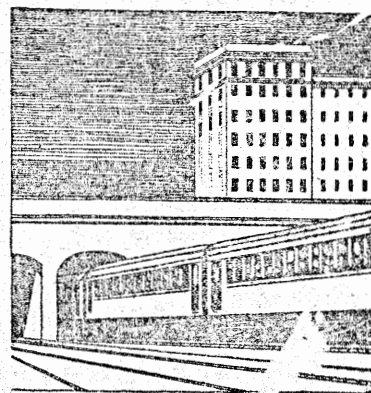
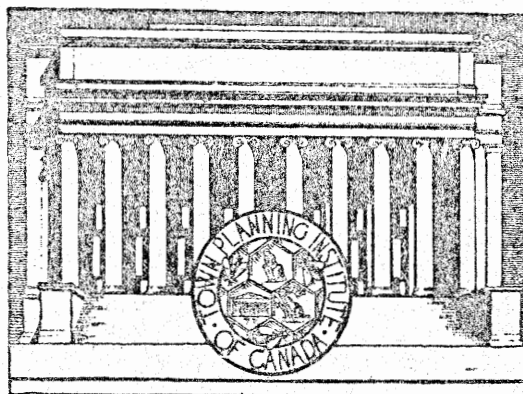
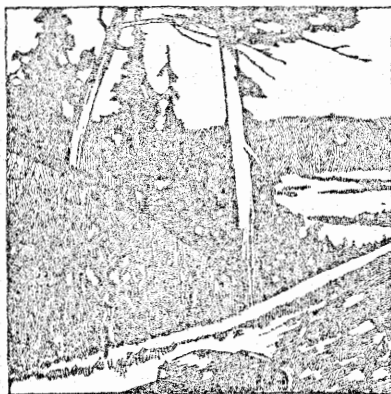


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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# TOWN PLANNING

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

## TOWN PLANNING IN ALBERTA

By HORACE L. SEYMOUR

Provincial Director of Town Planning.

In the annual report of the Provincial Director of Town Planning for the year 1929 reference was made to the number of municipalities spending funds on town planning work. That number has been increased. The cities of Calgary and Edmonton now also have full-time staffs and considerable sums have been voted by councils of both these cities for town planning studies.

The Alberta Town Planning Act, assented to in March, 1929, empowered cities and towns to appoint Town Planning Commissions, for the purpose of:

- (a) acting in an advisory capacity in matters pertaining to town planning.
- (b) preparing and carrying into effect an official town plan or scheme.
- (c) preparing and administering a zoning by-law.

In August 1929, a Commission was appointed in the City of Edmonton under the chairmanship of Mr. A. Driscoll, an engineer and surveyor in private practice. A draftsman was employed to prepare studies, and on June 1st, 1930, Mr. J. F. D. Tanqueray, who had been previously employed in the office of the Director of Town Planning, was appointed Town Planner to the City of Edmonton Town Planning Commission. Mr. Tanqueray is a member of the Town Planning Institute of Canada. The particular work this year, besides preliminary studies and a considered programme of public education will be the preparation of the major street and zoning components of the proposed comprehensive plan. Mr. A. N. G. Bury, Ex-Mayor of Edmonton and recently elected M.P. is the present chairman of the Commission.

A bylaw for the establishment of building lines on several miles of streets, including vision clearance provision at all corners, has already been prepared and has passed initial readings before Council.

The provision in regard to vision clearance reads as follows:

Notwithstanding any regulations in this or any other bylaw, no building shall be erected or structurally altered upon any corner site in any district

so that any portion of the building would be in front of a straight line joining points on the street lines ten feet from their intersection.

This has been the practice of the city on publicly-owned property and will now apply to both public and private property, and should be of real value in commercial and industrial districts.

The City of Calgary appointed a Commission in September, 1929, with Alderman P. Turner Bone as Chairman. Previous to this Alderman Bone had sat as a member of a Traffic Committee, and his experience in this work impressed upon him the fact that, in his own words: "something more than traffic regulation was required."

With this in mind, and due to the fact that the Town Planning Commission, acting as approving officer on re-subdivisions was being swamped with work, it was decided to appoint a technically qualified man to take charge. In November, 1929, Mr. J. H. Doughty-Davies was appointed as Town Planner to the local Commission, and a sum voted by the city council to take care of any expenses up to the end of the year. Mr. Doughty-Davies is an associate member of the Town Planning Institute of Canada.

It was thought advisable to bring in an Interim Zoning By-law, which would give a certain measure of control before the adoption of a comprehensive plan as the result of more detailed studies. Accordingly two months were spent in the collection of facts on which to base the interim by-law. Unfortunately, and no doubt due to the lack of sufficient publicity and opportunities for explanation, some opposition developed at the outset to some proposals, in particular to a ten storey limit to buildings (with set back 1 to 3 above six storeys) on the narrow (generally 66 foot) business streets already congested, especially Eight Avenue with its two lines of street cars.

These proposals were somewhat revised and eventually the only serious opposition which carried weight was that of the Board of Trade. The objection was not to the bylaw itself so much as to the part

of it which called for final appeals to be made to a Provincial Board.

As the Chairman of the Commission, Alderman Bone did not wish to have the by-law passed without a substantial majority of the city council behind it, the second reading was deferred until the fall.

Funds have been provided by council for drafting and other assistance for Mr. Doughty-Davies, and studies are being made for the developing of a comprehensive town plan. Committees of the Commission are engaged on various phases of the plan.

It is generally realized that the action now taken by the cities of Calgary and Edmonton would not have been possible if there had not been a central body, the Town and Rural Planning Advisory Board, as provided under the provisions of the Alberta Town Planning Act, to encourage and to assist such cities in the inauguration of a town planning programme of development.

In connection with the smaller towns where town planning studies have been made by local engineers or surveyors under the direction of the Provincial Town Planning Office, there may be mentioned the name of Mr. W. E. Zinkan, a graduate civil engineer and Alberta land surveyor. Mr. Zinkan has prepared

studies for the City of Wetaskiwin, and for the towns of Wainright, Peace River and Grande Prairie. In most cases Mr. Zinkan has also prepared plans for the establishing of street grades from which sidewalks and other street improvements can be properly located in elevation as well as in relation to the street limits. It is felt that Mr. Zinkan has made a distinct contribution to the work of town planning in this particular connection.

Mr. C. H. Snell, A.L.S., and past president of the Association of Alberta Land Surveyors, has made several studies for the City of Red Deer, and is now preparing an entirely new plan of the city on which further studies can be based.

Lacombe, Vegreville and Vermilion are other centres where studies have been carried out. It is hoped, during the coming season, that in most of the towns mentioned there will be plans of development not only prepared but approved for the guidance of these municipalities.

Mr. W. E. Zinkan joined the staff of the Provincial Town Planning office on the 1st of August to replace Mr. J. F. D. Tanqueray, now with the City of Edmonton.

## TOWN PLANNING IN RIO DE JANEIRO

By Etienne de Gröer,

Chief of the "Mission Agache." Member of Sté. Française des Urbanistes.

Rio de Janeiro in Brazil is a rapidly growing metropolis of about two million inhabitants. In 1906 it had 811,445, in 1920—1,157,873, while in 1927 its population was estimated to 1,800,000 inhabitants.

It is situated on one of the biggest and one of the most beautiful bays in the world. I shall not insist on its natural beauty, many times described, but thanks to a very irregular topography and abrupt rocks and hills separating the various parts of the city, Rio de Janeiro was partly saved from the universal adoption of the gridiron plan. Still the natural beauty is marred by a completely chaotic development. This development is taken up by private real-estate dealers, each making his own division, not thinking of his neighbour or not even of the natural relief of the ground. On that account the town lacks arterial roads and a passerby has a great difficulty in orientation, while there is often a serious congestion of traffic in places, where there are really only a few vehicles. The tracing of street car lines or some general canalizations are presenting real difficulties on account of bad connections and crossings of the different groups of streets. Some of the streets are built with such steep grades that no pavement will hold and even pedestrians have

some difficulty in standing.

On account of long complaints of the "cariocas", so are called the inhabitants of Rio, from an Indian word "carioca", meaning the "house of the white man", the newly elected prefect, Senhor Antonio Prado, jun., decided in 1927 to order a general plan for the Federal District and passed a decree for this purpose.

Rio de Janeiro, the Federal Capital of the United States of Brazil, is directly administrated by the federal president, through his representative the prefect, who has the right to pass some laws by decrees, as was done in this case. Senhor Prado, in order to have a man independent of local influences and politics chose a European town planner and invited Mr. D. A. Agache, a French town planner and architect who was previously known as one of the winners of the competition for the planning of Canberra (Australia) and also of the competition for the expansion of Paris (1920).

For this purpose was organised by him the "Mission Agache". Our aim was to present three general plans of the region: the sketch plan, the project and the final plan. The final plan is to be drawn during the winter 1930-31 on an aerial survey map, specially ordered. Besides we had to prepare

a final plan on the scale 1/1000 for the central part of the city, as also detailed plans for parts to be executed immediately. A project of town planning legislation accompanies our work as also the necessary reports. A general scheme for exterior and interior traffic of the Rio de Janeiro region had been prepared and partly approved, while the plan of the centre is entirely adopted and a great part of it is executed or is in course of execution.

The general plan, as we call it "le plan indicateur", was made in the scale of 1/5000 and covers the surface of 15,000 hectares. On it are drawn the schemes of the traffic, the arterial roads the park system and also the parts to be executed, of which we worked out the detailed plans.

Rio de Janeiro is above all a seaport, which will, with the development of the interior of the country take still greater importance. We therefore proposed great extensions of it, which were accepted and which are in part in course of execution. The new port will be situated on salt water lagoons, easily excavated and partly on the bay. We proposed that one part of it should be a free port, which will give Rio de Janeiro new economical possibilities.

On the northern limit of the new port we shall have the passenger aero station, destined chiefly for future long distance sea-planes, while the principal aero-port, requiring very much space is about 20 miles away from the city.

