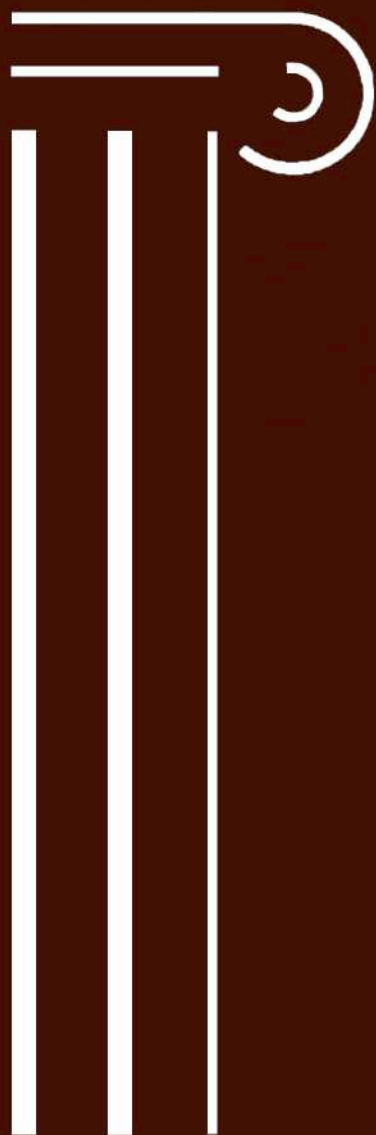


# JOURNAL

ROYAL ARCHITECTURAL  
INSTITUTE OF CANADA

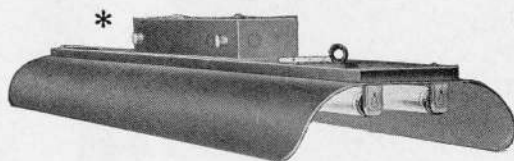


VOL. 20

TORONTO, JANUARY, 1943

NO. 1

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It is a hopeful sign that architectural groups throughout Canada are meeting to discuss Reconstruction. The Toronto Chapter has just held its first meeting and the results, in numbers and interest, were such that regular meetings will be held. The expert knowledge and influence of 900 Architects in Canada will be needed to support any worthwhile proposals that the Federal Government may produce and to help counteract the reactionary elements that are already at work. Some municipalities which have for years been boosting themselves as having the most desirable sites in North America for industry and "home making" have already taken umbrage at the mere suggestion that Town Planning and slum clearance are necessary. Such municipalities can take comfort in the fact that Town Planning and Housing are unlikely to be mandatory, and funds for Reconstruction are likely to be given only at the request of the municipality itself. They can take less comfort in the thought of returning troops and war workers asking why another town fifty miles away, which had prepared its plans, was a hive of industry. We can be confident that there will be no money for any municipality that has not prepared its plans in advance.

Loan companies are alarmed at the thought of loss of business through public housing, and eminent citizens have encouraged the speculative builders of Canada to consider themselves the backbone of the nation. The Empire, it seems, was built on the idea of home-ownership—with an adequate mortgage.

Almost daily now we read or hear that the "poor are always with us," and that they are extremely unhappy if they are transposed to quarters where they cannot "pig it". A variation of this 19th century attitude is one we hear frequently that the Canadian poor are a race apart who derive their hardihood from the badness of their housing conditions, and from the fact that they are a breed of sportsmen who hunt for a week in winter and fish all summer. Unfortunately the army statistics do not show that slum conditions coupled with the sporting instinct have produced an overwhelming majority of A.1 men when they come up for medical examination. This school of thought does not, so far as we know, take the women and children of the slums into account, but that is neither here nor there.

From an editorial in *Country Life* we see the same symptoms of future obstruction to Reconstruction in England. "Lord Reith expressed the general sense in the Lords' debate on the machinery of national planning. He was glad that the Government policy still stands, but deplored that it is standing still. The public is showing unmistakably its approval of the unprecedented attempts to overcome the national tendency to muddle along and, instead, to plan ahead for health, prosperity, and beauty. The recent Scott and Uthwatt Reports on the main aspects of land use are generally welcomed for their constructive suggestions by a large element of the nation which has for decades been overruled by utility merchants, the so-called practical men. These people, who take unaccountable pride in having made England what it is, raise two favourite bogeys to make the public frightened of making plans: loss of liberty, and, under such disguises as 'national prosperity,' 'the march of science,' and 'commercial necessity,' the dropsical body of utilitarian *laissez-faire*. In the Britain that is being planned it is sought to curtail the liberty only of industrialism to devastate, of speculation to exploit, of the practical man to practise on his neighbours.

"But utilitarianism still has its champions. Opposing Sir Norman Beckett's endorsement of the Scott Report's recommendation for a five-year plan for establishing national parks, Sir Arthur Craig asks: 'Who can say that science will not produce from the rocks and stones of the mountains a fuel or spirit . . . and turn these national parks into veritable hives of important industry?' Commerce, it seems, should not be fettered by such regions being dedicated to health and beauty. The Chairman of the City of London Real Property Company approves the plans for London in general but points out that after the war there will be an influx of business into the heart of London, anxious to re-establish themselves. If reconstruction is delayed by replanning there is, he said, danger of their finding markets elsewhere. This, it is interesting to recall, is almost word for word the argument that was chiefly instrumental in quashing Wren's plan for London. Only certain parts of the City would be affected by replanning, and the gain to property owners in spaciousness, values, and safety must be set against any temporary inconvenience."

There are normally 900 Architects in Canada. Today many are in the armed forces and in the employ of Government or war industry. The remainder represents a sizeable grain of mustard seed that could be used effectively to support any Reconstruction proposal that takes as its objective "the supremacy of the public good over selfish private interests". That is a phrase common in the English press that makes its debut in Canada on this page.

# HOUSING, NOW AND IN THE POST-WAR ERA

By **FREDERICK M. BABCOCK**, Washington, D.C.

*An address delivered recently to the Toronto Chapter of the Society of Residential Appraisers in Toronto.*

The contrast between war housing and housing in the post-war era is noteworthy. There seems to be a strong tendency to fail to distinguish between present housing objectives and the objectives we must reach in housing after the war. To the extent we confuse these two sets of objectives we will be unsuccessful in carrying out either set of objectives.

I hope you will not consider me unneighborly because I discuss this subject in a rather pointed manner. I am aware that I represent only one point of view but I feel that it is one which is important under present conditions.

The No. 1 task which confronts the civilized world is the winning of the war. We are irritated by any discussion which does not contribute to such an end. The No. 2 task is the winning of the peace. In the field of housing these two tasks are not unrelated if for no other reason than that some of our people do confuse them; they try either to do post-war permanent housing under the guise of war housing or to do war housing in accordance with peacetime formulas.

We should arrive promptly at one conclusion, namely, that while the provisions we may make to provide war housing may very properly take into account the effects of such housing on our post-war economy, nevertheless they should only do so to the extent that alternative procedures from which to choose are available to us and to the degree that the provisions in no way retard or compromise the war effort. In practice this means, in my opinion, that, at the present time, virtually no consideration whatsoever can be given to objectives which relate to post-war conditions.

## *Housing Now*

In considering our line of action in war housing there are two pertinent realities we must face. The first is the serious shortage of materials, equipment and manpower. The other is the pressing need for housing for war workers. The first would lead us to the decision that there must be no construction. The second would cause us to embrace a program of construction of residential accommodations on a considerable scale. We recognize that housing is a vital part of the war production effort and that war housing is simply a part of the production plant. During wartime there is no other justification for its creation or existence.

