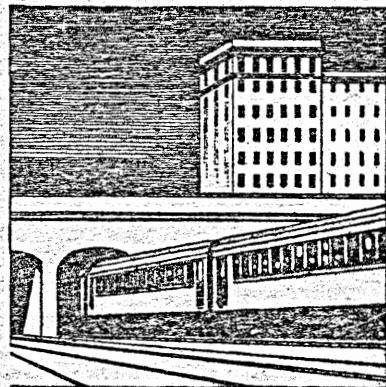
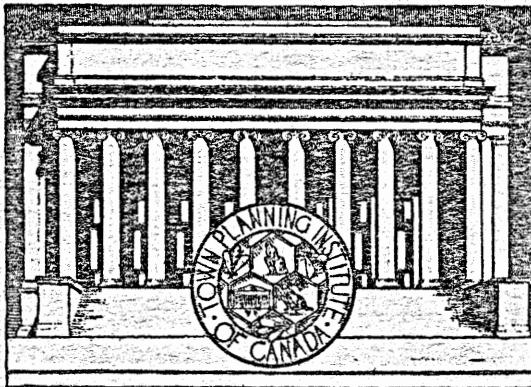


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

OCTOBER 1928

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NO. 5

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# Town Planning Institute of Canada

## APPLICATION FORM FOR AFFILIATES

The Town Planning Institute of Canada was founded in 1918 as a technical organization for the advancement of the scientific study of town planning among architects, engineers, surveyors and landscape architects, with a view to qualification for the anticipated demand for town planning work in Canada.

The Institute may be said to have fulfilled its primary purpose in that it has stimulated a group of members of these professions to get their work into definite professional relation to town planning and to prepare themselves to take on the practical work of town planning now that the demand for such work has come. There does now exist a group of Canadian planners who are perfectly competent to undertake the planning and replanning of Canadian towns and cities.

As the time went on, however, it was realized that the town planning cause could not make much progress in Canada without the support of the increasing number of thoughtful people, often men and women of position and influence, who were much impressed by the sociological and business import of the movement, while making no claim to special technical knowledge of the subject. It was seen that such sympathizers might do valuable work in creating the public opinion in favour of the movement, without which little progress can be made.

It was, therefore, decided to form a special class of non-technical non voting members of the Institute, men and women, under the name of Affiliates, who would themselves be stimulated by association

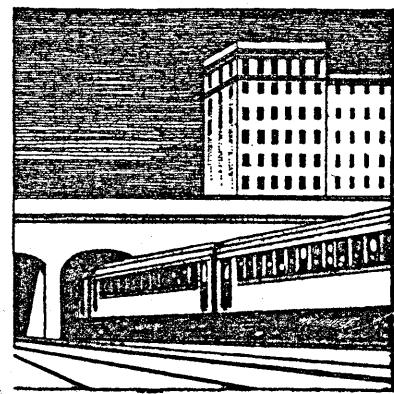
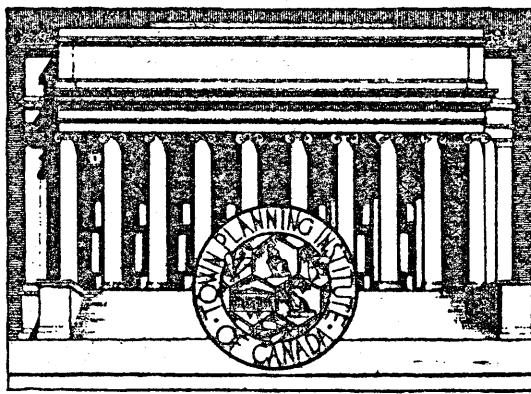
with the Institute and by the free reception of its literature.

The first impulse to town planning is undoubtedly humanistic or sociological. It is a recognition of the waste of human energy, human life and business opportunity by unscientific and unsocial disposition of land and structures. The ordered thinking that results from this recognition tends to form itself into a new kind of sociology. Town planning, in its scientific aspect, is the technique of this new kind of sociology, but the sociological work may very well be done, and in many cases is being done, by good citizens who are simply aware of the social mischief resulting from bad planning and are anxious to spread the news of a better order that may result, and is resulting, from the practice of town planning.

For these reasons the Institute, by inviting men and women, such as members of town planning commissions, city councils, and others in sympathy with their work, to join the Institute as Affiliates, is taking on the double function of a technical and an educational organization. No Affiliate of the Institute need feel that his work as a town planning advocate and creator of public opinion in favour of the movement is less important than that of a technical member, for, indeed, it is a work that much needs doing and a work that the absorbed technician may easily forget to do, or, indeed, may not, by habit or disposition, be qualified to do.

This Application Form for Affiliates may be secured by writing to the Hon. Secretary-Treasurer, Mr. J. M. Kitchen, City Hall, Ottawa, or from the Secretaries of the Local Branches.

# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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

### Eighth Annual Convention of the Town Planning Institute of Canada

LONDON, ONTARIO, SEPTEMBER 10, 11, 12

The present issue of *Town Planning* was intended to assemble at least the substance of all the Convention addresses, so that all delegates and members present at the Convention might have the opportunity to read the addresses in advance and thus be better prepared to take part in discussion. It is realized that Convention addresses must be directed to some extent to the popular audience attracted by the occasion and must therefore deal with elementary principles. It was thought that free, and especially prepared discussion would extend the interest of the Convention so far as the members are concerned and possibly afford wider information to visitors.

This object has only been partially realized, since the majority of the speakers did not respond to the invitation to send in advance "copy". Sufficient, however, was received, in the opinion of the Editorial Committee, to justify the experiment and to provide

some town planning literature for distribution at the Convention. Some important subjects are treated in the papers "turned in". Our President, Professor Frank E. Buck, deals with the sociological basis of Town Planning; Mr. Cauchon discourses on the relation of Citizenship and Town Planning; Mr. Percy E. Nobbs treats on the important and timely subject of Architectural Control; Mr. Bunnell deals with Recent Developments in Ontario Planning; Mr. Stewart Young with the Relative Functions of Civic Building and Zoning Bylaws, a topic that needs ventilation; Mr. J. D. Craig, Director General of Surveys, presents an important paper on the Modern Attitude to Town Building and the urgent need on the part of local councils to encourage Canadian planners to do Canadian planning. Mr. Dalzell sets forth once more the basic facts that impede the progress of industrial housing in Canada.

# THE TOWN PLANNING INSTITUTE OF CANADA

EIGHTH ANNUAL CONVENTION SEPTEMBER 10, 11, 12. 1928. LONDON, ONTARIO

## PRESIDENT'S ADDRESS

By Professor FRANK E. BUCK, University of British Columbia.

This Institute is now eight years old and this is its eighth annual meeting. Those of its members who can look back to its beginning should feel gratified that it came into being when it did, and that, as its annual meetings swing from one part of this Dominion to another, there is cause for additional satisfaction in knowing that it has long since passed its parochial phase of growth.

As the objects or purposes for which this Institute was founded are recalled, we should be jealous on behalf of those which, from the fundamental aspect, may be considered to be of major importance. Town Planning endeavour, the world over, should more often feel the urge of its one dominating motive, or, as the Editor of our own Journal has well said, its "Sociological Purpose."

We may admit that in the main Town Planning has established itself among present day sciences by way of its "Scientific Method." Yet it ought to be true, equally, that it should be recognized among important world movements because of its somewhat unique and certainly comprehensive "Sociological Purpose." While its Scientific Method has brought many of its notable successes, paradoxical as it may seem, it is because of that method that many setbacks have come to its advocates. The main reason for this is that while it may be easy to convince the enlightened few that a Scientific Method in city-building is incomparably superior to haphazard chance, it is far less easy to convert the ordinary taxpayer to that belief. The bogey of higher taxes is always stalking abroad for those who pay taxes on land. In fact, several bogies of this type, together with the laissez-faire policy in regard to civic development, are real obstacles in the path of the Town Planner.

However, in spite of these handicaps, the scientific method of the Town Planner is making rather spectacular climbs. For instance, each year, as you well know, the number of cities in the United States which have adopted some form of town planning gets larger and larger. So that the advance of the town planning movement on this continent, and among many of the European nations, is very real. A careful review of this progress is generally recorded in the copies of our own Journal for which we are indebted to the Editor.

