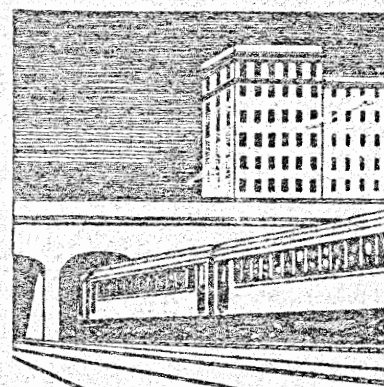
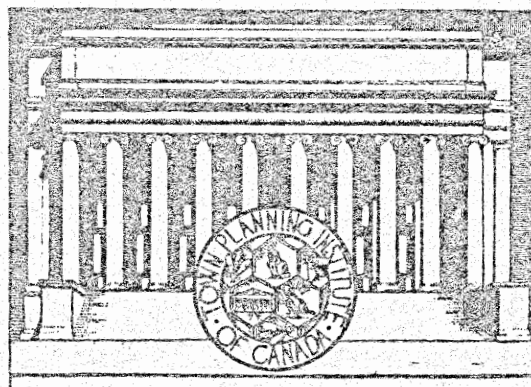


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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# TOWN PLANNING

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NO. 4

*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.*

## A SUGGESTED DRAFT FOR AN ACT

to Provide for Municipal and Regional Planning; the Creation and Powers of Planning Commissions; the Regulation of Subdivision of Land; and Providing Penalties for Violation of this Act.

PROVINCE OF QUEBEC

City Improvement League, Montreal, January 1929.

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#### A. DEFINITIONS

##### 1. WORDS DEFINED:

For the purpose of this Act certain terms are defined as provided in this Section. Wherever appropriate, the singular includes the plural and the plural includes the singular.

(a) "Municipality" or "Municipal" includes or relates to cities, towns, villages, townships, county municipalities, rural municipalities or aggregations of municipalities grouped for specific administrative purposes.

(b) "Mayor" means the chief executive of the municipality whatever the official designation of his office may be.

(c) "Council" means the chief administrative and legislative body of the municipality or of a group of municipalities.

(d) "Streets" includes highways, streets, avenues, parkways, boulevards, roads, lanes, alleys and also viaducts, subways, or bridges, functionally related to any of these.

(e) "Subdivision" means the division into two or more lots, or sites, or other divisions of any tract or parcel of land, whether including streets, or sites for streets, or not, for the purpose of sale or development and may include land set aside for recreational purposes or amenity. It includes re-subdivision when appropriate to the context, relates to the process of

subdividing when used as a verb and to the land subdivided when used as a noun.

(f) "Board" means the Board of Appeal set up within the Department of Municipal affairs as hereinafter provided.

(g) "Approved" means concurred in by resolution of a county council or a municipal council, or in the case of any matter referred to the Board of Appeals, concurred in by the Minister of Municipal Affairs, or by resolution of the Legislature of the Province.

## B. CENTRAL CONTROL

### 2. ADVISORY BOARD.

For the encouragement and better control of Town Planning the Minister of Municipal Affairs is hereby authorized and empowered to establish and appoint a permanent Municipal Planning Branch within the Department of Municipal Affairs having at its head a technically qualified paid director, with an Advisory Board of four members and such technical and clerical staff as may be required from time to time, whose duties shall be:—

(a) To consult and advise with municipal authorities and Municipal and Regional Planning Commissions as hereafter provided for with respect to the organization and jurisdiction of such bodies;

(b) To serve as a Board of Appeal on such matters as are hereinafter made referable thereto, the findings of this Board of Appeal being communicated to the Minister for his approval.

(c) To prepare model sets of zoning by-laws and building by-laws appropriate for the use of municipalities of various classifications as to size and character.

(d) To categorize all existing statutes bearing on matters touching or related to the purposes of this Act; and

(e) To report to the Minister upon any bills pertinent to this Act which may from time to time be proposed or considered by the Legislature.

## C. MUNICIPAL PLANNING BY COMMISSION

### 3. CREATION OF COMMISSIONS:

Any Municipality with a population of 10,000 or more is hereby authorized and empowered, subject to the approval of the said Board of Appeal with respect to the area of jurisdiction required beyond the confines of the municipality, to create by by-law a Municipal Planning Commission to study, adopt, amend or extend a municipal plan and when approved to carry out or promulgate the proposals embodied therein in whole or in part in accordance with the powers and duties as herein set forth.

### 4. PERSONNEL OF A PLANNING COMMISSION.

The commission shall consist of from 5 to 7 members of whom one shall be the mayor or other representative of the Municipal Council, one shall be an administrative official of the municipality and the others shall be citizens with appropriate technical ex-

perience of one kind or another, representative of the community at large, all nominated by the Council and approved by the Board of Appeal. All members of the commission shall serve without further remuneration. With the exception of the representative of the Municipal Council and the administrative official the members shall be appointed for a term of six years and may be re-appointed, but after serving the first three years of the life of the Commission the original members shall retire and not more than half their number will be re-appointed for three years more, the balance of the appointments whether of old or new members being for six years. Vacancies caused by death or retirement will be filled by appointment made within three months of such vacancy to run for the unexpired term of the deceased or retiring member. Any member may after a hearing be removed for cause by resolution of the Council approved by the Board of Appeal.

### 5. ORGANIZATION AND RULES.

The Commission shall at its first meeting elect a Chairman and thereafter adopt a constitution and rules for the transaction of business and shall keep a public record of its resolutions, transactions and findings. The Commission shall meet at least once a month for the transaction of business.

### 6. ACCOMMODATION, FINANCES AND STAFF

The Municipality shall provide the Commission with suitable accommodation for offices and the transaction of business and all necessary equipment. The Municipality or Municipalities concerned will provide for the expenses of the Commission at a uniform rate of not less than 5 cents or more than 10 cents per capita of the population in the area within the jurisdiction of the Commission per annum for the purpose of planning, and also such sums as may be approved for the purposes of carrying out works, if any.

The Commission will appoint a technically competent professional and clerical staff, subject to such conditions of appointment, promotion and removal as obtain within the service of the Municipality but entirely under the control of the Commission. The Commission may also contract with city planners, engineers, architects and other technical and professional consultants for such services as it may require. The Commission shall account annually to the Council of the Municipality for all expenditures and unexpended balances.

### 7. POWERS AND DUTIES.

It shall be the function and duty of the Commission to make and adopt a master plan or comprehensive design to be followed by a major street plan and detail plans for the physical development of the area within its jurisdiction. Such plans with accompanying maps, charts, diagrams and descriptive matter shall demonstrate the Commission's recom-



mendations aimed to secure the conservation of the economic and taxable value of land and buildings, by adequate provision for light, air, fire protection, traffic facilities, public amenities and general convenience.

It shall be within the competence of the Commission to make specific recommendations with respect to the location, character and extent of streets, water ways, water fronts, public utilities (whether publicly or privately owned or operated), transportation and communications by land, water or air, open spaces, parks, parkways, play grounds, and outlying reservations for future park purposes; also with respect to the limitation of height and bulk of buildings and the intensity of use of lot areas; the classification and restriction as to location of trades and industries and the location on lots of buildings designed for specific industrial, business, residential and other uses; also with respect to the division of the area under jurisdiction into zones or districts differing in classification through appropriate regulations as to use, occupancy, and intensity of development; also with respect to the removal, relocation, modification, abandonment, change of location or extension of any of the foregoing matters, all with due regard to the interaction of property values, existing conditions, the trend of development and the public interest.

The Commission may publish their studies and recommendations from time to time with progress reports and amend their plans as experience or changed conditions may suggest.

The Commission may make recommendation as to the extension of the area under their jurisdiction to the Municipalities concerned, but may make no expenditures in planning areas beyond their jurisdiction.

#### 8. PROCEDURE.

The general purpose of the Commission's activities is to bring about within the area under its jurisdiction a co-ordinated, adjusted and harmonious development designed to promote well being, efficiency, amenity and the conservation of social and economic values, and requiring as a preliminary measure a comprehensive survey made by the use of aerial photography, triangulation, land surveying, valuation, inspection or other appropriate means for the appreciation of the facts of the situation. The Commission may then prepare and by resolution adopt and forward to the Council of the Municipality or Municipalities concerned, for approval a master plan for the area under its jurisdiction, in whole or in parts, each covering a distinctive geographical division of the area, but before the adoption by the Commission of such master plan in whole or in part the Commission shall hold one or more public hearings thereon, as the Commission may deem advisable in the public interest. The procedure in the case of any amendment, extension or addition to the plan shall be similar.

The resolution of adoption shall refer expressly

to the drawings, maps and descriptive or other matter constituting the plan, or part of the plan, under consideration and the action taken shall be recorded on each of these documents and dated with the identifying signature of the Chairman and the Secretary of the Commission; attested copies of these documents shall be forwarded and recommended to the City Clerk or Secretary Treasurer of each concerned Municipality for consideration and approval by their respective Council, and Executive Committee, if any.

#### 9. LEGAL STATUS OF THE PLAN

Upon the approval by the Council concerned of the master plan or a section thereof as aforesaid, duly adopted and recommended by the Commission, it shall be incumbent on the Municipality or Municipalities concerned, acting jointly or severally, to petition the Superior Court for ratification, and if this is granted to deposit with the prothonotary of the Superior Court, and in each of the registry offices of the District affected, and with the City Clerk, copies of the said plan certified by the City Surveyor and thereafter to regulate all construction and development of every kind within the area affected in strict conformity thereto, promulgating for this purpose and administering such by-laws as may be necessary thereto within a reasonable time so as not to impede development. Should the Municipality fail to take such measures for the regulation of construction and development within three months the Commission or any hundred ratepayers within the Municipality, may after giving 10 days notice in writing to the Municipality petition the Board of Appeal which after hearing the Municipality in the matter may instruct the Commission to prepare the necessary by-laws and the Municipality to bring them into effect and it shall be incumbent upon the Municipality to do so.

In the case of a public utility or transportation corporation, deriving its powers elsewhere than from the Municipality, and failing to act in conformity with the plan adopted by the Commission and duly approved, such failure shall be reported by the Commission to the Board which shall take such action as it may deem fit.

The failure of the Council to act on a plan or recommendation adopted by the Commission within 60 days after receipt of the plan from the Commission, shall be deemed approval and the Council will be bound thereby and the Commission may then petition the Superior Court for ratification and register and deposit copies of the plan as above provided.

The Council may, after appeal, if for any reason it deems it inadvisable itself to carry out any of the works entailed therein, call upon the Commission to carry out such works after providing the funds necessary therefor. All operations of this kind carried out by the Commission shall be accounted for separately from expenditure arising under the sta-

tutory funds of the Commission (provided for in Par. 6) as the Council may direct.

#### 10. MISCELLANEOUS DUTIES OF THE COMMISSIONS.

The Commission may employ such means of publicity and education as it may consider necessary for the better public understanding of their plan and involving the publication of copies of plans, reports and other documents; also the taking part by members of the Commission or by its servants, duly authorized thereto by the Commission, in conferences, discussions or hearings, provided always that expenses in connection with publicity or educational work, do not exceed 5% of the statutory funds at the disposal of the Commission in any year.

The Commission may recommend to the appropriate authorities programmes of public works. The Commission may consult and advise with public officials and agencies, public utility corporations, civic, educational, professional, and social organizations and with private citizens, in regard to the protection and carrying out of its plan or plans both before and after adoption or approval. All public officials shall upon request and within a reasonable time furnish to the Commission such available information as may be required for this work.

The Commission, their members, officers and employees may in the performance of their functions enter upon any land within the area of their jurisdiction to make examinations and surveys or to place marks. In general the Commission is hereby vested with such powers as may enable it to fulfil its functions in promoting municipal planning, carrying out works, where required to do so and in achieving the purposes of this Act.