These two realities—shortages and the need for war housing—add up to several rather obvious conclusions:

- (1) That there must be a full utilization of existing structures. This goal may be achieved by care in the matter of the initial location of the war industries (It is now too late to do much about this), by the full use of existing structures by making conversions which add to the numbers of living units, and by the accommodation of workers as "war guests", by the commandeering of buildings, and by billeting.
- (2) That in localities where full utilization of existing roofs fails to house the war workers, there must be constructed new housing facilities and that this housing must employ a minimum amount of the critically-scarce materials per occupant and be erected by methods of construction which minimize the use of manpower. It appears to be self-evident that dormitory and barracks types of designs should be used. Obviously

single-family structures should no longer be built. It is also apparent that the strains on local transportation systems should be relieved insofar as possible by locating the dormitory structures close to the industries, frequently on sites which would not be considered suitable at all for peacetime housing.

If such a wartime housing policy is followed there would be no compromises with the aspirations for good housing in the future. We would build war housing only as a matter of wartime necessity dictated by the shortages.

How shall we produce war housing? I have already suggested that the first step is to secure the fullest utilization of existing roofs. Where we must build new roofs, shall they be public housing, publicly built, publicly financed, publicly owned, and publicly operated? Yes, if necessary. We must recognize that much, possibly the greater portion, of war housing should be produced and operated by the government. There is no other way to provide it in those situations where the wages of the war workers are relatively low.

But public housing should be built only for wartime objectives. Public housing should not be used for the purpose of advancing the cause of the public housing movement on a permanent basis. This does not mean that there is no place for public housing in the post-war scheme of things. It means only that the war housing emergency is not a vehicle to use to champion the goals of the public housers. We have else to do at the moment.

Shall these new war-housing roofs be produced by private enterprise? In my opinion such a procedure is preferable for several reasons. Private industry has produced most of our housing. Private construction is usually accomplished at lower unit costs. Private operation should offer better management and afford more amenities to the occupants of the housing. And, finally, by using the private enterprise process, the government's liability could be made contingent rather than absolute.

The most feasible arrangement would seem to be one in which private corporations were set up to own and operate war housing projects as dormitory apartments or as furnished rooming houses. Financing would be provided by loans of insured mortgages amounting to 90 per cent. or 95 per cent. of the cost of the real estate and the chattels. It would be preferable to build them on leasehold estates under ground leases which run for the duration. The mortgages would be insured by the government with respect to both principal and interest. The mortgages would run until paid but in any event would mature upon the conclusion of the emergency. The payment of amortization of the principal amounts of the mortgages could be made quarterly as a percentage of the net profits remaining after paying taxes, operating expenses, and interest. If, on conclusion of the emergency, the loan has not been paid, the government would pay the unreturned portion of the loan. All aspects of the transaction, construction and management operation would be subject to government supervision.

I am a strong believer in better housing. I am unable to find any justification for the construction of houses which are only fairly good. We should build either exceptionally good houses or temporary makeshift housing; we should not build something in between. Because we cannot build good houses for war housing we should build temporary housing.

This is no time for social experiments. We can't do the permanent job properly at the present time. If there is any conces-

sion which we should make to post-war housing conditions it is this: that we must not then inherit a mass of low-standard, poorly-conceived, and incorrectly-located residential construction built at the artificial levels of cost. There are no social housing purposes which can be properly served under prevailing conditions except to make certain that our temporary housing is effectually and wholly disposed of by demolition at the end of the war. My whole argument is based on the thought that we serve ultimate objectives in housing better by making war housing war housing.

#### *Housing in the Post-war Era*

This war will end. We will then have earned fully the right to our way of life. In the field of housing we will do some very remarkable and commendable things. It is probable that Canada will produce, in the decade following the war, between 750,000 and 1,000,000 new homes.

But the numbers of homes to be built is possibly less significant than is the strong probability that Canadian cities, towns, and farms will be moving toward new and controlled patterns of beauty and efficiency. Post-war housing is now fairly completely identified with the programs for urban and rural redevelopment — at least this seems to be the trend both in England and America. There is more to these proposals than mere slum clearance and low-cost housing. The suggestions give promise of a new world in which all of the cherished things of the past are carefully preserved and in which many new good things will be added in the future.

Post-war planning has several very specific objectives. Among these are full and sustained general employment of our people in post-war periods, the welfare of our people, the conservation of our heritage of natural resources, the improvement of the environment, and the use of our labor, resources and capital in such a manner that we enrich the lives of our people and give them security.

We are not the only ones who have dared to consider post-war objectives. Fourteen and a half months ago two men met somewhere off the Grand Banks to draft the Atlantic Charter. They set out certain objectives, one of which is that "After the final destruction of the Nazi tyranny, they hope to see established a peace which will afford to all nations the means of dwelling in safety within their own boundaries and which will afford assurance that all men in all lands may live out their lives in freedom from fear and want."

Housing, building, and construction industry is expected to provide one of the vehicles for the reconversion to a peace economy. Construction, next to agriculture and the food industry, has traditionally been the source of the largest employment of our people. Therefore the goal to secure full and sustained post-war employment imposes a vital role on the industry which constructs physical things: highways, barns, docks, schools, railroads, bridges, warehouses, erosion-control works, dwellings, and so forth. And housing looms as the largest factor in the list.

This objective, employment, is vital to give our people earnings. The other objectives relate to the use of those earnings. We need the physical things to use after they are built—not merely to provide employment while they are being built. Somewhere between 15 per cent. and 25 per cent. of the dwellings in the United States and Canada are definitely substandard according to any reasonable set of standards we wish to establish. We are behind in supplying the amount of housing we require. The number of new families outstrips the supply of houses.

We want to build not only to secure employment and to produce more roofs but to improve the environments in which we live. Both urban and rural housing should be replaced in large measure. Our cities have come to exhibit many bad conditions and gross inefficiencies. The correction of these provides an additional set of objectives.

We have uncontrolled shack developments on the outskirts of towns and cities; we have slums and blighted areas; we suffer from traffic congestion; and we live, play, and do business under conditions which we can condone for only a little while longer.

In addition we have objectives which relate to the persisting security of our people. These require us to find ways and means by which they can invest in home ownership with reasonable safety and know that their invested surplus savings, heretofore largely in mortgages, are measurably safe as well.

Most of these objectives are as old as civilization. They take on significance at this moment simply because the systems under which we have lived have failed in recent years to provide means for their achievement and because we deliberately choose to build a better world after the war.

We wish to achieve these objectives. Therefore our planning must be specific and thorough. It must begin with the forecasting of the conditions and successive events in post-war periods.

We must not assume that our objectives relate to a single period; they relate to a series of periods. Many current writers foresee at least three successive post-war phases: An immediate post-war era in which the pent-up demand for consumers' durable goods, aided by tremendous savings accumulations, will burst upon us and create maximum markets for many types of manufactured products. During this period, there will be some limitations on the kinds and quantities of goods available. Some businesses can be converted to peacetime pursuits more rapidly than others. Furthermore there will be a necessity to export equipment, skilled men, and materials to be used in bringing relief and restoring economic life in many war-torn lands. Nevertheless this period will be characterized primarily by boom conditions.