In conjunction with the port, the railways are radically remodelled. All the lines are taken away from the town and are placed near the port. A Union Central station is proposed, situated near the crossing of the two principal highways. This station is to serve only distant lines, while the whole of the suburban movement will be separated and taken up by the new Metropolitan Electric Railways, which will serve the whole Federal District. Some of these lines will be underground and all will pass under the Central Union Station. All these schemes are accepted by the Brazilian Ministry of Transport.

The principal suburban district will have stations disposed rather far from one another, in order to prevent continuous extension and to favour the formation of satellite towns, separated by undeveloped country spaces. On the territory of the present Central Brazil R.R. we are proposing our principal E.-W. avenue, which will be the city part of the highway Rio de Janeiro-Sao Paulo.

Sao Paulo is the second town of Brazil and the first as an industrial town. It is situated about 330 miles from the capital. This avenue will be 120m. wide and will have separate roads for the different uses. In the centre we have two lanes for high speed light traffic. Then we have two roads for heavy rapid traffic. On one side we shall have the suburban Electric R.R., while outward roads are for local circulation. Our lane unit has 2,75m. (about 9f.) Pedestrians will have to cross the high speed

roads over or under. But as we are using the actual railway territory, there will be few crossings and already grade crossings are being eliminated.

The crossing of this avenue with another North-South avenue near the Union Central station forms the nucleus of our scheme of arterial roads.

The N.-S. avenue will cross through three tunnels, one of which exists and two others are to be built. It will join the Atlantic sections with the new railway station, the new port and the arterial station.

In the town, instead of enlarging, we prefer to build parallel streets, as it is more economical to touch less valuable land in the interior of the lots. There will be made therefore parallel arteries where the traffic is congested. For the residential streets we adopt a minimum of 2 lanes (5,50m) with narrow pavements, but the distance between the facades must be not less than 15m. (about 48f.) In all residential streets, setbacks will be necessary and obligatory, proportional to their general width.

Zoning is the corner stone of any town planning. We therefore divide the Federal District into five zones:

- A) Business with two subdivisions, in one of which we allow tower buildings.
- B) Industry and Port.
- C) Residence with four subdivisions.
- D) Suburban.
- E) Rural.

Each zone has different standards for the heights of buildings, the setbacks and the built over surface or the number of houses per hectare.

In zone A1 and A2, we adopted the method of "gabarit" or geometrical volume into which the buildings are to be grouped. This method leads to a certain uniformity of volumes, which gives a reposing and monumental effect to business sections, as best proved by Paris. For these zones we have a maximum vertical height of 25m. plus two setback storeys. For the zone A2 we allow to build higher on 1/10 of the legally built-up surface of a given lot, but this tower is also inscribed in a pyramid in which the sides and the base form an angle of 75°. By this limitation it is possible to obtain skyscrapers only on very large blocks and the accumulation of very high buildings on a small area is prevented.

In the residential zoning we shall have 2 sections for continuous building i.e. each block will form a continuous structure from the streets. Others are destined for detached, semi-detached or group houses having intervals from the streets.

C1—has a maximum height of 4 storeys and 50% of built-over surface of the lot.

C2—3 storeys and 33% of built-over surface.

C3—has the same height and density, but for interval building.

C4—2 storeys, separate building (interval) and 25% of built-over surface.



Each house or flat of these sections must have a natural cross ventilation.

For a detached or semi-detached house the lot must at least have 360 m<sup>2</sup>, while the interior lots of the group houses can be reduced to 240 m<sup>2</sup>.

For the suburban zone the lot must have at least 525 m<sup>2</sup> of surface, 2 storeys and only 1/10 of the surface built over.

In this last we follow the Berlin (Germany) law adopted since 1925 and that of Cologne (Germany) adopted in 1929.

The summits of Rio's hills and mountains, covered with primeval forest, protect the city sources and form a wonderful natural park with fine motor-car roads and scenic views within a few minutes from the town centre. The water furnished is of course very pure and fresh and the principal aim of the town planner in this case is to conserve these parts from encroachment by buildings and the destruction of the forest.

But besides this the whole northern part of the town, where 60% of its inhabitants live, has only one public park: Quinta da Boa Vista. We therefore proposed here a chain of local gardens, park avenues, in conjunction with the distribution of the schools in order to have for that purpose at least 10% of the town surface, not counting the roads, but including the parkways, the playgrounds and the cemeteries. Our chain of gardens can also include some remarkable or specially well situated private gardens which thus become protected, as in the English law of 1927, that is, the proprietor cannot build over it and, in case of selling, the town has the right of option and expropriation.

The special situation of Rio permits us to propose a central market, located between the harbour and the railways, as most farm products are cultivated along the bay and are sent by boats, while meat reaches Rio by rail from the municipal slaughter houses situated about 40 miles away in Santa Cruz. The disposition of our main crossing allows this arrangement without exaggerated circulation of these goods. Besides we propose for each section of the town a local commercial and civic centre, situated in appropriate places.

Through the town are also distributed reserved grounds which will serve in time as land for the future public buildings.

The second part of our work was the immediate development of certain parts of the town which the government desired to expedite. A few years ago the principal thoroughfare, Avenida Rio Branco, passed between two hills: Morro do Castello and Morro do Sao Antonio (fig. 1, VIII). Morro do Castello was the hill where in 1567 the original town was founded (fig. 1, II). One of the previous governments decided to dismount this hill in order to give the centre of the town more air and room. The ocean wind plays an important part here, as it dries and

ventilates the inherent dampness and heat of the climate.

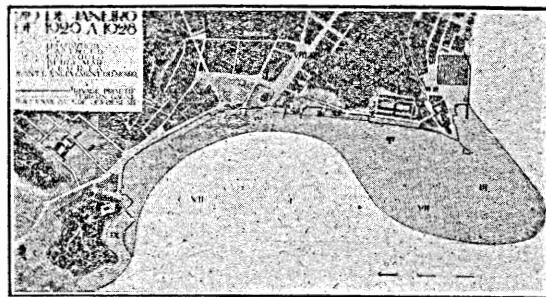


Fig. 1.

The work was begun and left, but the actual Prefect decided to finish the enterprise and to plan the surface obtained. In reality the town obtained two surfaces: one on the place of the hill (fig. 1 II) and a second on the border of the bay, obtained by earth taken away from it (fig. 1, IV, VII, VIII). The Morro do Sao Antonio, the second hill, still exists and disfigures the centre of Rio (fig. 1., is situated to the left of the Avenida Rio Branco). It consists chiefly of red clay. When it rains all the streets below are overflowed and blocked by mud.

We propose to take it down also and fill up a part of the bay, called Sacco da Gloria. This part is slowly filling up itself. We shall simply activate this natural process and have a new excellent surface for the centre of the town (fig. 1, VII-I and limited by the line drawn on the bay).

The surface of the old Morro do Castello is planned as a new business and commercial centre. All the streets, pavements, side walks, etc, are now ready and the Prefecture is selling the lots with an ap-

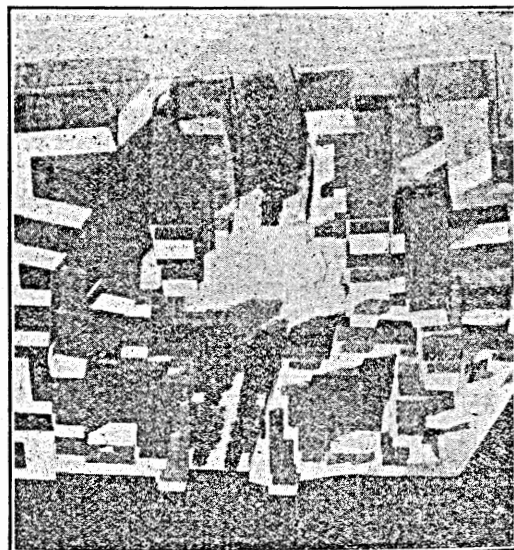


Fig. 2.

propriate schedule of servitudes. In the middle we have a place (fig. 2) surrounded by buildings of

different heights, but forming a general architectural composition. We were obliged to admit here skyscrapers, but they are limited by height, volume and place. There are three maximum heights admitted. 25m., 40m., and 80m. and the price of the land is proportional to the height allowed.

The city sells net building land, reserving the interior areas. The surface of the court in each block is calculated to be able to park all the cars of the customers. These courts will give additional advantages to commerce, as many people will leave their cars in the yards and enter the shops directly, we thus secure them a second facade.

On the place and the principal neighbouring avenues, a continued arcade is obligatory, giving shelter to pedestrians from the sun and the tropical rain.

On account of the rapid development of Brazil, whose population reaches 40 millions, all ministries, the public offices and the newly built Chamber of Deputies are all too small and, besides, are scattered through the town. We therefore group all these future buildings in a definite section of the town to form what we call "The Federal Capital."

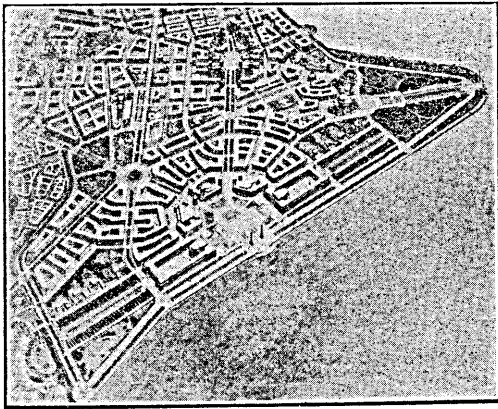


Fig. III.

Fig. 3 shows our final plan for the centre of Rio de Janeiro. The corner to the right, over the place of Morro do Castello, is a part of our Federal Capital quarters. The land of this part belongs already chiefly to the State or the Town. The polygonal place below, in the middle of the composition, is the new Civic Centre, with the Parliament houses and museums or exhibition palaces.

In front, along the bay, are border gardens and great avenues suitable for popular parades. At the end, on the right, we have the central park with the future Rio cathedral. In order to develop quickly this part of the town, the land of the border avenues will be leased to embassies, and will form a diplomatic quarter. Behind it we propose to form

an apartment houses zone with the maximum height of 25m. and large interior courts.

Parallel to the Morro do Castello, from the left side of the Avenida Rio Branco, we shall have the Place of Sao Antonio, similar in purpose to the first.