#### 11. RESERVATION OF LAND.

When the plans and recommendations of the Commission duly adopted and approved involve the setting aside for immediate or future use for park, forest reserve, general recreational, or other purposes of common interest to the population of the Municipality, of tracts of land within the area of the Commission's jurisdiction but beyond the confines of the Municipality concerned the Council may with the approval of the Board of Appeal, acquire and arrange for the use of such lands by purchase, expropriation, lease or amphyteutic lease and for such purchase or expropriation may issue bonds covering a period up to 99 years notwithstanding the restriction of municipal bonds for other purposes to a shorter period.

### D. CONTROL OF SUBDIVISION

#### 12. JURISDICTION.

The Board of Appeal, when approving the appointment of a Commission will determine whether control of subdivision is to be exercised over the whole or only over a part of the area of jurisdiction of the Commission which will usually comprise all lands

within or touched by a given radius of from 3 to 20 miles from a central spot in the Municipality. The area of subdivisional control will usually be irregular in form and determined by geographical considerations and existing development extending beyond the confines of the Municipality.

#### 13. SCOPE OF CONTROL.

Upon the adoption and approval of a master plan, or major street plan for any geographical division of the area affected no further plan for subdivision therein will be filed or recorded with the Registrar of the district concerned or accepted by him. The Commission may recommend amendment of such subdivision plans to meet its views as a condition of adoption.

#### 14. REGULATIONS.

Before exercising the powers referred to in Par. 12, it shall be incumbent upon the Commission to formulate regulations governing subdivision of land within its jurisdiction, taking into consideration such matters as streets, open spaces, light, air, traffic, utilities, dimensions of lots, trend of development, municipal improvements and future probabilities with respect to such matters. All regulations with respect to subdivision must be published and filed with the appropriate local authorities.

#### 15. LEGAL EFFECT OF ADOPTED SUBDIVISIONS.

The Commission must adopt or amend or disapprove a subdivision plan submitted to it within 60 days or where the Commission extends the time for cause shown within 90 days, otherwise such plan will be deemed acceptable, and a certificate of adoption must be granted, unless the applicant waive this requirement and consent to an extension of time. The grounds for disapproval must be stated upon the records of the Commission when such action is taken. All subdivision plans submitted to the Commission shall contain the name and address of the applicant and registered owner in whose interest or interests the plan of subdivision has been prepared. In case of doubt or disapproval notice stating the time and place of a hearing shall be sent to such address or addresses, by special messenger or registered mail, not less than ten days before the date fixed therefor. Similar notice shall be sent to the registered owners of land immediately adjoining the proposed subdivision. The use of land and the use, location and bulk of buildings erected on land comprised within adopted subdivisions is subject to the zoning regulations of the Municipality, if within the Municipality, and to such restrictions as the Commission may impose at its discretion for any area under its subdivisional jurisdiction outside the Municipality, in which case such requirements or restrictions shall be written on the plan of subdivision prior to adoption, record and filing, and shall have the

same force of law and be enforceable in the same manner and with the same sanctions and penalties and be subject to the same powers of amendment or repeal as though within the Municipality. Every subdivision plan adopted by the Commission shall in virtue thereof be deemed to be a part of the Municipal plan, of the Commission without reference to the Municipality for approval whether the area affected fall within the municipality or not, and the Commission may petition the Superior Court for confirmation of such adopted subdivision plan and shall then deposit copies thereof in each of the registry offices of the Municipality or County concerned. No Registrar shall receive or register a subdivision plan without the certificate of the Commission.

#### 16. PENALTIES FOR TRANSFERRING LOTS IN UNAPPROVED SUBDIVISION:

Whoever being the registered owner, or the agent of such owner, of any land within the subdivisional jurisdiction of the Commission transfers or sells or agrees to transfer or sell any land by reference to, or exhibition of, or other use of a plan of a subdivision not adopted by the Commission and thereafter filed with the appropriate authority shall be guilty of obtaining or seeking to obtain money on false pretences, and the promise of sale or title deeds for such transfer shall be null and void, unless or until the commission may see fit to adopt the subdivision plan in question with or without amendment. The sale of parcels of land in their integrity as recorded with the appropriate authority is in no way to be interfered with by the Commission.

Any official of the recording authority concerned who after the passing of this Act and the appointment of a Municipal Planning Commission and the adoption and approval of a master plan and major street plan, files or records a subdivision plan for an area or parcel of land within the subdivisional jurisdiction of such a Commission which has not been adopted as above provided, shall be deemed guilty of a misdemeanour and shall be fined not less than \$100 or more than \$500.

#### 17. UNAPPROVED STREETS AND IMPROVEMENTS.

The Municipality shall not accept from a subdivided estate, lay out, open, grade, pave, curb or light any street, or lay, or authorize to be laid, water mains, sewers, or connections within any part of the area under the jurisdiction of the Commission for which a major street plan may have been adopted and approved (a) unless such street or improvement received legal status prior to the adoption of such plan, or (b) corresponds with a street shown embodied or recorded as a part of such plan.

#### 18. PERMITTED BUILDING.

On the adoption and approval of a major street plan for the area under the jurisdiction of the Com-

mission, or any part thereof, no building shall be erected thereon nor shall a permit for a building be issued by any County or Municipal authority unless the street giving access to the lot or parcel of land upon which such building is proposed to be placed, whatever its condition at the time, be properly subject to improvement as provided in Par. 16. Any building erected in violation of this section shall be deemed an unlawful building to be treated accordingly.

#### 19. REPLANNING OLD SUBDIVISIONS BY SYNDICATION.

The Commission may within its subdivisional jurisdiction adopt and recommend for approval a resubdivision affecting both developed and undeveloped land, (whether such resubdivision is related to the planning of streets as hereafter provided in Par. 23 or not), without resort to expropriation but by syndication as herein provided. If the Commission is of the opinion that a contemplated resubdivision would result in the enhancement of economic and taxable values in the area affected a report to that effect may be made to the Board of Appeal, who will thereupon consult with their technical advisers and the Public Service Commission on the matter and, if satisfied, will notify the commission of their consent, or if not satisfied of their dissent within 90 days, failing which consent will be deemed to have been granted. Upon obtaining such consent the Commission may proceed to elaborate their scheme of resubdivision and recommend it for approval by the Municipality. If approved a detailed survey shall be made of the physical condition of all lots affected with valuation of land and buildings thereon, and property of at least equal compensating value in the resubdivision will be allocated to each proprietor concerned in the original subdivision, and a hearing will take place as provided in Par. 8. The scheme and all claims arising from the hearing will then be submitted to the Public Service Commission for final adjustment which may include financial compensation in the case of buildings and approval, as before, which if granted will complete the transaction and the Commission will petition the Superior Court and register as provided in Par. 15, the resubdivision with a record of the owners of the several lots therein contained. It will then be incumbent on the Municipality to proceed with the required works within a time set by the Board of Appeal in the interest of the proprietors concerned.

If after the hearing it is found that a majority of the owners of lots taken individually, so that each lot is represented by one vote, are found to be adverse to the syndication and resubdivision of the land involved then the Commission will abandon the scheme, but the Commission may reduce, extend or otherwise amend the scheme with a view to its acceptance and present and deal with it anew in modified form.

An approved scheme of resubdivision shall be recorded as a part of the Municipal Plan of the Commission.

## 20. EFFECT OF EXISTING STATUTES.

Upon the Commission taking control of subdivision as herein provided, its jurisdiction shall be exclusive and all control over subdivision granted by existing statutes shall in so far as in harmony with the provisions of this Act be deemed to be transferred to the Commission.

### E. LOCATION AND REPLANNING OF STREETS

## 21. RESERVATION OF PROPOSED STREET LOCATIONS.

After the master plan and major street plan have been approved, in whole or in part, as above provided, the Commission may proceed to prepare exact locations for the lines of major and minor streets within areas or districts covered by such master and major street plans, showing the land it recommends for acquisition, both immediately and in future, for public streets; but before adopting such plans for detailed and more complete development the Commission shall hold a public hearing or hearings thereon, notice of the time and place of which, with a general description of the area, or district affected, shall be given not less than 10 days previously in at least one newspaper of general circulation in the French and one in the English language in the Municipality, and in the extra-municipal area of the Commission's subdivisional jurisdiction. After such hearing or hearings and subsequent amendment of the plan if thought necessary, by the Commission, the plan may be recommended to the Council for approval as above provided. Approval, if given, is not to be deemed the opening or establishing of any street, nor the taking of land comprised therein for public use but solely as a reservation of street location for a period to be specified in the Council's resolution of approval with a view to future taking, or acquisition, for public use. The council may at any time abandon any street reservation as above made and certify such action for record by the appropriate authorities.

Compensation to the owners of land affected by such reservations, if any is claimed, shall be determined by the Public Service Commission in conformity with the recognized procedure of the Public Service Commission.

## 22. NO COMPENSATION FOR NEW BUILDINGS ON RESERVED STREET LOCATIONS:

The reservation of a street location as provided in Par. 21 shall not be deemed to prohibit or impair in any respect the use of the reserved land by the owner or occupier thereof for any lawful purpose including the erection of buildings thereon until the said reserved land is required for the purposes of a street; but no compensation for such building or buildings will be recoverable from the municipality,

or other public authority, with respect to the taking of or injury to any building so erected within the period fixed by resolution of council with respect to the reserved location affected when approving the reservation as provided in Par. 20.

## 23. REPLANNING AFFECTING LOCATED STREETS.

The Commission may adopt and recommend for approval plans involving new streets or the relocation of existing streets or their abolition in whole or in part, throughout the area of their jurisdiction involving where thought proper the purchase by the Municipality, or other competent public authority, of land adjoining the streets proposed for use, or sale, with special restrictions as to construction on such land if deemed advisable, which, if approved, shall have the force of building by-laws of the Municipality or other public authority. The acquisition of such street locations and adjoining land if required shall follow the procedure as provided in Par. 21. The disposal of land occupied by abolished streets may be dealt with by the Municipal or public authority concerned in the usual way or as herein provided.

### F. REGIONAL PLANNING BY COMMISSION

## 24. CONSTITUTION OF REGIONAL PLANNING COMMISSION.

The Planning Commission of a Municipality, a County Council, or any 100 ratepayers may apply by signed petition addressed to the Board of Appeal for the institution of a Regional Planning Commission and the Board may, after due investigation, recommend to the Minister that such petition be granted, in which case the Board will be instructed by the Minister to define the area of jurisdiction and the personnel of the Regional Planning Commission of the district in question. Such Regional Planning Commission shall have similar constitution, financial facilities and general powers as a municipal planning commission, except that approval when required shall be sought from the Board of Appeal only, which Board except for the duty of providing funds for the execution of works, will have in this case the prerogatives exercised in the case of a Municipal Planning Commission by a Municipal Council. In all matters involving expenditure on works the Board will give all municipalities and county authorities within the jurisdiction of the Regional Commission a hearing before approving action or allocating the burden of expenditure involved.

## 25. FUNCTIONS OF REGIONAL PLANNING COMMISSION.

The Regional Planning Commission is hereby authorized and empowered to make, adopt, amend, extend and add to a master regional plan for the physical development of the region under its jurisdiction. Such plan shall be based on comprehensive



studies of the present and future development of the region with due regard to its relation to neighbouring regions, whether under such Regional Planning Commissions or not.

Such plan including maps, charts, diagrams, and descriptive matter shall show the Commission's recommendations with regard to extent and character of highways, streets, parks, open spaces, common land, public buildings, properties, and public utilities (whether publicly or privately owned or operated), which affect the development of the region as a whole or the joint interests of more than one administrative division of the region; also the location and delimitation of forests, water supplies, drainage areas, and agricultural districts, with respect to conservation and the protection of future urban development, and zoning regulations for the control of density of population, and intensity of commercial development. Such master plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the region more especially with respect to public improvements and utilities which do not begin and terminate within the boundaries of, or relate to the development of, any single municipality or other administrative division of the region.

