathetic with all who believed they could see business opportunity at the Garden City. He was most anxious that the British public should understand that he was presenting an economic proposition as well as a project of social reform. When the critics jested about "philanthropy at five per cent" he was not greatly disturbed, though I suspect he would not have joined in the scoffing at a word that once had a particularly fine meaning.

Throughout those twenty-five years he remained a poor man, in financial resources. When Letchworth Garden City was founded he was granted a small salary as general adviser and lecturer. In 1925, at the New York International Town Planning Congress, I asked him if there were any chance of his making a tour of Canada. He said he very much wished to do so but he could not afford it.

The late recognition of his services by the British Government could never have been a trouble to him. It was his disciples and not himself who expected such recognition and pressed for it. He had such a magnificent opportunity of trying out ideas, and such a splendid and competent band of associates that one may conjecture he had abundant sources of satisfaction in the progress of his project. We never found him paying easy compliments to position, as such. He respected most, men of ideas, and men of social faith. Only last year, when the British Minister of Health, at the complimentary dinner to which I have made reference, delivered the eulogium quoted above but doubted if the British public were yet ready to experiment in garden cities on a national scale, Mr. Howard, in reply, moved lightly and quickly over the compliments but contested the judgment of the Minister with the utmost politeness but with entire frankness and sincerity.

Howard had a perfect genius for finding and enlisting the services of men who could do things in the best way, and for creating the best possible opportunities for them to exercise their talents. The technical men who joined him—architects, engineers, surveyors, lawyers, financiers, artists, writers and sociologists—have now international reputations, and we may hazard the conjecture that with whomsoever they quarrelled they never quarrelled with Howard. He knew his own work and respected and admired the good work of others. He knew who were his masters in technical skill and he did not get in their way. He knew the paralysing effect of brute Authority and his common-sense, taste and passion for a cause made the exercise of brute Authority im-

possible by him. He had no vanity. He was hospitable to ideas, and an idea was to him what a gold mine is to other persons. And if he was ready and eager to exploit it, he was also ready and eager to give credit where credit was due and to see in it, not his own gain or his own glorification, but the welfare of the beloved Community of his dreams.

There were times when the awful word "socialism" was flung in his direction, as it always is when a larger and more generous social outlook is contemplated. But even mob sense came to see that what Howard was aiming at could be better described as co-operative individualism. Howard declined at all times to identify himself with sections and parties, while claiming and affording, as far as lay in his power, perfect liberty of expression and action for everybody, within the limits of social welfare. Given an ordered society, he believed, and some cultivated restraint on commercial cannibalism, liberty and freedom would take on richer hues than they had ever manifested in the past. And, most of all, the social pestilences that have tormented the world would never obtain a footing. The multitude of societies at the Garden Cities exist, not to cure social ills *there*, but to prevent their existence and to promote abundant life.

The first book—if memory serves—to appreciate the work of Howard was written in 1906 by Mr. Montagu Harris, K.C., now president of the British Town Planning Institute, entitled "The Garden City Movement." Mr. Howard wrote a preface to this book, under some emotional stress, for the book was some sign that his work was not to be in vain. His words may fitly close this appreciation, for they will show better than anything that can be written here the kind of man he was.

"If I could put into this preface the thanks which well up in my heart to the many men and women who have laboured with me in the task of realising an idea which I launched on the world a few years ago—the idea of building a new and beautiful and slumless city as an object lesson to the nation, preparing it for the yet greater work which lies before it, the work of re-constructing its outer fabric on the basis of Truth, Justice, and Peace—what joy I should feel in the utterance! But this joy of a full expression of thankfulness can never be mine; for, as the Garden City Movement spreads—as further help is freely rendered to our cause—the joy and thankfulness that fill me become deeper and deeper, and utterance more and more impossible.

"A true idea is a seed. Its creative power—always real, though sometimes long dormant—becomes immediately manifest if only the soil in which it is sown—the environment into which it is born—is ready. And, from the first, I was convinced that the conception of a new city on a new site, administered on lines of freedom and justice, was in it-

self so eminently practicable; was so calculated to fire the imagination, to kindle enthusiasm, to arouse patient, persistent effort; was so pre-eminently a need of the time, giving a worthy generous aim in which people of all shades of thought and feeling may unite; was so capable of combining the forces which make for sweetness and light, beauty and health, peace and right, that I never entertained a doubt of its early realisation, except such as sometimes arose out of a sense that there might be a lack of power in myself to give the thought a sufficient 'start in life.'

"But this doubt was soon set at rest. The idea possessed the most remarkable vitality. And no sooner was it uttered than there came to water and to tend it help from many sources. Indeed, most of the real hard work had been already done by others! The soil was fully prepared; the seed had but to be sown. Never, perhaps, has man more strongly felt than I the truth of the saying: 'Other men have laboured, and ye have entered into their labours.'

"Are not Saltaire, Bournville, and Port Sunlight witnesses and proofs of what can be done if only we make a fresh start, turn over a new leaf, and dare to do what our friends declare impossible? And has not all the work done by many earnest souls to arouse the British nation to a sense of the great need of our people for comfortable, airy homes, for opportunities of healthy work and recreation, for assurance of rest and support at the end of a life of strenuous endeavour; has not the effort to awaken a deep feeling of the solemn responsibility which rests upon us towards the weakest, the poorest, the most outcast; has not all the hope and aspiration for a coming time of peace and goodwill, felt and sung down the long ages of the past—have not these left their permanent traces in the deep under-currents of thought and emotion of us all? Surely the soil had been well prepared.

"But, in order to effect great and beneficent changes, the present must ever co-operate with the past. The men and women of to-day must join hands with the men and women of yesterday, aye, and of the remote past. There must be co-operation on the broadest, deepest, longest, brightest lines of activity. Faith and love and wisdom must all work in unity. Men and women, young and old, rich and poor, king and peasant, Conservative and Radical, Socialist and Individualist, the patient worker in the study, the man of affairs, the man of science, poet, artist, teacher, preacher, must, in the words of Charles Dickens, 'Unite to make the world a better place.' "

EBENEZER HOWARD.

A NOTE ON LEASEHOLD

There were families of high social standing who went to live at Letchworth. There were families from London slums. Some of us went from London streets or suburbs where the houses were so much alike that

it was almost difficult to find one's home. I am tempted to reproduce a picture of a cottage I built there in 1905. It cost \$1,500. I had a lease for 999 years of two acres of rich meadow land, surrounded by magnificent elms, at an annual rental of, I think twenty-five dollars an acre. As a lease-holder, practi-

incongruous buildings and destroy the amenities, character and land values of a neighbourhood. It must be said, however, that the Garden City Company reformed the old system of British leasehold long before the late Act concerning landlord and tenant was ever contemplated. There was no short-



A GARDEN CITY HOME—COST \$1500

cally in perpetuity, I had all the feeling of private ownership that any reasonable man could have desired. So long as I used that land for home purposes no one would have interfered with me. Living in a town planned area I had protection from the kind of neighbours who in unzoned towns proceed to erect

lease system intended to give the land-owner power to appropriate all the improvements at the expiration of the lease, or power to refuse renewal of the lease or other traditional iniquities that made the old British leasehold system unpopular and infamous on the American continent. A. B.

THE COMMERCIAL VALUE OF CIVIC BEAUTY

Town Planning Address Delivered to the Saint John, New Brunswick, Board of Trade, April 27.

By A. G. Dalzell, M.E.I.C.
Town Planning Consultant

This is an age in which men realise, as perhaps they have never realised to the same extent before, that no man liveth unto himself. This audience is witness to the fact that just to make a living by trade and commerce, men find it advisable to organize and co-operate, to work together for mutual benefit. But more and more it is recognized that the success of trade, and the advancement of commerce depend largely upon the welfare of the great masses of the people. Thus we find that boards of trade are not only interested in the direct objects for which they have been organized, but are prepared to assist in most schemes designed to improve living conditions and promote the common welfare.

There is no need to assume that this is done

purely from selfish motives, any more than there is to assume that the only interest a medical man has in a patient is the possibility of a fee, or that clergymen perform their duties because they are paid. It is one of the glories of the British race that members of all classes, and of both sexes, the wealthiest and most highly educated, the poorer and less favored, willingly render continuous and patient service to advance the common weal.

URBAN AREAS

It is a striking fact that in this new and vast Dominion that supplies millions in other lands with products of the farm and field, more than half of its own population resides in urban communities.

Even in the great agricultural province of Manitoba over 40 per cent of the population reside within the city and adjacent municipalities, sometimes designated as Greater Winnipeg.

Much thought is rightly given to the development of agricultural land, and the settlement of farm workers in Canada, but there is just as much need to consider the problems of the other half of the population residing in urban areas. Many towns and cities of Canada have glorious natural sites and surroundings; nature is lavish with beauty, and nothing is gained, but a great deal lost, if in town and city development natural beauty is destroyed for want of thought. But civic beauty does not altogether depend on natural surroundings. It can be secured where the scenic advantages are not very great or hardly exist at all. There is beauty in civic orderliness, in harmony, in fitness for purpose, and it is beauty of this character than can bring returns just as sure and certain as the beauties of nature.

OUR MOTOR AGE

Over a quarter of the present century has passed and the period will no doubt be named by historians of the future as the developing age of the motor vehicle. Perhaps the next quarter of a century will be the developing age of the airplane or airship. The motor vehicle has made travel possible to millions that without automobiles would seldom get far from home. Canada has only one friendly people that can enter the Dominion directly by motor vehicles, and in the United States of America the motor vehicle is used to a greater extent than anywhere else in the world. Quite rightly, all government authorities, Dominion, provincial, county and municipal, desire to promote the friendly visits of our neighbors. Their visits, and ours in return, help to promote friendly relationship, to remove misunderstandings and misconceptions, to stimulate trade and commerce, and the circulation of money. We must not however, forget that our neighbors do not come solely to see us, because after all we are pretty much the same as they are, in speech and dress and customs; but they come to see our scenery, our towns and cities, which they hope to find different.

DESECRATION OF NATURAL BEAUTY

We ought to recognize that there is a distinct commercial advantage in the preservation of the individuality and distinctive features of Canadian towns and cities, and our community life. Our neighbors are bored to death by the endless length and uniformity of their main streets. Their eyes are sore with looking at glaring gas stations and blatant billboards, beseeching them to buy certain articles, and their noses are weary of the smell of hot-dog kennels. I am sure that the helmet and tunic of the Toronto policeman, similar to that of the British metropolitan force, has as much appeal to the average lady visitor from the United States as any spring millinery, because it is so unlike any

they are accustomed to. There is a very active campaign amongst the best classes of the American people at the present time to secure legislation to restore the rights of the people to the enjoyment of natural scenery that has been spoiled by thoughtless commercialism, and we as Canadians ought to capitalize this to our advantage, and secure the very best class of traveler by preserving our highways, our fields and woods from repulsive desecration.

In Ontario the beauty of much country scenery has been spoilt by advertisements in repugnant taste painted on the sides of farm buildings. These advertisements proclaim that 'children cry.' This we know to be a fact, and it is not hard to believe that angels weep, when for commercial gain men thus spoil the countryside.

HEALTHY SIGN

It is a very healthy and encouraging sign that at the present time so many of the best citizens of Saint John are interested in an effort to clean up the city and, if possible, reduce the smoke nuisance. There is nothing more repulsive than a dirty, untidy city, and there is no commercial advantage in waste of fuel. It is to be hoped that this is not a spasmodic effort, nor do I think it desirable that clean-up campaigns should become annual events, though there must be some civic spring cleaning just as there is need for some spring house cleaning. But what is needed is to get civic house-keeping firmly established on such lines that there will be civic orderliness, civic neatness, all the time, just as there is in any well-organized manufacturing plant.

BASIC PRINCIPLES

It is therefore my purpose to ask you to consider with me some of the basic principles that are required to secure civic order and harmony, without which there is no real civic beauty, and to try to show you that working out civic developments on these lines will bring in not only distinct commercial advantages, but the highest returns in civic welfare, and community and personal health and happiness.

In my opinion the most pressing need to secure civic improvement at the present time is for citizens to realize that we are living in a motor age. The tremendous development that has taken place, even in the present century, in the transportation of human beings, their thoughts and speech and every material thing they use, demands to correspond and go along with it entirely new methods in the development of urban communities.

It is a puzzling fact that the most modern cities of Canada, and even the extension of such older communities as Saint John; though all taking place since revolutionary changes in transportation, have been developed on a plan devised by that brilliant Quaker, William Penn, for the foundation unit of the city of Philadelphia in 1682. Excellent as was this plan of William Penn's, in comparison with such haphazard development as was taking place at the

time at Boston and other old settlements, these facts must be remembered. Penn had no conception of the modern congestion of traffic either pedestrian or vehicular. He knew nothing of railways, steam or electricity, or of automobiles or motor trucks. Modern water and sewer, gas, electric light and power, telegraph or telephone systems gave Penn no concern.

But Penn did provide arterial highways, the present Broad and Market streets of Philadelphia, and he did provide for public squares or parks, and though his plan has been so widely copied, most have forgotten to include these very necessary features.