For the modern city the scientific is the only method which will solve for it those many problems with which it is confronted. That means then, that in regard to its "Plan" it must be turned over to those who can use this scientific method intelligently. The modern city must be made physically

efficient, and this efficiency is attained only by a progressive programme for such fundamental projects as its water supply, its sewerage disposal, its street widenings, its zoning, its street transportation and rapid transit services, its recreational facilities, and other services. These things carried out according to schedule certainly result in a lessened rather than an increased tax rate for the citizens. But admitting these things, the ordinary citizen appealed to on the ground that Town Planning will accomplish much for his city responds very indifferently.

Unfortunately, what is true of the ordinary citizen, is just as often true also of the merchant, manufacturer, and financial director and, therefore, it is these men we should more often try to convince that the "Sociological Purpose" of Town Planning has a direct relation to better and bigger business.

This term "Sociological Purpose" may sound somewhat academic or grandiose, but looked at squarely just what does it actually mean? For the ordinary citizen, it means that he will be enabled to expend his moderate income in his city for those things which bring him reasonable satisfaction. For example, if his tax rate is too high, or if he has to travel long distances for his recreation, or if sickness comes to his family through overcrowding, or perchance he has to work in sunless offices and contracts a fatal disease, then under such conditions he has but few surplus earnings and "brisk business" and "good times all round" cannot rejoice the hearts of the business men.

It is to the interest of the business man in every way to see that the social conditions under which the workers live are such that they can afford to spend a small share of earnings for those things we all desire in order to live comfortably. A worker who has to divide his earnings into three parts and spend all for food, clothing and rent, is a poor asset for any city. Half of the capital in any manufacturing city is invested in producing articles which do not fall under these three heads. Complete employment of all the population is the desideratum and these articles must be sold to maintain this steady employment.

From a purely selfish standpoint therefore, the "Sociological Purpose" in Town Planning should make an even stronger appeal to the business world than it does.

And as for the workers themselves, it is seldom that they are informed as to the meaning and import of this movement. At the last annual meeting of the Vancouver Branch, we received what might well

be termed a rebuke for overlooking the cause of "the worker." This came from one who occupied a leading place in the councils of labour. And yet, as you will admit, this rebuke is due to us only because we have failed to preach the gospel of our movement in its entirety.

What a grand text for town planners we have in that description of one of England's much boasted industrial towns, as it was last century. "Drink is the shortest way out of Manchester, men who live here cease to believe in heaven because they never see the sky; they have no share in earth until they are put under it." Could any short sentence paint a more dramatic and tragic picture of a city?

The lot of the worker in our cities of today is infinitely better than it was during the nineteenth century. True, we still have the smoke, true, the city has not always its municipal golf links nor a proper supply of neighborhood and other parks, nor does the worker own his own home in some cities as much as he should. But after all, the improvements of today are real. Few of us begrudge the worker better conditions. All of us would gladly give them to him could our eyes but be opened to see that our business interest will prosper as we do so. In a social organism, such as a city, prosperity is seldom a personal thing. It is bound up with a true prosperity of health, happiness, and moderate wealth for each and every separate unit of the community.

Let me ask you to recall just who are the strong advocates of this movement. Are they not in the main, men who are prepared to labour long and well for a cause on a purely voluntary basis? Members of the citizens' committees, members of the various commissions, all of them either subscribing goodly sums of money or giving volunteer service without any hope of pecuniary reward. Does not this fact alone enforce the argument that the strength of our movement must be due to the fact that there is a sociological purpose at its base. The great movements of the world which have benefitted humanity have all had a similar early history. Voluntary gifts and sacrifice —these are the foundations upon which the great worth-while edifices of our western civilization are built.

Could I with propriety tell you something of this voluntary work which has been done in the city of Vancouver during the past decade, you might well be surprised at its amount and thoroughness. Why do we, as town planning advocates, attend all those many, many meetings? Why give our time, our money, our very best service? Why? Well, just because town planning has a "Sociological Purpose." Because as its purpose is fulfilled, our cities will have more parks and fewer hospitals, more prosperity and less poverty, more contentment and less crime.

As a last word, let me remind you that the Federal

Government has accepted more thoroughly its responsibility to encourage this Town Planning movement along national lines.

We should expect a Federal Town Planning Bureau to do much by way of publicity as well as by way of helping initial organization work. Your executive is much gratified with developments to date and expects more definite action in the near future.

In the smaller towns throughout the Dominion, as indeed also in some of the larger cities, there is but small incentive for the volunteer workers to undertake work of this kind at the present time, and, therefore, some form of help from Federal sources will be most effective. Our Institute should continue to function to the limit in bringing together in national conventions such as this is, workers interested in both the technical and the sociological phases of the movement. Both types of workers will find increased incentive for effective work in the knowledge that those in high places in the official control of our Dominion's interests have personal interest in the Town Planning Movement.

One of our Governor-Generals once wrote of Canada that "Like a virgin goddess in a primeval world" she could catch but broken glances in her mirrored lakes of the "glories awaiting her in the Olympus of the Nations." But surely at this date, with all the movements for her welfare at work, of which this Town Planning Movement is not the least, she is much nearer to that Olympus.

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#### BRITISH COLUMBIA CAPITAL PASSES ZONING BY-LAW

Town Planning education proceeds apace in British Columbia. The City of Victoria has passed its zoning by-law with no sign of the infantile opposition which has held up the Ottawa zoning by-law since August 1923. Our information is that "the by-law follows what experience has shown to be the best and most practicable lines, which is born out by the lack of opposition."

Its smooth passage however, is probably due to something more than the inherent reasonableness of the law itself. It is most likely due in large measure to the fact that all those concerned, including the real estate men, have learned enough about the general public benefit of a zoning law to become ashamed of the selfish and stupid obstructionism which still expresses itself in Ottawa in reference to that "damn-fool zoning by-law." In British Columbia this hyphenated adjective seems to be turning around on the opposition, and men who wish to be considered socially reasonably are congregating behind zoning legislation.

## CITIZENSHIP AND TOWN PLANNING

By NOULAN CAUCHON, A.M.E.I.C.

Chairman and Technical Adviser, Town Planning Commission, Ottawa.

### ADDRESS FOR OPENING LUNCHEON WITH COMBINED CLUBS.

The Town Planning Institute of Canada is sensible of the generous hospitality which the City of London and its organizations have so kindly extended to it. It has afforded me the privilege of expressing to you its sincere appreciation of the motive which has prompted this gathering. This I take to be a desire to hear or learn what town planning can add to the common concept of Citizenship.

#### What is Citizenship?

and

#### What is Town Planning?

Citizenship is that status of membership in a civilized community which, on the side of privilege involves protection of individuals in the enjoyment of life, liberty and the continued pursuit of happiness, and, on the side of duty, a certain obligation on the part of those individuals to contribute to the welfare of the whole community. All this connotes a human relationship and a mutual responsibility, which is the essence of the social idea.

The civilizations and cultures of the historic past have risen and flourished and endured, or faded, according to the measure of their fidelity to a high appreciation of this human relationship. Those who lived by the sword have perished by the sword. Those who lived by slavery have perished by slavery. The civilization of today seems earnestly seeking to live by tolerance, peace and good will, which it must attain or perish by the barbaric impulses which have brought other historic civilizations to disaster and decay. We have been reminded recently, by actual if so-called "sham", experiment, that neither London nor any other city can survive in any future War in the Air. What we have next to consider is that civilization may perish also from certain internal disintegrating forces, such as slum development and disorderly planning, which may prove not less mischievous than the wars and slavery of the past. Our view is that the best preventive of such internal disintegration is that modern scientific humanism which is the essence of Town Planning. I have many times described slum development as commercial cannibalism. Men perish by the slaughter of congestion as well as by the ghastly arbitrament of war. During the Great War both Canada and the United States lost approximately 60,000 each of their finest citizens. But since the close of the war 23,000 to 26,000 people are being killed annually in the United States consequent on the physical disabilities of insufficient street width and lack of visibility for drivers, due to congested building.

Town Planning is a constructive science of en-

vironment, based on a definite social philosophy which holds that Ethics, Economics and Expression (in art) are indivisible manifestations of Natural Law. It holds that a biological environment must be obtained and maintained in which human life can be and thrive and advance—for efficient survival. It holds that congestion of streets eventually causes slums and that congestion of houses leads to the same calamity. Why? because the congestion of traffic, to the measure that it retards movement, lessens the area reachable within the economic time available to workingmen; this reachable area must be kept as large and accessible as possible if available property values are to be kept from crowding out simple self-contained homes. It is very simple;—lessen the available radius of accessibility and the area lessens, land values go up, migration crowds in, buildings crowd closer and up—less sunlight, less air, less nourishment, less efficiency and decadence becomes a process. Now this is not good business. It increasingly lessens well being, efficiency, content and decreases production.