## 26. LEGAL STATUS OF REGIONAL PLAN.

When adopted by the Regional Planning Commission and approved by the Board of Appeal after consultation with all local authorities concerned, as hereinbefore provided, no street, open space, public utility or other matter, as provided in Par. 24 as an appropriate subject for the consideration of the Com-

mission, shall be constructed or authorized within the region until the location, character and extent thereof shall have been submitted to and approved by the Regional Planning Commission concerned. Subdivisions adopted by a Municipal Planning Commission operating within the region of a Regional Planning Commission are not subject to the approval of the latter body. A disapproval by the Regional Planning Commission of action projected by a Municipality concerned may be appealed by such Municipality or other administrative authority within the region to the Board of Appeal which will finally determine whether such disapproval is sustained or rejected or otherwise adjusted.

## G. CONTROL OF ADVERTISING

### 27. APPLICATION OF ZONING TO ADVERTISING OF VARIOUS CLASSES.

Regional or Municipal Planning Commissions may recommend to the competent authority as hereinbefore provided regulations for the control of display advertising of all sorts by application of the principles of zoning to advertising of various classifications with a view to the conservation of public amenity and of the taxable value of land and buildings within the several zones or districts constituting the area of jurisdiction of the Commission. Approval and responsibility for administering such regulations shall be subject to the same procedure as is hereinbefore set forth with respect to Municipal and Regional plans.

Note: A French translation of this suggested legislation will appear in a special number of *La Revue Municipale*.

# Planning New Towns in Northern Manitoba

By W. E. HOBBS, D. & M.L.S., A.M.E.I.C.

Surveyor and Townsite Engineer for Northern Manitoba.

The area, now generally known as "Northern Manitoba" was added to the Province in 1912, but owing to the fact that up to the present Manitoba has not owned or controlled its natural resources, and also to the type of country included in the added territory, actually very little of this area has come under the complete jurisdiction of the Province. When government land in Manitoba is "homesteaded" or otherwise alienated by the Dominion Government, it automatically comes under the jurisdiction of the Province with the issuing of the land patent. Much of the land in the southern part of Manitoba is suitable for agriculture and stock raising, and farming is the main industry there; consequently most of this area is now under complete Provincial control. But the characteristics of the Northern Manitoba area are quite different. It contains large mineral areas, water powers, timber, fur and fish resources, over all of

which the Province has no authority. Very little of the land in this region has been "homesteaded" or is used for farming purposes, and so a correspondingly small area has passed to the full jurisdiction of the Province. This situation, however, is likely to change very soon. The transfer of its natural resources to the Province of Manitoba by the Dominion Government has been under discussion for many years, and recently negotiations have reached a point where the transfer may be expected to take place in the near future. The Provincial Government is making its plans accordingly.

Until recently, the main means of transportation in Northern Manitoba were the canoe in summer and the dog team in winter; now power boats, snowmobiles, and motors are common modes of travel. The construction of the Hudson Bay Railway and railroads to Flin Flon and Sherri Gordon, is open-



ing up another means of travel as well as assisting mine operation and settlement in new territory. Last, but not least, the aeroplane is playing a very important part in the life, activities and development of the North. Points formerly days or even weeks apart by the old modes of travel are now reached in a few hours by aeroplane, and much prospecting and preliminary mine development work is being expedited by their use. In flying from The Pas to a Northern point recently, a man of many years' experience in that region, indicated a spot which he informed the writer was a good three and a half days' canoe travel from The Pas, while by 'plane we were just twelve minutes from that town. This gives some idea of what is happening to the time-distance factor, and why it is often more economical to use aeroplanes than the old necessarily slow means of transportation.

Whenever modern means of transportation and communication are provided in a virgin territory containing valuable resources, towns and villages spring up. It was foreseen that this would happen in Northern Manitoba, particularly along the railroads. Primarily, the creation, growth and administration of such urban developments present a municipal problem and a Provincial responsibility. But the Province was not in a position to control the situation as it did not own the land (or other resources) in the territory affected. Recognizing the imminence of settlement—indeed, some had already taken place—the desirability of Provincial control, and that the consummation of the transfer of resources would take time, the Dominion Government early in the year decided to transfer areas at certain strategic points to the Province of Manitoba for townsites purposes, thus placing the authority in the hands of those upon whom the responsibility rests. The townsites transferred were Churchill, Flin Flon, Sherritt Gordon, and Cranberry Portage. This does not mean that settlement is not contemplated or not taking place at other points. It is, but the above are the four main ones, and the Province will obtain control of others only when they are transferred.

The Government of Manitoba believes in Town Planning, and having in mind examples of urban development where foresight and coordination of elements operative in the field of municipal development and administration were lacking, decided that towns in Northern Manitoba should be planned for their communities from the start. In order, therefore, to carry on town-planning effectively, a special study was made of these four points, which revealed that they fell into three distinct classes, each requiring different treatment. Much regarding their development remains to be worked out, consequently the following remarks deal mainly with generalities.

The first step in all cases has been to consider whether a permanent town or village is necessary at all; and, if so, to what proportions it is likely to attain. This involved a study of the location of the proposed townsites with respect to—

- (a) the use or development of natural resources in the vicinity, or tributary territory actually under way or likely to take place, so far as the latter could be foreseen;
- (b) lines of travel or transportation, such as: water routes, highways, railways, airways, and the traffic thereon.

This meant taking a regional view of the situation, and determining the setting of the urban area in relation to the surrounding territory, so that provision might be made for proper functioning in both, and that each might serve the other.

These considerations are important in a new area undergoing development. Planners are apt to view their work as permanent, and this is more or less true in old established and well developed areas, subject always to the general adoption of new inventions, changes in modes of transportation and habits of living; but in a new area the complexion of things may change very rapidly. The much frequented canoe route of today, with its settlements here and there, may be deserted tomorrow because a railway is built; villages and towns may spring up along a new railway, but the flourishing town at the terminus may be abandoned tomorrow when the railway is extended; the mining town will probably lose its inhabitants overnight when the mine is worked out; while at another point the village of today will be the town of tomorrow, and the city of the day after. Certainly we must plan in the first place for community requirements insofar as we can foresee them, but having done this we must also keep our eyes open for new and possible developments, and find ways of meeting them. As a means towards accomplishing this, the comprehensive regional view of things is all important.

The second step has been to ascertain the surface topography of the townsites and obtain such other information as requisite to the preparation of the physical plans of the towns and of utilities necessary for the proper service of their future residents. In addition to the topographical survey, information on prevalent winds, precipitation and intensity of rainfall, air temperatures, frost penetration, etc., were sought but not found available in detail in all cases, as might be expected in new and unsettled territory. Particulars of kind and depths of sub-surface soil materials, source of water supply and analysis of water, suitable location of outfalls and treatment plants for sewerage systems and other details related to utilities, had to be determined; also the locations, present or proposed, of docks; railway stations, freight sheds and team tracks; airports; mine plants or works, or existing industries that might cause a nuisance or be injurious to the health of the community. With this in hand, the preparation of the plans themselves will be possible.

The gathering of such information and the making of the decisions involved, requires considerable time. Moreover, the town planner may have little to do with the arrangement of certain works in the town—

site, which however have a great influence on the effectiveness of the plan, and therefore on the community. The railroad and its facilities are an instance of this. The responsible official of a transportation company has the legal right to view and may view the situation purely as it affects his utility, but the success of his organization depends on service to the public, and he should at least be given an opportunity to know the other elements involved, and thus be in a position to determine the most suitable location for his railway structures directly serving the local public. It is a case of give and take for all—compromise if you will. Just as the ideal plan has to be adapted to the configuration of the earth's surface, so also it has to be modified to fit the "topography" of the different human interests involved, and the measure of success in the plan will be according to the constancy with which the service of the community as a whole is kept in view. The planner must endeavor by every means in his power to harmonize all interests and activities.

The planning of a number of towns is now under way. Housing is recognized as an important factor in the size and arrangement of residential lots. This is particularly the case in the mining towns at Flin Flon and Sherritt Gordon, where the cost of providing the usual municipal utilities is high, much rock being encountered. Obviously the greater the frontage, the greater will be the cost of such utilities per lot. Miners' capacity to pay for the housing of their families is governed by their wages. Maximum economy, therefore, demands that a type of housing be adopted that, consistent with proper living conditions, and reasonable amenity, will require a minimum of frontage. Physical conditions are such that the sewerage systems will influence greatly the street layout in these towns. A tentative study has shown that some parts of the townsites should not be developed at all, as the cost of their utilities would be prohibitive. Recreation requirements will receive consideration and the towns will be zoned for use. Sufficient areas adjoining the townsites will be acquired so that undesirable conditions just off the townsites may be prevented.

The mines, which are the prime reasons for establishing towns at these points, are now in the construction stage, and it may be anticipated that the populations in them will not become stable until the mines are in full operation. It will therefore be necessary to have regard to municipal and school arrangements in the interim, prior to the creation of municipalities and school districts at these points.

Cranberry Portage has at present the characteristics of the small town with a few hundred inhabitants, situated between two lake systems: the Athapapuskow and the Cranberries. Here the surface topography is not so uneven as at the mining townsites, and sand underlies the area which, so far as investigated, appears to have a depth of from 20 to 30'. The town planning problem at this point is

not so involved as at the others, but settlement has taken place to a considerable extent on the townsite, and this always adds to the difficulties.

Churchill presents a problem, not only on account of its being a port and all that that implies, but also by reason of the shape of the area which has to be developed for townsite purposes. This, however, has the advantage of being fairly level. The railroad, docks and townsite are located on the narrow east peninsula. The narrowness is accentuated so far as the townsite is concerned, owing to the land taken for railway purposes adjoining the river on one side and the rocky inhospitable strip adjoining the Bay on the other. The proposed sites for railway station and docks are towards the north end of the peninsula, the area available for subdivision into streets and lots being long, narrow and south of these. As the trend of growth of the town will inevitably be towards the south, the problem will be readily recognized. That portion of the peninsula lying south of the area being developed at the present time, widens out and therefore better means of circulation will be available there, but as the focal points lie to the north of the whole townsite, a great deal of traffic and much movement of the people will necessarily take place along the narrow strip which is to be planned now.

As well as provision for traffic, municipal utilities will require a great deal of special consideration at this point also, as the winters are long and the frost penetration great. A spring-fed lake less than a mile from the townsite will be used for water supply purposes for the time being, and a sewerage system will be worked out in detail.

At all points the surrounding territories and their relationship to the centres of population are receiving consideration. Probable developments are hard to forecast in so new an area. Particularly at Churchill the idea will be to plan in the expectation of big developments, and watch carefully thereafter. Much will depend on the development in shipping across Hudson Bay, but the opening up of resources in the surrounding territory will also undoubtedly play an important part.

Settlement in Churchill may be expected to proceed rapidly when the townsite is opened to the public. There is bound to be a period, however, before the population is sufficiently stable to warrant the creation of a municipal corporation and the election of a Council. A scheme, therefore, will have to be devised and put into effect, whereby municipal and school administration may be carried on in the interim.

The matter of land tenure in these northern towns also remains to be settled. There is a disposition to study the respective merits of the freehold and leasehold systems of land tenure, and there is a possibility of the latter being employed in the disposal of lots in some towns. The freehold system is the one in common use in Manitoba and the one with

which its people are familiar. The education of the community is important in the adoption of a system that is new to its people, and therefore it may be found advisable to try the experiment of leasehold tenure at one point first. As a means towards securing increments in land value to the State, consolidating development, and reducing speculation to a minimum, the leasehold system appears to present possibilities, which should be carefully considered.

This brief outline of some of the points involved in planning towns in Northern Manitoba is necessarily sketchy, but as further progress is made in the work, more detailed information will be available. Needless to say, many features requiring consideration in a plan are not necessarily carried out by the planner, though it may be incumbent upon him to call the attention of the proper individuals or departments to

them. He ought to see more clearly than most the relationships between the different elements in the plan, and to make known that view to others interested or affected.