The most rational and beautiful plan is not worth the paper on which it is drawn, if it is not supported by adequate legislation. The desire to have either broad or narrow streets, small or big lots, high or low buildings—all this must be reflected in the legislation and for each style of plan, one must have also a definite style of legal standards.

We were therefore obliged to prepare a code of legislation suitable to our plan.

Our program was divided into four books:

- a) The town planning enabling act
- b) The building code
- c) The so called social laws
- d) The aesthetic laws.

The town planning enabling act obliges every Brazilian municipality to prepare a town planning scheme. It touches also some of the most important items, as the expropriation, the right of towns to tax the land values growth, the exchange of territories and the general remodelation of a group of owners' property under the direction of a municipal town planning office.

The second book is the building code proper, but it contains also the zoning ordinance. We consider that the town planner should be interested in the parts which will be built over in the future, but perhaps still more important are those parts that should be conserved in a rural state. Our rural zone tries to answer to this necessity, where any urban development will be forbidden.

The social laws are concerned with hygienic and economical housing, the right of the town to destroy or transform the slums, the correction of bad divisions, the creation of satellite towns and the development of playing grounds and parks. The aesthetic laws are chiefly concerned with the conservation of the parks, views and historical and natural monuments.

Rio de Janeiro suffers from a peculiar sort of inundation. The tropical rain is so abundant and the mountain ridges that separate the town represent a surface of accumulation, so that the city drains are overflowed in twenty minutes and streets have often a foot or two of water on their surface. The problem was to separate the city waters from the mountain waters and our hydraulic engineer elaborated a system of small drains parallel to the level curves receiving the waters from a small surface of ground and thus retarding the speed of descent. This system will be tried on a small scale and if it proves satisfactory will be adopted by the whole city.

The difficulties of sewage in some absolutely flat parts of the town can be met, as we hope, by the vacuum system of sewage which proved to be very

satisfactory in Villeneuve-St. Georges, near Paris, during the 15 years of its existence. It is now being adopted by Rouen (France).

Our principal collaborators, thanks to the energy and knowledge of whom our work was able to proceed rapidly and surely, were:

William Palanchon, architect and town planner, Paris.

Arnaldo Gladosch, engineer-architect, Rio de Janeiro.

Antoine Duffieux, ingénieur-hydraulicien, Paris.  
Redont, Jun., landscape architect.

## GREATER LONDON REGIONAL PLANNING COMMITTEE

### III. RIBBON DEVELOPMENT AND SPORADIC BUILDING ON HIGHROADS

In our June issue we were able to outline the organization adopted by the Greater London Regional Planning Committee and to reproduce the Committee's statement on the famous German Lex Adickes, a valuable experiment in the pooling of lands to overcome the difficulty of dealing with a number of land-owners in replanning established areas which have been established without a concerted plan and remain as serious obstacles in the path of intelligent planning. A study of this law by our Canadian reactionary city aldermen, who are doing so much to stem the tide of planning progress in Canada, should demonstrate how near to a national policy modern planning had become on the European continent.

We were also able to reproduce, through the courtesy of *The American City*, some of the diagrams\* dealing with the present disastrous tendencies to exploit the margins of expensive highways by what is called in this report "ribbon development" and suggesting highly interesting regional treatment that will avoid the evils that are manifest to everybody with social sense and will conserve the economic values that are being so expensively created and the amenities of the countryside that are being so recklessly destroyed.

There can be no doubt that the immense amount of public money now being sunk in highways everywhere to meet the demands of motor traffic—in the state of New York it was \$5,000 in 1895 and \$19,000,000 in 1928—will be largely wasted or enormously and needlessly increased unless some new method of marginal treatment is discovered and applied. This is Dr. Unwin's theme in the chapter on "Ribbon Development and Sporadic Building." In an introductory section Dr. Unwin states the case for immediate and effective attention to the subject as follows:

The outward movement from the towns had reached considerable volume before the war, and before the motor transport became a determining factor. New building was, however, generally confined to the more accessible districts, or to fairly compact areas around the suburban railway stations. The motor coach and the private car

have not only afforded the opportunity for increased numbers to live outside the town, but have greatly extended the area of the surrounding country within which it is practicable for a town worker to dwell. The rapid travel possible on new arterial and other main roads has further extended the area falling within the zone of any time distance from the town. The new roads have also offered well advertised frontages which have in too many cases been occupied by an ill regulated assortment of residential, commercial and industrial buildings. These have given rise to obstructions which tend to diminish the traffic bearing capacity of the roadways as effectually as the character of the buildings destroys their amenity. This unsuitable ribbon development along main roads, and the general sporadic building which is spoiling the country, are two consequences of one general movement which, though closely connected, require separate consideration.

When it is considered that highways must be constructed at public cost, no doctrine of individual freedom can justify the freedom of road-side exploiters to ruin the two main purposes for which modern highways are built—efficiency of traffic and the opening up of the unspoiled country for the enjoyment of the people, nor justify the liberty of a few unsocial individuals to increase a public cost which is already a tremendous burden upon a tax-paying community.

Dr. Unwin states the need for regulation and the means for regulation with such close reasoning and illustrative detail that no summary could do justice to the chapter. We are therefore quoting entire this valuable chapter.

### II. RIBBON DEVELOPMENT.

1. *The need for regulation.*—Where no control is exercised over the use of the frontage or main roads, owners may erect continuous rows of dwellings with numerous private motor garages each involving a crossing of the footway and wide margin of the road, and a liability for traffic to meet emerging vehicles. They may erect shops, factories, recreation halls or other buildings which give rise to the congregation of vehicles, their stopping, turning or standing, all of which obstruct the traffic. For certain classes of development owners are likely to

multiply the number of crossroads directly entering or crossing these main roads. Each of such junctions forms a fresh delay and danger point, on account of emerging vehicles.

The capacity of main roads to carry modern traffic is dependent on the degree to which the stream of vehicles can be kept moving free from obstructions, as much as on the width of the roadway. Hitherto when constructing arterial roads, adjacent owners have been left with unrestricted right to use the frontage for building purposes, and to lay out as many branch roads as they desired. Traffic conditions have completely changed in recent decades. Study of the change already evident in the London Region, and of the conditions in the United States where the changes have progressed still further, leads to the conclusion that frontage development on main roads can no longer be regarded as compatible with their efficiency as traffic highways. To continue combining the two purposes on new roads must be regarded as a policy no longer justified. Such attempted compromise between uses which have become irreconcilable should be abandoned because (a) it is not economical; (b) it is dangerous to life and limb; (c) it is destructive of the amenities.\*

(a) *It is not economical.*—What is known as ribbon development is uneconomical because the injury to the road as a traffic artery is greater than the value of the frontages for building use. A cost is entailed, or will have to be incurred, in providing extra width to make up for the obstructions, much greater than any saving which can be made when acquiring the land, by presenting the owners with free use of the frontages.

Experience of the use of main roads justifies the view that a 20 foot roadway with no standing vehicles and few cross junctions, will carry traffic as efficiently as a 30 foot roadway with the turning, standing and stopping obstacles which frontage development involves; and in like manner a 30 foot roadway unobstructed is as good as or better than a 40 foot roadway with unlimited frontage use.

The new arterial roads cost in the neighborhood of £60,000 per mile, or £34 per lineal yard. The extra cost of a 10 foot width of roadway, sufficient for one track of vehicles, is probably in the neighbourhood of £5 per lineal yard. Apart from considerations of delay, if frontage development causes obstruction equivalent to reducing the width of the road by one track, then it is fair to say that it diminishes the value of the road as a traffic highway by the amount of the cost of that track, or £5 per yard. Put in another way, assuming that the traffic value of an arterial road is reduced only to 10 per cent. by frontage development, a moderate estimate, that percentage of the total cost would still be equivalent to £3 8s. 0d. per lineal yard.

To provide for banking and cutting, an average width of about 130 feet may be required for the construction of an arterial road 100 feet wide; on that basis each acre of land would provide for 110 lineal yards of road. To balance the lower figure of £3 8s. 0d., loss of value per yard of road, it would be necessary to make a saving of £375 per acre. Seeing that much of the land for the construction of arterial roads which are generally situated outside the built-up areas, is purchased at figures ranging from £50 per acre to £200 per acre, it is clear that no such saving in cost can be effected. A reduction in price of £55 per acre would represent a saving of 10s. per yard; one of £110 would mean £1 per yard. In many cases it is doubtful whether the saving that can be made on the price of the land by leaving freedom to the owner to develop a frontage without restriction, does in fact represent figures as high as these. Such figures no more approach the value of the depreciation in highway efficiency, than they do the value of the frontage if and when used for building purposes. The injury to costly road surfaces when connections and repairs to service pipes and cables are required for frontage buildings must not be overlooked as an element in the cost.

(b) *It is dangerous.*—Owing to the character of modern motor traffic it has become inherently dangerous to allow building development fronting directly upon the main traffic roadways. Vehicles travelling much less than 30 miles per hour are the exception on the new arterial roads. They would even tend to obstruct the normal flow, which often moves at 40 miles per hour or over. Speeds of from 50 to 60 miles per hour are quite common on these roads. Moving at 30 miles per hour a car will travel 44 feet per second, or 220 feet during the 5 seconds which it takes a quick walker to cross one of the roadways. At 60 miles per hour those distances would be doubled. In face of such speeds the crossings by thoughtless children, short-sighted or hesitating folk, as well as the stoppings or turnings of vehicles, must give rise to danger, for avoiding which only a few seconds are available. A certain proportion of accidents are inevitable in such conditions, however careful drivers may be. When the frontage development is aggravated by the numerous junctions of side roads along any of which vehicles may be approaching, the dangers are greatly increased. Special care on the part of the driver of vehicles moving along arterial roads is needed at every junction. With building roads spaced, as they frequently are, about 120 yards apart, a car travelling at 30 miles per hour would pass one of the junctions in 8 seconds, and at 60 miles per hour every 4 seconds. It is clearly impossible for drivers to exert special care at such frequent intervals, much less to slow down for the junction. In order that traffic may not be delayed unduly, and that danger points may not be created too frequently, cross roads or side road junctions should be spaced

\*Note.—See illustrations in June issue. Ed.



not nearer together than about one third of a mile in suburban areas, and from half a mile upwards in outer districts. Even at a third of a mile cars travelling at 30 miles per hour will pass a junction every 40 seconds.