Then will come a second period—a reaction. The boom will have run its course. This period need not be too unpleasant. A serious depression could be ushered in if we are not prepared to cope with the then conditions. We will try to expand public works at that time and to maintain employment by every device at our disposal. But we will not this time make the mistake of presuming that public works constitute an adequate offset for the stagnation of private enterprise. One competent economist points out that "Public works or capital goods are not, in the main, an alternative to consumption goods . . . Additional machines and plants cannot be produced without giving employment to additional men, who will themselves require more consumption goods and who will in the process of their employment become armed with purchasing power to command these goods. Thus it may not be said that we shall have more because we have consumed less. Rather we shall have more because we have produced more, and producing more, we shall have consumed more."

The third period, as most of the writers see it, will be a "long-haul" period. One political economist, Prof. Edward Carr of the University of Wales, calls it the Economic Planning Period because in it the guidance of commerce and industry will proceed under a regime of overall planning and execution within a new framework of organization. It is presumed that this third period will be the latest and last chance of mankind to find and utilize methods of production and distribution which achieve an orderly and workable capitalistic system.

Of course it is impossible to foresee the future. It is probable, however that we will have these three phases to go through; a lush time, a tough time, and a long time.

It should be our task to treat the possible sets of future periods as "ifs" and to make all our plans in the form of alternatives to be pursued as the successive sets of actual conditions may indicate.

Many of the predictions which relate to future conditions visualize radical changes in our political and economic organization. Personally I prefer to believe that the changes, while



they may be profound, will be in a direction which we may welcome. Perhaps Prof. Carr comes close to the most probable future when he says that "The contemporary world is engaged in revising the system . . . In the first place it has abandoned the hypothesis of the pursuit of individual interests as the motive force of the economic system . . . It regards the welfare of individuals as a problem of society as a whole . . . Secondly it is in process of discarding the quantitative conception of 'wealth' as the end of economic activity in favor of the qualitative conception of 'welfare' . . . Thirdly contemporary thought is feeling its way towards a new conception of the relationship between production and consumption. Modern economic problems revolve round these issues of Individualism and Collectivism, Wealth and Welfare, and Production and Consumption."

In the real estate field we may expect to see much increased governmental control. It is most difficult to attempt to predict precisely what will happen. However certain possibilities may be listed and they should enter into all our speculations with respect to the future of real estate, construction, and finance.

Government regulation will play a prominent role in post-war real estate. It is probable that price and rent controls will prevail. Taxes, both on incomes and on real estate, will probably be relatively high and taxation will be used for policy purposes as well as to raise revenues.

There will undoubtedly be direct participation by Government in publicly financed housing. It is barely possible that the extent of the subsidies to public housing may be reduced by alternative programs for low-cost privately-financed housing and by the use of formulas which subsidize poor families rather than by public construction itself. That will depend in part on the degree to which private industry planning is realistic and effective.

If the housing policies of the government are too visionary and radical, they will kill private initiative. In my opinion an adequate housing job cannot be accomplished solely through government action. In the final analysis we can hope that the role played by government is of a policing character: standard setting, stimulation through reasonable investment guarantees, and regulatory guidance in connection with all special or regional and land-use aspects of housing and real estate.

Our people will help to guide post-war housing. They want good moderately-priced homes in pleasant surroundings. They won't want to live in government projects unless they find no other housing available. Consequently the private housing industry must complete its evolution and produce good housing and good environments. If it does it will command its proper share of the post-war consumer's dollar and will have no difficulty from the competition of public housing.

I have been vague about probable future conditions. I have been so simply because there is no other alternative. I don't know what post-war conditions are going to be like. I enjoy hearing about pent up demand and the great scope of the market for housing in the post-war era, but I am unable to feel that the opportunities in that period will be automatic and self generating. I prefer to believe that we should do some advance planning and programming and have a full shelf of tricks from which to select lines of action. Our programs, in the field of real estate finance should relate to three sets of problems: (a) Plans which relate to the availability of adequate financial resources, (b) Plans which provide methods for the financing of real estate and housing construction, and (c) Plans which provide the means for the control of the character of developments.

During the present war period we should encourage all steps which result in the reduction of personal and family debts and the accumulation of savings which can be used for down payments and similar purposes in post-war periods. Such plans have the additional merit that they help to offset the threat of inflation. There may be a strong tendency for people to expend such savings on various kinds of consumers' goods such as

automobiles, radios, and refrigerators when such commodities again become available. This will be quite proper but it is evident that the housing industry should make certain that it offers its products simultaneously and commands a generous share of the market which the savings accumulations will create. Two devices are needed—the offering of commendable low-priced homes, well located, and on attractive terms—and the skilled merchandising of such a product by sales methods which command the critical attention of prospective customers. In other words we must be there on time with a worthwhile product and must package it for delivery with as great a sales appeal as other marketable commodities. But the first requisite is to have adequate plans for the accumulation of savings by prospective home owners.

Next under plans for adequate financial resources come the provisions which should be made for the accumulation of capital by the manufacturers and distributors of building equipment and materials and by the home building contractor organizations. We should plan re-employment and reconversion reserves which will enable the component parts of the building industry to produce promptly and at low operating costs. Possibly such plans will encompass the modification of our very methods of distribution and the organization of larger construction companies financially able to engage in mass operations and to utilize more modern methods of construction.

Then there should be plans which enable the governments at both local and national levels to be in a position to finance public works. So much of the post-war housing activity will depend upon adequate advance work by public authority to provide streets, roads, transportation, utilities, and other facilities that public finance becomes a logical field for the planning of a housing program.

We should re-examine the methods we use to finance the construction and purchase of real estate. Our traditional methods are all available to us and will serve again in future periods. Nevertheless we have a good opportunity to explore our financial methods and to find modifications of them or new plans which may be superior. There are a number of fields of investigation. Let me suggest a few.

For example, we should keep abreast of the new methods of construction, new products, and new housing designs. They may have profound effects on the suitability of our financial methods. Vaux Wilson has proposed that most of the housing built in the future should be demountable in order to make it possible to clear slums and blighted areas with greater ease. Disregarding any consideration as to whether he has a meritorious idea, we can ascertain immediately that if a house is to be readily demountable, it will very likely not be possible to use the traditional mortgage method for financing construction. And remember that the world doesn't build houses to provide us with mortgages; the houses are built to be used for shelter.

We may wish to find better methods for housing finance. Some persons are advocating a system in which the government insures the equity investment of home purchases, much as we have insured mortgage investments. I don't believe I like the suggestion but I must admit that it should be examined.

As many of you know I have myself advocated consideration of the use of government insurance of a minimum rate of yield on mortgageless investments in rental housing projects. I have made this proposal because I am unable to find great merit in the use of high-percentage mortgages with rigid amortization schedules as the vehicle for the financing of apartment enterprises. To me the insurance by the government of mortgages on rental projects only serves to aggravate the fundamental difficulties inherent in speculative projects financed by traditional methods.

We should also re-examine the whole theory of housing the poor. We have come to the point where we are able to recognize that people who cannot pay economic rents should be provided decent housing by the public. But have we done so

and can we do so by colonizing them in public housing projects?

Is there not a better way to take care of these people, possibly by setting up some system by which welfare boards rent quarters for them? This has been done in England and elsewhere and seems to me to be a better way to solve the social problems involved.

Then our planning must take into account the deplorable conditions of our cities. The various plans for the rebuilding of cities carry with them the requirements for adequate financing programs. Some people propose huge federal loans to be used by municipal governments to acquire by purchase or condemnation the interior slum and blighted areas. Some propose the chartering and financing of large urban redevelopment corporations to acquire, rebuild, and manage such rehabilitated districts. Some suggest varieties of housing subsidies by tax exemptions, direct grants, bounties to builders, and other devices. We will need to study these and make cer-

tain that they are financially feasible before we adopt and utilize them.