The Government of Manitoba is addressing itself to the task of planning these towns that have come under its jurisdiction. Upon the transfer of all natural resources, responsibility for the development of all new towns will rest with it. That the Government has recognized the importance of town planning to these Northern points and to the Province of Manitoba generally, and is endeavoring to provide for it adequately, augurs well for the future, and cannot be other than a source of satisfaction not only to those who are associated with the town planning movement, but to all who are interested in the welfare of humanity at large.

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## A Plan for the City of Vancouver, B.C.

The civic authorities of the city of Vancouver some years ago took a new look at the fearsome argument that the appointment of a Town Planning Commission would interfere with their prerogatives as final arbiters on all matters concerning the development of the city, and decided that it was too silly to be maintained by reasonable men. They appointed a commission of thoughtful and patriotic citizens whose duty would be to study the important problem of the future development of the city and advise the Council concerning the needful steps to be taken to this end. They endorsed the appointment by the commission of a competent firm of town planners to prepare a plan of Vancouver during the period of three years and agreed to the appropriation of \$40,000 for the work.

During this period the Town Planning Commission have acted as an advisory committee to the City Council on town planning matters. All decisions involving the spending of civic funds have rested with the Council. The Commission have concentrated on one subject and have given valuable time and service without compensation. The City Council have been occupied during this period with a multitude of general problems of civic government. They recognized that the development of a town plan involved much concentrated and highly technical study and an amount of time that could not be given by the Council as a body or by any committee which had other things to do. The Town Planning Commission informed the Council from time to time by progress reports what was being done and contemplated. At every stage important decisions rested with the Council. But the Council recognized that a vital matter concerning the future development of the city was really being attended to by a special group whose only incentive was public service.

A "Plan for the City of Vancouver", has now

been published in a handsome volume of 300 pages. The adoption of the plan as a whole, or its rejection now rests with the City Council. The zoning scheme of the Plan has already been accepted.

This statement covers, without flowers, the rationale of the preliminary steps toward town planning. Seven hundred towns and cities in the United States and about the same number in Great Britain have taken at least initial steps in the direction of the Plan of Vancouver. The reasoning behind the procedure seems as reasonable as that which would be adopted by an up-to-date business firm. The heads of the firm would find it necessary to say from time to time "we must plan for the future."

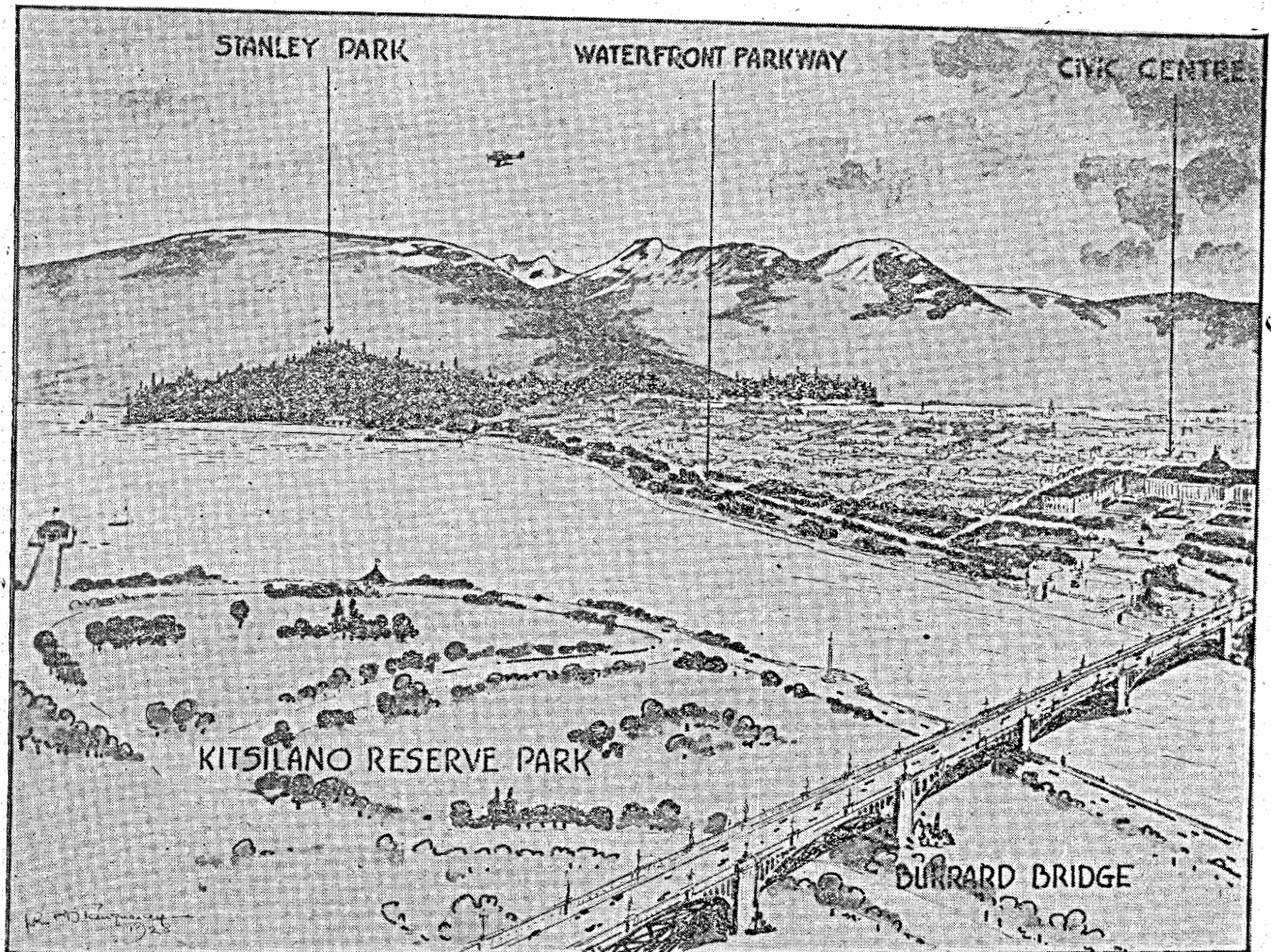
Yet with the exception of a score or so of towns and cities in Canada, city councils everywhere seem to see nothing in this world movement except a threat to their prerogatives. The story of wasteful expenditure of the people's money on ill-considered building and bad planning, which is the first thing to be told wherever scientific planning is undertaken, seems to count for nothing. We may pause to emphasize and repeat the statement that in the case of Vancouver, which has now a comprehensive plan before it, all decisions with regard to expenditure of funds have rested with the city council. This emphasis and repetition are necessary because so many city councils in Canada will not look at a plain fact.

For instance, a proposal to appoint a Town Planning Commission in the city of Lethbridge, Alberta, has been "hoisted", with only one alderman protesting, on the ground that such a commission might "land the Council into expenditures of which the Council would have no control". This dreary argument has been answered thousands of times by the simple statement that no expenditures could be made by such a commission without the consent of the



Council. According to the newspaper account of the Lethbridge Council meeting there appears to be only one man, Alderman Galbraith, able to understand why the city should plan for the future. It is this appalling incompetency on the part of so many Canadian city aldermen to understand what is perfectly obvious to the rest of the world that is holding back the town planning movement in Canada more than any other single cause and thus retarding the prosperity of Canadian towns and cities both from a business and social point of view. The newspaper

the best time, when there was not much building activity, to appoint the commission. The contention of the council was that the town-planning commission might land the council into expenditures of which the council would have no control over the town-planning board. It was mentioned that it would involve the making of contour maps, which may cost in the neighborhood of \$2,000. Ald. Galbraith held that these maps would be necessary in any case and this alone would justify the appointing of



Plan of Vancouver Showing Proposed Burrard Bridge and Civic Centre

account is worth putting on record as a curious example of aldermanic mentality. An expenditure of \$2,000 for contour maps, which would be necessary in any case, according to Alderman Galbraith, is regarded as an argument for rejecting the appointment of a town planning commission!

With the exception of Ald. Galbraith, the rest of the council were not sympathetic to the appointing of a town planning commission. Ald. Galbraith favored the idea, stating that now was

a town-planning commission. The mayor replied that the maps, if needed could be got without there being a town-planning commission, and that many of the powers of a town-planning board were now in the hands of the council.

The general opinion was that it would be better to go slowly in the appointing of a town-planning commission and wait and see how it worked out in other places. It was mentioned that there might be some difficulty in the mort-



gaging of property, where lots were divided, and otherwise hardships might be worked on property owners.

Doubtless the real reason for the rejection of the town planning commission emerges at the close of this distressing quotation. Some unenlightened land dealer, representing about one per cent of the community, is afraid that a civic plan would curb his liberty to sell lots in the wilderness to the distressed and embarrassed home seeker who cannot acquire a piece of land at a reasonable price within the area of developed public utilities, and his thinking is not active enough to recognise that planning everywhere is a free increment gift to those who live on the unearned increments in land values created by the community.

Sixteen years ago the present writer was given a respectably free scope by an intelligent editor of a Vancouver newspaper to set forth the advantages of a town planning policy for Vancouver. The subject was new. Gorgeous illustrations were evolved to illustrate the theme, and all went merrily until the proprietor of the newspaper began to suspect that civic control of civic development might touch the sacred ark of real estate and interfere with the prevailing gambling in building lots in the surrounding wilderness. Then the order was issued with bewildering abruptness that this new social gospel must come to an end and its advocate be executed.

Ten years later, during which time the newspaper itself died of senile debility and the United States had taken a sensational lead in town planning activity, with more 100 cities under planning control, a Local Branch of the Town Planning Institute of Canada was formed in Vancouver. There followed some years of energetic and unpaid public service on the part of the Branch. A Town Planning Act for the province of British Columbia was passed by the provincial legislature and a movement was initiated by the Local Branch toward the creation of a scientific Plan for the City of Vancouver. The Local Branch recommended, as a part of the Act, that a provincial Town Planning Bureau should be established, which would have been a centre of reference for the whole province and an educational agency whose officers would have taken the whole province as a field for town planning propaganda. But this part of the recommendation, which has become a common-place of the United States and has since been adopted by the province of Alberta, was unfortunately rejected and the principle was laid down that town planning in British Columbia must cost the province nothing at all.

But progress, and rapid progress, was made in Vancouver. A Town Planning Commission was formed and a competent firm of town planners appointed to develop a Plan for Vancouver.

It would have seemed a logical and reasonable step to entrust the development of this plan to the technical men of the Town Planning Institute who

had done the pioneer educational work at their own expense of time and energy, but it was considered by the Town Planning Commission and the City Council that the local men had not had sufficient experience and an American firm was employed to develop the plan.