There can be no doubt that the recent change in the conditions of traffic will mean that the planning of roads, both those required primarily for traffic and those required for building frontage, must be reconsidered and adapted to the new conditions. The general aim must be to secure that fast traffic shall not use roads that are laid out for building development, and that buildings shall not be erected making frontage use of main roads. As regards existing roads, no doubt it will be necessary to accommodate conditions of modern traffic and building development along lines of the best compromises that can be adopted; but in regard to new main and arterial roads, it should be possible that those which are constructed primarily to carry traffic shall be definitely treated as highways and protected from the obstructions and the dangers incidental to frontage development.

(c) *It Injures the Amenities.*—The general outcry against ribbon development has arisen not so much because of the obstruction to traffic as on account of the destruction of amenity which has resulted from the erection of incongruous or ill-designed factories, bungalows or other buildings. The evil effects would no doubt be modified by the exercise of more care in the placing of buildings and by an improved standard in their design. It must be recognised, however, that there is a definite character beauty appropriate to country roads, and a quite different character appropriate to town roads. A successful compromise between the two is not easy to secure; and in any case long lengths of main road bordered by continuous strings of buildings are at best unattractive. Taking into account the prevailing character of the buildings erected, which will only gradually be improved, a continuance of such ribbon development along arterial roads is bound to cause serious destruction of the rural amenity, which dwellers in town or country, whether motorists or pedestrians, all wish to have reasonable opportunity to enjoy.

Fortunately in regard to this question, no conflict between use and beauty can be suggested. The kind of development which diminishes the one destroys the other; and the remedies which will maintain the traffic-bearing value of the highway will also tend to preserve its amenity. This relation is not really singular; for beauty and efficiency are more often found hand in hand than in conflict; and ugliness is more frequently a sign of incompetence than a condition of economy. The harmony, however, is not always as evident as it is in this case.

2. *Methods of Control.*—The development of

land along main roads can be controlled in three ways:

- i. By the purchase of the frontage land on each side of the road.
- ii. By imposing restrictions as to the development of the frontage when purchasing the site of the road.
- iii. By regulating the development through Town Planning Schemes prepared by the various Local Authorities concerned.

These methods may be regarded as alternatives or used in combination, to suit the different circumstances.

i. The purchase of frontage land naturally gives the most complete control, and enables the road authority to secure any increase in the value of these lands due to the making of the road. By the Development and Roads Improvement Funds Act, 1909, Section II, as amended by the Roads Act, 1920, power to purchase such extra land is given in the following terms:

“Where the Minister (of Transport) proposes to construct a new road under this part of the Act, he may acquire land for the purpose, and may, in addition, acquire land on either side of the proposed road within two hundred feet and twenty yards from the middle of the proposed road.”

It will be noted that the power is conferred on the Minister, and only when he purposes to construct a new road. As new roads are generally constructed by the highway authority, and not by the Minister of Transport, who only makes grants in aid; and as many new highways are formed by widening existing roads, this power is not very adequate. The Minister might perhaps use the highway authority as his agent. That would throw upon him liabilities as to the construction and subsequent responsibility for the highway, which he might not wish generally to assume. Of these it should be possible, if not altogether easy, for him to be relieved. Little use has been made of these powers, partly on account of the limitations, and partly because they were in the first instance considered less as a means of controlling development in the interest of traffic, than as a method of securing recoupment of the increased value conferred on the adjacent land by the making of the road. As regards recoupment, apparently the view was taken that a general policy of acquiring the frontage land would not be economical, having regard to the amount of frontage already available on old roads, to the price at which the land could be acquired, and to the interest accruing on the purchase money pending the opportunity to sell for development. While recognising that indiscriminate purchase of frontage might not have been wise, it is difficult to believe that purchase with discretion in those areas in the neighbourhood of London which were opened up by the new roads would not have

been profitable. When comparing the new frontages with those on old roads, probably sufficient allowance was not made for the value of rapid transit which the arterial roads make possible, or for the advertising advantages of sites on the new main roads due to the volume of traffic using them, an advantage which adds considerably to their relative selling prospect.

A good case can be made for purchasing land in many instances, in order to secure the increased values as a contribution towards the cost of the road; and greater use of this expedient seems desirable.

Quite apart from the recoupment of cost through improved land values, however, control is essential

because the efficiency of the road as a traffic carrier, and the satisfaction of those who use it, depend on the character of adjacent development.

A few approximate figures will show the areas of land and the amounts of money involved. The average cost of the new arterial roads around London may be taken as before at £60,000 per mile. An average width of 90 feet for the roads, would occupy 11 acres of land per mile. If the full width of 440 yards were bought, 160 acres per mile would be required. Taking the value of open land at £50, £100 and £200 per acre, the relative figures of first costs would be as follows:—

Land Cost per acre.	Road Costs per mile.	Land Cost per mile for road.	Total for road only.	Additional cost for extra 149 acres.	Total Expenditure
£	£	£	£	£	£
50	60,000	550	60,550	7,450	68,000
100	60,000	1,100	61,100	14,900	76,000
200	60,000	2,200	62,200	29,800	92,000

The last column shows the *initial outlay* in each if the full depth were acquired. But the actual cost would depend on the amount realised for the surplus land. Seeing that this would be purchased at the official valuation, or thereabouts, and that the making of the road would certainly increase the value rapidly in those places which become ripe for development

within a short time, it would probably be a pessimistic estimate of results even with extensive purchase to assess the chance of ultimate loss on the land at 10 per cent.; and an extremely pessimistic one to put the possible loss at 20 per cent.

Taking these figures, the comparative ultimate cost per mile of road in each case would be as follows:—

Average cost of Land per acre.	Cost if Land for Road only purchased.	Cost if full margin purchased and loss of 10% realised.	Cost if margin loss of 20% purchased and realised.
£	£	£	£
50	60,550	61,295	62,040
100	61,100	62,590	64,080
200	62,200	65,180	68,160

In other words with the cheaper land, and an average loss on resale of 10 per cent., the cost of the road would be increased by less than 1¼ per cent.; and with the dearest land taken, and an average loss on resale of 20 per cent., the cost would be increased by less than 10 per cent. For incurring the slight risk of this extremely unlikely increase in cost, the efficiency of the road could be increased to an extent certainly greater, and its amenity preserved or increased even more decisively.

The above figures are merely given to show that even if purchase were adopted extensively outside the areas where recoupment to some extent would be almost certain; and if allowance be made for the fact that building use of the actual road frontage

could not be allowed, the order of loss which at the worst might have to be faced on the land would represent but a moderate price to pay for the increased traffic capacity and improved amenity secured thereby.

If control through purchase of frontage land is to be used generally, power to buy will have to be extended to highway authorities, and some limitations removed. The Middlesex County Council have already obtained certain powers by private Act; and section 83 of the Public Health Act, 1925, makes clear that some powers are already possessed by Local Authorities. In view of the importance of securing suitable development adjacent to highways, it is to be hoped that all obstacles to the free use of

frontage purchase will be removed, and that highway authorities will make greater use of this method in suitable cases.

ii. The method of procedure by restrictive covenants, arranged when purchasing the site of the road, would prove more valuable if the alternatives in reserve were less encumbered with difficulties. It must be admitted, especially in view of the expectations already established, that land for the site of the road could not be acquired on such favourable terms if restrictions on the use of the frontage for building, and on the number of access roads, were to be part of the bargain. Many owners assert, however, that these wide traffic roads do not attract frontage development. In such cases they could hardly claim limited use of the frontage as justifying much increase of price.

The effect of a main road on the value of the adjacent land is largely dependent on the character of planning and treatment. It is not always the actual frontage which is specially attractive, but the extent to which access to the highway increases the opportunities for rapid movement to all places of resort. Where the actual frontage is specially desirable for building, such development can be arranged without detriment to traffic by the provision of service roads or drives, separated from the through highway by strips of grass and shrubs, and affording connection with the highway at suitable intervals.

For residential use such an arrangement, suitably adapted to the nature of the site, has advantages which experience of parkway construction shows are recognised in the increased values created. Several such methods of planning are here shown.

Where there are reasons against purchase of frontage, the method of regulation through agreement when acquiring the site of the road, offer a valuable alternative. There is no justification for owners to expect that they shall have the right to build up to new highways, without incurring any of the frontage charges which would fall on them or their lessees if they built elsewhere. Such privilege when exercised is worth much more to them than any concession which they are willing to make on the price of the land. In view of the injury to the traffic carrying capacity of the roadway which it is now clear such unregulated development much cause, it is considered that in future no land should be acquired for the sites of new main roads without reserving to the highway authority adequate control of frontage use. In some cases agreement may be possible on reasonable terms in reference to roads where land has already been acquired; probably, however, the third alternative may generally prove to be the most effective method to adopt for securing control in the case of existing roads or where the land has already been purchased for new roads.

iii. There are many advantages in using town planning powers for the purpose of exercising the

needed control. The problem is essentially one of planning. No one method of treatment is suitable continuously along a road. The arrangement should vary with the contour of the land, the type of development, and many other conditions. Restrictive covenant imposed by agreement, or otherwise, may secure some of the desired ends; but only by close co-ordination between the character of the road and the character of local development can the restrictions be made helpful instead of embarrassing, so that full advantage may be taken of the general convenience conferred by the main road, without either obstructing local traffic, or spoiling its amenity.

To illustrate the variety of alternatives which may be adopted, ranging from cases where parkway treatment with no development is desirable to other cases where building development is required along both sides of the road, Illustrations 20, 21, 22 and 36 have been included. They are all designed to avoid frequent junctions with the main roadway and to discourage standing vehicles along it. The amenity of the roadway can be preserved, either by suitably controlled building, or by maintaining belts of planting and open land between the highway and the building development. By way of contrast a sketch is included showing the conditions which it is desired to prevent.