NEW CIVIC DESIGN IS NEEDED

At the present day the speed of street traffic averages nearly three times above any that Penn expected. In quantity it is from ten to one hundred times as great. Water and sewer systems, and all public utilities are now dominant factors in urban development, and their cost and efficiency is vitally affected by street design. Though surveyors and engineers learn that the long side of any triangle is shorter than the sum of the other two, in planning street systems diagonal highways have been forgotten, and even in the very area that Penn planned the citizens of Philadelphia have spent millions to provide a diagonal highway to fit the city for modern methods of transportation.

Because no provision has been made for the reservation of public parks such a modern city as Vancouver, to secure 25 small park sites with a total area of less than 100 acres, has had to spend over one and a quarter million dollars for the land alone.

To secure the full advantage of the motor vehicle it is necessary to have hard surfaced highways, and paved roads in towns and cities. When the roads also give access to building sites it is almost essential that before they are constructed, sewers and water mains should be installed. This means a very considerable expenditure whether it is charged mainly to the property directly benefited or carried by the community at large.

COSTLY BUILDING DUE TO BAD PLANNING

It is quite usual in Canada and the United States to find one-half of the total cost of construction of the average dwelling to be absorbed in the cost of land and its improvement, and this cost can and should be decreased.

Improvident and unprofitable expenditures result in high taxation and lessen the amount available for house-building or industrial expansion. If it was realized that this was a motor age and that urban development should proceed accordingly, our streets would not be laid out regardless of the topography of the land, any more than our railways are. Neither would all streets be of one uniform width. Extra wide streets are required for direct and through traffic, but residential streets should not be designed for fast traffic at all, and they should be designed so as to minimize the cost of paving so that we can

afford not only to pave the great highways, but make it possible for every home-owner to drive safely to his own door.

The motor vehicle tends to prevent congestion of population, which has many evils, but it tends to the dispersion of population, which is not without danger. When the population is badly scattered it becomes difficult to serve the residents with public water and sewer services. All the advantages of fresh air and more sunlight may be offset by scarcity or impurity of water or the neglect of sanitary habits for the want of proper sanitary conveniences.

IN SAINT JOHN

My knowledge of local conditions is not adequate enough to know to what extent the latest developments of your city are defective, but I have gathered that they were mainly designed by real estate operators for the sale of land, and to that extent at least, they were defective, because the best interest of the community will never be attained when the primary purpose is to sell the land, irrespective of making the best use of it.

I would like to bring home to you, as gentlemen interested not only in local business, which after all is affected by the welfare of the Dominion, but also to you as members of business organizations with perhaps Dominion wide interests, and to all as members of this great commonwealth, that there is hardly anything more important at the present time than improved methods in the development of urban communities.

BRITISH STOCK AND BRANCH FACTORIES

It is admitted that one of the greatest needs of the present time is to preserve a proper proportion of British stock to balance the immigration of the foreign born, who are anxious to come here, and indeed are in many respects well fitted to do the pioneer development of our new agricultural and mining lands. The number of British people able to do this pioneer work, or perhaps I should say willing to do it, is limited. The British people have become urbanized to a great extent, and however fast our agricultural development proceeds, it is certain that urban development will keep pace with it, may even, as it has done in the past, outstrip it.

There is need for care in inviting British settlers into our urban communities. It can only be justified when there is industrial expansion to warrant it. That expansion may come by the enlargement of our own industrial establishments with the growth of the Dominion, or it may come by the establishment of branch factories by British, or other promoters, utilizing our natural resources to produce goods than can be sold, not only in domestic but world wide markets.

THE OBSTACLE OF EXCESSIVE LOCAL TAXATION

One thing great industrial leaders fight shy of is excessive local taxation, and the British manufacturer at the present time is making a strenuous

fight for, and gaining some success in the relief of local taxation. They are also looking for proper housing and living conditions for their employes so as to reduce labor turnover and gain contented workers. Because so much of the development of urban communities in Canada has proceeded primarily in the interests of land owners, expenditures have been increased which result in very heavy municipal taxation.

Sir Thomas White, speaking to the Canadian Manufacturers' Association in 1926 said:

Many industries are showing disappointing results because the overhead eats so deeply into their profits. In its direct result our heavy taxation is scarcely less onerous. It is a formidable deterrent to enterprise on the part of our own people. It adds greatly to the cost of production, and especially with the greatest of all our competitors, the United States of America, where direct taxation is very much lower than ours.

LAND SPECULATION IN CANADA

Because of land speculation the working people in many cities in Canada pay very dearly for their homes, especially for the land, and the land improvements, the streets and street services. In 1907, Canon Barnett, who, with his gifted wife, had devoted years to the welfare and spiritual help of the poor of East London, decided to build a model suburb, now well known as Hampstead Garden Suburb, adjoining the great lung of London, Hampstead Heath. This land had been in the possession of the trustees of the famous public school, Eton, and could only be sold at fair market value. In Canadian currency the price at which it was purchased could be stated as \$2,350 per acre. It was not cheap land, since the price paid for over 400 housing schemes under British government control since the war averaged \$940 per acre. So far back as 1907, the year Canon Barnett purchased this land, foreign immigrants paid more for 25-foot lots on a swamp in the then small city of Fort William, Ontario, square foot for square foot, than was paid for land within a six-cent fare of the very centre of the British metropolis; and today the land of this same shack town is assessed at a still higher figure. And this is by no means exceptional, as the price of the London land is equivalent to \$200 for a 25 ft. x 100 lot, and lots on a similar swamp at Vancouver were selling at the same time at approximately the same prices.

LAND BURDENS AND THE HOME

When too much is paid for land and land improvement and, in addition, municipal taxation is high, the character of the home suffers, or intensive use is made of the land, and instead of the desirable single family dwelling house we have the less desirable double or multi-family dwelling house.

Since the war there has been a tremendous development aided by government grants in house build-

ing for the industrial workers of Great Britain. The greater part of it has been single family dwellings, semi-detached or in group, but very little in the nature of flats or tenements. The cost has been enormous, but the result has been an altogether different conception of house-building and home-owning, and in England alone over half a million people are buying homes with the aid of building societies.

With these modern examples of house-building all over Great Britain, it is folly to think that British industrial workers will be contented with shacks or inadequate and inefficient dwellings in Canada, where the climate is more severe than they have been accustomed to. British captains of industry are long-sighted and experienced enough to take any risk of establishing industrial plants where workers will be dissatisfied with housing and living conditions.

Many communities in Canada that went through boom experiences have tremendous handicaps to overcome. I doubt not they will be overcome, but in the meantime this is the opportunity for communities, fortunate enough to have escaped a boom, and its reaction, to take the lesson so to plan the development of their city, and its contributory areas, to escape making the mistakes that are so evident to any thoughtful observer.

TOWN PLANNING

For some reason town planning has not taken quick root in Canada, though modern town planning owes most to British ideas. Our astute neighbors on the south realize the value of town planning, and its commercial significance, because it is fostered by the Federal Department of Commerce. Over nine-tenths of the United States have passed enabling legislation; more than 600 municipalities have zoned their areas, and three states have legislation to control the development of even the rural areas. In Great Britain and France and other European countries town planning is compulsory; so it is in our-sister dominion, New Zealand. In Australia the government has one hundred million dollars available for housing loans, and New Zealand also has state money available for housing purposes.

MARITIMES

The Maritime Provinces are full of new hopes and new enthusiasms. They ought to be prepared to adopt new ideas and especially to endeavor to avoid the mistakes which are now so obvious in the development of much of our western lands, both rural and urban. The human factor must have more consideration; there must be more thought of men and women and less of dollars and bushels. A short time ago we had a visit from the Secretary of the Dominions, the Right Hon. L. C. M. S. Amery. He is reported to have said as follows, regarding emigration:

We are learning all the time. We have come to realise as the work develops that one of the most important factors in the whole business

is housing. Unless there are proper conditions for the housing of the agricultural laborers, with their families, the men will not stay on the land, and their wives will not help them to stay. This settlement in cottages on the land in the Dominions is a matter which the Dominion governments are beginning to realise plays a most important part in keeping men on the land.

What applies to the agricultural laborer applies also to the industrial worker, and we must create the conditions which make it easier for every working man to get a decent home; homes fit for babies to be born in, women and children to live in, or men to die in. It is a sad fact that we house our automobiles in a better type of building than that provided for many of our fellow men. No city is well planned until it has solved its housing problem.

You may think I have wandered far from civic beauty and its commercial advantages. I am a firm believer in all that pertains to civic beauty, paved and clean streets, ornamental boulevards and improved lighting system, scenic driveways and pleasant parks, civic centres and fine institutions. But the emperors of Rome, the Napoleons of France, the kaisers of Germany, the czars of Russia built beautiful cities but neglected the human factor, and we know the consequences. If we take the broad view and consider the interests of the Dominion as a whole we can be certain the local view will not be overlooked. At the same time let us do what we can with our own neighborhood, our own city and our own province; the example we set will spread, as others see the benefits obtained.

TO YOUNGER MEN

I would like to make an appeal* to the younger men to take a more active part in community work. Veterans like Mr. Burditt cannot always carry on and we need young men with vision and imagination, courage and resource, to continue the work the older men have so faithfully carried on. If we want a country fit to live in, or a city we can be proud of; or even if we want the conditions that lead to industrial prosperity then we must take our share and work for it.

True civic beauty, like true physical beauty, depends on health, and there is not true wealth without health. If civic development is unsound at the core, or proceeding on wrong lines, all ornamentation is as valueless as powder on the face of a woman dying of cancer. Modern city planning, while promoting beauty and aesthetic effects, aims primarily at utilizing the land area of a city along sound engineering lines, so that the citizens may find it a better, healthier, more economical, and more attractive place in which to live work and play.

No really effective city plan stops short at the city limits. There is no real line of separation between the interests of separate municipalities or between urban and rural areas. Unfortunately very often mu-

nicipal boundaries create barriers between classes and cause strife. It is not in the best interests of any great city to have dormitory municipalities adjacent to it. The interests of the citizens are divided between the place in which they sleep and spend their leisure hours and the place in which they toil to earn a living. If we plan our city development properly, in most cases suitable home-sites can be provided for all classes of citizens. If this is not possible, then city limits should be enlarged, or community government changed so as to avoid the division of interest in communities which are essentially one.

NEW BRUNSWICK

New Brunswick was the first province in the Dominion to enact real town planning legislation but so far has made no use of it. Whilst we have been dreaming about town planning our neighbors to the south have been hard at work. Because of lack of interest in this great social science the town planning adviser of the Dominion Government, Mr. Thomas Adams, who had previously been adviser to the British government, was allowed to leave the Dominion and his services were promptly secured to direct the largest planning project the world has yet known, the regional plan of New York, upon which over a million dollars has been spent in study and research.

A remarkable change has taken place in England within the last decade and it has significance for the Maritime Provinces. All the great industrial development that originated after the introduction of the steam engine and machinery took place in the Midlands and northern counties. The south of England, apart from London, had no great cities, no great industrial areas, no great additions to population. Within the last decade since the war ended nearly all the new industries such as the motor and airplane works, artificial silk and new chemical industries have located in the south of England, largely because cheaper and better sites could be secured both for plants and employes, and pleasanter conditions found both for work and play.

NEW POLICIES

If in the Maritime Provinces enlightened policies are adopted, if old methods which have made it easy for lazy people and speculators to acquire wealth, and hard for honest workers to earn a living, are abandoned in favor of policies which place the interests of the community at higher levels, then we may hope to see community developments as beautiful and attractive as in any place in the world. We start with a beautiful country. If we plan for beauty we must plan for health and if we plan for health we shall inevitably secure the truest wealth.

Sir Clifford Sifton, addressing a meeting of the Civic Improvement League at Ottawa, said:

I think we ought to be able to make some kind of an improvement in Canada over what has gone before. We have the whole history

of the world to look back to. Can we not, in the Dominion of Canada, do a little better than other countries have done? We have a virgin country; cannot we learn to administer this country in some way better than they have done it elsewhere? Can we not do it so that the poor people will not get poorer and more wretched and miserable and the rich people more luxurious and more callous in regard to the fate of others? We are today reproducing some of the very worst things that have characterized the old lands. We are getting slums in the cities. But we are doing worse than that. Apparently we are utterly failing to get to the root of the problem that makes slums.

These are the words of a Canadian who knows

the Dominion from end to end. They are a challenge to every honest citizen. Let the start be in our own city, amongst our own people. The difficulties will be great; they are not insurmountable, for, in the words of the song,

There are thousands to tell you it cannot be done,

There are thousands to prophecy failure,

There are thousands to point out to you one by one

The dangers that wait to assail you.

But just tackle the thing with a bit of a grin,

Then take off your coat and go to it,

Just start in to sing as you tackle the thing

That cannot be done—and you'll do it!

THE NEW ALBERTA TOWN PLANNING ACT

In the April issue of *Town Planning* the new Alberta "Town Planning and Preservation of Natural Beauties Act" was quoted in full, with some comments confessing to a certain difficulty in relating the new Act to the Alberta Town Planning Act of 1913.