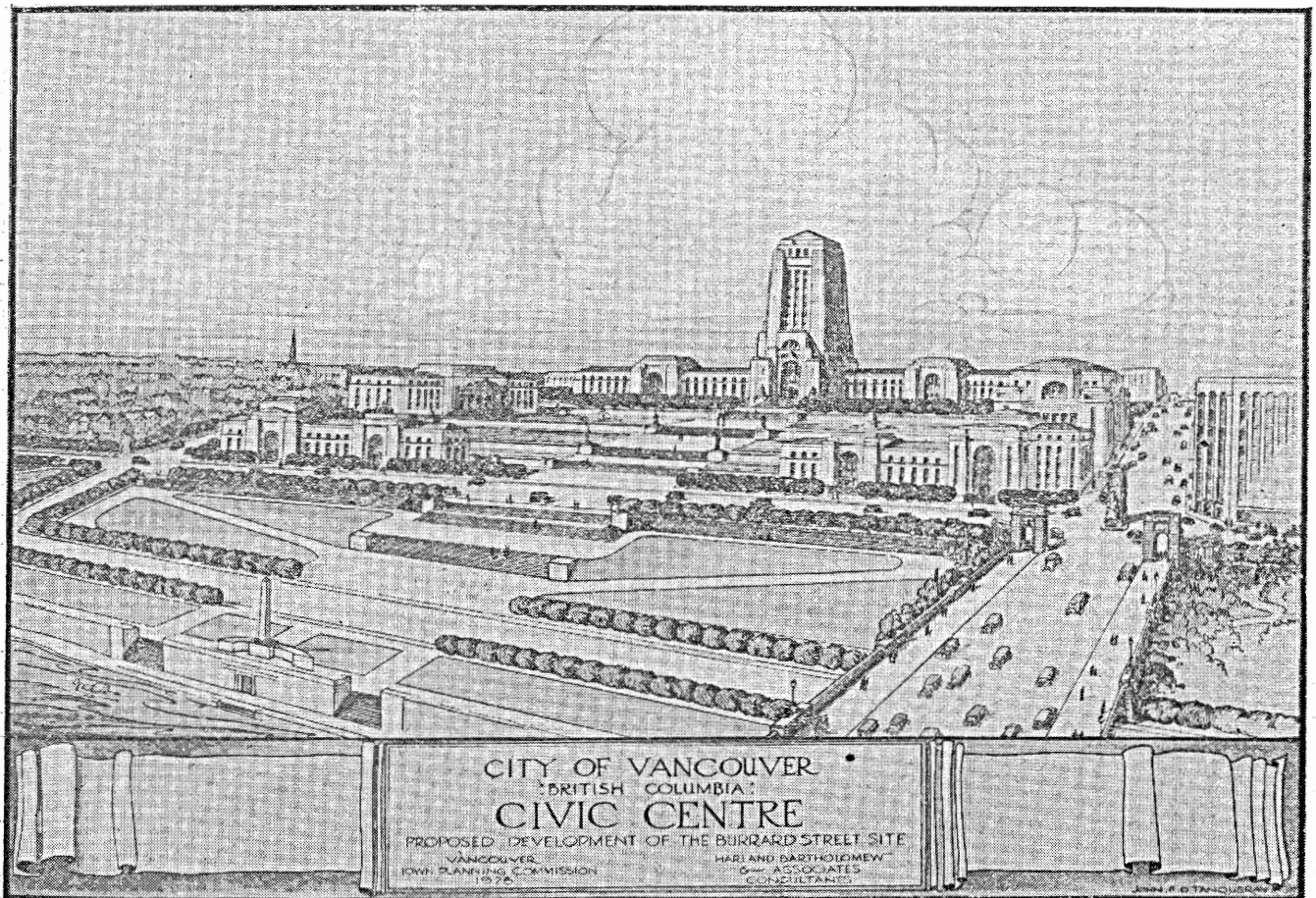
This statement is made as simply historical and absolutely without bias, and the choice of the Commission has been justified in so far as competency is concerned. The Commission however was not composed of technical men and most of them were approaching the subject without any technical training or extended public service in the town planning cause, so that the town planners of Vancouver and of the Dominion cannot be said to have been judged by their peers. It is therefore the undoubted right of educated Canadian planners to challenge this and similar judgments on the part of Town Planning Commissions and civic authorities in Canada, and to point out that the Canadian Town Planning Institute has a large membership of technical men perfectly competent to assume the responsibility for Canadian planning and that Canadian planning cannot make satisfactory progress if its technical experts can look forward to nothing but unpaid service or must leave their home country to find work to do. They are prepared to argue that this feeling does not arise from narrow nationalism but has its basis in justice and reason. Technical students of town planning in the universities of Canada are asking what is the use of their studies if they cannot make them the basis of a professional livelihood in their own country. Canadian town planners are also prepared to argue that any members of the town planning profession in Canada, entrusted with the work of town planning in Canadian towns or cities, will take precisely the same steps as are being taken by professional town planners in the United States, that is, associate with themselves specialists in the various branches of town planning work, engineering, architecture, landscape architecture, economics, and civic art, and thus produce Canadian town planning "firms" such as are common in the United States. It is perfectly well known to town planners that American firms are not always stable entities. They are frequently groups of specialists associated for a specific purpose under the aegis of a particular name. They maintain their partnership so long as it is to their advantage and leave the association for the same reason. It is at least arguable that several members of the technical group in Vancouver, who had done the unpaid work of preliminary education, could have formed an association of town planning experts perfectly competent to develop a Plan for Vancouver; or if local experts could not have commanded the confidence of local officials, that other town planners in Canada could have undertaken the work and formed the necessary group of experts.

Having said thus much of the Vancouver situation it is a pleasure to recognize the admirable service of the American firm of Harland Bartholomew and

Associates in the preparation of the plan of Vancouver. It is distinguished by a fine dignity, by the mass of hard thinking and hard work that have gone into its compilation—much of this we venture to say the work of the Vancouver permanent staff who remained on the job throughout the whole period—by critical courage and knowledge and by some decent restraint on the “ballyhoo” flattery and prophesy which is commonly indulged in by reporting professional town planners, and which is particularly easy in Vancouver because of its natural setting. The reporters do not hesitate to say that on one of the most wonderful sites in the world the past developers

thing the opportunities were neglected, (clearly in the interests of land gambling, although this is not stated), and the time came when the people were taxed on land deals of \$43,000 an acre for necessary open spaces ;and it is also pointed out that when once these open spaces had been developed at public expense the increments in adjoining land values always went into private pockets, as they will do with future developments unless some betterment tax conserves the unearned increment.

But these generalities are the commonplaces of town planning philosophy. The Plan of course does not stay there. In the departments of Major Streets,



of Vancouver have made lamentable and costly mistakes.

But the main value of the plan is that a program of scientific development is laid out for the next 30 or 40 years. The argument is rightly urged that public money will be spent on necessary development in any case and that scientific planning, so far from being costly may be the wisest economy. It is pointed out that much of the inevitable expense in the replanning of the city will be directly due to the bad planning of the past. It is shown, for instance, that when park sites could have been acquired for next to no-

Transit, Railways, Harbours, Parks and Recreation, Zoning, Civic Art, and Civic Centre, historical data are first summarized, present conditions are stated and definite recommendations are presented such as will be of priceless value, whether accepted or not, in all future studies of these problems in Vancouver. Most of the mistakes heretofore made have been due to the absence of any long view of the development of the city. Expensive improvements have been made without relation to other needs, which other needs in many cases have depreciated the values of improvements made. The architectural incongruity of the

fine Court House and the Hotel Vancouver does not escape mournful comment, and, in each department not only are specific recommendations made with regard to ultimate improvement but advice is given as to which improvements should be tackled immediately and what may be the cost of indecision and delay. There is also a valuable section dealing in outline with regional considerations.

The plan of Vancouver is really a magnificent piece of work, reflecting the highest credit upon the planning firm and the local technical men who served as permanent staff during the progress of the work. We have no information so far that the plan has been adopted by the City Council, beyond the zoning scheme, but it would seem egregious waste of money and talent if the Vancouver City Council should

follow the method of other Canadian cities in merely "filing" the Plan and forgetting all about it. The Plan will naturally challenge careful and extended study on the part of all responsible for its adoption or rejection, but once adopted it will become the physical law of the city, subject to such variation as time and necessity may prescribe.

Aside from the service of the plan to Vancouver its publication should prove a valuable educational document to other cities of Canada where public organizations have been arguing in vain with successive city councils to authorize the preparation of a comprehensive plan. And a copy of the Plan of Vancouver should be in every public library in Canada.

## Greater London Regional Planning

The Greater London Regional Committee, comprising a Board of distinguished public men, with Dr. Raymond Unwin as technical adviser, are seeking more specific powers from the British Government for making the work of regional planning more practicable and effective.

The logic of regional planning is accepted wherever reasonable thought is given to planning principles but the two main difficulties met with have been (1) to persuade a group of local officials to co-operate in a great public movement for the common welfare of a large territory under different sections of local government, and (2) to obtain new legislation to meet new needs created by new problems of developing modern life and the new thinking engendered by these problems.

Among these problems one need only mention the continued drift of population to large urban centres everywhere, and the portentous development of motor traffic. While the urban drift is constantly making the town and city larger, the motor car and motor truck are just as constantly making it smaller.

More and more the town or city is giving place to the region as the unit of urban life. The necessity of a regional authority, with effective statutory powers to arrest wasteful and haphazard development in the regional periphery of towns and cities is manifest to all who take the long view of planning for future development. The regional planning movement has been largely occupied, so far, with the development of the argument. As soon as it becomes organized for action it runs against legal limitations.

Under the guidance of Dr. Raymond Unwin the Greater London Regional Committee are asking for additional legal powers. Through the courtesy of the London Office of the High Commissioner for Canada a copy of the *Times* report of the committee's request is placed at our disposal. We are very sensible of

this wise thoughtfulness on the part of the High Commissioner's Office. It is a recognition that, sooner or later, the regional planning movement—so charged with national benefit to Canadian development—must become a practical policy in Canada as in all other progressive countries.

The additional powers required are set forth under four paragraphs:

(1) That it should be possible to make joint regional planning schemes dealing with the larger matters of regional interest without prejudice to the right of town-planning authorities to make town-planning schemes for their own areas.

(2) That the present zoning powers, which enable some allocation to areas for building of an industrial, commercial, and residential character to be made, should be extended to allow of the allocation of areas for building development and others to be reserved from building.

(3) That the lands for which town-planning schemes may be made should include built-up areas; and greater facilities should be provided for the making and approval of development or re-development schemes in the areas covered by town and regional plans, whether proposed by groups of owners or by local authorities.

(4) That both the highway authorities, with the approval of the Minister of Transport, and town-planning authorities, with the approval of the Ministry of Health, should have some effective powers to secure suitable types of development along main roads constructed at public expense.

In explaining the Committee's reasons for seeking the wider powers, Dr. Raymond Unwin, its technical adviser, states that the securing of



a more adequate distribution of population and industry throughout the Greater London Region is really the basic problem of the plan. Its solution, the Committee maintains, underlies all efforts to prevent sporadic building throughout the region, and to preserve the amenities of the open lands not already spoiled by such indiscriminate development. More fundamentally, on this must depend the convenient centralization of those national and civic functions which are of a central character; and the complementary decentralization of many industries and other activities which can be better located in subsidiary centres, where much of the life connected with them can be carried on without impeding the more important central functions.

The next point is to secure the best means of reserving an adequate proportion of open space for town populations for pleasure and picnic resorts, playing fields, accommodation lands, air landing fields, allotment gardens, and generally to provide breathing space and to preserve the purity of the air. It is hoped that the provision for these needs may take the form of a green girdle or chain of open spaces which would set limits to the solidly built up areas of London.

#### RIBBON DEVELOPMENT

Much attention has also been given to the question of communications; to the traffic problems created by the enormous increase of road transport, and to methods for preserving the traffic-bearing capacity, and the amenities of the new arterial roads, both of which, it is urged, are being seriously injured by unsuitable types of ribbon development, including the needless multiplication of subsidiary road junctions, and the encouragement of stopping and standing vehicles blocking the main roadway.

The Committee has had before it reports from its technical advisers, and recommendations from the sub-committees on these matters. It appears that along all the several lines similar conclusions are reached—namely, that, with the best will in the world, it is well-nigh impossible for the constituent authorities represented on the Committee to give effect to what is known to be needed without additional powers. The leading article in *The Times* of August 7 commenting on a letter from Sir Edgar Bonham-Carter usefully drew attention to the urgency of the position as regards the better distribution of industry and population. The evils of sporadic and ribbon development, and their destruction of the amenities of the countryside and of the new arterial roads, have been frequently referred to in the columns of *The Times*.

The problem of regional planning, Dr. Unwin states, is primarily one of design. It consists in

the laying down of an appropriate plan for urban growth, and the plan or pattern of the development should naturally be laid out on a background or field of open lands. The difficulty at present is that no such background, on which the regional planner can rely, is available. All lands are potentially building lands; instead of planning areas for urban development on a field of open land, town planners have been driven to try to design meagre patterns of open spaces on a background of potential building land.