These subjects and many others are on our agenda for the post-war era.

In conclusion, let us recall the story of the humble stone cutter who was chiselling a small limestone ornament in a mediaeval English quarry. When asked what he was doing he answered, "I'm building a cathedral." And so it should be with us. We must have a lofty goal. Good housing in the post-war world is part of that goal. The having of a post-war world depends however upon winning the war. Consequently we make a distinction between housing now and housing in the post-war era and suggest that we will be acting with good sense and wisdom if we are careful not to confuse the differences in the objectives of the two kinds of housing.

## SUMMARY OF ORDERS FROM THE WARTIME PRICES AND TRADE BOARD

Administrator's Order No. A-224 revoking Administrator's Order No. A-145 and Prohibiting the Use of Steel and Certain other Metals in the Manufacture of Certain Appliances. Pursuant to authority conferred by Order No. 82 of the Wartime Prices and Trade Board dated the 6th day of January, 1942, and Order No. 122 of such Board dated the 7th day of April, 1942, and otherwise, I do hereby order on behalf of such Board, and with the concurrence of the Chairman of the Wartime Industries Control Board, as follows:

Administrator's Order No. A-145 dated the 29th day of April, 1942, is hereby revoked and the following substituted therefore—

1. For the purposes of this Order,
  - (a) "Co-ordinator" means the Co-ordinator of Metals from time to time appointed by the Wartime Prices and Trade Board with the approval of the Governor in Council;
  - (b) "Manufacturer" means any person engaged wholly or partly in the business of manufacturing, processing, or assembling for sale in Canada any article described in Schedule "A" hereto.

### *This is Schedule "A" Referred to in Administrator's Order No. A-224*

List No. 1—Drain boards (individual), fireplace equipment except fire screens, flag poles, fountains, frames and supports for awnings, canopies and marquees; hose reels except for fire fighting equipment, statues, tooth brush holders.

List No. 2—Blackboards, building ornaments, ceilings, curb guards, door knockers, door closers (except for fire preventions as required by Underwriters), door stops, floor and ceiling plates for piping, house numerals, letter chutes, lighting poles and standards, mailing tubes, ornamental hardware and mouldings, pneumatic tube delivery systems, except repairs; radio antennae poles except for Government agencies, screen frames, except industrial processing, shower receptors, except frames; show window display equipment, sign hanger frames, sink aprons and legs, sink drainboards (except 2 types integral), ski racks, tile.

### *Schedule "A" Referred to in Administrator's Order No. A-367*

List No. 3—Access panels except as required by Underwriters Code, accessories, soda fountain; all plating for decorative purposes, area walls, ball park equipment, barn pushers and scrapers, bar ware and bar accessories, baskets, except for commercial and manufacturing uses; bathroom accessories, beach umbrellas, blinds, bowling alleys, bowling pins and accessories; cattle stanchions except hangers and fasteners,

coal chute and door—household, culverts, door handles—except shipboard use, door pulls, door and door frames, except as required by Underwriters' Code, drawer pulls, eave troughs (not to include valleys), escalators, feed troughs, flower pots, boxes and holders for same; fireplace screens, furniture hardware, grilles, gutters—leaders, downspouts, eave troughs, except valleys; incinerators except hospital, industrial and commercial; ironing boards and stands, lanterns, magic except for valves; memorial tablets, mirrors, scaffolding except shipyards, scenery and stage hardware equipment, shutters, window, except where required in industrial use by Underwriters; silos—except strapping and re-enforcing, skating rink equipment, except maintenance and repair, steel silos, steel water tanks except hot water boilers, structural steel—home construction, sundials, swimming pool equipment, terazzo strips—riglets and mouldings, termite shields, toilet paper dispensers for prefolded tissue, treads, stair and household, threshold, institutional and commercial buildings; trophies, weather vanes, window ventilators except industrial and hospital.

### *Schedule "B" Referred to in Administrator's Order No. A-367*

List No. 1—Alarm and protective systems other than tire protective systems (except for parts necessary for conducting electricity and except where the use of copper or copper base is essential for the proper function of the parts), bathroom accessories, conduits, elevators (except for bearings, worn gears and parts necessary for conducting electricity), fans for commercial and industrial use except for necessary electrical parts, fire hooks, fire hydrants and sprinklers, fire ladders and hoists (excepting for parts necessary for conducting electricity including fittings), flashing valleys, incinerators, incinerator hardware and fittings, insect screens and screening, lighting fixtures except for parts necessary for conducting electricity, lightning rods, locks except barrel locking part and key, motion picture projection equipment, pole line hardware, portable heaters, reflectors except for electro-plating of glass reflectors as a base for silvering of the reflectors which are to be used in street or highway illumination or for traffic signals, floodlights, searchlights and hospital operating room lights, roof, roofing, roof nails and other roof items; sheet, roll and strip for building construction; ventilators and skylights, washing tubs and boilers, weather stripping and insulation.

*N.B.—The Institute does not claim that this summary covers every item that will affect Architects in practice. It is however the result of careful checking of a list of several hundred items ranging from "fish aquaria" and "pet beds" to "chamber pots."*  
—E. R. A.

# THE THIRTY-SIXTH ANNUAL MEETING

OF

## THE ROYAL ARCHITECTURAL INSTITUTE OF CANADA

in Montreal, Friday and Saturday, the 19th and 20th February, 1943

(all sessions to be held at the McGill Union, McGill University, 690 Sherbrooke Street West)

### Programme

#### Friday, the 19th February, 1943

- 9.00 A.M.—Meeting of the 1942 Council of the R.A.I.C. in the Committee Room of the McGill Union.
- 9.00 A.M.-12.00 A.M.—Registration of Members and Delegates of the R.A.I.C. in the Ballroom of the McGill Union.
- 12.30 P.M.—Luncheon at the Ritz Carlton Hotel. Members of the R.A.I.C. from other provinces will be the guests of the P.Q.A.A. on this occasion.
- 1.30 P.M.—INAUGURAL SESSION OF THE THIRTY-SIXTH ANNUAL MEETING OF THE ROYAL ARCHITECTURAL INSTITUTE OF CANADA in the Ballroom of the McGill Union.
- (a) Reading of the Minutes of the Thirty-fifth Annual Meeting held in Montreal, Friday and Saturday, the 20th and 21st February, 1942.
- (b) Report of the Council.
- (c) Discussion of the Report of the Council. (The reading of the reports of the various Committees will be omitted and the activities of the committees during 1942 will be incorporated in the Report of the Council; copies of all reports will be available upon request.)
- (d) Report of the Election of Delegates from Component Societies to the 1943 Council of the Royal Architectural Institute of Canada. Charles David (F), Honorary Secretary.
- (e) New Business.
- 7.00 P.M.—Informal dinner in the Dining Room of the Faculty Club, 3450 McTavish Street. Members of the R.A.I.C. from other provinces will be the guests of the P.Q.A.A. on this occasion. Following the dinner there will be an open forum and discussion of matters pertaining to the profession and the Institute, to which all present will have an opportunity of making a contribution.