Further information reveals that the intention of Premier Brownlee in introducing the Bill was to provide immediate machinery for dealing with the problem of rural planning, pending satisfactory opportunity of compiling a new Town and Rural Planning Bill, which, in view of the serious study required for the preparation of a comprehensive modern planning Act and the amount of work to be done by the government during the last session, might well be left to a later date. Some preliminary studies were made with a view to preparing an up-to-date comprehensive Town and Rural Planning Bill during the session, but it was finally decided to present the Bill which we published in April and consider it as Part I of a comprehensive Act, to be followed at the earliest date by a new Town Planning Act to be called Part II.

We understand, therefore, that the Act of 1913 will be repealed in due course, and that the probabilities are that Alberta will shortly have an Act covering both town and country, which, if well-conceived, may set a standard for the rest of Canada.

A wise step has certainly been taken in providing for the appointment of an experienced town planning adviser to assist in the preparation of further legislation and to take in hand the administration of the Act and the educational work needed to make the Act acceptable and intelligible to the people.

Canadian provincial authorities should see by this time—by the number of dead-letter Acts already in existence—that it may be futile to pass Planning Acts without creating an active and competent agency for their popularization and administration. British Columbia has been exceptionally fortunate in having a group of trained town planners in its largest city,

TOWN PLANNING ACT

organized as a local branch of the Town Planning Institute, ready and willing to do a certain amount of town planning advisory work for the government on a voluntary basis (legal professional work of a similar kind would have commanded substantial fees) and even to undertake voluntary lecture work. But busy professional men with private responsibilities to attend to cannot continue this kind of thing, even in the interests of a great social cause. The British Columbia government will doubtless find within the next decade many towns in the interior absolutely unaffected by the Town Planning Act, since the province has no provincial officer whose duty is to render town planning service to communities whose officers do not know the first steps to be taken towards the planning of their communities. Provincial town planning enabling Acts are not popular literature which every municipal official stays up at night to read, and for some time to come they will need to be interpreted by trained men to the communities for whose benefit they were created, or they will be inoperative and ineffective in the very places where planning control is most needed. The British Columbia government did not see its way to agree to the recommendations of the town planning advocates in this matter. It has always been our view that this was a prime mistake, with the large number of small towns in view where local initiative, such as Vancouver supplied, cannot be expected. A provincial town planning adviser would have been able to visit such towns and help them over the first difficulties of organization for town planning activity and act as a friendly stimulus until the local officers and citizens had seen the business and social benefit of town planning and discovered their own talent for organization.

It is a manifest confirmation of our view that the Alberta premier and his government have decided, as one of their first steps, to appoint a provincial town planning adviser. New Brunswick has had a

Town Planning Act since 1912, and has done nothing with it. Not a single town has benefitted by it. It is the same story in Nova Scotia and in Prince Edward Island. There has been no educational agency at the centre, competent to interpret the Acts and press their benefits upon the communities.

We incline to believe that Premier Brownlee also sees very clearly that in beginning Alberta planning at the rural end he is attempting a very difficult pioneering task, not yet tackled anywhere in Canada, which he cannot possibly carry to success without the assistance of expert town planning service. Planning control of the unorganized districts of British Columbia, where some of the most ravishing scenery in the world is in constant danger of destruction, and where much has been already destroyed, is one of the crying needs of that favoured province. But it cannot be established without a provincial town planning bureau. In these districts there are few active intelligences that see the need of conservation and control. The active agencies are usually of the exploiting order. Once the land passes into private hands there is apparently no restraint on industrial vandalism. There are some enlightened companies of the quality of Powell River Pulp and Paper Company who understand that industry can be carried on with physical decency and that there is profit in order and beauty. But often the poorest efforts at industrial activity are the most recklessly destructive of natural beauty.

Under Premier Brownlee's new Act a planning expert will need to know what is going on in unorganized and country districts and will have for his duty the bringing of all physical treatment of the land under the provisions of the new Act. He will judge them, not only from an industrial point of view but also from the point of view of conservation of natural beauty and planning for provincial order. If anyone cannot see the provincial utility

of such service he must be short-sighted indeed. It is profoundly interesting to us to see that Premier Brownlee sees it and is making provision for such service.

We are inclined to think that the present experimentation in rural and town planning in Alberta is as important as anything that is happening in Canada at the present time. If it is successful generations to come will point to this period as the beginning of scientific humanism in Alberta. It may well lead to such provincial care of the beautiful countryside as no province has yet shown. It may put an end to the wretched jumble building in villages and small towns that make the traveller wish for a by-pass road to almost every village he sees in Canada. It may lead to such demarcation and economical planning of residence areas everywhere as Mr. Dallzell is advocating in his Social Service booklets and to a better housing movement that may have not a little to do with the problem of immigration. The public gaze, so exclusively fixed on industry, may also move to the home needs of men and women of severely restricted resources and business itself may see expanding opportunities in a new kind of provision for these needs. Some businesses in England have certainly profited by the million new houses that have been built under government stimulus—which would not otherwise have been built. Canada with houses ready built for immigrant families willing to rent them or to buy them on the rent-payment principle or the tenant-partnership principle—built for use in mass production, on cheap land and with legal simplification—this is a vision that may not be entirely foolish.

Premier Brownlee has released ideas in Alberta that will not perish as mere ideas if the right executive with the right "social concern" is discovered to develop the ideas into active life.

THE SASKATCHEWAN PLANNING OUTLOOK

The Saskatchewan *Public Service Monthly* has recently opened its pages liberally to town planning news and views, which fact seems to denote two things—first, that the editor of that useful provincial monthly understands that town planning is destined to win out in Saskatchewan as a practical means for the promotion of business and social prosperity and the development of more orderly and interesting towns than past methods have shown. Provincial bulletins have been rather slow in arriving at this conclusion and have been inclined to treat the town planning movement either as "not proven" or as the Cinderella of municipal subjects. Saskatchewan is taking a sensible lead in recognizing that informed public opinion is getting more and more behind scientific planning and in deciding that its provincial organ of publicity ought to take

note of a manifest fact and supply town planning news and views for the consideration and the education of its clientele.

And 'secondly' the new Saskatchewan Town Planning Act has been moulded nearer to the heart's desire of the Town Planning Director and has clearly given new momentum to the work he has been trying to do for some years under the shackles of an Act which he did not honestly respect. In the *Public Service Monthly* he sees an admirable agency for the spread of town planning education in Saskatchewan and a promising co-partnership to this end of editor and director seems to have resulted.

Mr. Young has no respect for humbug, even of the patriotic kind, and this is the mark of an educated man. His first words of an interview reported in the provincial monthly plainly states: "No comprehen-

sive town planning scheme is in effect anywhere in Saskatchewan." This is the scientific and Socratic method. Find out first where you stand and shovel away humbug. We have found out in conversation with Mr. Young that he has a sensible respect for local initiative, intelligence and enterprise and would rather at any time cultivate this and build upon it than try to force uncomprehended legislation upon unwilling local minds. Nevertheless he has had to meet the fact time after time that local effort and intelligence were at a very low tide, so far as town planning progress was concerned, and he has had to stand back and say that nothing but education could set things going. The *Public Service Monthly*, as we say, seems to offer a platform for educational activi-

ty and we trust the subject will be kept alive thereby by the reiterated statement of facts and principles that will move local inertia and indifference to a planning program.

In the interview we mention Mr. Young reviews the new Act and sets forth its advantages. He says:

"Under the new Act, it costs nothing to start; it costs nothing to anticipate growth and prepare for it. Municipalities can make a start on town planning without tying themselves up to anything at all. They may go as far as they like, from a bylaw to keep a livery stable off Main Street to a full-fledged town plan. The new Act, an empowering Act, gives considerable latitude. The municipality can experiment until it sees that the thing is good. Having found it good, the test will serve so to educate public opinion that the council will be met with a demand for a thorough-going scheme of real preparation for progressive and co-ordinated growth."

Mr. Young recommended a thorough examination of the provisions of the new Act by all municipal councils and municipal officers. The Act, he stated, was based on sound principles, was practical without being visionary, and in line with modern municipal practice. Adequate provision was made for the safeguarding of property rights in accordance with established British procedure, and "compulsory state town planning," as envisaged in the old Act had



Proper town planning would have prevented this arrangement.

been entirely eliminated. "The prime will to act rests with the community; the motivating spirit to any scheme under the Act remains the public opinion of the community," Mr. Young added.

The town planning enthusiast would probably ask Mr. Young: "Suppose the responsible officers of the community do not act and will not act. Is the

community--meaning the residents and business men who are not in office, to be everlasting at the mercy of unprogressive officials, who may be flirting with real-estate, ground-floor opportunities and the rest and be incapable of understanding large principles of public welfare?" Mr. Young's answer would be, we imagine, that the

community must

be educated to see what is going on and to choose men for their officers of finer public spirit and demand from them some active alignment with town planning opportunity. We imagine, also, that Mr. Young sees clearly enough that this education may very properly and usefully come from the provincial centre and that he is eager enough to assist in this object. A book we have before mentioned, called "Village Improvement," by Parris T. Farwell (Macmillan) may also show to those interested that education may sometimes begin at the local centre. Many cases are noted in this book where a group of women have transformed the substance of their village or small town by voluntary effort.

To return, however, to Saskatchewan, Mr. Young plainly states that there is no comprehensive town planning scheme in effect anywhere in Saskatchewan, after ten years of talk about the matter and some kind of legislation. Mr. Young knows, though he does not expound the idea in the interview, that the tendency in Saskatchewan is to follow the American method (which the Americans themselves are abandoning) and begin with zoning, which in town planning science really comes last—after the broad lines of a comprehensive plan have been laid. We invite the editor of the *Public Service Monthly* to persuade Mr. Young to discourse on this topic. Such discourse is clearly needed in Saskatchewan.

We are permitted to reproduce one or two illustrations of town planning publicity from the *Public Service Monthly*.



Proper town planning was responsible for the nice layout shown in this street scene.

Planning Boards and Their Work

By Edward T. Hartman,

State Consultant on Housing and Planning, Massachusetts.

[The following article was written nearly two years ago by Mr. Hartman and was distributed in pamphlet form to the town and city officials of Massachusetts. It is reprinted here with the object of exhibiting the utility and necessity of the provincial Town Planning Bureau in Canada. In the case of Massachusetts the agency is called a Planning Board, and serves also a State Housing Division. The figures quoted for Zoning progress in the United States would now need to be considerably enlarged. We believe the number of zoned towns and cities in the United States is now nearer 600. It will scarcely be questioned by any reasonable man that a State or Provincial Planning Board, acting as an educational and information agency, on the lines manifest in this lucid and able article, justifies its existence. More than a score of such bulletins have been issued under Mr. Hartman's direction. Massachusetts has now 89 Planning Boards, what we should call Town Planning Commissions. There are scores of towns in Canada, as there doubtless are even yet in Massachusetts, where the elementary ideas here set forth have not yet reached consideration point in the minds of local officials. We have supplemented an extended notice of the work of the Saskatchewan Director of Town Planning by this article in the hope that other provinces of Canada will see the wisdom of appointing a provincial Town Planning Director, with a suitable and efficient staff, to popularize town planning in the various provinces. The indisposition to appoint such staffs seems to us the weakest point in Canadian planning and the chief reason why so little progress is made.]—Editor.

“Make no little plans; they have no magic to stir men’s blood, and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will be a living thing, asserting itself with ever growing insistence. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty.”

Daniel H. Burnham.

Massachusetts is urban rather than rural. Ninety-four and eight-tenths per cent of her population is classed as urban. Her cities and her towns are her future hope. Their prosperity, their wisdom and justice, the manner of their growth, will decide the future of the State, the efficiency, comfort and welfare of the people.

Recognizing this the legislature has said, in effect:— The number of cities and towns is large; the problems connected with their growth are numerous; their future depends upon the way these problems are handled; the legislature cannot and should not direct local work; local work should be directed; therefore every city and every town of over ten thousand inhabitants shall have a planning board and all smaller places may have them if they so desire.

NATURE AND DUTIES OF PLANNING BOARDS

A planning board should know how its town is progressing and what ought to be done for its proper development. Concretely, the things which should receive first attention may be listed as follows:—

The development of a town plan, some items of which are:—

Through routes.

Main ways to the various important parts of the town.

The planning of the areas tributary to the main ways, that is, mainly, the home areas.

The system by which all these ways may be protected after being once laid down.

Building lines.

The routes of railways, trolleys, etc.

The location, securing and development of school sites.

Playgrounds, parks and boulevards.

The preservation of water-fronts and water areas, hill-tops, gorges, etc., for the use of the people in the ages to come.

The proper tie-up with all this of the water, sewer, gas, electric and other forms of service.

Zoning, with special reference to the protection of the homes, the preservation of property values and the proper tie-up of homes, commerce and industry with the town plan.

Housing, the solution of which will have more to do with the future of cities and towns than any one has yet appreciated.

Protection of the amenities of the town, which include all things done for the comfort, happiness and general welfare, as well as eternal vigilance against encroachments in the form of billboards, shacks and similar nuisances.