The Committee is convinced that little effective progress can be made until it is recognized that open land in due proportion is a necessary ingredient of urban development; until it is possible to allocate urban building to relatively compact areas, where all the necessary services and transport facilities can be economically provided. In connexion with these areas it is necessary to allocate and reserve a proper proportion of open land to meet all the needs of the urban community; and, in the case of London, to contribute something also to the enormous need for playing fields and other open spaces of the massed population which has already been allowed to grow up without adequate provision for such need. With some practicable power to allocate areas for development, the solution of all the problems would become possible; whether of better distribution for industry and population; of the reservation of adequate open space of all kinds, of the protection of main roads from types of development which injure their traffic utility as effectually as they destroy the pleasure of those who travel on them.

#### BUILDING VALUES

The Committee is satisfied that some solution of this problem that will be fair alike to the owners of land and to the public is necessary if any progress is to be made, and it believes that it can be found. Were the whole of the land of the Greater London Region owned by one individual it would be to his interest to discourage sporadic development, to promote the allocation of industries in places where they could flourish with the greatest efficiency, and would do least injury to the residential areas. It would be to his interest also to allocate sufficient lands to meet all the needs for open spaces of various kinds. The more attractive and convenient he could make the city as a whole for the benefit of its inhabitants, the greater would be the value of his estate.

Regional planning seeks to do for an area very much what would be done by a single enlightened owner, but what a multitude of owners are powerless to accomplish unaided, even if they were in a position individually to look at



the problem as a whole. The difficulty arises because a widespread expectation of building increment gives to vast areas of land round every growing urban centre a prospective building value very much in excess of its value for agricultural or other uses. In view of the extent to which this value applies and the average annual rate at which land is actually occupied for building purposes, it is clear that the whole of these building values are not likely to be realized within the next century, even if development should continue as rapidly as it has in the past few years.

What then is the effect of reserving certain lands within this area from building use? The Committee considers the effect is twofold. First, the owners of the lands reserved lose the prospect of reaping a building increment on them if and when they should be occupied for building; secondly, the prospect of reaping such increment on the remaining lands allocated for building use will be increased by the mere fact of excluding building from the reserved lands; and it will be increased by exactly the value of the prospect on those lands which is thus extinguished.

If a section be taken of the region round London, and 10 per cent. of the lands be reserved for open space, it is clear that on the remaining 90 per cent. of the lands the prospect of being used for building purposes will have been increased by a like percentage. The reservation of open space will not have reduced and may have increased the total amount of building that would have taken place if no such reservation were made. If this is so the owners of the 90 per cent. could afford to compensate the owners of the reserved lands for the building prospects of which they are deprived, in so far as its value exceeds the value of the land for other purposes.

There are numerous ways in which a fair adjustment or pooling of interests might be worked out. That the general proposition is fair and reasonable, if the difficulties of adjustment can be overcome, is recognized by many landowners. It is the wish of the Greater London Regional Planning Committee and its advisers that the whole question should be fully discussed and looked at from the owners' point of view as well as from the point of view of the public interest. The Central Landowners' Association and other interested bodies have been approached, and it is hoped that some of the professional associations concerned will assist in working out the details of a practicable scheme for applying the principle.

#### PLAYING FIELDS

In regard to regional planning, the necessity

for some means of locating development, and of reserving areas of open land alike in the public interest, and in the interest of landowners themselves, is becoming evident. The Committee is convinced that this is really the key to the situation. The need has been specially brought home to it in studying the question of playing fields and the green belt round London. The National Playing Fields Association have carefully estimated the requirements per 1,000 of population of land for recreation of all kinds; and in a report presented to the Committee its technical adviser shows that on the basis of this estimate there would be needed for the present population of the Greater London region something like 60 square miles of additional land. To meet the need for other open spaces and to preserve for such purposes 1-10th of the region as unbuilt on a further 140 square miles or so would be needed.

To such an extent has London been allowed to develop without adequate reservation of open land, particularly as regards playing fields, that even if the necessary area could now be provided it would probably be impossible to convey the people to and from these recreation areas. Month by month lands in use for playing purposes are being absorbed for residential and industrial development. The playing fields are being pushed farther and farther out; making access to them increasingly difficult.

To go into the market and attempt to purchase lands for open spaces to anything like the extent to which they ought promptly to be reserved would represent an almost impossible object. Such an attempt must inevitably disturb the market and greatly put up the value of land. It seems clear that every penny of prospective building value that had to be paid for these lands (and the total would run into millions) would be automatically transferred to the neighbouring lands, on which would be concentrated the whole of the development which would otherwise have been shared between them and the lands purchased for open spaces. The community do not wish to acquire building rights on these lands. It is realized that landowners are no more anxious than anybody else to be paid for what is not wanted, or to be paid twice over for building values. On the contrary, where they own lands in sufficiently large estates, they frequently recognize and act on the principles here explained.

It is believed, adds Dr. Unwin, that when the urgency of the needs is realized in connexion with Greater London and other large towns where regional planning is taking place, and, indeed, wherever sporadic and ribbon development is destroying the country, owners of land will be willing to cooperate in working out a

scheme that will provide fair compensation for all those individual owners who are deprived of a genuine prospect of building value which has already accrued to their land, and that, with perhaps some contribution to the pool from public sources to assist matters, they will see that it is reasonable that the remaining owners who benefit so substantially by excluding building development from certain lands, should themselves provide out of the increased increment the reasonable compensation needed to make the preservation both practicable and fair.

It will be seen that part of the Committee's plan is to provide a green belt around Greater London, so that Londoners may ultimately touch the country on all sides and so that a natural barrier may be con-

structed to the endless process of building accretion that makes the hopelessly unwieldy city of our own day. Under "Building Values" the land dealers of Canada, so pitifully slow to see that planning must operate as a free gift to their business interests and not as an inconvenient interference with their present liberty to mess up the town, may be asked to follow Dr. Unwin's argument in this regard.

What is called "Ribbon Development" may be seen in the Ottawa region on the Pembroke road, where one of the finest sunset and lake views in the world is being gradually shut off from public enjoyment by "bungaloid" growths occupying the extreme margins of Lake Deschenes. A regional plan would secure so exquisite a scene unspoiled for the enjoyment of the people of Canada for all time.

## • "HAPLY A WOMAN'S VOICE"

It is a matter of fact, though doubtless history will say nothing about it, that the women of Edmonton and Toronto were the direct agents in starting the recent town planning movements in these two cities. For something like fifteen years groups of men had argued with, pleaded with and recommended their City Councils to start something practical in the way of Town Planning. They had failed to interest their respective councils, though valuable work was done in Toronto under the direction of a town planning city surveyor, Mr. Tracy leMay and the Harbour Board. In these two cities the women brought a new voice into the matter, which trembled a little with a note of impatience and indignation and town planning committees were formed. In Edmonton the women were given representation on the committee. In Toronto they were not.

We have argued many times in this Journal that the Town Planning cause in Canada would not make the rapid progress it is making in other countries until the women of Canada, and notably the National Council of Women, were solidly and earnestly behind the movement.

We are gratified to see that the National Convener on Housing and Town Planning of the Women's Council, Miss Ethel S. Ambrose of Hamilton is injecting a fine social concern—the real secret of town planning activity—into her duties and is acting as a competent and enthusiastic guide to the score or so of local conveners throughout Canada.

We are favored with a copy of a circular drawn up and distributed by Miss Ambrose, on behalf of the Council of Women, relating to Town Planning and Housing. It is frankly stated that there are some points of town planning philosophy untouched in the circular and indeed this will be obvious to all who see town planning as a social philosophy, which will ultimately make clear to the nation the old-time iniquity of gambling in land values and the conse-

quent difficulty of poor families to find home-room in this country of unlimited spaces. But even experienced town planners will recognize that a great amount of sound thinking has gone into the compilation of the circular and that a new and valuable auxiliary will be born if a score of leading women in Canada can be inoculated with the principles of town planning and better housing and the potentialities of this movement to establish better methods in the development of our villages, town and cities.

We have pleasure in quoting the circular and the "General Thoughts" accompanying them.

### TOWN PLANNING

**Town Planning is really town development**

Town Planning is not a map—it is a purpose and a method.

It is the observation and summing up of the points of any municipality—the good points to be developed, the poor to be improved, the bad to be eliminated.

Let every community be itself—have its own character and individuality—scenic beauty is a civic and commercial asset.

Town Planning deals with specific problems—Traffic—Width and direction of streets, parking facilities—tourist camps—airports.

Zoning—Restricted districts for residence, commerce and manufacturing.

Housing—areas for houses—avoidance of overcrowding of land—i.e. by narrow lots.

Health—Open spaces—absence of smoke—public health laws—low lying land reserved as open space (water and sewer facilities being difficult and expensive).

Control of all land for subdivision for five miles beyond the town limits—no lot less than 30 ft. in width.

The law in Saskatchewan requires that one-twentieth of all subdivided land, exclusive of streets and lanes, be set apart for public purposes.

Aesthetics—Placing and architecture of public buildings.

Shade trees, including the poorer streets.

Curved streets and corners.

Absence of bill boards.

Cleanliness everywhere.

Absence of junk anywhere.

Set back—i.e. house lines on streets.

Amenities—Parks, playgrounds

Drives, waterfronts

Exhibition grounds.

## HOUSING

Housing has its roots in

1st—Land development—i.e. width and depth of lots.

2nd—Building of houses—i.e. their supply and demand.

3rd—Health of inmates—i.e. light, ventilation and sanitation.

4th—Occupancy—i.e. relation of occupant to house.

Housing means the adequate housing of the whole community.

The purpose of Housing is to set a definite standard below which no dwelling should be allowed to fall.

Housing deals with the family, especially the children, with whom lies all the future. It is woman's work.

The Housing problem is essentially the problem of preventing people from maintaining conditions which are a menace to themselves, their neighbors or the community.

There are few slum districts but many slum dwellings, which lead to a slum population.

Good large old houses in a changed district often cover slum conditions.

Here rent profiteering comes in—and the larger evil—acute overcrowding.

The number of human beings in a house should be limited by the sanitary arrangements—“one toilet to every twelve occupants or fraction thereof.”

Converted dwellings should be kept up to the standard of new dwellings.

Inadequate conditions as to light and ventilation may and do creep in to even better class apartments.

Beware the tenement! Their construction should be made difficult and unprofitable.

There are always people who will accept the cheapest thing offered, no matter how wrong it is, therefore, not only for the sake of the individual, but of the public, with whom in

various unnoticed ways the poor come in contact—the poorest accommodations offered should be at least a fit place to live in.

Bad Housing conditions are dangerous to moral and physical health, social and personal.

Bad Housing may consist in houses poorly lighted or with dark rooms (no windows at all)—unventilated—damp—imperfectly drained—exposed to undue fire peril—in bad repair—vermin infected—disease infected—with uncleanly surroundings—with insufficient water supply—without toilet facilities adequate for comfort, cleanliness and privacy—with defective plumbing—with overcrowded rooms—with cellar tenants.

Such conditions promote—

Industrial inefficiency—inebriety—dependence—poverty—death—Juvenile delinquency—debased citizenship—vice and crime—degeneracy of race—maternal and infant mortality.

A social question indeed!

Every new dwelling and tenement must be constructed so as to afford suitable living conditions.

Every old house not now fit for habitation should either be demolished or improved so as to become fit.

All habitations, new or old, should be maintained in good repair and sanitary condition.

No law is stronger than its enforcement. Self interest is very powerful and will always seek to evade the law.

Better housing is primarily a matter of law and law enforcement, but beyond that is public opinion.

“In any civilized country private rights cease when they become public wrongs.”—Rt. Hon. McKenzie King.

## GENERAL THOUGHTS

Our best friends and advisers should be—

The Mayor

The Medical Health Officer

The Chief Sanitary Inspector

The Head of the Social Service

The Building Inspector

The President of the Chamber of Commerce or Board of Trade

The Chairman of the Parks Board.

We should learn

The part of the building by-law which deals with dwellings, apartments, etc.