### III. SPORADIC DEVELOPMENT

Quite apart from its disadvantages in connection with new arterial roads, sporadic building is a serious evil on account of the needless costs which are involved in the distribution of all the services associated with urban development. Excessive liabilities for water supply, drainage, sewage treatment, gas, electricity, and transport are put upon the local authorities or the supplying companies by haphazard development, to say nothing of the increased cost of postal, telephone and all other distributive services. It is not reasonable that individual owners or developers should be able to build wherever they like, regardless of the cost to the community or of the injury which they do to the beauty and the amenity of the countryside. Such an unregulated right to build anywhere, is quite inconsistent with any system of planning; and sufficient control to prevent its abuse to the public detriment is urgently required.

In connection with existing or new main roads, circumstances are found where considerable set back of any building development is desirable, on account of the nature of the ground, to preserve special beauty, or to create an adequate parkway strip. The conditions may require building to be excluded from certain land in order that they may be grouped more conveniently about special centres, or focal points, where communications are good and services can economically be provided. If these cases occur in relation to land having a considerable prospective building value in excess of that based on present use, they would present the same difficulty as regards

compensation for this value as that which arose when dealing with the provision of open space in Memorandum No. 1. The power to adjust such prospective value between owners which is needed in relation to open space generally, is required equally in these cases, if unsuitable sporadic development is to be regulated. Such regulation is needed not only in the interests of traffic, but also to secure a more economical and satisfactory distribution of the population, and one that at the same time will afford ample opportunity for those who desire it to live in rural surroundings.

With such means available for preventing cases of hardship to individual owners, the needful powers to regulate the distribution of development would

become practicable. Sporadic building could be checked by requiring that a planning development scheme should be approved before building development could commence. While it is believed that the additional powers suggested, or others having a similar result, will be necessary to the effective carrying out of Regional planning, considerable progress can undoubtedly be made meantime. Many of the problems need much further study. Greater use of existing powers can be encouraged, and the many efforts that are being made to cope with the problems here dealt with can be co-ordinated. The Greater London Regional Planning Committee can assist in this work, concurrently with the completion of the plan and further reports embodying its suggestions.

## NEW HOUSING ASSOCIATION FOR NEW YORK

The new Housing Association of the City of New York, which was founded on June 4 at the office of Alfred E. Smith, former Governor of New York State, seems to be aiming at something more than a propagandist organization and to be seeking power to jump the American difficulty in relation to the grave problem of civilized housing for the lower-income multitude.

This difficulty, if we understand it, is a doctrine, not held universally but preached persistently by the ascendant majority, that the provision of houses for working families of small income is a trade privilege, by some sort of divine right, which, if not done by the trades concerned cannot be done by anybody else, even though millions of people cannot get civilized living conditions within their means. The fact has been admitted, time after time, that "the great mass of the people of New York" are badly housed. "A third of the city's population—over two million people—live under unsatisfactory, many under distressing conditions, some under disgraceful conditions. For thousands, home is a mockery." Yet the ascendant doctrine is that this is not a free field for social science, when it comes to actual building of houses; that massed power, which solves so many other problems, must just argue and advise and wait till a number of isolated individuals see enough money in the job to take it on. Meanwhile more reports are written and social science, which knows how to assemble power and even to finance such difficult problems by cutting away the adventitious and parasitic growths that have created the problem, is bidden to keep its hands off and not "go into trade". And meanwhile trade finds quicker and better returns in expensive and gorgeous apartments. One answer of the rigid doctrinaire is that if working families have not sufficient income to find decent housing for their families their wages should be increased—which seems to be an incitement to in-

dustrial war, since strikes are the common and often the only means by which working men can increase their income.

A shrewd observer remarks for our benefit:

The suggestion of raising the wages of the working class in order to bring the cost of housing within their budget limits seems puerile and not in accord with fundamental economic law. As this question affects approximately three fourths of the earning class, it is evident that a general raise of wages would be impossible in actual practice except by gradual evolutionary process which takes too many years for accomplishment.

Assuming, however, that this could be done, it is evident that the same raise of wages would apply to the excavator, hod carrier, cement mixer, roofer, glazier and practically all labor connected with the building of houses as well as the labor producing all basic material such as, iron, lumber, etc. Thus, the raising of wages would automatically increase the cost of the house not merely by the amount of said wages but all the other accruals concomitant with modern house building, namely, interest, carrying charges, profits, commissions, financing costs, etc.

It is evident that the problem is not a matter of wages but of serious disproportion of the cost of a basic necessity as compared with the income of its consumers. There is but one way to meet the situation and that is to reduce the cost of such commodity to the level of the income scale."

The new organization, we read, "will have such a financial structure that it will be able to loan or invest in well-planned, low-cost housing enterprises" which means, we trust, that it will show private enterprise how the job can be done, by practical demonstration from finance to proper planning, and thus release an immense amount of potential labour and raise the standard for all time of housing ac-



commodation for lower-income groups. There is no doubt that in European countries public enterprise has shouldered the task of showing private enterprise not only how this job could be done but also that it was worth doing, both from a business and national point of view. In the English garden cities there is no unemployment problem. As soon as new houses are needed, they are built, and they are needed all the time. The problem there is a social problem, on the conscience of the community, and the supply of houses is not considered the private right of any trade interest.

It was manifest that Governor Smith, during his term of office, had come to the conclusion that the old doctrine had run to seed and some more vigorous planting was needed in the social field. He made one or two ventures, as public official, but was immediately blocked by the doctrinaires. The new association was founded in his private office and Mr. Smith has been appointed president. His manifesto we quote at the end of this article. He is clearly anxious to do, as the leader of a voluntary public organization what he could not do as a public official.

The organization is to be managed by an executive of significant men and women who do earnestly desire a better chance of decent living for American working families of low income. It is to make further studies and disseminate information and is to seek co-operation with other progressive associations interested in better housing and better planning. It will seek to promote enforcement of present housing laws and stimulate the rehabilitation of blighted districts and will study experiments in low-cost housing in New York and elsewhere, which may perhaps mean that the immense significance of European experience will not be absolutely despised. It is to be "an altogether new type of agency" and will be prepared to invest money or lend money, presumably at low-interest rates, since the present interest rates are largely responsible for the dearth of low-cost housing.

This seems to give promise of expansion of the idea that if ordinary business, with even expensive mortgages, does not find it worth while to provide available homes for working families, with room to live and pleasant surroundings, there should be a clear field for social organizations who see national demoralization in present conditions, to take up the job in a scientific spirit and scrap some traditions for the higher objective of national health and well-being.

In accepting the presidency of the new association, says *The American City* the former Governor said:

We give billions every year for philanthropic purposes. Huge foundations are being established for everything under the sun except housing. We spend hundreds of thousands of dollars to study crime and delinquency and disease, and do nothing

to remedy what has been pointed out over and over again as the fundamental cause—bad housing. We have foundations for orphanages and schools and colleges, and do nothing to provide wholesome homes from which the students are to come.

It is my hope that when the preliminary studies of this association have been completed, and the facts are laid before the citizens of New York, they will take the necessary steps to put housing on a substantial basis by the establishment of a well-considered housing foundation, empowered to invest in such a program.

No sensible person will deprecate further research into this important subject. Much has already been done in the United States and far too little in Canada. The subject touches property interests, and property owners, and research bodies, if they are not strong enough to drive for the facts in a scientific and independent fashion, are apt to be warned off by comfortable patriots and rent collectors. The task of the association, it seems to us, is to find a band of incorruptible investigators who will record facts in the spirit of medical science and scorn to mess up the truth to please any financial interests.

Much courageous research has, however, been done, and sociologists everywhere on this continent will be waiting to see whether this association is really to be a "new type of agency" courageous enough to attack traditions that have proved themselves sterile and inefficient to solve a great social problem and drive for new methods that have not yet won public approval outside a small group of anxious students who are convinced of the bankruptcy of past methods and are profoundly concerned at the social demoralization and the immense mass of suffering and depressed health and happiness that are the inevitable entail of slum dwellings.

We believe that the Michigan Housing Association has completed studies that point the way to a solution of the problem, involving great economies in the cost of housing, with first rate comprehensive planning, such as Philadelphia has not yet conceived. It claims to have the advantage that it is entirely American, which will seem important to patriots, though it does not seem important to us. The problem is human and not merely national and the man who is not hospitable to ideas, whatever their source can do little lasting work in this field.

Our interest in this new association for better housing for lower-income families is first sociological, but secondly, the whole continent, including Canada, is looking for some successful example of comprehensive planning and housing for low-income families, who know no magic way to raise their incomes and secure civilized home conditions. Any such example will be followed sooner or later, for the problem is acute. Any "prosperity" that leaves vast numbers of families living "in two or three small rooms of which but one is adequately lighted—and often, even

not that one—and none of which is adequately ventilated; rooms that in the hot summer days and nights become as inferno of torture to little children, the sick and the weak” needs the searchlight of humanistic investigation and the determined efforts of good men and women to find some solution of the problem that is governed by something finer than the incentive of gain.

## News and Notes

### NEW ZONING BY-LAW FOR VANCOUVER

The city council of Vancouver has recently adopted a zoning by-law which is probably as comprehensive and complete as any yet adopted by a Canadian municipality. It is a striking indication that the people of western Canada have decided that the day of promiscuous development of a big city has passed, and that it is just as necessary for the protection of the owner of property as for the general community that there should be order in development; that disorder in city building is just as destructive and wasteful as disorder in any business, though a few may make a dishonest gain thereby.

By the provisions of this by-law the city is divided into ten districts designated as follows:

- a. One-family dwelling district;
- b. Two-family dwelling district;
- c. Three-storey multiple dwelling district;
- d. Six-storey multiple dwelling district;
- e. Local commercial district;
- f. Three-storey commercial district;
- g. Six-storey commercial district;
- h. Six-storey light industrial district;
- i. General business district;
- j. Heavy industrial district.

In the one-family district the site area is specified as at least four thousand eight hundred square feet, which may be taken to mean that 40ft. is the minimum width of lot desired, in the two-family district the site area for each family or house-keeping unit is just half of the one-family district, and in the three-storey multiple dwelling district the unit is the total area in square feet divided by 750.