#### Saturday, the 20th February, 1943

- 9.00 A.M.—Meeting of the Editorial Board of the R.A.I.C. Journal with its Provincial representatives in the Committee Room of the McGill Union.
- 10.00 A.M.—Meeting of the 1943 Council of the R.A.I.C. in the Council Room of the McGill Union.
- (1) Election of Officers.
- (2) Appointment of the Executive Committee.
- (3) Budget for 1943.
- (4) Appointment of an Auditor.
- (5) Appointment of Standing Committees.
- (6) Delegation of powers to the Executive Committee of the Council.
- (7) Authorization for the Honorary Treasurer to pay certain expenses.
- (8) Place of next Annual Meeting.
- (9) Other Business.
- 1.00 P.M.—Luncheon for the members of the 1943 Council at the University Club, 2047 Mansfield Street.
- 4.00 P.M.—Convocation of the College of Fellows at the Faculty Club. At the Convocation the Fellows will be dressed for dinner and are reminded to wear their distinguishing collars and medallions.
- 7.00 P.M.—Annual Dinner at the Cercle Universitaire. (Dress: Dinner jackets.) Members, their ladies and guests, are invited to attend this Dinner, during which the Fellowship Diplomas will be presented to the newly-elected Fellows. Announcement will be made of the newly-elected officers. Installation of new President. Announcement of the newly-elected Executive Committee and Council. The Speaker will be Dr. F. Cyril James, Principal and Vice-Chancellor of McGill University, and Chairman of the Committee on Reconstruction, Ottawa.

The Exhibition of students' work arranged by the R.A.I.C. will be on view Friday and Saturday in the Ballroom of the McGill Union. Each School has arranged its own exhibit; the Schools of Architecture represented are as follows: Ecole des Beaux-Arts, Montreal; University of Manitoba, Winnipeg; McGill University, Montreal; and University of Toronto, Toronto.

Arrangements for railway transportation and reservations at the Mount Royal Hotel may be made through the R.A.I.C. office. Members planning to attend are urged to notify the Secretary as early as possible.

Charles David (F), *Honorary Secretary*.  
Alcide Chausse (F), *Hon. Secy. Emeritus*.

Mary Elmslie, *Secretary*,  
74 King Street East, Toronto,  
Telephone WA. 2118.

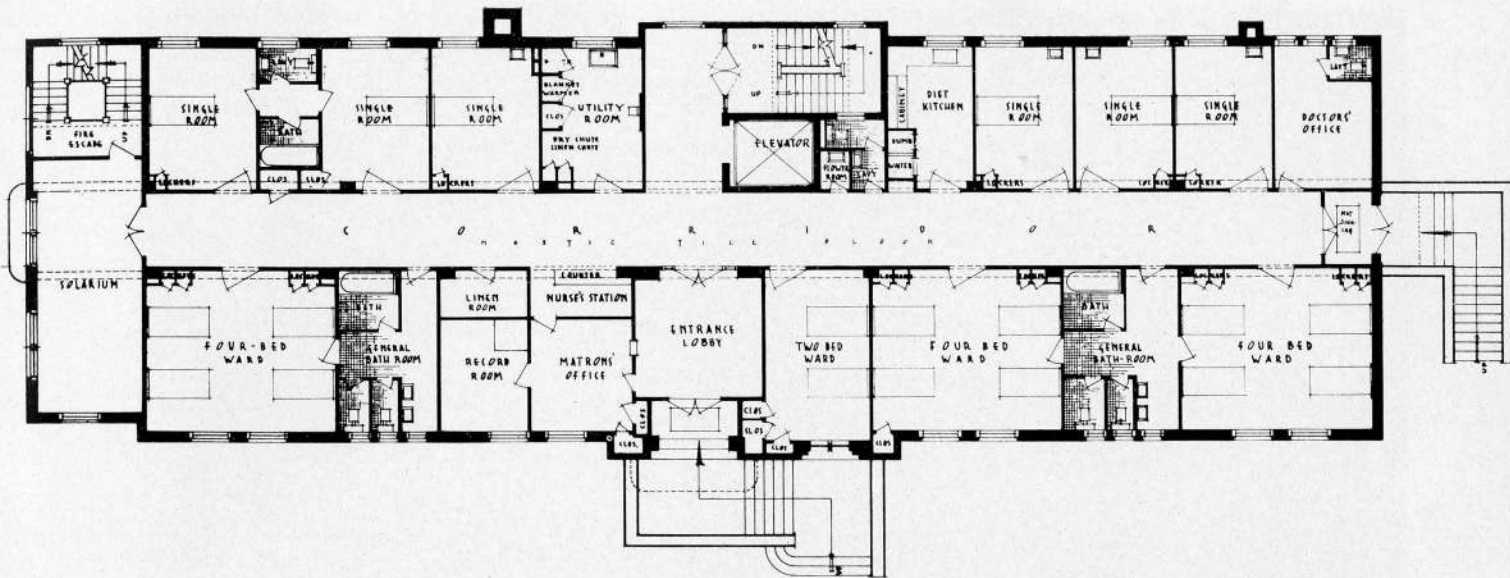


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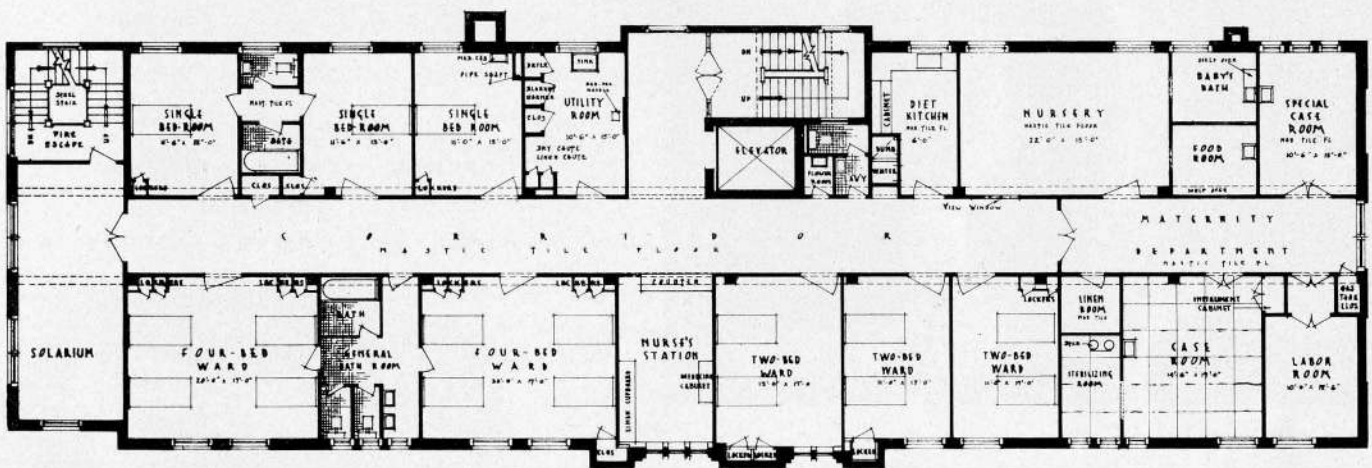
FRANK G. GARDINER, ARCHITECT