Whether what we want done through the Health Department is within its powers, and, if not, to report to the National Convener—a request. Canada needs our best efforts—“As the twig is bent—”

To arouse an enlightened public opinion—which means

To help people to see what is there—what shouldn't be there and what should be there.  
 To appeal to their practical sense—their sense of justice—their realization of facts—and of the future as an outcome of the present.  
 To avoid antagonising.  
 To believe in the best in people.  
 To put warmth into our efforts—for no lasting good is done without the heart.  
 To have small committees of the right people—

including a lawyer within reach.  
 To know what we want and what we are talking about.  
 To know the other side—there always is one.  
 To get our information from the right people—those at the top.  
 To create respect for our views by having a few—well grounded.  
 To work together—for humanity—your town—our Country.

## THE WINNIPEG CONVENTION

The major part of the papers and addresses delivered at the Winnipeg convention was published in full in the June issue of *Town Planning*. There can be little doubt that town planning will go ahead in the Winnipeg region—unless the fine group of voluntary workers there lose courage before a certain city council mentality that belongs to the last generation, when unbridled land speculation was the chief occupation of a much too large section of the community. There is evidence, however, that within the council itself there is a minority of men who are thoroughly convinced that the future welfare of Winnipeg will depend upon the adoption of comprehensive planning on a much wider scale than has so far been contemplated. There is hope too in the Board of Trade, which has been trying for some time to take a lead in the planning of Winnipeg but does not seem to know how to go about it. The impression seems to be fixed at Winnipeg that all the planning that is necessary can be done by local staffs. This is certainly true, so far as the competency and good will of the staffs are concerned, but the staffs are all overworked as it is, and underpaid, and cannot possibly undertake such work at the Plan of Vancouver has involved without a considerable addition of technical assistance: and everywhere it is being proved that the appointment of an outside expert, free from local social and political affiliations, cuts away many difficulties and gives a directness and speed to the work of planning which is well worth paying for. The great need of Winnipeg is a first class regional plan for greater Winnipeg, such as is in preparation for Greater London and about 100 other metropolitan centres in Europe and America. The city of Winnipeg itself is now practically indivisible from its region and the municipal barriers are entirely artificial. A regional plan would be comparatively easy to organize, since several of the adjoining municipalities, notably St. James and St. Vital, are already convinced of the soundness of planning and are really instructing Winnipeg as to what should be done. St. James has practically a full-force town planning Council, with not a single reactionary dating from the last century.

St. James has passed an astonishing bylaw for

regulating bill-boards out of existence, more drastic and socially advanced than any bylaw anywhere of which we have knowledge. When asked how they did it the answer was: "Our alderman are all town planners."

We were able to secure a copy of the document now being served to bill-board owners and here quote the main paragraphs for the benefit of those who are working to rid the town and country of these distressing defacements:

WHEREAS under and by virtue of an Act of the Legislature of the Province of Manitoba, passed at its 1929 Session, the Council of the Rural Municipality of Saint James may pass By-Laws for prohibiting the construction, erection and maintenance of hoardings, billboards, signs or other advertising devices on buildings or vacant or partially vacant lots, and for directing and requiring the removal of hoardings, billboards, signs or other advertising devices already or in the course of being constructed, erected or maintained on buildings or on vacant or partially vacant lots, such removal to be at the expense of the owner of such hoardings, billboards, signs or other advertising devices if he fails after request in writing to do so, to make the removal himself, and the said municipality shall not be liable to compensate any person whatsoever for any damage suffered directly or indirectly by reason of the said municipality directing and requiring the removal of any hoardings, billboards, signs or other advertising devices.

AND WHEREAS pursuant to such Act, the Council of said Municipality did, on Thursday, the 6th day of June, A.D. 1929, pass By-Law Number 1342.

AND WHEREAS said By-Law provides, inter alia: "That all hoardings, billboards, signs or other advertising devices already or in the course of being constructed, erected and maintained on buildings or on vacant or partially vacant lots in the said municipality, be and are hereby directed and required to be forthwith removed. Such removal to be at the ex-



pense of the owner of such hoardings, billboards, signs, or other advertising devices if he fails after ten days request in writing to do so, to make the removal himself, and the said Municipality shall not be liable to compensate any person whatsoever for any damage suffered directly or indirectly by reason of any hoardings, billboards, signs of any other advertising devices."

AND WHEREAS you, the said . . . have hoardings, billboards, signs or other advertising devices already or in the course of being constructed, erected and maintained, on vacant or partially vacant lots, . . . in said Municipality.

NOW THEREFORE take notice that you, the said . . . are hereby directed and required to forthwith remove all hoardings, billboards, signs or other advertising devices already or in the course of being constructed, erected and maintained on vacant or partially vacant lots . . . in the Rural Municipality of Saint James, in the Province of Manitoba.

TAKE FURTHER NOTICE if you the said . . . fail to remove said hoardings, billboards, signs or other advertising devices, as aforesaid, within ten days from the service of this Notice upon you, then it, the said the Rural Municipality of Saint James will have such hoardings, billboards, signs or other advertising devices removed at your expense, (who are the owners of such hoardings, billboards, signs or other advertising devices), and it, the said the Rural Municipality of Saint James will not compensate you or any person whatsoever for any damage suffered directly or indirectly by reason of it, the said the Rural Municipality of Saint James directing and requiring the removal of the said hoardings, billboards, signs or other advertising devices, as aforesaid.

## News and Notes

### ARRIVAL OF TOWN PLANNING PUBLIC OPINION

There was a time, not so long ago, when the daily press of Canada saw little news value in town planning. It was all too "academic". This has been changed and the change may surely be taken as a sign of progress. It would be easy to fill this number with quotations from the daily press editorials from all parts of the country carrying on the argument for town planning in Canada. Some examples will be found in the following pages. All those too-wise doubts as to whether the people of Canada would "stand for" the regulation of the uses of private land—which is what zoning means—and such obvious amenities as street building lines seem to have completely disappeared.

The great need is now for the city councils, with whom remains the powers of initiative, to do some

new thinking and bring themselves at least abreast with public opinion, without which, they so often declare, they are unable to move.

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### ALBERTA SURVEYS FOR PARK LOCATIONS

A most wholesome movement has been initiated by the Alberta Government for a survey of the province with a view to selecting certain areas of natural beauty for reservation as provincial parks, to be developed in course of time as permanent reserves for the enjoyment of the people of Alberta.

This is a wise step—advocated by this journal for many years in relation to British Columbia, where scenes of ravishing beauty,—as at Pender Harbor—are being gradually ruined by sporadic and shack development.

Manifestly such areas can be secured now at negligible cost, whereas in a few years their acquisition would involve the province in ruinous taxation. The need for a provincial official with town planning experience to attend to such matters should be obvious to all provincial legislatures.

Looking for signs of planning progress there can be little doubt that the replanning of central Ottawa, and the extensive boulevarding, have by this time established the doctrine that beauty pays—in so many tangible and intangible ways that even the crude business man—concerned with smoke stacks, output and profits and nothing else, cannot any longer resist the logic of universal experience.

In Quebec the Minister of Roads has launched a campaign to improve the amenities along public highways, offering ornamental trees, whitewash for barns etc. and promoting local competitions, with prizes, for well-kept premises.

This appeal for voluntary cooperation will have some educational value, but much requires to be done on Quebec highways to get legal control of road-side advertising. In many districts this offensive habit is appallingly prevalent in Quebec.

The municipality of St. James, Winnipeg, has achieved legal power to prohibit all road-side bill boards and is serving notice on all bill-board owners that these offenses against public decency and amenity must be removed within a period of ten days.

The Quebec landscape is also ruined in hundreds of places by the continued existence of abandoned shacks, barns and outbuildings that are too derelict to serve any useful purpose. The Ironside district, near Ottawa, is one of the most horrible examples. Incendiarism may sometimes be public service.

The province of Alberta has secured extensive and remarkable powers in its recent Act to preserve the highroads of the province from offensive habits of irresponsible landowners by which the enormous outlays on good roads are so largely discounted in value for travelling and tourist purposes. The province of Quebec will need to do something more than exhortation to make its wonderful highroads permanently attractive to tourists.

And even in Alberta an Act on the statute books will avail little unless the committee, in charge of the Act, have courage to apply it without kow-towing to wealthy and landed interests.

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## ZONING

Principle of zoning, and of defining the use to which property may be put in a community, is meeting with growing acceptance in most of the states of the republic and there are over 700 zoned municipalities. The Civic Development Department of the United States Chamber of Commerce states that no city having once adopted a comprehensive zoning ordinance has ever abolished it. This is clear evidence that zoning as a whole is considered beneficial. Some who are opposed to zoning because they say it limits the value of property, are apt to forget that it also limits the depreciation. By an improper use of property in one case an abnormal value may be created for that particular property, but only at the expense of the depreciation of property adjacent to it. But because a zoning ordinance should apply to every piece of property in a community, and because it has a definite bearing upon the present and future value of each piece of property, it requires to be drawn up with great care. To be successful it must also have the co-operation of the public, and be faithfully administered.

A zoning ordinance is often adopted by a community without any town planning. But when the principle of zoning is universally accepted it is inevitable that there will be a demand for real town planning. When a large area of land is definitely set aside for the erection of residences, those who wish to build residences will at once question whether lots 25-ft. wide by 100 ft. deep best meet the requirements for a dwelling site, whether as an individual lot or as a multiple of lots. The proof of this can be found in the fact that it is probably impossible to find anywhere a highly restricted residential district where lots are sold on a unit of 25-ft. frontage. Similarly if land is set aside for industrial purposes, it will not be subdivided into parcels of even 50 ft. frontage. The building requirements of some industries are so clearly defined that for economical and efficient working it may be necessary to secure land 200 ft. or more in depth, and with the greater depth unnecessary frontage becomes a serious factor. Notwithstanding all the demands made for standardization in many fields of industry in the present day, there is nothing more certain than the unsuitability of a standard parcel of land for the varied needs of an urban community. It is well for architects and engineers to remember that the highest expression of architecture, the utmost in engineering skill, is impossible so long as they are tied up with developments which seek only the sale of land, without regard to the use to which it may be put. It is a very striking fact that those most directly interested in the sale of real estate are every year becoming more convinced of the value of

zoning, and indeed are often the most ardent advocates for it. If they had allied with them all the professional men who have to take part in the development of land, the surveyors, the architects and the engineers, the days of indiscriminate and wasteful development would be numbered.—*Canadian Engineer*.

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## THE HEXAGONAL PLAN

Those who attended the recent sessions in Winnipeg of the Canadian Town Planning Institute will recall the striking address by Mr. Noulan Cauchon, of Ottawa, on "Hexagonal Planning," says the *Winnipeg Tribune*. Mr. Cauchon is well-known in Quebec and this western tribute should serve to enhance his reputation here and the plan he has evolved for civic improvement.

It is less than four years ago since Mr. Cauchon 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 that time, the Cauchon idea has spread around the world—except in Canada—with interesting results.

Three years ago, Lawrence Veiller, secretary of the National Housing Association of the United States, writing in "Housing Betterment," declared that Mr. Cauchon's scheme 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 in the United States. 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 what is more, it has been applied to town planning in the long-established city of Manchester. In a report on town planning to 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, states that the hexagonal plan 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. Mr. Parker has applied the Cauchon scheme to the planning of areas in Manchester which will be devoted to houses of moderate size and price.

How has the hexagonal idea been received in Canada, Mr. Cauchon's native land? Outside of a few enthusiasts—"dreamers" and "idealists"—the reception so far given to it by municipal and government authorities and by real estate dealers has been one of masterly silence and inactivity. Truly, a prophet is not without honor, save in his own country.—*Quebec Chronicle-Telegraph*.

**PLAN FOR MONTREAL**

The long-awaited general plan of the city is in its final stage and the scheme of city planning will be completed within a few months, H. A. Terreault, chief city engineer, announced today. "The question of the railway terminal naturally delayed the scheme of city planning, and no definite zoning or other work could be done until the site was accepted. Now that the terminals have been decided upon, the city is going ahead with its planning," Mr. Terreault explained.