Town planning in principle is a simple gospel of regeneration—physical, mental and moral. Its curative and preventive application requires technical skill. Your railways, your highways and your byways and the shaping and the spacing of your buildings are all interrelated problems integral to the great problem of sanitary, efficient, happy and productive human living conditions. These make a biological medium and they should make the best medium for the best human life. Ruskin's great dictum "there is no wealth but life" sums up the philosophy of Town Planning, though there are books without end on how to implement it.

If Citizenship implies responsibility as well as privileges, then the relationship of Citizenship and Town Planning should be clear to every thinking citizen. Town Planning, as the technique of sociology, should become the policy and the politics of all individuals and communities and cumulatively of the Nation. In ancient Greece, among the most cultured race that ever wrought for human welfare, Citizenship was called Politics. Pericles, through the assistance of artists and designers, but also because of the sympathy and support of an enlightened democracy, and because he knew himself that the proper planning of a city was the best means to civic fame and fortune, built Athens to "the glory that was Greece" and builded so much better than he knew that now, after twenty-five centuries all nations eagerly visit Athens on the chance of learning from Pericles how to build a great and glorious city.

## Recent Planning Developments in Ontario

By A. E. K. BUNNELL, B.A.Sc.  
Town Planning Consultant, Toronto.

Looking back over the past twenty-five years, which, relatively speaking, is a very short period in the history of the Province and of City Planning, one cannot help being amazed at the notable progress which has been made both in legislation and in actual accomplishments not only in the field of city planning but in that larger field of regional planning.

Twenty-five years ago city planning was a name only and certainly it was nothing that had to do with practical municipal policies. As for regional or metropolitan planning it had not been heard of.

Today, Ontario enjoys and is putting into use permissive legislation quite as advanced as any of which I have knowledge.

Read this list of notable examples of the City Planning Art that have been developed during the last twenty-five years:—

### LEGISLATION

1. Control of new street layouts in urban municipalities and their environs.

(Reference—Planning & Development Act.)

2. Control of type of occupancy of private property.

(Reference—Municipal Act.)

3. Power to extend and widen streets in built-up areas and means of assessing cost.

(Reference—Municipal & Local Improvement Acts.)

4. Power to develop and operate housing schemes.

5. Control of sanitation, water supply and other matters affecting public health.

(Reference—Public Health Act,  
Public Utilities Act,  
Local Improvement Act, and  
Municipal Act.)

6. Power to separate railroad from street grades in interest of public safety and convenience.

(Reference—Dominion Railway Commission Acts.)

7. Both the Dominion and Ontario Governments have shown willingness to pass general acts for individual municipalities where same has carried the approval of the people at large. This applies not only to the requirements of a single municipality but has been extended to meet the needs of several municipalities acting in concord.

(Reference—Toronto Harbour Commission Act, Essex Border Utilities Act, Suburban Road Commission Acts.)

### ACCOMPLISHMENTS

Now, having had some of these powers for a number of years and all of them for a shorter period, what use have we made of them?

1. Creation of Town Planning Commission in practically all of the dozen communities referred to, exercising control of street development in new areas both within and outside their respective cities.

2. Nearly all have full time Medical Officers of Health.

3. All mentioned have taken advantage to a greater or lesser degree of by-laws to define the occupancy of land. In the case of the cities of London, Kitchener and the Village of Forest Hill these by-laws cover the entire municipality.

4. In the case of Toronto, probably the only city in which traffic problems are emphatically acute, about fifteen million dollars has been expended in street widenings and extensions.

5. In nearly all of these cities grade separation projects either affecting districts or individual streets have been carried to completion.

6. Parks and playgrounds have been enlarged and improved in every case.

7. Toronto has spent between twenty-five and thirty million dollars in creating and developing its water front, with deep water harbour, thoroughfares, parks, playgrounds, industrial and warehousing areas.

8. Hamilton is studying the widening and extension of its streets and has made real progress in this direction. It is very much alive to its parks' requirements and to the improvement of its gateways. In Ottawa, with the assistance of the Federal Government \$250,000. annually is being spent in parks, boulevards etc. In the Essex Border Cities there is operating through the office of the Border Utilities Commission the finest example of Municipal co-operation I know of. Other cities are making surveys and seriously studying their future.

I have by no means exhausted the list of constructive city planning measures carried out by Ontario municipalities, though possibly not labelled city planning, but have said enough to demonstrate that city planning in Ontario is a real vital force actively at work and accomplishing great things.

If we, as Canadian Town Planners, lack a fertile field in which to work it is, I believe, largely due to our own negative methods of approach.

We are constantly proclaiming the amazing progress of city planning in other countries and the lack of interest and accomplishment in Ontario, but the examples I have quoted will I am sure make you feel that much has been done and that legislation exists permitting much more to be done than has been attempted.

Let us use what we have and if found wanting press for the altering and amending where necessary.

## On the Control of Architecture

By PERCY E. NOBBS, M.A., F.R.I.B.A.

The town planners of the past few centuries have been, for the most part, architects or engineers, and the professional town planner, as distinct from these vocations, has hardly yet established himself, though I believe that the kind of progress which distinguishes our era will in the future tend to specialization and differentiation. The all round man becomes a rarity. Some engineers are artists, most architects claim to be artists, and I am positive that no town planners who are not artists can do any good in the world.

The first serious effort of modern times in the field of town planning was the "plan des artistes" begun before the French Revolution, for the better ordering of Paris, quietly carried out on paper through the troublous years that followed, and brought to execution under the Napoleonic regime.

I am asked to speak on architectural control. I am prepared to hold a brief for the kind of architectural control, or rather control of architecture, which this old planning board initiated, which, if I read the signs aright, inspired the work of Haussmann, and still survives as the basic principle to guide development on the banks of the Seine.

By architectural control is sometimes meant the establishment of Boards of Architects to censor the plans submitted to urban authorities in connection with applications for building permits. This method of dealing with the problem of the eyesore I abhor, and I will try to state a few reasons for my attitude of mind. This attitude being most likely intuitive and beyond the narrow realm of logic, it is quite possible that, from the philosophic point of view, reasons have little or nothing to do with it. The artists and the philosophers among my hearers will probably be more impressed with my zeal than by my arguments.

These Boards of Architects are expected to exercise a control, a censorship, if need be a veto, upon the forms discovered by other architects as solutions of problems of accommodation and construction arrived at in the interest of their clients. The Boards are supposed to act in the interest of adjoining or nearby proprietors and of the general public. The object sought is the amenity of the district.

Now suppose, for the sake of argument, that all the architects, on a given Board, are artists. Then they are either of one school of thought, and will exercise an academic tyranny which will be equally academic and a tyranny if their predilections are classic or romantic, or modernist, or just commonplace. If there is a tyranny of any of these kinds, it will be hostile to natural progress in the discovery of form.

Or our Board will be of mixed schools, and must either find its decisions vitiated by compromise, or have recourse to the "saw off," its members giving grudging approval, now to this mode of expression,

and now to that, in exchange for one another's neutrality.

There is another alternative which occurs when such a Board is animated by a genuine zeal for the better things in architecture. In that case, the works of the competent are approved and the works of the incompetent are amended and improved. Now that is manifestly unfair and discouraging to the competent.

Of course evolution may be all wrong, but having been brought up in that faith I find it difficult to see good in flying in the face of Providence and encouraging the unfit in the false interest of the public good. The public good, if there is anything in the theory of the survival of the fittest, can, in the long run, only be compromised by aiding the unfit, and my profession has also always been plentifully recruited from that class.

So much for the control of architecture by Boards of Architects. The only thing to be said for it, is that control by boards of non-architects would be worse.

Now, I cannot deal quite adequately with the problem of preventing eyesores without embarking on the nature of eyesores, and this would involve what little knowledge is available on the subject of vision and the mental processes which are generated beyond the confines of the optic nerve.

Let me rather define design as the discovery of form, and define form as a mental synthesis, both in the case of the beholder or consumer, and of the artist or producer compounded of purpose, material and technical process.