These are some but not all of the problems that a live planning board will find to consider. Their extent and variety will depend upon location, especially with reference to other rapidly growing places; upon the contours, the soil and all natural features; upon the rapidity of growth of the place itself; upon the nature of the population, the commerce and the industries; upon the ability of the board to see problems, to grasp their significances and methods of solving them, and ability to get ideas across to the people in ways that will produce results.

In this state sixty places of over ten thousand inhabitants, fifteen between five and ten thousand and fourteen under five thousand now have planning boards. Of the majority of these eighty-nine boards it may be said that they are generally made up of excellent men and women and that in many places they hold a distinct place of leadership in city and town development and in civic administration. Perhaps the most noted civic work in the state today, the highest grade of public service, is that being led by the planning boards. This would be true if zoning alone were considered, but there are many other lines of activity. A complete story of what is being done would give ample ground for enthusiastic appreciation.

Of the things being done the most notable have to do with zoning and the establishment of building lines.

ZONING

Forty-five places have partial or complete zoning in effect, thirty others are actively at work on zoning and at least a dozen are seeking appropriations or are in some other way trying to get started. It is most encouraging to add that in nine years over four hundred places in the United States have zoned, that about twenty-six million people live in zoned areas and that this includes over forty-five per cent of our urban population.

The smallest place zoned contains one hundred and thirty-one people. The largest places are the largest cities in the country.

WHAT IS ZONING ?

We have passed through a fifty year period of village improvement societies and private restrictions on the use of land. They sought to promote a more beautiful, comfortable, convenient, effective community life. They largely failed, because they did not get down to fundamentals; but they paved the way, prepared the ground and developed the public mind for modern planning boards and their work.

The chief manifestations of these planning boards now is zoning. It is being actively pushed. Places that can show no other type of activity are at work on zoning. Stated simply, zoning means orderly city building. Areas are set aside for homes, other areas for stores and offices, still other for industries. The slovenliness the village improvement society tried to cure is now known to be due to fundamental defects. Right planning and the right use of each part of the plan, which is zoning, will do what has so long been sought.

The store in a residence area, with its litter traffic, its noise, dust and commotion, cannot be "improved" into a satisfactory condition. Well-planned residence streets with attractive homes, lawns, shrubs, trees, flowers, stores kept to themselves, factories to themselves, give the protection which has been sought and prevent the destruction of millions in property values. Zoning produces contentment and good citizenship. It works, as is shown by its grip on the imagination of the people throughout the country.

Zoning is the best method so far devised for directing building development for the combined purpose of securing safety from fire and accident, protection of health, morals, convenience and general welfare, preservation of property values and improvement and beautifying of towns. The important thing to note just here is that the expressions used in the above sentence are taken from Massachusetts law. It is not a theoretical definition but a statement based upon what the legislature has actually directed cities and towns to do. It is hereafter the responsibility of the community. Not only have places the necessary power, but the legislature is sympathetic and the Massachusetts Federation of Planning Boards, numerous capable and interested citizens and organizations, and the Division of Housing and Town Planning of the State Department of Public Welfare

stand ready to help in any way that may be needed.

Zoning means growth according to design. It is the opposite of the sheer carelessness and indifference that has caused the depreciation of millions of dollars of property value, the forced removal of thousands of families and the blighting of enormous areas in practically every city and in many towns of the Commonwealth.

Modern zoning may cover use districts, height of buildings, the area of lots, the percentage of lot to be covered and building lines on all residence streets. In the absence of proper housing laws it may also cover fire protection for occupants and lighting and ventilating of dwellings.

WHAT PLACES NEED ZONING ?

The answer to this question is the same as to the question, What places need planning boards? There are people who assume that until bad conditions exist there is no need for planning or zoning, just as there are people who think they need give no attention to health until they are ill. The only right way is to place every street, every school, every park, playground or whatever it may be, in the right place, and then to place every building, of whatever kind, in the right place. The only way to do these things is to plan for them in advance. There is therefore no place so undeveloped that it does not need zoning.

HOW TO ZONE

There are three things needed for good zoning work:—

(1) Secure an appropriation sufficient to do the work properly.

(2) Secure technical advice in the preparation of the zoning map and laws. These are technical matters. Safety before the courts depends upon the care and the scientific accuracy with which the work is done. Edward M. Bassett, one of the leading legal authorities, says:— “It cannot be too strongly stated that it is better and less expensive to prepare sound enabling acts and ordinances than it is litigate.” But this does not call for extravagance. There is probably no place that can not in its first year after zoning save many times the proper cost of zoning.

(3) Educate the people on the meaning and value of zoning. When the people understand what it is they will support it and court cases will be few. Lectures, conferences, newspaper articles, all methods for getting the work soundly before the people are helpful, and finally community hearings to explain what is done with each particular area, to answer questions and receive suggestions.

The zoning adviser should at frequent intervals go over every detail of map and ordinance with the planning board, the engineer and other officials. When he leaves a place he should leave the people possessed of all the reasons for the different features. Community administration is essential. It can be successful only when backed by complete understanding and sympathy.

Some zoning work is too remote, too much out of contact with the people; some is top-heavy, with more or less irrelevant detail; some primitive, piecemeal and ineffective; some has bad principles, which tend towards increasing and perpetuating undesirable conditions. All zoning should be thorough, scientific as far as the evolution of the work makes it possible; and, above all, it should be entered into by the people, understood by the people, backed by the people. This is the secret of success in zoning and in planning.

BUILDING LINES

Building lines may be established on any street of any city or town in the state. Building lines are an economical method of fire protection, of securing light and ventilation, of making cities and towns attractive, and of insuring the width of surfaced street that may at any future time be needed.

The method is to lay down lines, called building lines. Thereafter no building may be built over the line. If there are no houses on the street or road, so much the better. Where there are no houses is the best place to put building lines. But the system works if the street is lined with buildings. No future building may be built over the line. This is an era of rebuilding in all of our older cities. Old buildings are going and new ones are being erected. With building lines on a developed street, twenty-five or fifty years will see a new street width. Too long to wait, is it? It is better than nothing, and better than buying all the frontage needed, cutting off the buildings or moving them back and paying the bill. And it is better than a blighted district.

By the building line process there need be but little expense. As has been said, it may be done for the entire residential part of a town in one act and at no expense through zoning. Building lines almost always help abutting business property. Most property owners willingly release the necessary land. When they will not the courts will often hold that the betterments equal the damage. A building line was laid on Chestnut Street, Philadelphia, in 1884. This is the chief business street, the street of highest land values, in the city. The work was only recently completed, at a cost of about \$600,000. To have done it at once would have cost probably one hundred times as much. Not to have done it would have ruined Chestnut Street. Only a total of ten feet was taken along the length from the Delaware River to the Schuylkill River, a distance of about two miles. Thirty or forty feet should have been taken. The attitude of the courts is shown in this case in connection with the Wanamaker block, a city square near the city hall. The Board of Viewers said there was no allowable damage. Suit was brought for \$125,000 damages. The court upheld the Board of Viewers.

Brookline has established building lines on over twelve miles of streets, Winchester on over eight miles, at negligible expense in both cases. Other

places are at work on it. No place can afford to ignore it.

Leaving out of consideration the question of fire protection, light, ventilation, safety from the deadly exhaust from automobiles, dust, noise and all such, who knows what street widths we are going to require? When wider streets become imperative the areas will be ready for them because of building lines already laid down, or they will have to destroy or move back and pay for enough property to secure them, or they will become blighted areas.

HOW PLANNING BOARDS CAN START

Every place without a planning board should establish one and every board not at work should get to work at once. To start a board in cities, get the mayor to appoint one and get the council to give it some money with which to work. In towns, put an article in the warrant for the town meeting to establish a board and specify the number of members, their length of term and the terms for those elected the first year. Six members for three-year terms,

two elected each year, is a good arrangement. Where there is a board that refuses to do anything, it is up to the citizens to see that it gets to work or gets out. Every place, however small, has a plan of government and it plans its homes and factories, while very few have a plan of growth for the town as a whole. A plan of community-building is essential to every place where there is to be growth. This is almost everywhere. And it should be remembered that no board can do work without financial support.

The State Division of Housing and Town Planning in the Department of Public Welfare, Room 37, State House, will supply information as to any details and its consultant will meet with groups that want to help start boards and with boards to help outline programs and do other work necessary for a start. As special problems develop the consultant will attend meetings of boards on request or will confer with members at the State House. Letters of inquiry are always welcomed. The point is to get the work started in every city and town. The place where some such work is not needed does not exist.

HOUSING IN EUROPE

The Committee on Research of the Social Service of Canada have been fortunate in enlisting the services of Dr. J. W. S. McCullough, Chief Inspector of Health for the Province of Ontario, in the arduous work of compiling a manual entitled "Housing in Europe," which gives an outline history of the methods adopted in Great Britain and other European countries to solve the problem of the housing of working families of severely restricted income. The result is a book of 98 pages which the Social Service Council have published and are distributing free for the benefit of Canadian students of this great problem.

The immediate value of the book to all socially-minded persons who are working in this field will be:

1) To convince them that European nations have been compelled, by considerations of national health and well-being and the pitiful failure of the law of supply and demand to rescue this subject from private exploitation—which a century of bungling has proved to be incompetent—and to turn the resources of national science and national ethic to a solution of the problem.

2) It will set forth for them—in outline merely but with sufficient direction to guide serious study—the different methods adopted to solve the problem; the relative success of some of the methods and the failure of others.

3) It will show the necessity for a properly-financed Housing Association of Canada to conduct independent investigations all over the country to find out how far bad housing conditions of working families already exist in Canada. We say "independ-

dent investigations" because experience has proved that local reports from local officials who are concerned to uphold the "good name" of their communities can not be trusted. "Boosting" the community is often but another name for saying what is not true. Only the trained investigator, with a "social concern" that is personal and ethical will get at the facts. Even the professional investigator may fail if he allows himself to be dined and toured in the customary and official manner. When Mrs. Barnett, the founder of the Hampstead Garden Suburb, was being whirled about the show-sights of one of our "great" cities she practically stopped the car and asked to be shown how the poor were living. She knew too much to be hypnotised by official hospitality.

4) It will show, if it be read in conjunction with Mr. Dalzell's booklets dealing with Canada itself, that the Social Service Committee of Research know that there is a housing problem in Canada, and that they wish to apply to it the scientific method; not to put an end to the "social concern" that has expressed itself in a thousand earnest addresses at a thousand conferences, but to give this "social concern" scientific basis and direction, so that the movement may lead to some practical end.

There is no movement in Canada at the present time more deserving of the support of the wealthy and of the technical and financial support of governments than the housing movement of the Social Service Council of Canada. In the United States \$274,000,000 are being allocated to the purposes of national defence, or war, as the case may be. Happily there is also what appears to be a sincere movement to

outlaw war. Suppose that fund were turned to a housing movement for the common people! It would at least serve to begin the building of 274 garden

cities. Then the housing of New York might "be geared to satisfy" something more than one-third of the people.

HOUSING IN CANADA

II. HOUSING OF THE WORKING CLASSES

The Social Service Council of Canada, on the recommendation of their Committee on Research, are publishing a series of booklets under the general title "Housing in Canada." This they are doing, we suspect, at some strain on their very limited financial resources because they realize that the most sincere "social concern" for better housing of the working people of Canada will exhaust itself in impotent sentimentalism unless there is laid a scientific ground of verified facts, with conclusions based upon these facts governed by scientific veracity and a warm humanistic interest in the cause of healthful living for all the people of Canada, and especially for those men and women who undertake the making of homes and have the first educational care of the children of Canada.

In the older countries a vast debt to civilization is now being paid in national housing movements. In England alone the cost on the national exchequer and the local taxpayers over a period of forty years has been estimated at \$6,674,764,000. More than a million houses for working families have been built in England during the last ten years, either by subsidizing "private enterprise" or at the direct charge on the tax-payer, and no independent and informed student of social affairs will admit that the problem is anywhere near solution.

A "Brief History" of this and other European housing movements has just been published by the Social Service Council of Canada, written by Dr. J. W. S. McCullough, Chief Inspector of Health of the Ontario Provincial Department of Health, and there any student of the problem may see the almost frantic attempts made in Britain, Germany, Belgium, Netherlands, Denmark, Finland, Norway, Sweden, Switzerland, Austria, Serbia, Czecho-Slovakia, Poland, Hungary, Italy, and Russia to deal with the problem of the housing of working families. And in the United States a New York State document has admitted that a housing system "geared to satisfy only one-third of the population" must be counted a failure.

Reviewing these facts the most casual student must see that, contemporaneous with a century or more of industrial progress there has been a century or more of social and political neglect of the housing provision for working families, and that dependence upon private enterprise and the so-called political law of supply and demand has been a ghastly failure and has condemned millions of families to live under

conditions destructive of physical, moral and spiritual health.

It is surely too late to ask whether the mere "incentive of gain," without some adequate social control of this impulse, can operate to cure this notorious evil in any new country. It certainly has not in the past in any country of which we have knowledge. Surely it is time to find out what social science can do to stem the tide of a social evil whose neglect has piled up so vast a debt to civilized living.