In the general business district the height of buildings is fixed at one hundred and twenty feet or ten storeys, provided that in the case of a building containing a base of seven thousand square feet or more, the main portion of such building may be surmounted by a superstructure, the area of the base of which shall not exceed one-third of the base of the main portion, and that the height of the building with such superstructure shall not exceed 200 ft. and a total of eighteen storeys.

A zoning by-law, like any other legislation, will soon be ineffective if it has not public opinion in favor

of enforcement. There is this to be said in support of the view that the by-law in Vancouver will be effective. It has been adopted very largely because those most directly concerned with real property have come to realize how disastrous to property values is the liberty to individual property owners to develop their property in any manner they think fit. To some property owners the passing of such a by-law appears to be a great hardship. They bought when restrictions were few, and hoped to sell for a purpose quite alien to that prevailing in the district, so as to gain unusual profit by the departure. But such profit has been too often gained at the expense of others who had no part in the transaction, and when the greater part of taxation for municipal needs is obtained from land values, the community cannot afford to consent to wholesale depreciation of values for the advantage of one or two landowners.

Provision for appeal against any ruling of the by-law is made by the establishment of a Board of Appeal, consisting of three persons, one appointed by the council of the city, one to be appointed by the lieutenant-governor-in-council of the province, and the third member, who shall act as chairman, selected by these appointees. This provision will be watched with interest, and it is to be hoped will be more successful than the appeals which are so often made to municipal councils to amend by-laws to suit the wishes of those who are always urging that restrictions prevent development. — *Canadian Engineer*.

### LONDON, ONTARIO, SCRAPS ITS ZONING BYLAW

London, Ont. has scrapped its untried zoning bylaw,—which has cost \$10,000 and ten years of voluntary labour on the part of the town planning group—apparently to secure “self-determination” or to escape from the control, in zoning matters, of the Ontario Railway and Municipal Board. “We are trying to accomplish the same object under local control instead of Toronto control,” said the mayor.

The zoning bylaw is to be replaced by a new building bylaw, says *The Advertiser*, under which control of areas and buildings will be vested in the city council and regulations subject to change at its wishes.

“Col. Ibbotson Leonard, chairman of the Town Planning Commission asked that the zoning legislation be given a fair trial. His plea fell on deaf ears and Col. Leonard announced that he would have nothing to do with any committee formed to draft a new bylaw.”

“You will have different rulings from every council,” said the city engineer.”

“Don’t forget that this has been in the hands of 10 councils,” said Col. Leonard. “It was put in my arms by a council. If you are going to get

control, this is what will happen: You say something is no good and you will revise it. Will not the same thing prevail in respect to everything else if the by-law is to be changeable at the whims or wishes of a council? Will that tend to permanency? You are reasonably safe in the hands of the board."

A building bylaw has enough to do to attend to the safety and health features of structures. Zoning is concerned with the arrangement and districting of buildings and has sociological and artistic implications that require special study and knowledge as distinct from the equipment of a building inspector as the work of a landscape architect. The building code, as it is, is usually a ponderous document read by nobody except the building inspector and usually decades out of date. To add to it all the intricacies of zoning will be to create a civic white elephant and to mess up separate studies that are best kept apart.

We fear that one or two building interests in London have beaten a very fine band of public welfare students and workers in a struggle for intelligent planning and that a large number of other property-owners, and especially the class that should receive the greatest consideration, the builders of separate homes where families can have room to live and gardens to cultivate, will have to pay the price of the present city council's retrograde movement.

Experienced students of planning, like Colonel Leonard and the city engineer, know quite well that zoning under a building bylaw and at the mercy of successive city councils will not work and we do not wonder that Colonel Leonard has declared that he will have nothing to do with the present proposal.

The scrapping of the zoning bylaw by the London city council will probably be used by reactionary city aldermen in other cities as an argument against planning, while the important fact will be ignored that the London zoning bylaw has not yet had a trial and has so far been no more than a subject for council discussion—carried on for ten years, and messed up all the time by the clamorous demands of one or two apartment building interests, while the larger interests of the body of separate home makers have had for their defence merely a group of public-welfare advocates.

Our sympathies are with the local planning group who have toiled for a decade, without remuneration or thought of remuneration, for a public cause that is now in ruins. We do not expect much light and leading on the zoning problem to come from London, Ontario, for many years. As the city engineer forecasts, there will be different rulings by successive councils and building interests everlastingly on the doorstep of the council asking for further scrapping of the law to suit their convenience. While the

provincial zoning law is not ideal Colonel Leonard was right in advising the council that it does give a certain stability to the movement and does not leave the law at the mercy of wire-pulling accommodationists.

#### PLAN FOR WINDSOR

The City Council of Windsor, Ontario is considering the semi-final report on a comprehensive plan for the city, presented by Mr. Thomas Adam, who has previously supplied a preliminary report. A final report is promised some time next month.

*The Border Cities Star* thus outlines the present report:

The report would separate the entire city into a series of seven master zones. Three would regulate construction in residential zones. It creates two classes of business zones and one commercial and one industrial zone. It deals in generalities only, and makes no attempt at this time to definitely define the boundaries of any of the seven zones.

It may be assumed however, that Class A, B and C residential zones in one part of the city may be duplicated in other parts and the same might apply to the business and industrial districts. It is also safe to assume, in regard to the commercial zone, that it will include the present business district.

#### Suggests Bylaw

At the outset, Mr. Adams states that the drafting and passing by the city council of a general zoning bylaw will be recommended in his final report and with this object in view, he delves into the details of the general scheme of regulations and restrictions which should be applied to the various zoning districts. These, he suggests, should be carefully studied by the council, between now and September in order that further proposals may be considered then when a final and comprehensive report defining each proposed zone and the boundaries thereof, is presented.

"At this time," the report reads, "we merely give an outline of the district which a comprehensive zoning law should provide for the future regulation of development in Windsor, and in areas which undoubtedly will be annexed to or amalgamate with that city. Informal discussion of these suggestions is invited so that we may anticipate any objections before submitting more definite recommendations."

Alternative plans are provided for the development of a civic centre.

### QUEBEC CITY AUTHORIZED TO SPEND \$50,000 ON CITY PLANNING

By an amendment to the provincial Act establishing a Town Planning Commission for the City of Quebec the city has been authorized to spend \$50,000 on a comprehensive plan for the city.

The trouble with the commission, about which much was written and of which much was expected, chiefly because of its unprecedented powers in the direction of architectural control, was that no proper provision was made in its original mandate for financing any scheme of planning which it might create. We are not quite sure that the amendment recently passed will lead immediately to the inauguration of a plan for Quebec City. The City will have to decide whether it will use the powers conferred upon it by the provincial Government. We understand that there is a tentative promise on the part of the provincial Government that if the city manifests sufficient activity, assistance will be forthcoming from the provincial treasury.

It looks as though some public organization is necessary, including the women of Quebec, to give public opinion on this important question a chance of expression. Mr. Cauchon is invited down periodically to give public addresses on the subject, which are always warmly "featured" in the newspapers, but there seems to be no organization of opinion—such as might be formed by the service clubs—to make articulate the demand of the citizens of Quebec for a comprehensive Plan for the ancient Capital. No visitor can spend a day in the city without seeing the need for a planning movement. There is a crying need for conservation of the old attractions of Quebec as well as for an intelligent plan for modern needs.

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### SUBURBAN PLANNING FOR QUEBEC PROVINCE

There was passed in the closing hours of the last session of the Quebec legislature a remarkable amendment to the Municipal Code which gives planning powers of wide significance to suburban areas. If taken seriously it will stem the tide of jumble and degenerate building in the suburbs of cities, which sooner or later will be the despair of all intelligent development for expanding cities.

Briefly it gives power to control the heights of buildings, zoning powers, the area and spacing of buildings, and advanced architectural control—"prescribe the architecture, dimensions and symmetry of buildings."

The amendment is a remarkable testimony to the growth of the conviction in legislative minds that something should be done in the direction of regional planning in suburban areas to arrest the prevailing ugliness of suburban development, which must sooner or later be paid for by the tax-payers of the established area.

The amendment is enabling, and not obligatory, and its utility will depend upon the intelligence of the suburban authorities. If the suburban authorities are satisfied with the prevailing hodge-podge development and are unaware of the splendid opportunity given them by the legislature to plan their areas for efficiency, attractiveness and beauty, the enabling amendment will be of little immediate use, beyond launching an idea, unless there is some educational agency like the Alberta provincial advisory planning board to make the idea intelligible and practicable. Planning legislation in the Maritime provinces has been practically sterile, because there was no central agency appointed to interpret the planning acts to the municipalities concerned.

Anyhow, the amendment, as we say, is remarkable testimony to the spread of the planning idea in legislative minds, and if some courageous suburb, ambitious to preserve its amenities and order its development on modern lines for its own preservation and prosperity should catch on to it and profit by it, there would be others who would follow the lead.

There is so much discouragement in the planning field that it is a special pleasure to quote the Quebec amendment:

14. The said Code is amended by adding thereto, after article 392 thereof, the following article:

"392a. Every local corporation, the territory whereof adjoins a city whose population is twenty thousand souls or more, may make, amend or repeal by-laws: to regulate the height of all buildings, chimneys, stacks and other structures; to prevent the construction or maintenance of the buildings, walls, stacks, chimneys and other structures as are not of the required stability, and provide for their destruction; to prescribe the depth of cellars and basements, the material and methods of construction of foundations and foundation walls, the manner of construction and location of drains and sewer pipes, the thickness, materials and construction of party walls, partitions and outside walls, the size and material of floor beams, girders, piers, columns, roofs, chimney flues and heating apparatus; to regulate the location within the municipality of trades, businesses, industries and buildings designed for specific uses; to divide the municipality into districts or zones of such number, shape and area as it may deem best suited for the purpose of such regulation, and, with respect to such districts or zones, regulate and prescribe the architecture, dimensions and symmetry of buildings therein, the area of lots which may be occupied by buildings, the distances to be left between buildings and the distance from the street line at which any buildings may be built, and to regulate the character of the trades, businesses and industries; to compel the proprietors to submit the plans of buildings to the building



inspector or any other officer and to obtain from the latter a certificate approving of the plans and authorizing the work; to prohibit the construction of buildings and structures not conforming to the by-laws, and to direct the suspension at any time of the erection of any building as does not conform to such by-laws, and to cause the demolition, if necessary, of any such building erected after the coming into force of the by-laws authorized by this article.