If the synthesis is defective, we have only something which may, for present purposes, be described as meaningless shape or accidental configuration. But when form is achieved, the matter in which it subsists becomes eloquent to convey a thousand shades of meaning, illuminated by a million sentimental refinements. Now this is architecture. Is such an activity controllable at all? Is it anybody's interest to control it? These questions cannot be answered by a whole 'yes' or a whole 'no'.

I will occupy the remainder of the time allotted to me by briefly stating in what sense I think the public interest may be served by "thou shalt nots", and how these negative councils of perfection seem on occasion to have been operated with a measure of success.

If you accept the view of design which I have enunciated, the ugly and the meaningless are one, and the meaningless is inly potent for evil when it happens to obscure appreciation of things that mean something and are worth while. It is therefore wise to protect the architectural efforts of artists from undue contiguity to the merely structural efforts of barbarians, and in a measure to protect the works

of artists from the works of other artists of violently different sentiment. For a thing that would be beautiful in one place may be just silly in another, as Trinity Church, New York, has become by the change in its place, notwithstanding that its map location is unaltered. It was once on a road, now it is in a gully off a canyon, and in spite of all the hard things said of it, the canyon is a very true and beautiful thing, as was the church when it was on a road.

The only means of architectural control which controls architecture in the Public interest is the leavening of those necessary evils, building by-laws, and zoning regulations, with the spirit of elasticity. Otherwise they are apt to be rather hard-baked and we break our teeth upon them.

Building by-laws have three main functions, and when reasonably well drafted they are dealt with in separate chapters. The first deals with health, or well-being (in its relation to light, air and movement); the second, often absent, has to do with conservation of values; the third touches structure. Let me say of this last that I see no good purpose served by making a code of building by-laws into an engineer's handbook and general specification, always obsolete, or at least obsolescent, which has the inevitable effect of adding to the cost of building, handicapping invention, depriving the public of the services of myriads of constructors our schools are turning out, and defrauding these trained men of their living. Structural by-laws should be written pianissimo, and I will say no more about them, as that is not quite what I was asked to talk about, though it has its bearing on the resultant form which the solution of a problem will take on.

That part of a code of building by-laws which bears on health and well-being has a far reaching effect on the solutions of problems of accommodation—architectural or otherwise—and, did time permit, its philosophy might profitably engage our attention for a week.

How are by-laws directed to this aspect of the problem of building in a town to be kept elastic? Any fool can write them rigidly. I can best state the faith that is in me by an analysis of the principles which underlay the drafting of certain suggestions made by a committee of Montreal architects, of which I was a member, with reference to the regulation of building heights in Montreal, the city having considerably postponed action on the matter until apprised of the views of the profession most intimately concerned. The Committee had before it the valuable volume of evidence taken in Chicago before a committee charged with a similar responsibility. Some of us came to the following conclusions:

The height of walls on the building line is best regulated by stating an angle or proportion which will relate height to street width, either for a given street or for all streets in a given district.

Superstructure above wallheads established as

above is best controlled by the establishment of an angle from the wall head which may well be somewhat steeper than the line from the building line opposite to the wall head concerned.

The volume of construction is best regulated in relation to the size of the lot (or of that part of the lot allowed to be built upon) in terms of floor area—say 'two times' or 'twelve times' the area of the lot, as the case may be. Habitation can then be controlled by room sizes and glass area should be controlled by exposure, sky line opposite, and the purpose involved.

Above certain heights, homogeneity, both of materials and treatment, should be required on all sides of a structure.

In the case of specialized districts or areas the control of roof types is justifiable on the ground that a fortuitous mixture of flat and pitched roofs is usually incongruous. The two systems may be happily combined on occasion, in a structural unit or group where there is system in the composition.

Except as to fireproof quality, material should very rarely be the subject of control. The market and the cultural predilection of building owners and architects can well be left as the determining forces. There occur occasionally well built up streets of homogeneous material in which a departure as to material in the case of a new building would put the street as a whole all on edge.

Framed on these principles, controlling by-laws whose primary object is health and well-being may be stringent in essence without undue vexation or interference with the elasticity essential for the solution of new problems in new ways, in a changing world.

As to regulations for the conservation of building values, I take the view that zoning for use is the only necessary or effective means to employ. That involves, under a democratic regime, the consolidation of opinion on the street or in the district affected. Once you regulate use, form, with a few safeguards, as above enumerated, will take care of itself.

The only censorship of architecture that can be of any avail is cultural tradition. Where traditions are in conflict they must be left to fight out their own salvation without administrative interference. Where traditions are largely absent, we must have faith in the natural order which, by distinguishing man from other social animals by a plentiful endowment of snobbishness, ensures that the culture of the few will spread in more or less diluted form to the many. A gentle tradition in speech, in clothes, and in the apparatus of life, though not conspicuous among us, survives, and can be relied on to leaven the heap.

One form of architectural control would be effective—statutory regulation for universal employment of architects, where architects are definable before the law, as in the Province of Quebec, as duly

authorized and educated persons. The abuse of this system, through the reduction of 'partial architectural services' to the mere signature of plans, is one which the profession, where properly organized, could control. The spectacle of medical men signing prescriptions for liquor throughout the length and breadth of our land in recent years, leads one to suppose that the architectural profession would have a job on its hands, but it could be done. My difficulty in giving whole-hearted support to this expedient is a haunting feeling that I might cease to be an architect within the statute, and might still desire to exercise the freedom of a British citizen to own land, purchase material, employ labour and provide myself with accommodation.

Economic conditions and climatic exigencies will inevitably have more effect on our building forms

than any artificial administrative expedients which we could devise. To those who long to see a distinctive Canadian architecture generated, I would say, that Canada is a large country, with diverse cultural elements and a variety of climates, all of them full of character. In due course of time, through trial and failure, these climates of ours will, in the regions where they are effective, ameliorate some of the incongruities of the building forms now in vogue. This process is going on before our eyes. So also is the natural process whereby the better sort of architects are receiving encouragement in the way of opportunities.

As to the control of architecture, my considered judgment is that the less of it we have the better, and let what there is be indirect and deal only with the raw material out of which form is synthetized.

## The Relative Functions of Civic Building and Zoning Bylaws

By STEWART YOUNG, B.Sc.

Director of Town Planning, Province of Saskatchewan.

I assume that your committee, when assigning to me the subject "The Relative Functions of Civic Building and Zoning Bylaws," had in mind the fact that it is a topic which in Canada needs some airing.

To introduce the subject let me present to you some facts gleaned from a study of several so-called building by-laws now being enforced in Canada.

The first fact is that in our building bylaws what are commonly termed zoning requirements have become entangled with the building code. It is true that zoning deals with buildings, and is therefore in a sense a building requirement; yet there is a distinct difference between the nature and functions of the two classes of control.

The second fact is that many building bylaws contain measures which, while they have an objective similar to that of a properly drawn building code, do not deal with buildings. For example, the restriction, "No person shall make or kindle an open fire in any vacant lot, or within twenty feet of any building," cannot in any sense of the word be said to form a part of a building code; yet, to my knowledge, it appears in the building by-law of a major Canadian municipality.

The third fact that I wish to present is that many building by-laws contain measures which bear no relation to either the construction or the environment of buildings. In other words, many Canadian building by-laws have degenerated to the status of a dumping ground for miscellaneous municipal regulations. Take for example the following: "No person shall walk upon newly constructed sidewalks or pavement before they have been opened for public traffic by the city engineer." What conceivable relation can such a measure bear to the construction of buildings? Yet it is a quotation from a civic building by-law.

A building by-law is or should be a building code, which, briefly, is a definite set of rules designed to govern the structural requirements for the erection, alteration, and repair of buildings in order to provide adequately for the safety of the public.

On the other hand so-called zoning enactments have an entirely different objective. They involve a greater interference with the rights of the individual, and have a wider scope of activity. Briefly, a zoning enactment deals with the use and disposition of property for the purpose of providing for the general welfare of the community.

It is most unfortunate that we have adopted the term "zoning" to apply to this class of regulation, for the reason that the principle of dividing the municipality into districts for specified purposes may be applied equally well under a building code. The creation of fire districts is zoning in the widest sense of the word, but its use in the restricted sense is so general that we cannot do other than fall in line.

Let us now examine more closely the relative functions of the two classes of control.