This is the problem that the Social Service Council of Canada is facing, with pitifully inadequate resources, but with a courage and solicitude for the social health of Canada that are entirely admirable and that deserve all the financial support that the churches and the wealthy men of Canada can give to it.

Its Research Committee see that there are two possible ways of dealing with the problem. One is the way of Vienna where a socialist government has built immense blocks of apartments for working families, by taxing the citizens, many of whom had nothing to do with creating the desperate housing need. This we suspect they would not advocate. Municipal housing has, so far, not been a great success in Canada. In some cases the profiteer, the jerry-builder and the grafter have been given all the opportunity they wanted and the results in these cases have been deplorable. In England a sterner control of the commercial buccaneer has been maintained, though some land transactions have not been beyond criticism and supply firms have ranged pretty widely beyond the index number.

The other way is to examine anew the economic causes that govern the possibility or impossibility of providing decent housing accommodation for the working families of Canada; to determine where and when these are ethically and economically sound or unsound and to promote legislation or create public opinion in favour of scientific humanism in the use of land for housing working families. They believe that new methods could be adopted for the disposition and planning of land for housing purposes that would be scientifically and economically sound; that would relieve the present impasse in the building of homes for working families and would prove of vast beneficence to the people of Canada. They have set to work one of the most competent sociologists in this country, who is at the same time an experienced engineer and town planner, to state the first principles that will lead to a scientific programme of housing reform. Their need of a competent staff of

housing investigators who will give all their time and energy to the problem is manifest, but their financial resources are inadequate.

Meanwhile Mr. A. G. Dalzell has written two pamphlets, under the general title "Housing in Canada," which the Council are distributing, and Dr. McCullough has written a pamphlet, already mentioned, on "Housing in Europe." The first of Mr. Dalzell's booklets we reviewed in our issue of February, 1927. Its topic was "Housing in Relation to Land Development." We described it as far the most impressive and outspoken document on this subject of which we had any knowledge. We hoped it would do something to put an end to the indecent suppression of facts concerning slum conditions in Canada and bring into public notice the appalling penalties that have followed unbridled speculation in urban land values. We expressed the belief that no single cause has stood so tragically in the way of national progress as gambling in land values, both in town and country. We quoted a McGill university lecturer who had recently stated that Canada had become "a huge real estate proposition" We quoted this passage from Mr. Dalzell's pamphlet:

The high cost of urban lands in Canada bids fair to be a national disgrace. It has been stated by a well-informed authority in the United States to be, in proportion to population, in excess of that prevailing in any other region of the world. Attention has been drawn again and again to the evils of land speculation, both in land used for agricultural purposes and for the purposes of urban development. But as yet no real attempt has been made to attack this problem. The purpose of this report is once more to challenge the attention of the citizens of Canada to a serious situation, which affects the welfare of the nation.

Mr. Dalzell quoted Lord Byng's question to a meeting of Montreal women: "Why have you new slums?"

In the second booklet, just published, "The Housing of the Working Classes" Mr. Dalzell strives to make it clear that the views he has formed of the need of a new scientific movement for the better housing of the working people of Canada, though the result of personal investigation and much study of causes, are not peculiar to himself. He assembles the opinions of Canadians of high social and educational standing, of investigators for National Industrial Conferences and Royal Commissions and exhibits the gravity of their findings on the problem. "We are to-day reproducing some of the very worst things that have characterized the old lands (quotes Mr. Dalzell from a Canadian authority of high standing). We are getting slums in the cities. But we are doing worse than that. Apparently we are utterly failing to get at the root of the problem that makes slums." Mr. Dalzell's object is to get at the root of the problem and the root of the problem is

the uneconomic, the unsocial and the unethical use of land—in a word it is unproductive land speculation, gambling in land values—and the absence of scientific planning of land for home uses.

Mr. Dalzell is concerned with homes for families where the income does not exceed \$1,200 (and in 1925 official figures concerning seventy-five principal industries of Canada gave the average wage of workers as \$971). He asserts that there are practically no homes of *modern standard* being built in Canada for such families either for sale or rent and that more than 50% of any family savings for home purposes must go in land and other charges before the actual building cost is reached. Concerning such homes he lays down the following conclusions:

Single family dwellings cannot exist on land which has been raised to exorbitant prices by land gambling.

Ample light and air cannot be obtained in tenements on lots twelve and a half feet wide, the result of such gambling.

Water and sewer systems cannot be economically provided when buildings are widely scattered because development is not controlled (meaning the shack-town suburbs).

Dwellings of adequate size and ample accommodation for family life cannot be produced by individualistic methods in an age of mass production of all other commodities.

The following paragraphs are Mr. Dalzell's chapter conclusions:

The cost of a building site may be affected by *anticipated* increase in value;

By the amount of land (often quite excessive) required for streets.

By the excessive subdivision of land far ahead of actual requirements;

By the neglect to set aside land specifically for housing purposes.

The cost of streets is excessive because of the neglect to classify land for use and to plan properly.

Public services, for which the owner of a dwelling has to pay, may be excessive because of lack of control in development.

The cost of hospital accommodation is excessive because of bad housing, which itself is due to haphazard development.

The cost of recreation grounds, which are themselves a great contribution to health, is excessive because of bad planning.

While the cost of building materials has greatly increased the actual cost of construction is only about one half of the total cost of house-building.

An American investigator showed to the Saskatchewan government in 1917 that urban land values in Canada were higher in proportion to population than in any other region in the world.

To secure the return of capital to home building the investment value must be increased and the speculative value be eliminated.

Building industry should be reorganized to secure mass production of small dwellings for the working classes.

Municipal planning and development must take the place of the present haphazard and unorganized system.

Several of these paragraphs we have condensed, but any student of the problem will see the sound economic basis of the argument. It cannot be good national business that a system which is confessedly a social failure and which does not produce civilized housing accommodation for native working families—and for immigrant families who will drift to the towns whether we wish them to do so or not—to be geared to the sole advantage of land owners, who are never more than one per cent of our communities, while the eighty per cent of working families have to put up with housing accommodation that is but reproducing the social ills which are tormenting other nations.

In a sympathetic introduction to the brochure, Dr. A. Grant Fleming, of Montreal, referring to Mr. Dalzell's findings, uses the phrase "concerning which most of us are ignorant." It is almost a national fiction that the housing of the working families of Canada is on the whole satisfactory. But Mr. Dalzell authenticates his data. A health report of a western city states that in 1918 one building of two storeys and attic, with twenty-one rooms, housed fourteen families. Ten families were living in one

room each. Twelve families had the use of one water-closet and shared two baths among them. Not one tenant had the exclusive use of a sink. Thirteen gas stoves were fixed without ventilation, nine in bedrooms. There is enough evidence of this kind in the brochure to support Mr. Dalzell's main contention that the housing of the working families of Canada is being grossly neglected and that the land costs, due to causes which are clearly conceived and plainly stated, are, in some of the worst slum districts of Canada, monstrously high.

It should be noted that Mr. Dalzell believes that the cure for the ills of which he writes can be achieved without any resort to what are called socialistic methods. He thinks that the application of scientific method to the development of land for housing purposes is entirely practicable and that it can be done whenever there is a sufficient number of men and women willing to give attention to the problem and to advocate and adopt the town planning principles which are now the commonplaces of civilization.

We most heartily commend the Social Service Council of Canada for their courage and enterprise in publishing this enlightening booklet. They should have independent housing investigators in every large centre of the Dominion, reporting to a central housing bureau in charge of a man of Mr. Dalzell's knowledge and social sincerity. We trust they will receive the necessary sympathy and support to make such a great undertaking possible. The time is overdue for the foundation and generous maintenance of a National Housing Association, which will assemble the facts on an independent basis and formulate the remedies on approved principles of social science.

British Columbia Takes Action

It is a real pleasure to meet the following paragraphs in the North Vancouver *Review*.

West Coast lands suitable for development as park areas, under Federal or Provincial administration, are being sought and listed by engineers of the Provincial Public Works Department conducting road survey operations adjacent to the Pacific seaboard of Vancouver Island. Hon. W. H. Sutherland called for these reports some weeks ago, after a talk with W. W. Cory, Deputy Minister of the Interior, during his recent visit to Victoria.

Dr. Sutherland was informed by Mr. Cory that the Federal Government is satisfied that thousands of tourists desire to view the Pacific Ocean when in British Columbia, and that the Dominion would like to obtain a Federal park area bordering ocean waters.

Dr. Sutherland has suggested the suitability of many points on the West Coast, and data are now being collected regarding beauty spots

to Preserve Coast Line Beauty

to be served by the new West Coast, and the wonderful beaches near Tofino.

The co-operation of Hon. T. D. Patullo in setting aside Provincial lands suited to park purposes has been secured.

Should the Federal authorities defer action upon setting up a Dominion Pacific Coast park, after data are collected, it is the view of Dr. Sutherland that British Columbia should proceed with the creation of a Park, to include some of the wonderful Vancouver Island beaches.

We have dwelt on this subject at various times with a certain urgency and are much gratified to recognize in this statement a definite intention on the part of the provincial and federal authorities to organize a scheme to conserve and preserve the incomparable scenic areas on the coast of British Columbia. A wisely-conceived plan of the unorganized districts would detect at once the areas so perfect in natural endowment that no pressure of industrial ambition should be allowed to devastate

them, and such a plan would at the same time allocate certain areas where industrial enterprise would have all the opportunity it needs without destroying priceless assets of the province, of tourist-economic as well as of aesthetic value, which can never be recovered when once destroyed. What is needed for this end is the exercise of far-seeing Authority such as is indicated in the report we quote, and immediate action to put an end to the crude individualism that sees neither social nor national value in the preservation of beautiful scenes.

There is underlying this report all the thought-stuff for regional planning, which has now become a great movement in Britain, Germany and other European countries and in the United States. In England there are fifty-two regional plans in course of development; whose object is to cover, not only great metropolitan areas such as Montreal, Toronto, Winnipeg and Vancouver, but also to establish planning control over the unorganized areas lying between and around the great centres of population. The United States has about a score of such regional planning schemes, including the regional Plan of New York and Environs, which covers a population equal to the whole population of the Dominion.

In the Alberta movement for rural planning, and in this new British Columbia movement for the preservation of its coast scenery, students of town planning will recognize the inescapable thought-drift

to regional planning. Wherever planning is taken seriously the thought-movement is the same. As soon as the town plan is well under way the problem of the out-lying and unorganized districts looms up and becomes an immediate challenge to the social science of planning. The intelligent and over-burdened tax-payer will see, sooner or later, that planners are his best friends. Sooner or later he will get tired of paying the cost of reconstructing and remaking the ragged and botched districts growing up everywhere beyond the city limits at the will of the land-dealer. The Quebec legislators, in their Quebec City Act, rejected the idea of planning control over a five-mile suburban radius. But the idea will rise again and perhaps some time will receive more patient hospitality. It has an energy of reason in it that will not be permanently resisted. The splendid adventure of Quebec, in establishing architectural control, has excited lively interest in many quarters of the United States. Requests for the April number of *Town Planning*, in which the adventure was noted, have been considerable.

We do not suppose that British Columbia and Alberta, in tackling so vigorously and intelligently the problem of rural planning and the preservation of scenic areas are "building better than they know," but they are certainly building for regional planning in Canada and their example will do more for national planning than all the literary exhortation that can be produced.

Toronto Appoints Town Planning Commission

A Town Planning Commission for Toronto, nominated by Mayor McBride has been accepted by the city council by a vote of 22 to 3. There was considerable difference of opinion manifested at the city council meeting dealing with the matter concerning the principle of selection and there was a vigorous plea that the Local Council of Women should have representation. Certainly some of the women of Toronto have been "persons" for many years within the sociological meaning of town planning study and the decision of the mayor and Board of Control to take elementary action seems to have been due to the persistent importunity of a group of Toronto women. Historians deny that it was ever seriously debated even in the Dark Ages whether women have souls. They seem to have set things going at Edmonton and Toronto, when the superior sex had pottered at the subject for about twenty years.

However, the city council decided, with three dissentients, that the group of citizens nominated by Mayor McBride should be asked to serve. The Commission will therefore be composed of Messrs. H. H. Williams, J. H. Gundy, Thomas Bradshaw, E. L. Cousins, J. Allan Ross and R. Home Smith.

The best local estimate of the situation we have seen appeared as an editorial in *The Canadian Engineer*. It is appreciative of the quality of the men selected and the writer understands thoroughly the town planning background, both local and national. His hope that the Toronto movement will have some effect in improving provincial legislation will be shared by all students of town planning. For about a year we have been informed that the Capital city could not proceed with its zoning scheme because the word "location" had been mysteriously deleted from the zoning clause of the Municipal Act. It was understood that there were official promises that the word should be restored. The proposal to restore it, we are informed, never even reached the legislature; was killed before it reached the committee. Now we are informed that it doesn't matter, one way or the other and that any town that wants to pass a zoning bylaw may go ahead. Whether the Ottawa city council will now proceed with its zoning bylaw remains to be seen.