PLANS PREPARED BY FORMER FIRM OF GARDINER AND MERCER

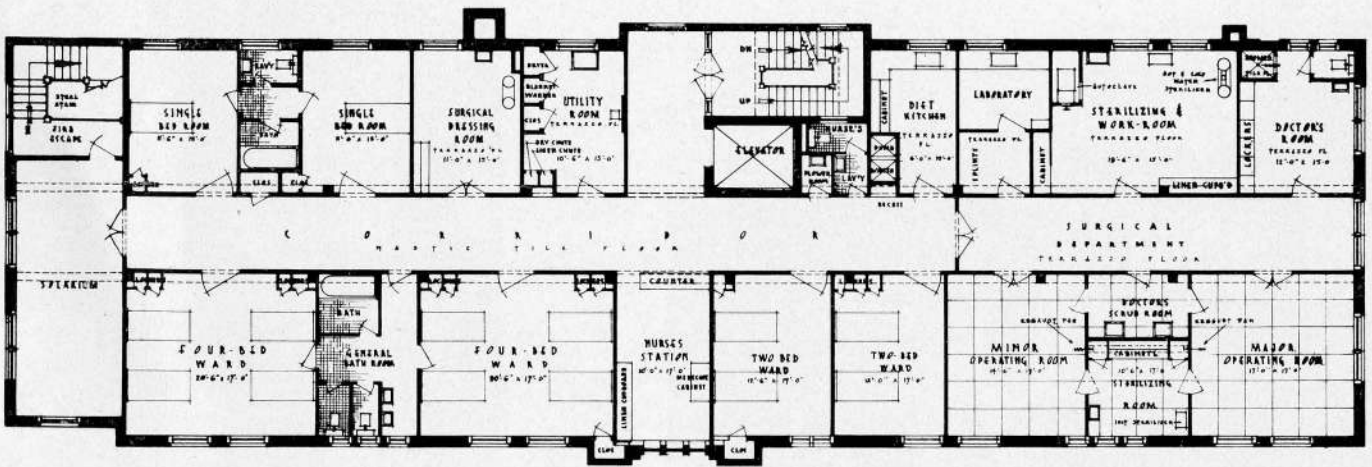




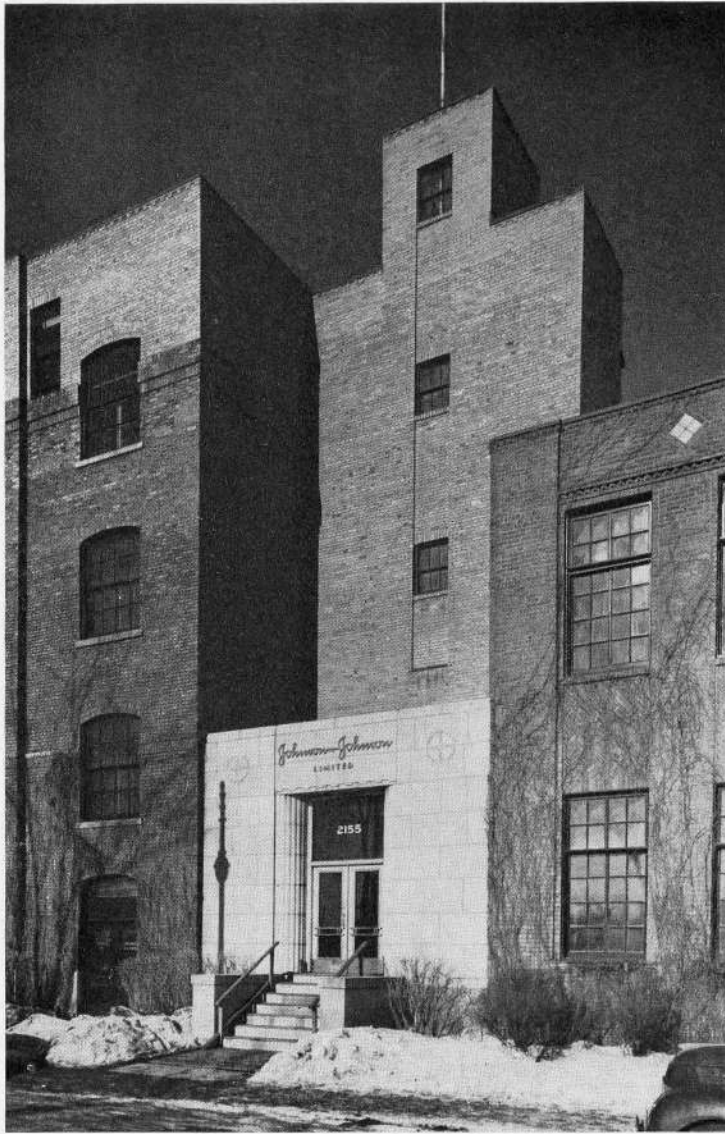
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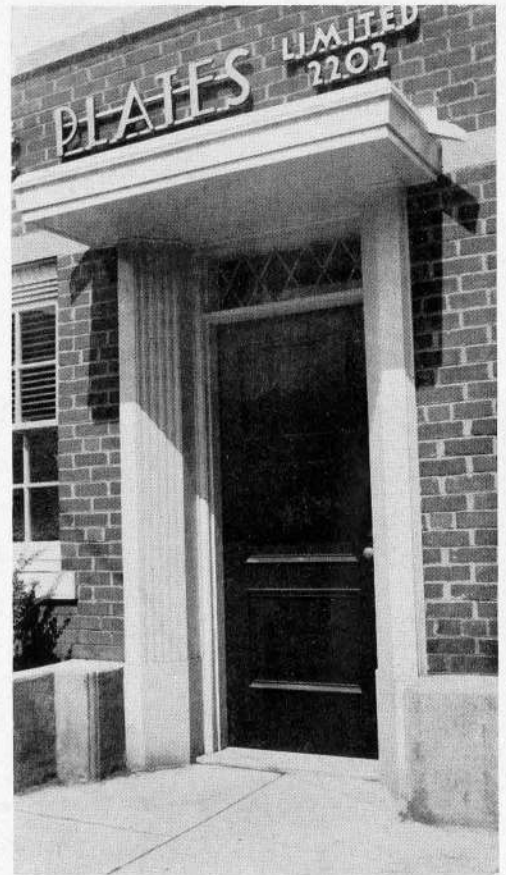


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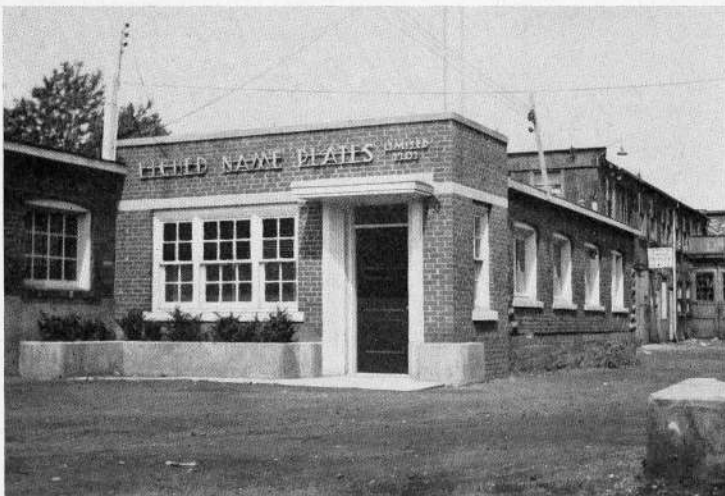