In the first place, as already stated, a building code has as its objective the safety of the public, whereas a zoning enactment has as its objective the general welfare of the public. In the one case the objective is specific, in the other it is general. The application therefore of the principle of protection to the public against the whims of the individual as applied in a building code must confine itself to one line of action, whereas the scope of a zoning enactment may be either specific or general.

Both controls involve an interference with the property rights of the individual, and a study of this subject reveals the fact that the desire for the imposition of the restrictive measures varies directly as the apparent need and inversely as the apparent

degree of interference with the rights of the individual; and further that the apparent degree of interference is taken to be the measure of the consideration to be given to the rights of the individual.

The first desire of the growing community is to protect itself from the hazard of fire, and, as it is not a serious interference with the rights of the individual to say to him, "You shall remove that stove pipe from your roof, and erect a proper brick chimney," a primitive building by-law is passed. At a later period, through failure of structure, someone is hurt, and a lean-to in the way of an amendment is tacked on the building by-law, and so on down the line as necessity arises by-laws are amended, till finally they reach a state of chaos.

There is a point however, beyond which the council cannot properly go without referring the matter to the electorate. This point is generally accepted to be the dividing line between the functions of the building and zoning codes. It is a much greater interference with the rights of the individual to say to him, "You shall place your building in a given position or use it only for certain purposes" than to say, "This is the first class fire district, Your building must be up to a certain standard of construction." The method of adoption of the two classes of regulations is, therefore, different. In the one case the electorate is consulted, while in the other it is not and rightly so.

I have already pointed out that a building code in its application is limited to buildings, whereas zoning, as generally understood, applies to property in general. This means that land as well as buildings may be dealt with in a zoning enactment. Such being the case, one can easily understand why, through continuous amendment, our building by-laws

gradually reach a state of confusion. The community commences with, say, a simple building code which proves satisfactory till some one decides to erect his house in front of the line agreed on by the resident occupants of the block. An amendment to the code, or a separate by-law to prevent a recurrence of the condition is passed, too late to be of use to the offended, and so on till, as I have already pointed out, confusion is the result.

The final state of chaos is commenced when amending by-laws pertaining to the use of land are passed, and it is most certainly reached when regulations pertaining to boulevards, the disposal of ashes, and kindred subjects are inserted.

I am aware of a major Canadian municipality which, in addition to its building code, has over three hundred piecemeal zoning by-laws. It would take the passing of many moons of hard concentrated study to disentangle, co-relate, and weld such a conglomerate mass into a simple zoning enactment.

Now I do not know whether I have covered the ground intended by your committee, but I have at least disposed of the subject assigned to me. A former premier of Saskatchewan used to say that the attributes of a public speaker were to "stand up, speak up, and shut up." In a moment I shall qualify as a public speaker.

We have entered on a period of expansion such as, I venture to say, Canada has not heretofore seen. Everywhere one hears the sound of the saw and hammer, or the steel rivetter. Our building may be chaotic, or it may be orderly. If it is to be the latter, it must be properly controlled through carefully prepared building and zoning by-laws, the former to deal with the construction, and the latter with the environment of buildings.

## The Housing of the Industrial Classes in Canada

A. G. DALZELL, M.E.I.C.

The Dominion of Canada is sometime called "the granary of the Empire," and agriculture is without doubt the economic heart of the country. Yet the records of the census of 1921 show that 49.52 per cent of the population reside within urban communities, and the quinquennial census of the prairie provinces shows that even in Manitoba 43.64 per cent of the 1926 population are urban residents. From information supplied by the Dominion statistician to the House of Commons in 1922, he estimates that the value of urban real property is approximately equal to that of all farm land and buildings, so that the interests of the Dominion are fairly balanced between town and country.

No one will dispute that the welfare of any urban community depends to a great extent on the way people are housed, and in these days it is also realised that the success of any industrial venture is vitally affected by the manner in which the work-

ers live. The Dominion has only recently celebrated its Diamond Jubilee. Though in some places housing conditions have been adversely affected by the rapid growth of the community, the Dominion has not had to face the problems of older lands, or even of the United States, which resulted from the industrial revolution—the change from hand power to machine power, which drove the country residents into the towns, and made their housing such a grave problem. In a new country, with its larger urban communities established after the introduction of the steam engine and mechanical means of transportation, and with the evils of the older kinds of settlement in the United States, not only visible, but realized as serious social ills, Canada ought to have escaped, and in many ways has escaped, the mistakes of settlement which perplex health officers and vex social workers in the Republic and the older lands overseas. But some mistakes have been made, and the sooner

they are realised, and proper remedial measures adopted, the better for the future.

Those who seriously desire to get an opinion in any matter of national moment will not be content with the opinion of any one individual however well informed, but will seek to gain the ideas of representative citizens from all parts of the country. At a time when there was such concern for national welfare that political parties had sunk their differences, and a Union government was in office at Ottawa, a conference was arranged between the premiers and members of the government of all provinces and representative members of the Dominion government still further to consider the needs of the country. This representative gathering of public men from every shade of political opinion, declared that a matter of national importance which vitally affected the health, morals and general welfare of the entire community was that of creating better housing conditions for the industrial population of the larger centres. This opinion was conveyed to a committee of the Privy Council, and on December 3rd, 1918, the Governor General approved of a recommendation that a sum of twenty five million dollars be loaned to the Provinces, to enable them to make a start in the erection of dwelling houses of a modern character to relieve congestion of population in cities and towns. This loan was known as the Housing Project of the Federal Government.

Early in the year 1919 the Dominion Government also arranged for a National Industrial conference at Ottawa between representative employers of labour from all parts of Canada, and representatives of trades unions and labour organizations. A committee of this Conference brought in a resolution which was adopted unanimously. It read as follows:—

Resolved: That this Conference, recognising that much industrial unrest, economic loss and social suffering has resulted from land speculation, poor and insufficient housing, and high rents, heartily commends the action of the Dominion and Provincial Governments in their united efforts to improve housing conditions and to provide proper facilities for the proper and satisfactory housing of the people and recommends increased co-operation of, and investigation by, the Dominion and Provincial Governments to find a satisfactory solution of the problem.

The National Industrial Conference also asked for the appointment of a Royal Commission to travel all over the Dominion so as to give employees everywhere an opportunity to express their views. This Commission was appointed and travelled from coast to coast. In the report of the Commission the following paragraph appears:—

Another cause of unrest which we met with at practically every place we visited was the scarcity of houses and the poor quality of some of those which did exist. In nothing has production more signally fallen off during the four

years of war than in the building of dwelling houses. The existing condition of the worker is due not only to the absence of sufficient housing accommodation, but to the inadequacy of those that are in existence. Poor sanitation conditions and insufficient rooms are the chief cause of complaint. The high price of building land and of building material have made it impossible for the worker to provide himself with a home, and some means should be adopted, with as little delay as possible to remedy this defect.

It is impossible to deny, in the face of this evidence, that in 1918-1919 representative citizens of Canada realised that there was unsatisfactory housing of the industrial workers in most of the larger centres of Canada. The politicians in conference did not give any reason, but the National Industrial Conference and the Royal Commission both cite land speculation and high cost of building land as one cause, and poor and insufficient housing as another cause. It may be well therefore to ascertain whether building land in Canada is unduly high in price and what effect land speculation has had on the housing of the working people. To do this it will be necessary to make some comparisons with other countries, and whilst conditions can never be exactly alike, comparison will give some idea as to the position in Canada.

It is well known that land increases in value as population increases in density. It is population, or an expected population in a near future that gives urban land most of its value, and the highest prices are therefore paid in such cities as London and New York. Again it is well understood that land can be increased in value by withholding it from sale, until some propitious moment, until some change has taken place that makes the land eagerly sought. In the days of Henry the Eighth (1509-1547) land, in the vicinity of Hampstead Heath, London, was deeded to the Trustees of Eton College. In the beginning of the present century this land was still unbuilt upon though it was within the five mile zone from Charing Cross. The construction of the London Underground Railways brought this land very close to the heart of London, and in 1907 Canon Barnett and his wife saw the possibilities of the land for a Garden Suburb, as the tube railways then made it possible to travel to, and return from, Charing Cross for a sixpenny fare. As the land was held in trust for a great educational establishment it could only be sold at fair market value, and 652 acres was purchased for the Garden Suburb for \$2350 per acre, and eighty acres for the extension of the Heath as a public park for \$2700 per acre.