We reproduce the editorial from *The Canadian Engineer*. The writer sees, as we must all see, that an energetic and informed town planning movement in the City of Toronto would give a tremendous im-

petus to Canadian planning.

Toronto City Council has accepted the recommendation of the Mayor that six citizens, exclusive of himself as an ex-officio member, be appointed to advise the city council on the problems of the physical development of the city, and presumably of the areas immediately adjacent thereto. This body has been designated as a Town Planning Commission, but the Mayor made it very clear that the appointment was not made under any provincial legislation, giving any power of independent action, but was simply an advisory body to study the needs of the city and report to the council. In discussion in the city council on the nominations made by the Mayor for this advisory body, objection was raised because some of the gentlemen named were largely interested in real estate and business properties in the city, but on the other hand other objections were raised because no nominations were made to represent the real estate and home builders' organizations, nor were men professionally interested in town planning, or men who for years had been ardent advocates of town planning, included in the nomination. Considering these objections, it must be obvious that men with large interests in the city, if they have any vision at all, would realize the importance of the proper development of the city, and as the committee has no power of direct action there was little opportunity, even if they so desired, for any one to promote his private interests. It should also be obvious that it is not desirable that any appointments should be made of men to represent any special interests, and the public is sure to be more inclined to listen to the recommendations made by representative citizens, who have no direct interest in town planning, or any special leaning to any branch of town planning.

The gentlemen nominated by the Mayor, and accepted by the city council, are citizens of outstanding ability with large interests in the city. The only professional member is E. L. Cousins, formerly chief engineer of the Toronto Harbor Commission, and understood to be still retained in a consulting capacity by that body. Mr. Cousins was at one time connected with the engineering department of the city, and was also engineer in charge of the surveys and investigations for a very exhaustive report on radial railway entrances and rapid transit, made for the city council in 1915. His experience should therefore be of value to the committee, whilst at the same time he does not practice as a professional town planner but confines his work to waterfront and industrial developments.

If the members of this advisory committee act, as it might be assumed they would act if

appointed as an investigating committee for any large industrial or business development, there is a good prospect of obtaining from the committee a report which will not only be of inestimable value to the city of Toronto, but may also be of inestimable value to the whole Dominion. The town planning legislation of most of the provinces of Canada was passed at a time when the need for town planning, and the powers required to put it into effect, were very imperfectly realized. Recent amendments to such legislation in Ontario have seriously reduced any value it had, and there is great need for a clear understanding of what is needed at the present time. In Ontario there is no government department to promote town planning, and the advisory department once maintained by the Dominion Government now exists only in name. Though Canada fostered the town planning movement through a federal department long before the United States, the upheaval of the war prevented any real constructive work being done, and interest has declined, whereas in the United States the lessons of the war seemed to intensify the interest in town planning, over 600 municipalities have adopted some measure of town planning, and the movement is actively fostered by the Federal Department of Commerce under the direction of Herbert Hoover.

The committee named by Mayor McBride is representative of the best citizenship of the second largest city in Canada. Without doubt they realize the importance of the task that has been assigned to them, and will undertake the work in all seriousness, securing all the information and advice that they think necessary. Similar work undertaken by citizens of Vancouver resulted in suitable legislation which has made possible real constructive work. The Ontario legislature could hardly refuse to consider any change in legislation proposed by such a committee, if endorsed by the city council. If on the other hand this committee makes no suggestion for amended legislation, the probability of the government listening to representatives of smaller communities is very limited. All interested in town planning will await the report of this advisory committee with the greatest interest, because without doubt it will be an indication of the attitude of the business men of Ontario to a social movement of the greatest importance.

TOWN PLAN—ULTIMATELY

The important thing seems to be that Toronto has, at last, in response to a popular demand, appointed a Town Planning Commission, composed of men who have been active for many years in the public affairs of the city and who will scarcely be content to spend their time on a useless organization.

In an interview granted to *The Toronto Star*

Mayor McBride expressed himself freely on the function of the Commission, as he conceived it. He paid little respect to the provincial Planning and Development Act, which will scarcely surprise those students of planning who know how imperfect and unimpressive that Act is. Indeed, Mayor McBride stated frankly that the Commission was not going to operate under the Act or have anything to do with it. Some phrases seem somewhat reactionary in view of the immense regional planning schemes in other parts of the world, as: "In view of the work we are doing outside of Toronto we would never consent to come into a metropolitan commission."

However, the interviewer elicited very cleverly some important statements from the mayor, as our reprint will show:

The constitution of the city-planning commission appointed by the council on Monday is in course of preparation.

The legal department and the board of control have a free hand in drawing this up, as the body which will function in Toronto is not being established under the Ontario Town-Planning Act. It will be a purely advisory commission, and, as such, will not have any powers other than to draw plans for improvements and submit them to the board of control and the city council.

The town-planning commission, under the act, would be a body corporate and would have power before the first of March each year to submit to the council its estimates for the current year, although council would have the power to reduce these as it deemed proper.

"This commission," said Mayor McBride to *The Star* to-day, "is not under the act at all. The constitution, which we are drawing up now, may be embodied in a by-law. We have a free hand because our commission is not under statute. The act gives its commissions certain powers over the council and for that reason we decided that in view of the work we are doing outside of Toronto we would never consent to come into a metropolitan commission. We wished to maintain the supremacy of the council."

"If we appoint this commission under the act they would be able to bring down their budget each year just the same as we do and

there might be a possibility of its running us into expense that we could not stand."

"We shall provide them with an office and pay their secretary and they will work in conjunction with the heads of the civic departments. They will make their reports direct to the board of control and the board will refer them to the proper head of the department concerned. Under the law everything has to come through the proper channels. If it is a works matter it will go to the commissioner of works, assessment to the assessment commissioner, parks to the parks commissioner, etc. Then they will come on through the ordinary channels to the board of control and the city council.

"On financial or any other matters the city officials will be required to give information to the commission.

"The commission will appoint its own chairman.

"Will the commission make a plan for the whole city to which future councils will work?" asked *The Star*.

"They will ultimately," replied the mayor, "but they will go into the merits also of individual improvements, such as the extension of University Ave. In dealing with this improvement they will first go into the legislation that was passed at the last session, then they will get from the assessment commissioner a list of the properties affected and from the works commissioner information as to sewers, streets, etc., and then they will go into the merits of the whole scheme and report back to us. That report will come to the board of control and we will refer it to the department heads interested."

"What will be the duties of the commission?" "They will deal with street widenings, the city's sky line, the zoning of the city for business, industrial and residential purposes, annexations of territory and ultimately the drafting of a general plan for the whole city."

The commission will be a continuing body. The power of changing the personnel of the group is vested at all times in the council.

Workmen's Homes in New York

The illustration on next page from *The Manchester Guardian* as a contribution to a question that is now exercising the minds of a committee of the Vancouver branch of the Institute, and which may occupy a place in the annual convention meetings to be held in London, Ontario, next September. Failing an energetic Garden City movement, which is solving the problem of workers' dwellings in England

by building satellite towns in suburban areas and preserving cottage homes by new methods of social science, many students of the housing problem declare, quite sincerely, that an improved tenement system, providing homes for workers near to their work, must be considered. How this is to be done, with urban land values such as they are in Canada, is a problem not easy of solution.

The New York correspondent of *The Manchester Guardian* declares that the photograph shows an example of the best type of working men's housing now being constructed in America. Doubtless the reference is to block dwellings only. The particulars supplied by the correspondent will be interesting to those students of the problem who lean to this kind of solution. It will be noted that only one-third of the land area is occupied by buildings

the building of improved multi-family houses for persons of moderate income.

These houses contain four to six room flats. There is not one room which faces on a court, or fails to have cross-ventilation—windows on at least two sides. The buildings occupy but one-third of the land area on which they are placed, which is a notable advance for New York City, where the law permits 70 per cent of the ground



Workmen's Homes in New York.

and special provision is made for good lighting and gardens. Says the writer:

The scene is an interior court of the "Thomas Garden Apartments," recently erected in New York City with funds lent by John D. Rockefeller, jun., the group being named from the architect who planned and erected them, Andrew J. Thomas, a well-known pioneer in

to be covered. The rooms are large and well built. Every building is centrally heated and each flat contains a bathroom with built-in tub or shower and a medicine chest. Kitchens are equipped with dressers, iceboxes, porcelain sinks and tubs, and modern gas ranges. Each group of apartment buildings has an outdoor playground for children, and separate indoor playrooms,

for use in bad weather, for boys and girls. On the first floor there are special "comfort rooms" for mothers and babies.

These flats are not rented, but must be bought on the co-operative plan. A five-room flat may be bought for a payment of £260, and monthly instalments of £15. These monthly payments cover all operating expenses, interest on Mr. Rockefeller's money at a fixed rate of 6 per cent, and repayment of the principal in twenty-five years. Thereafter, only the operating expense need be met, estimated at £7 a month. The owner's flat, which he then possesses free and clear, has an estimated value of £1,520, not including the increase in land value. Since these buildings are only fifteen minutes by tube from the heart of New York, and directly in the line

of the city's chief growth, the land value in twenty-five years might be almost anything.

If these prices seem fairly high by British standards, it should be said that in New York they are unbelievably low. Few people can obtain housing as satisfactory as this, as to light, air, cleanliness, and size of rooms, at any price; but those who can will pay not less than £30 a month as rent, with no ownership feature involved. The secret lies in obtaining the money from a millionaire philanthropist, at 6 per cent and no exorbitant premium such as is usual in the building trade, in the economies of large-scale operation, building several houses at once, and in Mr. Thomas's ingenious and economical plans.

Our Village

Over page is illustration borrowed from the English *Bystander*. It is supposed to be a joke, but such conditions of living are much more tragic than comic for the young life that has to grow up among them. The province of Alberta has just passed an Act "For the Preservation of the Natural Beauties of the Province." It is a brave gesture and we hope it will be something more than a dead letter on the statute book.

The following excerpt from *Civic Comment* (American Civic Association) on "New England's Heritage of Beauty Being Thrown Away" "introduces" a member of the New England group whose patriotism is also taking the civilized form of arresting the epidemic of ugliness that has long been wasting a beautiful country. There are charming towns in New England, which proclaim a cultured solicitude of past generations for enduring beauty, but the traveller knows that the indignant protest against the destruction of the country-side approaches now being proclaimed by New England planners is sound and far more patriotic than the ignorant boasting that has no respect for civilized humanism. Possibly New England has been too much concerned with the mythical golden gates and jasper streets of an undiscovered heaven to pay much attention to the destruction of its visible and beautiful country-side. To the common charge of "worldliness" George Eliot wrote a famous essay on "Otherworldliness"—but that is another story.

We confess to a certain enjoyment of the "recklessness" of the following passage:

"New England, neat, gracious, lovely to look upon and restful to dwell in, is throwing away its precious heritage of beauty and instead of attracting tourists, is repelling them by allowing its highways to be lined with flamboyant billboards, hot-dog stands and expensive inns," is the comment of Walter Pritchard Eaton. "We

are advertising for tourists to come to New England and destroying the very thing they come to see. The Springfield-Boston Road is a hundred mile 'slum' representing the worst features of city life, spewed over the landscape."

Asserting that visitors to New England are disgusted by the advertising lined highways, Mr. Eaton placed the blame not entirely at the door of the National Advertisers, but blamed the landowner who for Ten Dollars a year permitted the erection of a billboard on his property. "Who, then, benefits by all this? Not the hotel men, for anybody knows that a tourist with any money in his pocket avoids as he would the plague a hotel which advertises itself along the roadways. Ninety-nine times out of a hundred it is a very second-rate hotel. Not the adjacent communities, through which these people who might be tempted to loiter and even buy property hurry rapidly to get away from the squalor and ugliness. Not any communities in the State which depend on the continued patronage of people drawn to New England by its characteristic neatness and finish and beauty. Not the legitimate garages nor the legitimate restaurants and tea rooms. Only, at best, a few people who might otherwise be just as gainfully employed and who, by the general untidiness and ugliness of their establishments and signs do a positive injury to the future resort prosperity of New England.

"Until we realize this, and until of our own accord we zone our highways and plan for the beauty of our countryside just as our ancestors did for the beauty of our old villages, all efforts to advertise New England, for increased tourist trade, is going to re-act unfavorably upon us until ultimately we shall have destroyed entirely our heritage, and New England will be

New England no more.

"The select men of our various towns could control the situation today if they had sufficient courage and vision. A few of them have. There are a few towns in New England which have jealously guarded their heritage of neatness and charm and civilized dignity—and invariably they have the highest property value, the most enviable publicity, the fewest unrented cottages, the fullest hotels. They don't have to advertise.

able hotels at reasonable intervals, attractive tea rooms for refreshment in nice old houses, filling stations well built and conducted by oil companies at convenient intervals, the woods, the lakes, the sea, the towns, all clean and civilized and neat as New England ought to be.

"You couldn't keep the tourists of America off that road with a nest of machine guns! It would be worth more as publicity for New England than all the advertising we could do



"The finest and most effective advertisement New England could have today would be the simple news story, carried (as it would be) in every paper in the land, that there was a paved highway from Long Island Sound to the Canadian border without an advertising sign or a cheap filling station or a hot-dog kennel upon it; but garages in the towns, neat, clean, reason-

OUR VILLAGE

in the next ten years. It might send a few farmers back to keeping mustard out of their fields instead of putting it into hot-dogs, but for the great majority of us it would mean increased prosperity.