The by-laws adopted under this article can only be amended or replaced by another by-law which shall be submitted to the vote, by secret ballot, of the electors who are owners of immovables situated in the district, zone or street to which the proposed amendment or repeal applies."

We understand that the municipality of Sillery, adjoining Quebec, has already commissioned Mr. Noulan Cauchon to draft a zoning bylaw for its area. If this should escape the customary obstruction of reactionary aldermen and become law, an excellent opportunity will be afforded the municipality of Sillery to assume leadership in suburban development and to show appreciation of far-sighted legislation by putting it into practice.

#### CANADIAN

London, Ont., July 10.—The city council spent several hours this afternoon discussing the zoning by-law, and decided to scrap the proposal, which has cost about \$10,000 so far, and frame a new building by-law. Under this the city, and not the railway board, will control the building by-law.—*Hamilton Spectator*.

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Hamilton, unlike London, Ont., has no zoning bylaw.

This city has a zoning map for which the local town planning board paid just \$1200. London paid \$10,000 for its zoning bylaw, which the city council scrapped last night in favor of the old building bylaw.

Here the erection of buildings is regulated by the building bylaw subject to restrictions imposed by the restricted areas bylaw. This gives the city council full authority and obviates expensive appeals to the railway board. The zoning map hangs on the wall of the board of control chamber and a \$1200 aerial map hangs on the wall of the committee room in the city hall, but they are rarely consulted.—*Hamilton Herald*.

#### TOWN PLANNING AND EMPLOYMENT—WINNIPEG

The managing secretary of the Winnipeg Civic Progress Association, whom certain of the aldermen would probably describe as an "outsider", has this to say, in a letter to *The Tribune* on the Winnipeg planning situation:

"At last night's meeting of the city council, Alderman Flye dismissed as absurd this Association's assertion that Town Planning would create employment. Whether the commission be composed of voluntary citizens, or of professional experts, or of a group in the city council itself, the fact remains that such a commission or a committee would, after careful consideration, suggest certain necessary undertakings or improvements, which undoubtedly create employment. The fact also remains that until Winnipeg does have a commission which will survey the entire city with a view to suggesting these improvements and undertakings the development of this city must necessarily be retarded and much necessary employment be withheld.

True, there is a Town Planning committee of the city council, but some of the members themselves admit that they cannot begin to deal with even the minor problems that confront this committee. How then can the city council expect to present to the people a comprehensive plan or series of plans for the improvement of the physical layout of the city? Necessary undertakings, such as a new crossing of the C.P.R. tracks, a cross-town highway, parallel motor routes, bridges, playgrounds, etc., all of them, fitted in to make a harmonious whole, are awaiting the consideration of some sort of commission of experts—and may we remind Alderman Flye, all of them would create employment for our skilled and unskilled Winnipeg workmen.

This Association is not concerned with the personnel of the commission which has been proposed, nor is it even concerned with any of the details connected with the operation of such a commission. But it is voicing an absolute fact when it states that we have no competent commission at the present moment engaged in this important work, and we submit that the great mass of citizens are in favor of the appointment of some body of men, who will commence immediately to study this question of City Planning. The association further submits that any alderman who insists that the city council itself do this work—when he knows perfectly well and past history proves it, that the city council cannot do this work—is certainly not doing very much to provide employment for those who helped to elect him.

We are quite aware, of course, that the creation of employment is only a side issue as far as the function of Town Planning is concerned, but it is a very important one as far as the Winnipeg workman is concerned—and it is for this latter reason that the Association takes issue with Alderman Flye on this phase of the question. It is to be regretted that he and some other aldermen have shown an absolute disregard for the workers, whose welfare they profess to champion, by denying to them the employment which would be theirs through the construction work resulting from a comprehensive plan of civic developments."

## WINNIPEG

Our latest information on the Winnipeg town planning situation records the city council still wrangling over the appointment of a Town Planning Commission. Mayor Webb, and, apparently a majority of the city alderman, are heartily ashamed of the poor quality of opposing argument. There is a large body of responsible and intelligent citizens demanding action; the newspapers and important civic organizations are deploring the delay and arguing ceaselessly for a strong and modern town planning policy for the city; a commission has been proposed, containing several members who have given years of study to the problem and are willing to serve in any capacity. Yet the newspaper reports such city council conversations as the following:

Alderman McKerchar said he was not opposed to town planning. The city had already a town planning committee, which was doing effective work. The problem should be in the hands of the city's elected representatives, rather than in those of outsiders, who were in no way responsible to the citizens.

Winnipeg had technical and highly-paid officials, well qualified to advise the council with regard to town planning. On the outside they had men "who addressed service clubs and anyone else who would listen to them." Yet these outsiders were untried and council knew very little about them.

Alderman McKerchar said these men talked about New York and London.

Alderman Blumberg: "And Paris."

Alderman McKerchar: "Yes and Jerusalem." (Roars of laughter, in which Alderman Blumberg joined heartily.)

Alderman McKerchar remarked that eight of the nine citizens proposed for the commission resided in Ward 1, and the ninth in St. James. These people "wept over north Winnipeg, but from north Winnipeg comparatively little is heard. The commission might properly be called the Fort Rouge Town Planning commission."

The alderman said he had nothing against the members of the proposed commission, but he was bound to think that the matter of personal interest entered into the situation somewhere.

There seems to be no clear thinking as to the functions of a Town Planning Commission. Such a body is nowhere intended to be composed of town planning experts; though sometimes, by good luck, men of expert experience are willing to serve on such a commission without remuneration in order to get some good planning under way. Such commissions do voluntary and necessary work for the city which city councils have shown themselves everywhere—and not least in Winnipeg—unable to perform, because they have not time, among their multifarious duties, to undertake the necessary studies.

They ask for no salaries; they spend no money without the sanction of the council. At the proper time and after thorough investigation they recommend to the city council the appointment of experts to undertake the necessary technical work, and even then the decision will rest with the city council. They appropriate none of the prerogatives of the city council. They are an advisory body of well-known citizens, able and willing to give special attention to special problems, which the city council has not time to attend to.

Yet these opposing aldermen are scoffing at them as windbags "who address service clubs and anyone else who will listen to them", as "outsiders" and men who talk about London, New York, Paris and Jerusalem! and men who are moved by personal interest! They insisted on appointing a zoning committee of the council, in order to shut off "outsiders"—meaning responsible citizens who did not happen to be members of the council—and had to be told by one of the council members of the zoning committee that the committee was only skimming the surface of the town planning problem.

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## A DISAPPOINTING MOVE AT WINNIPEG

On going to press we learn that the Winnipeg City Council has appointed a Town Planning Commission composed of seven members of the council and three citizens yet to be named.

We reprint the comment of the *Winnipeg Tribune*:

## A Spill for Town Planning

After much controversy and no small waste of heat Town Planning has been taken under the wing of the City Council. There is still a pretence of outside participation but it is not to be taken seriously. The master performers in town planning will be the mayor and aldermen of the City of Winnipeg.

There was a clash of two clean-cut ideas:

No. 1. That the work of town planning should be carried on by a commission in which the City Council would have representation but whose main initiative and driving force would be derived from citizens willing and competent to serve;

No. 2. That the commission should for the most part consist of members of the City Council aided by a smaller number of members drawn from outside sources.

In the one case the weight and authority of the commission would rest with competent citizens free from aldermanic entanglements. In the other case aldermanic influences would predominate. The latter principle has been upheld by the City Council.

There is some reason to believe that the City Council in making its decision did not examine the question on its merits. It appears to have acted in the belief that its capacity was challenged; that the

underlying reason for giving Council a minor part in the direction of a Town Planning Commission was a veiled suspicion that Council was not to be trusted, and that to concur in such proposals would be its own confession of aldermanic incompetence.

If Council was guided by these considerations it was falsely guided and it passed judgment on a big question in a small way. It is quite beyond the power of the Winnipeg City Council or any other City Council to devote the necessary time and thought to a question as involved and complicated as that of town planning.

A City Council is doing very well if it performs satisfactorily the ordinary routine business that comes before it. Town planning is highly specialized work requiring considerable technical knowledge and complete exemption from the small influences that restrict an elective body.

If the thing is done it is done, but the City Council would display elements of bigness if it found a way of undoing it. The City Council should welcome a system of carrying on town planning that freed its members from the annoyances and interferences that will go hand in hand with aldermanic responsibility. The system it has set up invites these things. It makes them inevitable. And with such a system our town planning is more likely to make for confusion than for intelligent provision for the city's development.

Adhering to its present position the City Council should realize that it has taken the whole business of town planning into its own hands. The inclusion of three outside members will not deceive anyone. It will not establish a divided responsibility. The influence of the three would be lost in the preponderance of aldermanic authority. Playing such a feeble role it will be difficult to discover three citizens who can be persuaded to play it. If they can be prevailed upon to act they can have no delusions as to what they are there for and how cramped, circumscribed and ineffective will be their labors.

#### THE ENGINEER

Mr. A. G. Dalzell, M.E.I.C., president of the Town Planning Institute of Canada, continues his self-appointed task of calling the attention of his fellow engineers to the opportunities of public service which their peculiar relation to society offers.

In the current issue of *Construction* he has a thoughtful article to which he gives the title, "Engineers and the Future of Civilization." He bases his argument upon discussions of the general theme by eminent authorities in the United States. He points out that our present civilization is based in large part upon the work of the engineer, and yet engineers maintain so little professional pride that they allow the true ethics of their profession to be

overborne by the ideas or interests of other classes.

He cites the recent case of proposed town planning in Toronto. The plan was drawn by engineers after investigation and careful study. Opinions about it were freely expressed by labor, social, sporting and other organizations, but the citizens "looked in vain for a single constructive opinion from any association of engineers, civil, mechanical or electrical, though all will have to take a direct part when any city planning is done." Communities in this way have been placed in a precarious position because engineers have given too much regard to the opinions or wishes of others and too little to their own responsibility, as a body of professional men, for the welfare of society.