In 1925 the London County Council purchased 68 acres of land for housing purposes at Hammersmith, within the five mile zone from Charing Cross, at a price equivalent to \$4,300 per acre. Like the Hampstead Heath Estate this land was served with highly improved roads on the boundaries, but streets

and sewers had to be provided for the internal development.

These prices give some indication of the cost of freehold building land within the British metropolis. That they are high, when compared with the other parts of England, is shown by the fact that for 408 housing schemes involving the purchase of 8,174 acres of land, which came under the jurisdiction of the British Ministry of Health, the average cost of the land purchased was \$940 per acre. For the housing of industrial workers engaged in war work, the United States Housing Corporation bought, in the most part by "Community valuation," over 4,400 acres of land in widely scattered parts of the States, at an average value of \$554.57 per acre.

In considering the cost of building in Canada it is well known that it varies greatly according to the time when it was purchased, and whether purchased for cash or for a long deferred term. For a fair average value the municipal assessment seems the most equitable. It is generally below the selling price.

In 1919 the writer investigated housing conditions in many towns and cities in Canada. He asked the municipal assessment departments to direct him to typical blocks where industrial workers lived, and having satisfied himself that the blocks were fair samples of residential property, without any early prospect of conversion to business or industrial sites, he took the measurements and the assessed land value. Dividing the assessment by the area, including the land used for streets, he found that in fourteen examples from Port Arthur to Vancouver, in eight different municipalities, the assessed land value was over \$5,000 an acre, ranging from \$8,000 to \$1,626. In 1911 the city of Vancouver annexed an area of 415 acres on the southern boundary of the city, entirely residential, and without any public improvements, and the first assessed land value was just under \$6,000 an acre. Eighty acres of this annexed area was swamp land. A lot 49½ feet wide in the centre of this swamp area, where no solid ground can be reached at less than 30 feet below the surface, was assessed in 1927 for land value at \$950. which is equivalent to a price of \$6,852 per acre for building land.

In the year 1917 the government of the province of Saskatchewan commissioned Professor R. M. Haig, of Columbia University, to report on the incidence of taxation in the urban municipalities in that province. In his report he stated that "imputed on the basis of actual sales made, total land values probably exceeded in proportion to population, the level obtaining in any other region of the world."

There is surely good reason to ask why in such a sparsely populated province as Saskatchewan such abnormal land values prevail. Why have foreign immigrants paid more, based on the square foot of land occupied, for lots on a swamp four feet above the level of Lake Superior, at Fort William, or on a muskeg swamp 30 feet deep outside the city limits of

Vancouver, than was paid for the choicest building land in the central five mile zone of the British Metropolis? Or why has it cost the citizens of Vancouver to purchase eight acres of land to serve as recreational areas in ordinary cleared city blocks, without a tree or any natural features, more than it cost the citizens of London to purchase eighty acres of land to extend Hampstead Heath, one of the most beautiful natural parks in the city?

The answer is, because of a system of land gambling which has been encouraged by every government authority, and participated in by almost every citizen. But the system has not only raised the cost of land, it has had other effects which have tended to make it difficult for the workers to provide themselves with decent homes, and also added greatly to the cost of municipal expenditures and consequent taxation, which has not only been a burden to the industrial worker, but has had the more serious effect of crippling the industry on which the worker depends for his living.

To aid the speculator in land, subdivision of agricultural land for building purposes has been allowed to such an extent that many urban communities are surrounded by square miles of land lying waste. In the Winnipeg area, of 132 square miles in urban limits, 56 square miles are actually subdivided. Outside the city itself 36 square miles have been subdivided into building lots, and the density of population on subdivided land alone is less than three to the acre. Calgary with a population of 65,000 has 225,000 building lots in its city limits. In making these subdivisions there has usually been the stipulation that all streets should be of a standard width, generally 66 feet, and no lots less than 25 feet in frontage. Aside from this, streets could be planned regardless of grade, or facilities for traffic, and without any regard for the cost of installing sewers, electric railways or any other public utilities. No land was required to be set aside for parks or other community purposes, no provision made for public buildings. To salvage less than 98 acres of ground out of subdivisions to make 25 small parks has cost the citizens of Vancouver, for land alone, over a million and a quarter dollars.

This disregard of proper site planning has meant extravagant municipal expenditures, the opening up of miles of streets which have now to be surfaced to make them fit for motor traffic, and the consequence is that on a high assessment for land the worker has to pay an annual tax exceeding 5 per cent per annum as a contribution to municipal funds. Many industries find local taxation so serious a feature that they ask for reduced assessments or relief in some way or other, and if this is not granted they move away and leave the worker without means of employment.

Excessive cost of land, excessive cost of the local improvements and street work as the result of the neglect to plan properly prevents the worker from spending what he should in the dwelling itself. Many try to economise by building their homes by their

own inexperienced and inefficient labour, but whilst in some cases the result is creditable, in far too many cases the only result is waste and failure and the worker is then driven to the choice of a tenement or some old discarded dwelling of the richer classes.

The wealthiest citizens of Canada are now well aware that they cannot secure for themselves satisfactory, efficient and economical homes on standard subdivisions, and the modern tendency is to plan highly restricted residential districts, with less street area and protection from depreciation by prohibiting the erection of anything but dwellings. The same policy must be followed and land specially planned for the homes of the workers, but it will be a serious social error if all the wealthy people go to live in the west end of a city and leave all the workers in the east end, however well the areas may be planned. There are communities in Canada where already there is too marked a class distinction in the settlement of the people, and this must be guarded against. In the founding of the Garden Suburb at Hampstead Heath, Canon Barnett insisted that along with the provision of sites for the wealthy there must be in close proximity the cottages of the workers, and with proper planning the mansion of the employer, the cottage of the worker, can both be within easy reach of the business and industrial area, without anyone suffering.

Have the people of Canada made any effort to improve the housing conditions of the industrial classes of the larger centers, as the representatives of all the provinces pointed out was a matter of vital national concern? Did any action follow the report of the Royal Commission, or has there been any increased co-operation of and investigation by the Dominion and Provincial Governments to find a satisfactory solution of the problem? It certainly seemed as if an earnest attempt was to be made by granting a loan of twenty five million dollars, but of this sum only twenty three and a half million dollars was expended. Two provinces, Alberta and Saskatchewan took no part in the project. The total result was the building of 6,244 houses in 179 different municipalities, houses which cost on the average more than \$3,000 each, and thus were out of the reach of the ordinary industrial worker. Even if 31,000 people have been better housed by the aid of the Housing Project of the Federal Government, when it is remembered that this number is spread over 179 municipalities, it is obvious that it can have had little effect on reducing the congestion, or improving the housing conditions, of industrial workers in the larger centres.

Experience gained by many government-organised, or government-aided, housing schemes in many of the countries of Europe, has abundantly proved that the housing problem is not to be solved by the building of houses as a community measure. The solution is to be found in removing the obstacles

that make it hard, and creating conditions that make it easier for the citizen to provide himself with a home, just as he provides himself with clothing. The greatest obstacle in Canada to the provision of economical and efficient homes for the industrial classes is that the land is not planned for such homes, but planned for the purposes of speculators. That gambling in land is partaken in by all classes, the workers as well as the idle rich, does not lessen the evil, for whilst some workers may gain a temporary advantage the inevitable result is serious disadvantage to the working classes, because they not only penalise themselves directly, but also the industries upon which they depend for their living.

Engineers and surveyors have been content to serve the interests of land speculators, and to subdivide land without any regard to its probable use, without any regard of the fitness of the streets for traffic, or the economic installation of sewers and other public utilities. Engineering has been defined as the systematic application of science in the solution of problems of economic production. The scientist and the engineer working together now get far greater strength out of every bag of cement, out of every pound of steel and ton of coal. Economic production is the aim of all who are seriously engaged in industrial work. Engineers are constantly striving to reduce the cost of living, and make working conditions easier. They can no longer afford to stand on one side and let others do the base work upon which economical and efficient housing, and the public work of the community so greatly depends. Engineers would strongly object if the land owners insisted upon putting in the foundations for buildings according to their own ideas, and then expected them to erect economical and efficient buildings on a standard type of foundation. Foundations must be prepared according to the use to which the building will be put.

Land also should be planned according to the kind of building to be placed on it, and when the land is thus properly planned the limits of speculation in land values will be so small as not to be injurious, and along with a reasonable cost there will be fitness for the purpose which tends to economy and efficiency.