"The first New England State to build a link in such a highway, either cleaning up an old one, or laying a new one into the undeveloped and unspoiled back country we still possess in such large area—such as the hill towns of Western Massachusetts—is going to be blessed by all future generations of New Englanders if there are any of us New Englanders left in future generations."

Hamilton Planning

We are permitted to reproduce the Hamilton Causeway plan of Messrs. Wilson, Bunnell and Borgstrom, to whom the competition award was granted by the Hamilton Parks Board. The winning firm have already been in consultation with the Parks Board and the signs are that the work will be taken in hand at once and doubtless the example of Hamilton will lead other cities to pay some attention to their waterfront endowments.

We understand that the project will probably be enlarged to permit a still better layout from the standpoint of thoroughfare connections. The Causeway area is strategically located from the standpoint of a direct connection with the provincial highway leading from Hamilton to Galt and London. This connection would traverse the Westerdale area and might well be made a parkway to fit in with the McMaster university site, with Barton street and with Burlington street via Bay Drive.

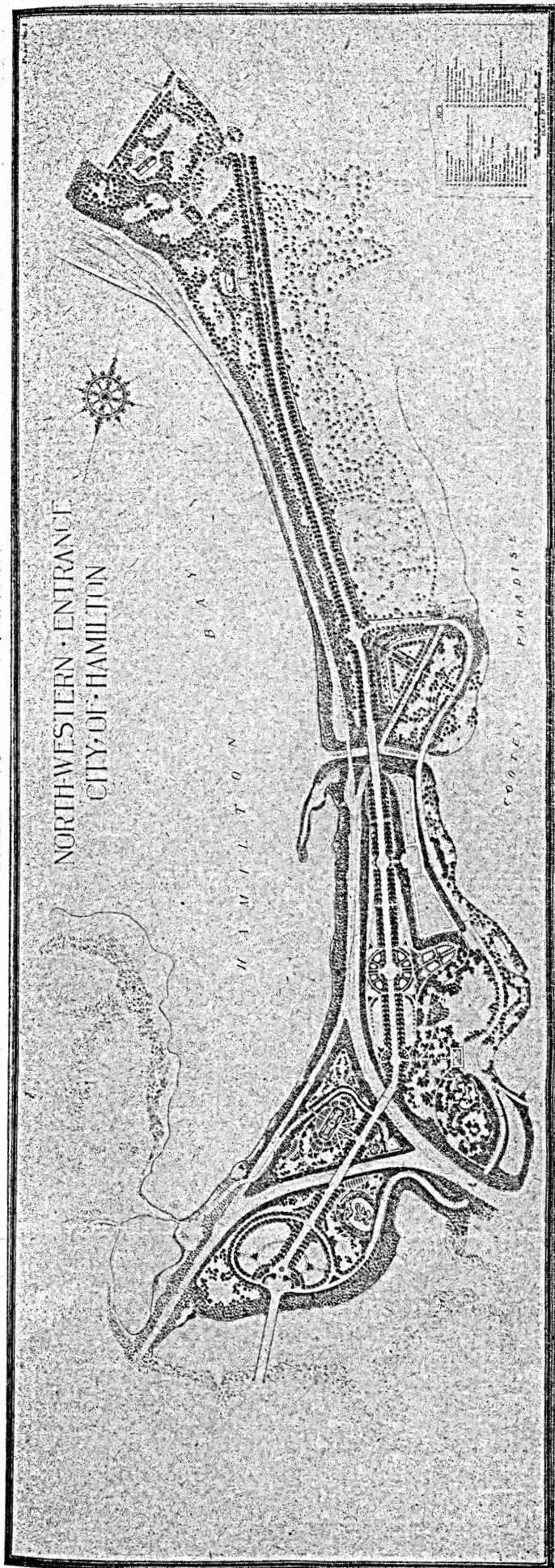
NEWS AND NOTES

TOWN PLANNING BRINGS A FINER CIVILIZATION

Enabling Town Planning Acts are intended to give power to cities, towns and villages to undertake town planning schemes. Probably the majority of town planning students on this continent believe that enabling acts are more effective for the advancement of town planning than obligatory Acts. The Director of Town Planning for the Province of Saskatchewan has been working for some years with an obligatory Act and has pronounced it a failure. Recently the Act has been amended and all the obligatory clauses deleted. The argument is that you really cannot compel a "local authority" to take town planning action, and that the provision for a superior authority to take action if the local authority refuses to do so won't work. On the other hand, it is argued in Great Britain and other countries of Europe that the consequences of not taking town planning action are so socially disastrous that the pressure of law (as in sanitation) is necessary to secure national town planning; that, eventually, respect for law will overcome local inertia and lethargy and the local amour propre that induces a narrow and unsocial view of local autonomy. One may say, generally, that America is committed to the former view and Europe to the latter—and both are making vast progress in town planning.

One cannot, therefore, dogmatise on the data. The most important factor seems to be education, and this does not mean academic education—though that may come to play a larger part than it occupies at present. Often the most important part of education is simple imitation. Men do things because they are fashionable. The British town planning authorities decided that if obligatory town planning

NORTH-WESTERN ENTRANCE
CITY OF HAMILTON



were imposed upon the larger towns—where the results of congestion were most disastrous and where, therefore, the argument for better order stared every thoughtful person in the face—the conscience of the people would accept the obligation, and the smaller towns would follow suit on their own initiative.

Their method has been justified by results. There are just as many towns, under 20,000 population, on which the obligation to take immediate steps to plan their areas was not laid by law, engaged in planning as there are under legal compulsion.

The difficulty with a merely permissive or enabling act is that stagnant towns—where planning is most needed—have often neither the right kind of leaders nor the financial resources to initiate a town planning movement. In a comparatively small and compact country like England advice and assistance are easier to dispense from the centre and the force of example—with the greater facility of travel—is much more active than in our larger countries.

A note in *The American City*, suggested by the bulletin of the Philadelphia Tri-State District Planning Federation, *Regional Planning Highlights*, shows how the Edgewater Park Voters' League, New Jersey, propose to overcome these manifest difficulties of the smaller towns, and, incidentally, indicates the finer civilization that is developing in the wake of the town planning movement. Here a local group are willing to give a little thought to other localities perhaps not so well equipped for adopting an improvement programme. This League is suggesting that the 39 municipalities of Burlington County combine in the preparation of a zoning scheme for the entire county. An important part of their proposal is that service to the smaller communities, such as might not be able to finance planning and zoning schemes, could be rendered in this way, and that the cost of planning could be greatly reduced to all concerned by such a co-operative method. It is the regional idea at work.

In Canada we see the beginnings of such a scheme in the efforts that are being made in the Vancouver region to bring the surrounding municipalities into the scope of the Vancouver plan. If the smaller villages could also be brought in by such sympathetic assistance as is suggested in the New Jersey project, Vancouver would become a veritable school of town and regional planning practise for all Canada. Add to this a Department of Town Planning instruction at the university and the future for town planning activity on the Pacific coast would be bright indeed.

"SELLING THE PLAN"

We suggest that the American locution "Selling the Plan," which threatens to establish itself in our midst, should be quietly cold-shouldered as a piece of babbittry that we do not need. The word "selling" has more meanings than one and its participle "sold," half its time, is scarcely a respectable word.

TOWN PLANNING URGED FOR CHICOUTIMI

Mr. J. E. A. McConville, C. E. of Chicoutimi, in a recent address to the Chicoutimi Chamber of Commerce, urged upon his compatriots the wisdom of preparing a comprehensive town plan to meet the improvements to the harbour now being carried out and to control and guide the future development of the city. This, he said, was the most pressing project which the city should undertake.

The coming industrial development was manifest to everyone and it was urgently necessary that industrialists should find a proper system of drainage and a scientific plan of development. Without such a plan all permanent works would be subject to destruction at some future time, and it was not wise to run the risk of such useless expense.

He thought the Chamber of Commerce ought to take this matter in hand at once. He suggested that the engineers of Chicoutimi should unite and present a memorial to the municipal authorities, urging upon them the necessity of preparing a comprehensive plan. A resolution to this effect was accepted by the assembly.

It was reported that at Chute-a-Caron there were 90% of foreigners; at Chicoutimi 20%, and at Port Alfred 30%. Clearly it is necessary, if these alien elements are to be socially assimilated that good standards of living should be established in the Saguenay district, and the immediate preparation of a comprehensive plan, as Mr. Cauchon and Mr. McConville are urging, would be the best security against the development of hopeless slum conditions.

QUEBEC CITY PASSES TOWN PLANNING BYLAW

The City of Quebec has passed the necessary by-law for the formation of a Town Planning Commission, in accordance with the recent provincial Act. The bylaw gives to the Commission zoning powers and architectural control over all buildings and repairs of buildings to be undertaken in the future.

It states:

Whereas the powers conferred to the City of Quebec by article 6 of the law 18 Geo. V, chap. 96;

It is ordained and enacted by by-law of the Municipal Council of the City of Quebec, and the said Council ordains and enacts as follows, to wit:

1. A Town Planning Commission for the City of Quebec is hereby established for the whole territory of the City, which Commission is composed of five (5) members, three of whom are appointed by the Government, the said Commission being designated under the name of "The Town Planning and Conservation Commission of Quebec."

2. From the date of the coming into force of the present by-law and after the Commissioners have been duly appointed, the Council, upon recommendation of the said Commission, shall

decide in what sections of the City building or alteration permits shall, before being granted, require the approval of the said Commission, and, in such case, no building or alteration permit for these sections of the City shall be issued before having been approved by the said Commission.

3. The said Commission is authorized to divide the different sections of the City into several zones and to control the architectural appearance and the symmetry of buildings in these different zones, after the said division has been approved by the Council.

4. One of the zones especially under the jurisdiction of the Commission shall be that part inside the fortification walls, in which the buildings shall have a particular aspect so as to preserve the antique appearance of the buildings already existing, and in that zone, no building or alteration permit shall be issued before being submitted to, and approved by the Commission.

5. The Commission shall have the right to decide which streets or parts of streets shall be considered as residential and which streets or parts of streets shall be considered as commercial, the whole with the approval of the Council.

6. The Council, upon recommendation of the said Commission, shall attend to the establishment of parks and playgrounds to meet the needs of the increasing population.

"THE COMMUNITY BUILDER"—LOS ANGELES TOWN PLANNING MONTHLY

An independent venture in town planning journalism on the Pacific coast, entitled *The Community Builder*, seems to indicate that the promoters believe that there is sufficient interest in the philosophy of town, city, rural and regional planning on the Pacific coast to support a monthly journal devoted to these topics, from a cultural point of view. It is a daring adventure; a kind of "hopping off" in social philosophy, which, we suspect, will not produce any newspaper "copy" at all comparable to a Lindbergh flight. Nor will it yield any fat financial returns. There must be something else behind it, some "social concern" that is reaching out to a finer civilization; to the time when war beaters will not be asking any more for \$274,000,000 to prepare for the "inevitable conflict" while domestic civilization drifts to ever greater and more complicated ugliness and inefficiency.

The problem before these men is a problem in social philosophy, which is not at all bounded by the stabilizing and increasing of real estate values for the benefit of one per cent of the community, or finding jobs for professional town planners. They would like one hundred per cent of the community to

know much more than they have ever had the chance of knowing something of what Bertrand Russell calls the "good life"—that is the life rich in interest, beauty and joy, here and now. They are a little "fed up"—according to their own confessions—with the academic admiration for those European cities that have managed to shape their physical structures with an eye to beauty as well as to utility, just because they had learned through generations of culture how magnificently useful beauty can be. They want these things at home and they know they will not get them until building anarchy is placed under some kind of intelligent control and the rights of the community are considered as well as the traditional rights of the individual property owner. They don't think that Ruskin is quite dead yet and are content to quote his dictum that the outside appearance of a building is not the concern of the owner alone, and to pass on to the further contention that the time must come, and is coming in the United States, when the courts will "frankly allow aesthetic regulations to come under the police power"—"police power" meaning, not the power of the police, but regulations designed to protect the community from commercial cannibalism.

We have found special interest in two articles in the January and February issues, the first on "Architectural Control and Design" written by the Editor, Mr. Carol Aronovici and Professor Rollin L. McNitt, and the second by the Editor on "A Permanent City Planning Exhibit". These articles have been reprinted as pamphlets and may be obtained at the office of *The Community Builder*, 827 Union League Buildings, Los Angeles. We hope to return to these articles when space conditions permit.

GROWTH OF TOWN PLANNING INSTITUTE

The Annual Report of membership of the Institute to be presented at the next Annual Convention, which will be held at London, Ontario, will tell the story of a remarkable increase of membership during 1927.

Engineers, surveyors and architects throughout Canada are realizing that town planning is coming to stay in Canada—as it has in practically all other civilized countries. They are ceasing to doubt that the scientific principles of orderly planning of the community structure can be applied to towns and cities with vast advantage to the human and economic interests of the social organism.