Mr. Dalzell, as his position shows, is qualified to form an opinion upon the important subject with which he deals, and his writing proves that he is equally qualified to express it. If there is any answer to the criticism he offers of the present ethical position of the engineering profession, that answer should be forthcoming. If not, then the movement that will bring engineering into line with law and medicine as a profession having its own code of duty to the public will soon be overdue.—*Ottawa Citizen*.

#### GARDEN CITIES AND UNEMPLOYMENT

Letchworth, the First Garden City, north of London about thirty miles, has now a population of nearly 15,000, and a large number of varied industries that tend more and more to make the town self-contained, while detracting in no way from the orderly development based on the original plan, since the industries have their special district and do not encroach upon the residential sections.

While the name Garden City would seem to indicate to those unfamiliar with the basic principles of this movement an exclusive attention to pleasant home surroundings the fact is that equal emphasis has been placed upon industrial development from the beginning, and industrialists soon recognized the advantages of an industrial area specially planned for their needs and not interrupted by sporadic residential buildings, while the attractions of land obtainable on practically perpetual leases, at low figures, with room for expansion and with cheap power and plenty of light also brought industrialists who were anxious to carry on established industries under better conditions and who wished to experiment without large outlay in new enterprise.

It will be understood that all land is in public ownership, let out on long leases, with all the iniquities of the old English leasehold system abolished and with all the security of private ownership and the added advantage of a protected environment, so that no person can injure his neighbour by promoting incongruous development.

The urban section is surrounded by an agricultural belt which will not be destroyed by the needs of an increased population but will remain agricultural for all time, and so make impossible that continuous urbanization of rural surroundings, which is the characteristic of most towns that everybody knows. The limit for the urban population has been placed at about 30,000 and when this is reached a new movement will be started for another garden city. The dream of the founder was that there should be a chain of such new towns all over England, so that the congestion, ugliness and inefficiency of the fortuitous town, familiar to everybody, would be rendered impossible in these towns, by the application of scientific foresight or preventive social science.

This was called a "peaceful revolution" by its founder. Two such cities have been built. They have proved themselves economically and socially successful. Infant mortality rates are down to fifty. They have not afforded large fortunes to a small group of men and left the communities a mass of struggling helots. They have distributed the benefits of social and industrial progress over the whole community and that without any interference with private and personal initiative. Indeed the large number of organizations for enriching the lives of the community has shown that personal initiative grows best where the social background is as definite a study on the part of the responsible officials as the provisions of such public utilities as water, light and sewerage. Drama seems to be as lively a pursuit at Welwyn Garden City as football and tennis, and just as the city can make its own bricks so the citizens make their own drama.

Howard's idea of "a chain of garden cities" is not to be allowed to die. In high government quarters the confession is made time after time that Howard's idea for the distribution of population and decentralizing of industry is socially and economically sound. A booklet has been issued called "A Camp of Refuge" in which it is argued that the building of such new towns in country environment would provide a rich labour field for the 2,000,000 unemployed and would cost less to the nation "than is now involved in maintaining them in demoralizing idleness."

Says the writer:

Ebenezer Howard and Peter Kropotkin have both set before us ideals which if realised would lift our civilisation to a far higher level. The transference of both people and industry from our wenlike cities to wide-spaced, tree-planted Garden Cities or Villages, each environed by a belt of country on which no suburbs shall be allowed to encroach, is not only practicable, but is a task that urgently calls for accomplishment. Broadcasting has almost annihilated the old isolation of the country, and the development of motor-traffic and aviation are completing the process.

#### TOWN PLANNING AND EMPLOYMENT—EVERYWHERE

The *New York World* places the total number of unemployed everywhere at 16,000,000. The distribution is given as follows:

United States	4,500,000
Germany	2,750,000
Great Britain	2,000,000
Russia	2,000,000
Italy	500,000
Austria	450,000
Hungary	400,000
Japan	300,000
Austria	180,000
Canada	175,000
France	20,000
Rest of world	2,400,000

Clearly unemployment is a world condition and the Nemesis of fortune-making and scientific labour-saving device is striking at the real creators of wealth—the working millions.

The remedy cannot be found in the gathering of statistics—though that is necessary; much less in the minimising of statistics. Scientific humanism may seem a stilted phrase and it will not have the universal urgency of profit-making, but the call upon it may have a better chance at present than at any other time. The foodless will have to be fed, at public expense and at the cost of moral degradation of the helpless.

Science has cut off millions of workers by its labour-saving devices. Informed by humanism it may at least contribute largely at the present time to mitigation of human suffering.

There are civic authorities everywhere, more or less convinced of the desirability of reconstructing the bad and ugly places of towns and cities, and of making them fit for modern traffic and fit for civilized living. But they are afraid of the expense, and in some cases of the condemnation of tax-payers and the loss of their votes. Often they have not the intelligence to see that the citizens are *demanding* a modern policy of town planning and that they, themselves, will have to give room on city councils for more efficient public servants unless they wake up to the public demand.

At present there is surely the most convincing reason—because obvious to the meanest intelligence—why public work of a town planning character should be undertaken, even if the tax-payers who have steady positions and sometimes great wealth, largely hammered out by working men, should have to pay a little more for their privileges.

The reason is that tax-payers will have to pay to support the workless if work is not found, and behind that is a reason that should appeal to all decent persons—that behind workless and foodless men there are families whose moral stability as good



citizens cannot be maintained if there is no income to provide the necessities of decent living.

There should be a change of mind and heart all over the Dominion on the part of reactionary aldermen who are doing so much to hold up town planning progress in Canada—or a change of men. There are 900 towns and cities in the United States which have accepted town planning as the civic policy. They have the framework now ready for endless work of a useful character if they care to use their opportunities to the full. In Canada we have not more than a score of towns really engaged in modern planning. We place the responsibility with reactionary aldermen who will not see that the slovenly methods of last century, mostly adopted to facilitate the transfer of land at maximum price, in the building of towns, is out of date and that scientific social control, in the interests of efficiency and better living for the whole community, is a demand of intelligent citizenship that cannot be resisted. Meanwhile a determined policy for the replanning of cities, towns and suburbs and the regional planning of metropolitan and rural areas—placed in the hands of men who have done the job time after time and do not have to hold up the community learning the A. B. C. of the business—would give endless work to jobless men, not only of the manual labour type but also of educated technicians, clerks and stenographers. It would accelerate business. And it would leave something behind worth while—cities, towns and villages which would bring delight to visitors; town pride and home pride to residents, and it would give more substance to patriotism than is usually found in boosting advertisement.

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#### A FEDERAL BUILDING LOAN ACT PROPOSED FOR THE UNITED STATES

A Bill has been introduced in the House of Representatives to create a Federal Building Loan for the United States. *Housing* describes it and comments upon it as follows:

Under the terms of this voluminous measure of 63 pages, it is proposed to create in the Treasury Department a Federal Board the chief purpose of which is to lend money to build homes. Under the terms of this proposed law, this Board would divide the United States into 12 Districts, in each of which money could be obtained to buy a site, put up a building or liquidate a mortgage on a site or building. A maximum loan of \$10,000 would be obtainable at interest of not over 5% exclusive of amortization charges; annual or semi-annual payments would be required on account of principal, the payment of the loan to be distributed over a period of not more than 40 years.

In order to administer the scheme a series of Regional Loan banks is established with a capital of not less than \$500,000 each. Each of these banks would be authorized to issue bonds for build-

ing loans. Shares would be sold at \$5 each, the Treasury taking over all not subscribed for at the end of thirty days. Borrowers would be required to subscribe for stock at a rate of \$5 for each \$100 borrowed, the stock being held as collateral security.

We do not understand that there is any considerable likelihood of this measure having favorable consideration by Congress. Its introduction, however, is symptomatic of the views held by some groups in this country.

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#### CHURCHILL AND PUBLIC OWNERSHIP OF LAND

The most interesting thing about Churchill, the terminal port of the Hudson Bay route, is not to be found in its natural conditions or trade possibilities, but in the fact that, thus far, it is a social and economic example.

Churchill is the only place in Canada with prospects of future greatness that has not had that future greatness discounted decades, perhaps centuries, in advance in one or more wild orgies of speculation. This means, that the town itself is still in the hands of the public instead of being in the hands of private owners and can be made according to public, and not private interests. It means that losses on the part of a vast crowd of poor and foolish gamblers have not been incurred. It means—which is the greatest point of all—that the demoralization of the people in the wicked and senseless scramble to get something for nothing has been avoided.

This is not a miracle, it is the inevitable and predictable outcome of a simple decision by the government, three years ago, to keep all the lots of Churchill townsite in public ownership. The decision was an arbitrary one, and admittedly of a temporary nature pending completion of the great railway and harbor works; after that the permanent policy was to be considered.

But the principle that has been invoked will work permanently just as well as temporarily; it will work elsewhere as well as in Churchill. That principle is the public—not private—ownership of natural resources, or, as the economists say it, land.

And governments are bound to protect both public and private interests in this matter just as they do in the administration of the post office or any other department. Land not needed for public purposes should be rented at its value; and that value should be duly collected and properly accounted for.

Canada is often spoken of as a country of "unlimited natural resources." To the extent that that is true—Canada is a land of unlimited possibilities of revenue.

Make Churchill the copybook headline, the example for all the country and for all the time.—*Ottawa Citizen*.

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#### REGINALD BRUCE

In the death of Reginald Bruce, A.R.I.B.A. and honorary Editor of the *British Journal of the Town Planning Institute* the British fraternity of town planners has suffered a serious loss. For many years Mr. Bruce has given his valuable services—in the midst of a busy professional life as architect and town planner—to the arduous work of editing the transactions of the Institute and assembling the significant news of world activity in town planning matters for the benefit of the fraternity and the cause he had so much at heart. Canadian members who have had the advantage of meeting Mr. Bruce at the International Congress must have been impressed by the charm of his personality and readers of the journal he edited so successfully will be ready to acknowledge a considerable educational debt to his wise and devoted presentation of the best current thinking on town planning philosophy.