There is a public interest in Town Planning in Canada at the present time, because traffic conditions force the public attention to the necessity of something being done. But so far the work is looked upon as remedial work only, and towns and cities are extending on old plans and old ideas because they serve the purpose of the land owners for quick sale of land. The great need is for the professions interested in town planning to show the necessity for a complete change, to plan land for specific use, and especially some land for the specific use of providing homesites for the workers so that they can be purchased and developed at the lowest possible cost.

## The Modern Attitude To Town Building

By J. D. CRAIG, B.Sc., M.E.I.C.

Director General of Surveys. Department of Interior, Ottawa.

Some one is sure to ask—is there a modern attitude to town building? and I must confess that you can move among a large number of men, such as one meets in the ordinary office and business affairs of life, without discovering that there is any such attitude to town building. And you can find any number of men of the strongly individualistic type who declare that any attempt to build a village, town, or city according to a scientific plan, which will cover the living and working needs of all classes of the community, is a fad and a frill that must eventually talk itself out. They declare that the proper doctrine is for every man to look after his own interests and his own affairs and that in the long run this selfishness is the real line of national progress.

But in spite of this the fact cannot be ignored that new concepts of town building are operating and influencing the thoughts of men and that these new concepts are winning the support not only of professional sociologists and social idealists,—the erstwhile faddists—but of great bodies of business men such as Boards of Trade, Chambers of Commerce, City Councils, Service Clubs, and realtors' organizations. In an address to the International Town Planning Conference at New York in 1925 our Deputy Minister of the Interior, Mr. W. W. Cory said. "It is, I think, a significant fact that chambers of commerce and boards of trade of the North American continent, composed as they are of practical, hard-headed business men, are among the strongest supporters of Town Planning."

Mr. Cory confessed that he had been much interested in a definition of Town Planning issued by the Minneapolis Civic Commerce Association which stated:

Town planning is the art of laying out cities to serve the business requirements, convenience, health and comfort of the public. It is guiding the growth of a village or city in conformity with scientific design. It is adapting the physical form of the city to the peculiar needs of its parts.

"Certain it is," said Mr. Cory, "that mean streets produce a mean people; our cities are more than mere centres for trade; they are, or should be, places where utility, comfort and beauty can be combined, places where the lowliest may find decent habitation and some charm at least in this business of living."

It is, of course, no news to most of you here that town planning is tending to become a national policy in many countries. An International Town Planning conference has just been held in Paris which has attracted representatives from about 40 nations of the world and the two nations with which we are most closely associated, Great Britain and the United

States, have each something like 600 towns and cities where some form of town planning has been accepted and approved by civic authorities—please note, not as a fad—but as a wise, sensible, economical and business-like proceeding.

The wide acceptance of town planning in many countries has led to the larger concept of Regional Planning and there are now something like 56 regional plans in course of formation in England and at least a score in the United States.

All this proves that there *is* a modern attitude to town building and that this attitude has passed the academic stage and has become a question of practical civic politics.

In the definition of town planning adopted and approved by Mr. Cory, you have the answer to a question which my subject may provoke, such as: "What is this modern attitude?" presuming that it really does exist."

A civic policy, like a tree, is known by its fruits and the traditional policy of drift in relation to the building of towns and cities has borne much evil fruit. It has placed many buildings in wrong places, which have either had to be destroyed to make room for the normal growth of the community, or which stand now an enduring menace to the safety and life of the citizens. Any man who cannot see that the revolution in street movement introduced by motor traffic necessitates a changed attitude to town building would seem to be hopelessly lacking in vision. And, if he has any humanity, such statements as that recently made by the Hon. S. J. Latta, Provincial Secretary and Minister of Municipal Affairs for the province of Saskatchewan, will surely appeal to him. "Every forty seconds," said Mr. Latta, "someone is either killed or seriously injured in an automobile accident in the United States." To any man who has a child of his own it must be a terror of the imagination to think that child may be the next to be mangled beneath the wheels of a motor car. The danger is growing greater and not less—with the extended use of the automobile—every day that we live.

Yet expensive buildings are going up almost everywhere, built up to the street line of 50 years ago. When we consider the changing needs of modern traffic, a glance into the future will show that many of these buildings will have to be destroyed, or will lead to the destruction of others, and that until they are destroyed they will create serious problems regarding public safety. An example will illustrate what mistakes are being perpetrated to-day. On one of the main business traffic arteries in one of our large Canadian cities a great institution has erected a very handsome building placed at the street line of 50 years ago. Immediately opposite stands a theatre. This street

forms now a kind of bottle neck and some time, possibly sooner than some of us realize, the theatre, as the less expensive building will have to be destroyed to accommodate modern increased traffic. With a proper system of town planning this new building would have been located with a view to future traffic needs.

There is another and older glaring case on this same street only a few blocks from the building I have just mentioned. A company erecting a large modern office building actually offered to set their building back so as to allow the street to be widened later—but the city council of the day and the local merchants could not then see the advantages and the opportunity was irrevocably lost, as these two fine buildings are on opposite sides of the same street and only a few blocks apart. So the "bottle neck" with its attendant and growing congestion will continue for years to come. In any large view of public ethics this does not seem fair or right—it does seem that in the public interest there should be some authority which would make such unreasonable and illogical acts impossible.

An evil fruit also of the traditional laissez-faire policy of town building is seen in the mix-up of industrial and residential building which, on the one hand, cramps the expansion of industry and, on the other hand, depresses the value of residential property. It does not seem right, when home-makers have put their savings of many years into residential property that their values should be destroyed by the objectionable proximity of incongruous business buildings. The most casual consideration would seemingly indicate that different kinds of buildings should have different locations, for the convenience of all concerned. This does not mean that industrial buildings are offensive and unwelcome as such but that they should have a considered location which will be better for them and for the community as a whole. This leads, of course to what is known as zoning, which has been so largely accepted by the towns and cities of Great Britain and the United States.

In the development of slum areas there is another flagrant example of the evil consequences of what might be called the slovenly view of town development. Even in Canada, a country of immense spaces, where, if anywhere, it might be assumed that every family, or indeed every person, would find plenty of room to live and some share of sunlight, fresh air and open space, there are large areas where families live in sunless back streets and in narrow squalid environment, where indoor and outdoor conditions present but small stimulus to the energy of living.

In the last analysis, all these bad and demoralizing social conditions go back to the use of land by private persons. The question is now being raised whether there should not be some better local control of the use of land privately held, and the answer seems to be in the affirmative. We all believe liberty is a fine thing, and so it is, just so long as men have

intelligence enough to use it socially, that is, with due regard to the liberty of others; but because all men cannot be depended upon to use due consideration in this regard, absolute liberty in a social organism is impossible. There are certain forms of liberty that are anti-social and cannot be tolerated. A motorist might find a certain satisfaction in driving his car after the pattern of a corkscrew but the policeman with the law behind him deals summarily with such drivers and all men who prize their right to keep on living feel very friendly to the controlling power.

This illustration could be extended widely as an argument for control of anti-social forces and activities, and can surely be reasonably applied to the unreasonable elements in town building to which I have already drawn your attention. The existence of public health Boards proves that the concept of community health and well-being is already accepted. Sanitation, which was once very much a private affair, has become universally compulsory in the interest of public health. The new conditions that have come with new means of transit are broadening this idea of public health and well-being and are producing a modern attitude to town building which is the subject of my address.

There is a further argument for extending and stabilizing this modern attitude to town building. It is an argument which may be attached to the magic word, Prosperity. We have scarcely yet begun to study, in the building of our towns, and especially of our smaller towns, the psychology of attractiveness. Any person, or group of persons, who makes a town unnecessarily ugly and squalid, or noisy and unclean is an enemy to the commonweal. We have not been studying sufficiently how to keep our citizens when we get them, or how to make our towns and cities so attractive socially that the citizens will have no desire to move on. If a family takes root in a town because business and social conditions are interesting, it does not wish to tear itself up by the roots and move elsewhere. But the brain gets tired of ugliness, noise, dirt and squalor, and the longing to find some place where beauty is prized, where recreational facilities are considered and provided, and where some refuge can be found from the racket of a badly constructed town, may grow so urgent that roots may be torn up and some of the best citizens of the town may some day be missed—because they could not stand the place any longer. Sometimes city officials take a one-sided view of their responsibilities. They are keen about industries but do not ask whether their town is making life worth living for the people's leisure time when work can be rightly forgotten. They do not study sufficiently the psychology of attractiveness, so far as the town as a whole is concerned.