The city planning includes a great variety of works and several bodies have been working on it for several years. The city engineering staff, the Metropolitan Planning Board, the Metropolitan Commission, the Sewer and Aqueduct Commissions, Electrical Commission, Traffic Section, and other committees have all contributed plans and statistics, and all this work will be gathered and made into a general plan.

The city has placed, with the aid of the federal geodetic survey department, a series of triangulation points, some 600 in number, throughout the metropolitan area. These will serve as a permanent basis for all engineering work in future.

A general scheme of parks and playgrounds, many of which were added during this year, is also being worked out. The collector sewers are being laid in every section, and the laying and redistributing of the large water mains together with improvements to the city aqueduct and booster stations form part of the work.

Homologated lines have been set in many streets and traffic arteries have been extended, widened and paved all with the object of meeting future conditions.

Zoning will follow the general plan, Mr. Terreault said, and residential districts, industrial, commercial, financial, transportation, retail and wholesale sections will be mapped out.

The city will have to modify some 50 or more by-laws as a result of the general planning scheme.

Smoke prevention, traffic regulations, building restrictions, all form part of the work of town planning, Mr. Terreault said.—*Montreal Star*.

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**PLANNING FOR WAINWRIGHT, ALBERTA.**

Steps already have been taken to lay out the new Wainwright on approved town planning lines. A local commission has been appointed to take charge of the work and the entire business section, recently destroyed by fire, will be constructed on plans suggested by the provincial director of town planning. Wider streets, uniform building heights, clear corners and boulevards are among the proposed improvements now being considered by the local commission. Provision for an auto camp, airport, pleasure drive-ways and recreation grounds will also be made. Wainwright is thus taking steps to reap much benefit ultimately from the recent costly disaster. A model

town will arise on the ashes of the old.

Lloydminster and Tofield, also visited by serious conflagrations, are likely to follow the same excellent course. Unsightly buildings, narrow streets and blind corners will be eliminated when these towns are rebuilt. In adopting town planning ideas the authorities are displaying progressive ideas and sound leadership.—*Calgary Herald*.

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**NEW OFFICERS OF THE TOWN PLANNING INSTITUTE**

At the recent Town Planning Convention in Winnipeg the following officers were elected for the year 1929-1930: President, A. G. Dalzell; Vice-presidents, D. H. Nelles, Ottawa; S. Young, Regina; and J. Alex Walker, Vancouver; Honorary Secretary-Treasurer, J. M. Kitchen, Ottawa; Editor, Alfred Buckley, Ottawa; Councillors, R. H. Avent, Winnipeg; W. F. Burditt, St. John; N. Cauchon, Ottawa; N. Cousineau, Montreal; E. T. B. Gillmore, Ottawa; J. P. Hynes, Toronto; A. R. Kaufman, Kitchener; Brig. Gen. C. H. Mitchell, Toronto; C. J. McKenzie, Saskatoon; W. P. Near, London; B. Evan Barry, Ottawa; H. B. Picking, Halifax; H. H. Stainton, Winnipeg; A. A. Stoughton, Winnipeg; J. E. Underwood, Saskatoon; W. B. Young, Vancouver.

The following are ex-officio members of the council: Past presidents, P. E. Nobbs, F. E. Buck, Horace L. Seymour, and chairmen of the local branches: W. N. Moorehouse, Toronto; N. B. McRostie, Ottawa; R. F. McWilliams, Winnipeg; and John Davidson, Vancouver.

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**TORONTO CITY COUNCIL MAY ADOPT ZONING BYLAW**

It is reported that the property committee of the Toronto City Council have requested the city architect to prepare a report on the merits of zoning, with especial reference to the down-town district. Much practical zoning has already been done in Toronto, under the direction of the city surveyor, Mr. Tracy leMay.

The resolution of the property committee seems unduly timid and elementary, in view of the comprehensive schemes for city and regional planning of metropolitan centres such as Toronto, all over the world. It seems that the advantages of set-back of higher storeys of skyscrapers—which have been proved in the United States since the zoning law of New York in 1916, have at last been observed by the property committee of the Toronto City Council, from the point of view of sunlight admission to canyon streets. Nothing is said at present about the profound change in architectural form, which has been one of the most remarkable effects of this set-back in the United States.

With the resignation of the Advisory City Planning Commission, following the Report on the planning of the central business district, Toronto is now

without a City Planning Commission and is faced with the problem of replacing the retired commissioners or persuading those commissioners to continue in office. Clearly a great project for the comprehensive city and regional planning of Toronto and region will need to be discussed in the near future. It will be difficult to resist the pressure of example in other countries, where regional planning is being superimposed on town and city planning by logical necessity.

In England there are about sixty regional plans for such areas as the Toronto region. There are five in Scotland and about a score in the United States.

On this subject a writer in "What About the Year 2000?" a new American publication intended to answer the question: "How are we to Determine the Best Use of our Land Resources?" says:

The most striking development in the twentieth century occupation of land, which has only begun to unfold, is that of regional planning for great metropolitan districts. The processes of leaving to unguided individual initiative the building of new subdivisions to provide for growing populations, the casual or arbitrary arrangement of streets and avenues the unquestioned use of old highways leading out of cities, or the geometric extension of city streets into new districts, with the haphazard use of abutting property, have proved unsatisfactory and unsuccessful methods of land utilization. The overlapping responsibility resulting from the outward push of city populations into territory already occupied by towns and villages has emphasized the need for coordinated plans for entire urban regions. We have made some experiments in regional control, but we have not as yet set up a very satisfactory regional government which articulates smoothly with constituent local town and municipal governments.

Los Angeles County has set up an official Regional Planning Commission which is appointed by the Board of Supervisors and which acts as an advisory body to the Board in planning matters covering a metropolitan area of some 1,200 square miles and including more than forty cities and fifty unincorporated towns with perhaps a thousand subdivisions outside of town and city limits.

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#### PROGRESS OF TOWN PLANNING IN ENGLAND

The total number of town planning projects in England has now reached 797. Towns and cities exceeding a population of 20,000 are under legal obligation to formulate a plan for future development, as regards unbuilt areas and land likely to

be used for building purpose. Towns and rural districts under this population figure are not under such obligation. It is noteworthy that while obligatory planning registers 391 schemes, voluntary planning numbers 406.

Is there any conclusion to be drawn from these figures as to the relative merits of obligatory or voluntary planning? The figures are so nearly equal that no reasonable person would dogmatise upon them. The historical fact is that the authorities in England, so far back as 1909, became so impressed with the social evils of bad planning or lack of planning that they decided that nothing but the compulsion of law would initiate *quickly enough* better method in the development of suburban areas of already established towns and cities. They formulated an obligatory act for these towns and cities.

But, at the same time, they adopted the voluntary method with regard to all towns under the 20,000 population figure. That is to say, they tried both methods.

Now after 20 years, as noted, the volunteers lead. Does this prove that the legal obligation to plan under an obligatory act is the less effective method? Looking at the history of British planning, we doubt this conclusion. The pioneer planners in England were those who accepted the legal obligation. It was their example and the proved success of their methods that induced the volunteers to take up planning. By this time there is practically no opposition to planning in England. All the opposition arguments have been worn away. In the United States nearly all the town planning acts have been permissive or enabling. The principle of legal obligation has not won much favour. In Massachusetts it is obligatory on the towns to form City Planning Commissions, but these commissions, when formed can please themselves whether they do anything—though about 83 per cent are more or less active. Now the United States has something more than 700 towns and cities pledged to some form of planning.

But again, the United States had the British experiments before them for study and the British experiments were begun, and the first successes achieved, under an obligatory law.

It is still an open question whether in backward states, provinces, or whatever be the geographical divisions of a country—where no arguments can convince the local authorities of the social and business need of planning—a mandate from the government would not be the only means to initiate town planning method. The community should not be everlasting at the mercy of unprogressive land-chopping local councils. No single factor has been so mischievous in holding back the town planning movement in Canada as the local official with land interests, who has not the intelligence to see that wise planning may help his business as well as promote the social and business prosperity of his community.



### REALTORS WANT REGIONAL PLAN FOR VICTORIA, B.C.

The Real Estate Board of Victoria, B.C. recently discussed the advisability of approaching the Provincial Government, apparently for assistance, in forming a "Regional Town Planning Commission" for Victoria. It is difficult to capture any clear thinking in *The Colonist* newspaper account of the meeting, but the speakers had obviously in mind the recently published Plan of Vancouver and possibly the contribution of the Federal Government to the work of the Federal District Commission at Ottawa.

There is no mention of the fact that the City Council of Victoria has already power to follow the example of Vancouver, and even to go beyond that example in creating—given the cooperation of the surrounding municipalities—a more definite regional scheme than Vancouver has achieved. What is interesting, however, is the outbreak of regional thinking in Victoria and its origin in a Real Estate Board. There are real estate leaders in Canada who see in the planning movement a valuable public boon and free gift to their own business, but the rank and file, so far, have been chiefly instrumental in holding back the movement, as supposedly inimical to their interests. Apparently they have been content to look upon the multitude of unsold subdivisions as an Act of God, when the chief need has been intelligent planning and some business sense of the psychology of social attractiveness. They would still regard the suggestion first to build a park in the middle of their subdivision as a kind of business insanity.

There was some sound thinking in at least one of the addresses.

There are many important matters (said one speaker) that would be greatly influenced by a Victoria Regional Town Planning Commission. For instance, under a statement given out by city engineer the waterworks improvements in the next ten years will cost approximately half a million dollars; and in Victoria alone, for widening and improvements in the primary streets, over a million dollars would be needed. These two items alone show the necessity of a proper plan being made for the city. Other important subjects that Town Planning would cover would be sewerage and garbage disposal; location of schools and other buildings; additions to parks and playgrounds; a major street plan; transit and transportation problems, and airport developments, and zoning survey for residential and other land uses.

The opportunities and necessities of immediate action are: (1) Large amounts of reverted land in each municipality. (2) Relative low land values at present. (3) Predicted rapid increase in population. (4) Need of major street plan. (5) Need of water extension. (6) Need of transportation and airport developments.

The cost of such a survey would not be heavy. The cost of the town planning recently completed in Vancouver was about \$40,000. As Oak Bay and Victoria are already zoned, probably the cost for Greater Victoria would not be more than \$10,000.

The Premier has, at different times acknowledged the justice of Victoria's claim for compensation for the exemption of taxation of provincially owned property. The Hon. Dr. Tolmie is a strong supporter of the principles of town planning and, in an interview a few months ago, said, if approached by a body seeking provincial aid for a town planning survey of Greater Victoria, that he would be pleased to discuss the matter with them. Reeves of several of the municipalities have also signified their approval of such a step being taken.

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### HAMILTON TOWN PLANNING COMMISSION ABOLISHED

Some fifteen years ago the city of Hamilton looked like taking the lead in Canadian town planning. In 1917 Mr. Noulan Cauchon was appointed to prepare a comprehensive plan for the city. This was done and the plan was "filed". Since that time there has been periodical "talk" of town planning in Hamilton and various town commissions have come and gone. The latest decision appears to have been not to reappoint the latest commission. Commissions have complained that the City Council would not let them do anything and the City Council this time seem to think that the last commission was not impressively and intelligently active.

The solution for Hamilton would seem to be outside expert assistance. Leadership within does not seem to have been found.

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### EIGHT NEW TOWN PLANNING COMMISSIONS IN ALBERTA

The Alberta Provincial Town and Rural Planning Board recently called together at Edmonton a conference of civic representatives to discuss town planning matters as relating to the province of Alberta. It was decided to hold similar quarterly meetings at different cities. It was also announced that eight new Town Planning Commissions have been appointed in the province.

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### TOWN PLAN FOR WINDSOR, ONTARIO

The city of Windsor, Ontario has commissioned Mr. Thomas Adams to prepare a comprehensive Town Plan of the city at a cost of \$11,500. The Plan will include a design for the lay-out of Jockey Club Park.