They are realizing also that the effect of the town planning movement must bring new activity into their various professions as the popular demand for orderly planning, created by successful examples such as the University Endowment Lands at Vancouver, grows. They are admitting that radical modification of traditional ideas of town building may not be a fad or a craze, but may have behind it a profound philosophy of social betterment, both humanistic and economic, taught by the indignant revolt of the social

conscience against the filthy and life-destroying social conditions created in older countries—and to a large extent in our own—as an aftermath of the industrial revolution of the 18th and 19th centuries.

There is no scientific reason why many and most towns—and especially new towns—should be so hopelessly unattractive and socially inefficient. The reason why they are so is that there has been practically no application of scientific thinking and planning concerning the social organism as a whole. The poverty of thinking in small town management is appalling. Scores of towns have not an acre of playground for the young life. If they could send their officials to Ottawa to see the riot of joy on the play grounds and on the glorious hill-sides! "No money," they will say, but they will not say, "No social thinking, no imagination, no energy, no love!" In many towns patches of improvement have been fairly well done, but the concept of co-ordinated planning for the town as a whole, and especially planning for future development, has scarcely yet been born.

Yet something like forty nations are sending their delegates to international conferences to study how this new concept of planning hamlets, villages, towns and cities for a finer social and economic efficiency can be made intelligible and attractive to public officials who have the responsibility of shaping the destiny of towns and cities. Small town management is everywhere in the limelight of critical and often contemptuous scrutiny. In England regional planning associations are persuading local authorities to agree to the formation of regional plans, in some cases combining as many as 100 local authorities, for cooperative activity on matters of common interest. The parochialism, insularity, and vanity of small town management are gradually disappearing before a larger conception of common good. A new patriotism has been born which can see something besides military glory. The industrial revolution is being followed by a social revolution, which has no need for the soap-box and which is attracting some of the greatest minds in the world.

This is some of the meaning of Town Planning.

Meanwhile we may be excused for a little rejoicing that the Town Planning Institute of Canada, much troubled at times by its lack of resources and faint response to its endeavours on the part of technical men of allied professions, men and women of sociological impulses and of the churches, is gaining in strength year by year. At a recent Council meeting 10 associate members, two legal members—one of them a woman—and 12 affiliates were admitted to membership and this has been the story at all Council meetings since the last Annual Convention at Vancouver.

"OPPOSED TO THE WHOLE THING"

The real-estate fraternity of London, Ont. seem to be in strenuous opposition to the zoning of London.

"Opposed to the whole thing." American "realtors" were at this point fifteen years ago, but now it sounds almost mediaeval. As a body American real-estate men are now almost solidly behind town planning and zoning. They know their best interests are identical with orderly planning. They know that people will not build homes where there is no zoning protection. The London people will need to realize that, after all, real-estate men are not more than one per cent of the community, and if they will not be reasonable and give a little thought to community interests—even if they cannot see their own—they will have to be met with the constitutional means which the ballot provides.

PREScott IS CHOSEN FOR LAKE TERMINALS

A great opportunity for a comprehensive plan of Prescott, chosen as the Terminal for the Great Lakes waterway, will be manifest to all town planners. It is said that an expenditure of \$4,000,000 is contemplated by the Federal Government, and that the work of construction of the terminals will commence this fall. At present Prescott is a badly-planned town, unworthy of its historical traditions. If the celebrations to be held to mark the selection of the town for the terminals should take the form of making immediate preparations for the creation of a comprehensive plan to guide future development and to get the town into some kind of scientific order the local officials would win the respect of all who recognize the meaning and advantage of scientific planning.

If this is not done there will be the usual orgy of real estate speculation and valuable lands held useless for decades waiting for the "unearned increments" created by government enterprise and scotching social progress in all directions. Home-makers will meet the usual exasperating difficulties in finding land for building within their means at reasonable distance from their work and ragged suburbs will grow up beyond city limits, which the city at some time will have to "take in" and pay the cost of public services, destruction and reconstruction. A competent town planning consultant should be appointed by the city without delay.

Perhaps the greatest stumbling-block to town planning in Canada is the city council that will not recognize that town planning is now as much a science as engineering and is not a matter that a casual committee of untrained men, worried with a score of other distractions and at the mercy of an unwieldy council itself at the mercy of ward politics, local animosities and real-estate greed, can properly study and administer. It is a full-time job wherever it is undertaken, and it needs the trained man, as much as engineering and sanitation, and, unless the local engineer is also a trained student of town planning and an exceptional man, it cannot be done in the spare time of the city engineer—chiefly because the city engineer never has any spare time to attend to it.

Prescott should look this matter clearly in the face.

OTTAWA PLANNING

The Ottawa city council have come to a working agreement on the proposed widening of Elgin street, recommended for many years by Mr. Noulan Cauchon, technical adviser to the city, and adopted by the Federal District Commission as part of the city's contribution to the improvement of Confederation Square and approaches.

The scheme is to make Elgin street 159 feet wide by clearing the east side of the street over a strip of 99 feet as far as Laurier avenue. It is proposed to carry out the project on the principle of deferred widening by the establishment of a homologous line to which all future buildings will conform, the undertaking to cover a period of six years.

At the end of that period the city will take over all the land concerned, at present-day prices, with payment at the end of the six years. Meanwhile the present owners will not pay taxes on the land, but only on the buildings. At the end of six years the present buildings will be taken over by the city at arbitrated values and will then be demolished.

Inquiries have also been made regarding the cost of so widening Metcalfe street that Victory tower and Parliament buildings would form a magnificent architectural vista of this central street. The estimated cost of this improvement is said to be in the neighborhood of \$3,000,000.

Meanwhile great buildings are being erected in many places to the street line of fifty years ago. The logical drift would seem to be complete architectural control such as has been established in Quebec City, and, we now learn, from an address given by Mr. C. H. Cheney at the recent City Planning Conference at Dallas, in a number of American cities where architectural "rating" is at a maximum. Laissez-faire will obviously create new widening problems as fast, or faster, than any funds, federal or civic, can deal with them. An Architectural Age will never come, either in the Capital City or in any other city, until complete architectural control is established, and the Motor Age will be an age of continuous congestion and traffic inefficiency until the same means are adopted to make room for it. European cities have known this for generations and have accepted the logic of the situation. Ruskin taught many years ago that building was not a merely private affair of a private builder; it was also a community affair, since the community had to look at it and have their liberty conditioned by its existence.

CAUCHON SYSTEM APPLIED

"Three years ago, Mr. Noulan Cauchon of Ottawa presented to the world in general and to town planners in particular his scheme for the adoption of the hexagon as a substitute for the rectangle as a basis

for laying out streets. Since then, the Cauchon idea has spread around the world, and with interesting results.

"Two years ago, Laurence Veiller, secretary of the National Housing Association of the United States, writing in 'Housing Betterment,' declared that the Cauchon idea was 'the greatest contribution in twenty years to the science of town planning; it will revolutionize future urban development.' Soon hexagonal planning was the talk of the town planners of the country. It was similarly received in Germany, where one famous architect and garden city designer claimed it to be the solution of a vital problem.

"In England, too, it was studied and acclaimed. And now it has been applied to town planning in the city of Manchester. In a report to the Wythenshawe Committee of the Manchester Corporation, Mr. Barry Parker, F.R.I.B.A., vice-president of the British Town Planning Institute, and designer with Raymond Unwin of Letchworth, England's first garden city, recommends the adoption of the Cauchon hexagonal planning system to areas to be developed by that city.

"In recommending the hexagonal plan, Mr. Parker says that it is the most economical, the most efficient and the safest of any yet devised for laying out streets. It means a saving of 10 per cent in development charges and corresponding gains in every other direction, mainly because it increases without sacrificing a single amenity the number of houses for which given lengths of roads and services suffice. He has applied the Cauchon scheme to the planning of areas in Manchester which will largely be devoted to the reception of houses for the working class. How was the hexagon idea received in Canada? Outside of a few obscure enthusiasts, the reception given it by municipal and government authorities was an enthusiastic silence."—*Ottawa Citizen*.

A KIND OF BLACKMAIL

Zoning authorities are meeting with a kind of blackmail, which will have to be recognized for what it is and will have to be treated with a certain amount of courage. Zoning is an effort to promote public welfare by establishing building conditions that will prevent congestion, slum development and supply reasonable allowances of light and air for all who have to occupy the buildings that are erected. In past times builders have been allowed to proceed as though the only consideration in erecting was the maximum profit that could be drained from the use of land and buildings. Zoning is a remedy that is being applied all over the world to modify this concept in the interests of public health and public amenity. While there was only one zoning enactment in the United States in 1914 there are now 562. This means that an old iniquity is being drastically attacked for social reasons.

There are builders in many towns and cities who are threatening to take their buildings elsewhere if they are not allowed to build on 100% of their lot, with the sky for a limit. Such an attitude is tyrannical and unsocial and is really a kind of blackmail. Zoning authorities will have to resist it at all costs or precedents will be set that will destroy the validity and purpose of zoning.

ARCHITECTURAL AMENITY IN QUEBEC

To the Editor of *Town Planning*.

Sir.

After several nights spent in so called 'sleepers', and in hotel bedrooms where sleep is hard to woo, one is not usually inclined to be grateful to an engine driver who, on the last night of a long journey, by a rude jolt, suddenly brings him wide awake at four o'clock in the morning. But recently the writer did forgive the engine driver for such a rude awakening, because it gave him the opportunity to see a glorious sunrise over the picturesque city of Quebec from the shore at Levis. Many years ago his first view of this city was from the deck of a boat in the sunset hours of a winter's day. At that time there was no dominating Chateau. Seen again, under perhaps the more effective rays of a rising sun, he was glad to note how this great building added to the charm of the skyline. So far there was little to distress the first sight of the historic city at the eastern gateway of this great dominion. The memory of the view will long linger, and with the memory will go the satisfaction that the city authorities of Quebec have at last realised the scenic value of the old city; and that, through the wise influence of our friend Noulan Cauchon, powers have been secured which will enable them to preserve what they have, and prevent any further desecration of a great heritage.

Entering Montreal a few hours later, but still in the early hours of a beautiful Sunday morning, when the pall of smoke was at a minimum, one viewed the city from the south shore. Here, again, since the writer saw the city from the same viewpoint, a new and large building had been erected which dominated the landscape. But the impression it made was not nearly so favourable as that of the Chateau at Quebec. Memory went back to the early days of boyhood, when the toymakers of Germany helped to instil in us some ideas of construction, though perhaps little of art, by means of so called "building blocks." If, as a French architect has said, the purpose of construction is to make things hold together, and of architecture to move us, I readily admit that the construction was "striking", but, the architecture did not excite any pleasant emotional feelings.

But most visitors to Montreal do not go to the south shore to get a view of the city. All are advised and entreated to see the view from the mountain. Surely then, those who have artistic sense and appreciation of the beautiful, and especially those in whose hands lies the power to control the architectural features of buildings that dominate the landscape, should do all in their power at least to preserve what beauty already exists and take care not to injure it by new structures.

Within the last year or so many important buildings have been erected in Montreal. As seen from

close range on the streets these buildings may escape criticism, but as seen from higher levels such as the mountain affords, some of them are wofully lacking in balance. For they are topped by huge packing-case structures and ungainly tanks. Presumably these buildings have been designed by architects. One would be grateful to any member of the profession who would explain why, in the design of commercial buildings, architects do not consider it necessary to observe principles which they usually recognize in church and domestic architecture. Elevators and sprinklers are now essential features of modern commercial buildings, but it is surely not beyond the power of architects to incorporate them in the design. Must they always be tacked on as objectionable accessories? Automobile bodies are not designed by architects. Most are probably designed by men with little training in art schools. Yet they have artistic sense enough to preserve clean lines throughout the whole of the structure. We have yet to see the gas tank placed on the top of the automobile, or the tool box on the hood.

It has been customary for the architect to deride the artistic sense of the engineer, though few engineers make any claim in this direction. The mistake engineers made in the past was in attempting to apply ornament to purely utilitarian structures. In later years, partly through the increased scale of all forms of construction, engineers have forgotten ornament, and because they design with primary forms and on scientific principles, and are not bound by any traditions, they are gradually evolving structures, and even machinery, which are clean in line, well proportioned, and truly expressing fitness for the purpose they are intended to fulfil.

If the architect is to retain the respect of the engineer, especially of those who aim to preserve and increase the natural beauties of towns and cities, he can no longer afford to design buildings that are only effective when seen with very restricted vision. He must remember that as buildings are increased in height, so views are extended, and buildings must be regarded as a whole, not as elevations, however effective they may be. It is no excuse to say that financial conditions will not permit, because many buildings are designed with elevations filled with doubtful ornament, and the money could be far better spent in securing good proportions throughout, and incorporating such features as elevator pent-houses and sprinkler tanks within the design. It is surely a proclamation of the weakness of the architect to treat such features as objectionable accessories which do not interest him, and which he expects the public to ignore in the same way. Ugliness cannot be ignored. Surely architects must lose in prestige if they confess their impotence to deal properly with the matter.

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