I suppose I am stating here what most of you have been thinking for a considerable time, but perhaps the fact that I am thinking in this way is the best evidence I can produce that there is a modern

attitude to town building. If I am thinking in this way the probability is that some others are also thinking in this way and it does seem that out of this combined thinking is coming, not only a new attitude to town building, but also a new policy.

The policy is called Town Planning and the word planning indicates that the needs of industries are to be considered and proper provision be made for the growth and development of industry; but not more than for the future needs of commerce; and not more than for the needs of living, because work and business are after all not the whole of life or the more interesting part of life. There comes a time for all of us when we knock off work; when we leave the atmosphere and pressure of authority and compulsion and become owners of our own time and our own life. The real test of a town is whether it can do anything satisfactory for us at this time when we are owners of ourselves. Is the town fit to live in as well as to work in? Are we compelled to spend our leisure time in sunless streets and uncomfortable homes? In many such cases, though individual responsibility cannot be denied, the town is to blame, because it has been built for the supposed speculative advantage of unreasonable and unsocial minds and not for the reasonable uses of life.

If I read aright this modern attitude to town building is that the time has come when the resources of science and of scientific humanism should be applied to the improvement of the physical structure of the social organism, with all the intelligence that has been applied to the best type of the modern hotel, the apartment house, and the industrial plant. It is manifest that the comparative success of these physical structures depends upon a number of factors. In the first place it depends on unified control and in the second place upon a competent designer. How near can we come to unified control in the planning of towns and how near to the regular employment of a competent designer? It is said that when Haussmann was ready to carry out his improvements in Paris about a century ago there was much talk of committees. Haussmann, in despair of getting anything done, proposed to the Emperor that the committee should consist of two persons, the Emperor and himself. The Emperor should be chairman of the committee and Haussmann should be the executive. This I understand was virtually accepted and this was the reason why so much work was actually done.

Now this kind of unified control may work well if you have an Emperor as chairman and a town planner of the quality of Haussmann. But in any case it does seem that there must be some qualified technician behind the work if a town is to approach the physical efficiency of the first-rate hotel or the industrial plant, and this seems to point, in modern times, to the town planning consultant and an efficient staff of assistants. If the town planning concept is really receiving popular approval, the idea also must receive popular approval that the scientist

and the artist must be employed, or the movement cannot make full progress. Sometimes ambitious city councils seem to get the idea that any sub-committee of the council, engaged it may be during the day in their own private professions or callings and engaged during the evening in managing the affairs of the city, can also undertake the zoning or planning of a town in their spare time. Now I doubt very much if this is possible, for a number of reasons. First because such sub-committees would have to work all night and every night if they got anything done; second because their qualifications for such technical work would always be doubtful; thirdly because local politics and lobbying interests would be almost certain to get in somewhere on the ground floor and would be the real controlling force. Surely it is better that the principle should be accepted, wherever planning is contemplated, that the trained man or group of men should do the scientific planning, even though all final decisions must be in the hands of the city council. This principle is already accepted in engineering work.

I think the most useful "message" I can bring to this conference is that the modern attitude to town building should carry with it the plain, common-sense of looking out for the best technical service wherever planning is contemplated, and the equally plain common-sense of being willing to pay for it. So far as Canada is concerned it is really urgent that attention should be given to the fact that many technical men associated with the professions of engineering, surveying, architecture, and landscape architecture have been fitting themselves by hard study for the work of Canadian planning. I think it is the duty of Canadian city councils to set these men to work on Canadian planning and to treat them decently and even handsomely. Canada needs their skill and ability just as much as any other country.

Let me emphasize this message—It should be one of the chief aims of this Institute not only to foster the idea of town planning but particularly to see to it, that at this stage of development, this work of Canadian town planning is kept for Canadian Town Planners—for who should know better than these men themselves the problems and needs of Canadian cities and towns.

I believe that there is a modern attitude to town building which is centring in the term Town Planning; that this attitude will be strengthened and broadened as time goes on and will become more and more an activity instead of an attitude, and will result in a demand for increasingly better planning for our Canadian towns; more conservation of the great natural endowments of beauty, air, light, sunshine for the dwelling places of Canadian families, more segregation of industrial, commercial, residential and recreational areas and I believe that this will lead to more contentment among our Canadian people, better business and greater prosperity.

## A Note on Zoning

With Special Reference to London

By J. M. KITCHEN, Hon. Secretary-Treasurer of the Institute.

Zoning is, or should be, the application of common sense and fairness, as exemplified in public regulations, to the use of private real estate. Its enforcement should be applied to the conditions under which structures may be permitted, with a degree of equity limited only by practicability, and should result in the provision of such protection and liberty as are essential in each particular district or neighbourhood so regulated.

In zoning, the segregation of structures exclusively devoted to housing within particular zones should have regard not only to the safety and physical welfare of the occupants thereof, but also to the preservation of environmental conditions and the concurrent maintenance of property values.

Structures exclusively devoted to housing may be, in a broad sense, segregated into two major classifications, i.e., single family dwellings, detached, having independent exterior walls and designed or used exclusively for residential purposes by not more than one person or family, usually, though not invariably, the owner, and, multiple dwellings ranging from the semi-detached or duplex residence to the apartment house, some part or parts of which are let out in one or more self-contained housekeeping units.

The creation of zones regulated for the exclusive use and erection of single family dwellings is predicated on the basis of the preservation of, or the provision of, opportunity to present and prospective home owners of limited investing capacity, (speculative possibly, but within reasonable bounds), with a view to the preservation of amenities and investments of this character.

Any increase in the number of permissible housekeeping units in a structure within such a zone entails the entry of the promiscuous tenant-occupant, which invites a loosening up in the standards demanded of occupants generally, and tends to drive out the resident-owner with the consequant loss of direct owner-interest in the preservation of the best environment—an interest not to be found with nor expected from the tenant-occupant.

Again, any such relaxation of regulation opens up immediately inducement to purely speculative investment within an area, the amenities of which have been or may be created and fostered by home-owning interests, and such as should not under any circumstances be capitalized in a purely speculative sense.

In London, the proposed zoning by-law makes no provision for the segregation of structures of purely single family nature. Why partial control in view of the fact that the single family area will be demanded by a certain section of the community in any case? This demand will be met, if not directly, then indirectly through the real estate operator by the medium of the private deed and at the cost of the section referred to.

Again, there has been suggestion that multiple dwellings, converted from existing single family residences, be permitted within areas where the general development is contrary and superior thereto, the justification for which has been predicated on the ground that where there now exists a large family residence, usually situated within extensive grounds, such residence might more economically be reconstructed to contain multiple housekeeping units. Structural limitations in the reconstruction of the majority of such single family residences result usually in the creation of a type of dwelling unit out of harmony with the prevailing neighbourhood development and not worthy of encouragement therein. The non-permissibility of such reconstructions will, on the other hand, retard any creation of what virtually amounts to apartment houses from structures fundamentally not suited for such use and will foster the development of duplex and apartment houses of proper type in their proper environment, whilst protecting the apartment house investments now existing and contemplated.

Large residences now existing within single family residence areas have, almost without exception, been in existence for a period of such length as to have paid for themselves, or, at least, to an extent sufficient to render unwarranted their conversion to a use detrimental to the existing development of any area within which they may be located.

All of what has been previously said holds good in principle, whether it be the encroachment of the semi-detached or duplex residence within the single family dwelling area or of the apartment house within any area of greater restrictive tendency, the principles involved being similar and effective more or less merely as the conditions vary.

The permissible bulkage of any dwelling structure, as restricted by permissible area of occupancy of the lot, height, setback, etc., is a matter comparatively easily determined if that structure is of itself located fundamentally in its right place. The environment into which it is relegated will in itself be the determining factor inasmuch as such environment must of necessity have inherent therein certain essential features for its preservation.

### NOTE ON OTTAWA PLANNING

Premier King has suggested to the Ottawa City Council that legislative power should be sought to control the type of structures hereafter erected on streets fronting the new Government buildings, shortly to be erected. If the City Council agree, an important principle of architectural control will have been established in the Capital City.

The City Council, while not endorsing for the present a major project for the widening of Gladstone Avenue, proposed by Mr. Cauchon, Technical Adviser to the Town Planning Commission, decided to preserve certain lands from building operations until the proposed widening has been duly considered. Such action is an important endorsement of town planning principles.