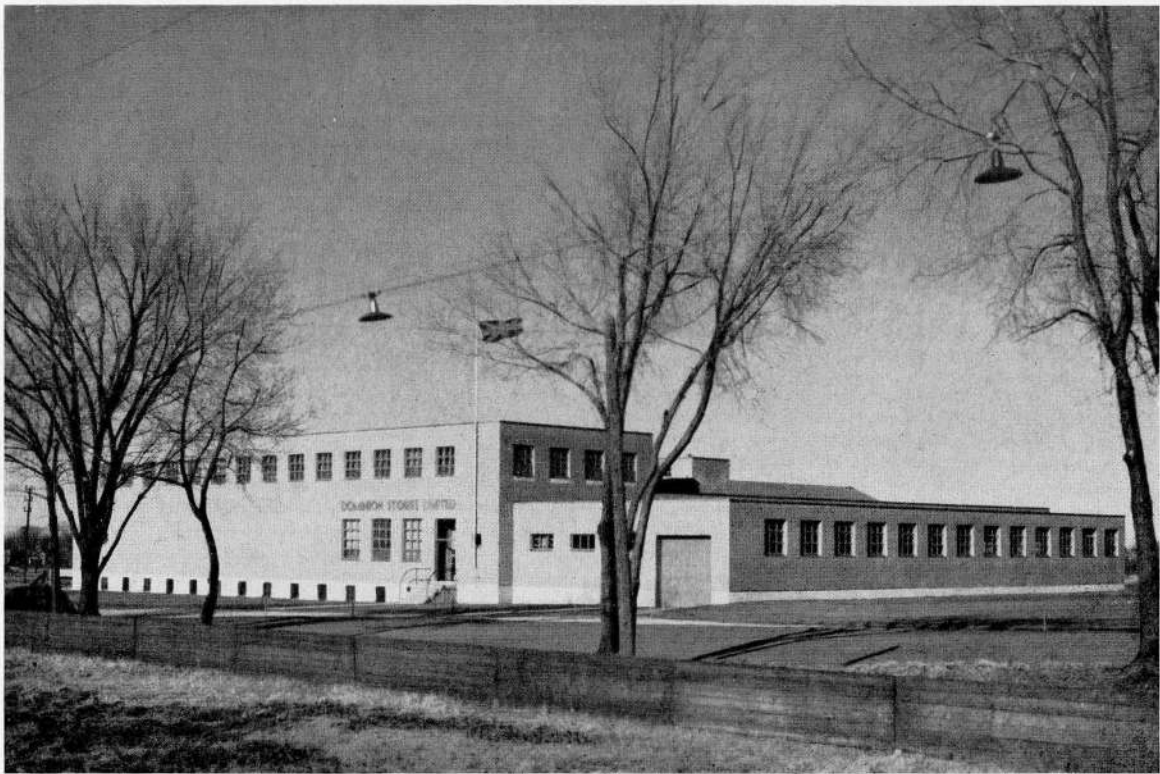
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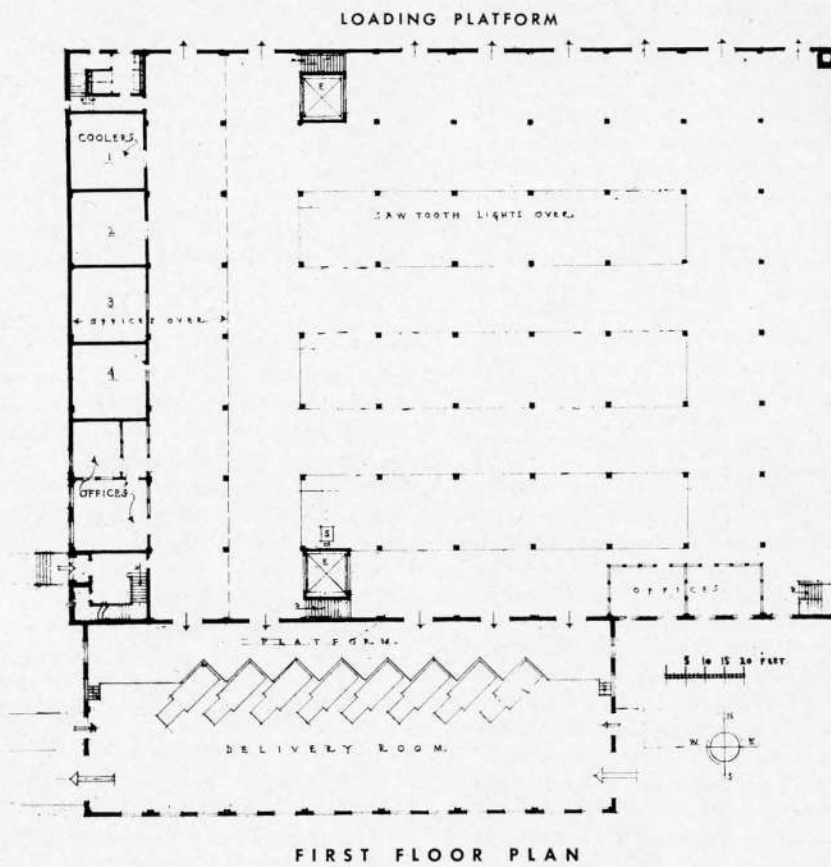


*Photos Associated Screen News Ltd.*





DOMINION STORES OFFICE AND WAREHOUSE BUILDING, MONTREAL, QUEBEC  
 ERNEST BAROTT, ARCHITECT



## A FEW ITEMS FROM THE MINUTES OF A MEETING OF THE EXECUTIVE COMMITTEE OF THE COUNCIL, NOVEMBER 28th, 1942.

Under date of October 19th the Ontario Association forwarded to the Institute correspondence of Mr. C. B. Dolphin of September 11th, October 9th and Mr. Dolphin's letter to Dr. Conboy, Mayor of Toronto, on October 8th, all relative to the proposal and planned activities of Wartime Housing in the permanent housing field in Canada. The Institute was also in receipt of a letter from Mr. Gordon M. West of October 24th, on the same matter. In the discussion which followed it was pointed out that the housing requirements throughout the Dominion divided themselves into two classes; that of the low wage earner who could not afford to finance from his earnings the type of home to which he felt he was entitled under our present social conditions, and in which it was in the best interests of the community that he be housed in; and that of the wage earner whose income was sufficient to permit him, through his own resources, to provide his own home without subsidy by the Government.

If the above principle is accepted and Government subsidy is agreed to and provided under proper safeguards for the first class of worker, it is obvious that private enterprise cannot function in this field, and that it might be in the public interest to have such class of construction promoted and executed directly by a Government agency on the staff of which would be persons familiar with public housing in the U.S. and Britain and with the social problems and economics involved.

On the other hand, it was the firm opinion of the Executive that the Government should in no way enter the field of construction open and possible for the legitimate functioning of private enterprise. This principle is fundamental and the Government will find sufficient scope for its activities in the field indicated. The President was directed to convey this point of view to the Ontario Association.

As a member of the Institute Reconstruction Committee, and Chairman of the P.Q.A.A. Committee, Mr. Lawson presented a report recommending a memorandum to the Government covering a proposed organization for promoting and administering post-war reconstruction. This report is dated November 5th, and a copy is attached to these Minutes. The President reported to the meeting that the above report had been submitted to Dr. James and that in a letter of November 2nd he had acknowledged receipt of same and expressed himself as generally favourable to the idea, but with the thought that the desired end could be achieved without the creation of a special ministry to administer the same.

In consideration of the suggestions of the above report, it was pointed out that in Great Britain a new ministry had been set up to deal with the problems of post-war reconstruction under the title of "Ministry of Works and Planning." Whether the situation in Canada resulting from the war will require a new ministry to be created, is a matter of administration which falls within the responsibility of the Government.

### College of Fellows

A. J. Hazelgrove, Registrar of the College of Fellows, reported to the Executive that he had communicated with the Senators of the College in the various Provincial Associations requesting their recommendations as to nominations of members of the Institute to the College of Fellows. The recommendations received were presented to the Executive and their nominations were communicated to Mr. Hazelgrove. The Executive was advised that a meeting of the Fellows in Quebec was being called in the immediate future, from which nominations would be received by the Executive and authority was given for the Montreal representatives of the Executive to approve such nominations. The Registrar is proceeding with the election of Fellows in accordance with the provisions of the By-laws. It

was moved by Mr. Page, seconded by Mr. Hazelgrove, that the above action be approved and authorized.—Carried.

*Letter from A.I.B.C. of September 10th re Remuneration of Architects.* A communication was placed before the Executive from the Architectural Institute of British Columbia, under date of September 10th, complaining that Architects appointed by the Federal Government in charge of construction work are receiving less remuneration than contractors' foremen and in some instances less than the timekeeper, requesting that the R.A.I.C. consider the matter and use their influence with the authorities in Ottawa to rectify such an anomaly.

The Executive considered this matter but felt that before it could do anything constructive in connection with it, it would be necessary to have the details of several specific cases to back up their case with the authorities at Ottawa. It was therefore moved by Mr. Lawson, seconded by Mr. Beaulé, that the A.I.B.C. be communicated with to obtain the necessary details to put the Institute in a position to carry out their request.—Carried.

*Editorial of October JOURNAL.* The Executive took communication of the questionnaire included in the Editorial of the October number of the *Journal*. They were impressed with the importance of the survey which this editorial seeks to promote. Such information is fundamental to the conception of any well-organized post-war reconstruction and housing programme; and it is important that all information of the nature indicated should be gathered and correlated at as early a date as possible. The Executive felt that every effort should be made to have the returns of this questionnaire made at the earliest possible date, and the assistance of the Provincial Associations is to be enlisted in this undertaking.

## COPYRIGHT ACT

In reviewing the Copyright Act, which is a Dominion Act, it appears that an architect can copyright a plan or a design so as to prevent it being used for or in another building by others, but he cannot prevent others from taking photographs of the work once erected or from publishing photographs, unless of course it is a copyrighted photograph, the copyright of which he holds. In such cases there is nothing to prevent anyone from making *another* photograph and even copyrighting it in his name, if it would do him any good.

The following portions of the Act deal in particular with architectural subjects:

Chapter 32 of the Consolidated Statutes of the Dominion of Canada contains the Copyright Act.

In *Section 3, Sub-section 2* it is stated that the word "Publication" shall not include the issue of photographs and engravings of works of sculpture and architectural works of art."

In *Section 17 "Infringement of Copyright"* it is stated that (a) "copyright is not infringed by anyone in any fair dealing with any work for the purpose of private study, research, criticism, review or newspaper summary (paragraph i)."

(b) "In making or publishing photographs of a work of sculpture, if permanently situated in a public place or building, or making or publishing drawings, engravings or photographs which are not of the nature of architectural drawings, or (publishing) plans of any architectural work of art." (paragraph iii.)

*Section 23* states that "In the construction of a building infringing on copyright in some other work, no injunction can be taken to stop the building."

Action on a copyright is prescribed in three years.

Cost of registration of a copyright is \$2.00 fee. A certificate of copyright is \$1.00 fee.



# PROVINCIAL PAGE

## ALBERTA

As Town Planning has come prominently into the notice of architects both in the pages of the "Journal" and elsewhere no apology seems necessary for some remarks on that subject here.

The City of Vancouver has a long lead on all other cities in Canada in town planning policy. That city in August, 1926, engaged the services of Harland Bartholomew & Associates, City Plan and Landscape Engineers, of St. Louis, Missouri. The report of that firm was submitted on December 28th, 1928, and was published in 1930 by the city in a volume entitled "A Plan for the City of Vancouver, British Columbia." This is a book of 388 pages with numerous maps, charts, diagrams and other illustrations. The price of \$2.50 seems a nominal one for a work of such quality and value. There is no work on the subject calculated to be more serviceable for town planning in Canada. It was taken as a model by Edmonton and probably also for Calgary. The whole subject of town planning is discussed. The actual conditions in the city are investigated and analysed, subject by subject and locality by locality. Practical proposals are made both at large and in detail. Just how well and how far the plan has been followed up must be left for Vancouver to tell. The construction of the Burrard Street Bridge was one of the major recommendations made and since carried out. A vast amount remains to be fulfilled in the future.

The Vancouver book does not give the zoning regulations that are essential to implement any town planning scheme. This was presumably considered by the town planners to be not their business but that of the city officials. The National Research Council of Canada published a Model Zoning By-Law in October, 1939, with the prefatory caution that all such by-laws should be drafted with local conditions in view.

The greatest scheme of town planning now under consideration is that for London, England. The "Master Plan for London" elaborated by the M.A.R.S. group, illustrated and described in the English "Architectural Review" of June, 1942, is a model, on a colossal scale, of how to proceed in town planning. The scheme deals with a city to cover more than 200 sq. miles, of which the square mile of E.C. London is the merest fragment. The analysis of the problem is thorough, exploring every phase of work, health and recreation and of administration as affected by city conditions. A most interesting feature of this plan is that it proposes as a type for city form neither the radial "spider-web" nor the gridiron plus diagonal type but what may be called either a trunk and branch or a river and tributary form, the interspaces being open and park land. The form is worked out with skill.

As regards London City proper, the planning is being approached along four different lines. The Highway Development Survey, on which Sir Charles Bressy, Sir Edwin Lutyens, Lord Keynes (representing Finance) and the Traffic Assistant Commissioner of Police co-operated, laid out a traffic plan of which the chief features were the creation of a great Loop-way to relieve the pressure towards the centre and of freer north and south communication. A bird's eye view of this scheme was made by Cyril A. Farey and John J. Adams and published in 1940. More recently another tentative plan based upon that traffic plan was prepared by the Royal Academy Planning Committee with Sir Edwin Lutyens as chairman. This carries the matter a step farther than the mere lines of communication, proceeding to relieve the congestion of building by introducing open spaces with scenic value providing interesting views of the river, interesting buildings and groups of buildings. Thus, open spaces are provided north of St. Paul's to Newgate Street and south to the Thames. It is true that the proposals, so far as they have as yet been developed, are highly formal and conventional both as regards intimate lay-out and as to the design of the buildings indicated. Such conventions are service-

able in a plan that is tentative. They are non-committal as to detail but demonstrate the practicability of the general ideas put forward. They illustrate, even if crudely, opportunities that are presented which may be taken better advantage of in the final working out.

Two more plans are in course of preparation; one by the London County Council, another by the City of London Corporation. That of the Corporation, prepared by the city engineer, is completed but, at this time of writing, not yet published. It is understood that the Court of Common Council representing the financial interests of the city strongly oppose the Royal Academy plans on the ground that any attempt to make the City of London resemble a cathedral city will not be approved by the city man who objects to any idea of ease and leisure being introduced into what he considers to be a busy bustling hive. The jostle of the present congested centre is, it seems, a business necessity and the environment in which they rejoice to live. What final compromise may be come to after the County Council makes its voice heard remains to be seen. The interesting point of it all is the fourfold threshing that the plan of the city is undergoing.

—Cecil S. Burgess.

## ONTARIO

The Toronto Chapter's forum on Post-War Reconstruction, which was mentioned in last month's issue, attracted a very satisfactory attendance. The writer was unable to be present, but has since had the very interesting experience of reading a verbatim report of the discussion. The following summary is given with apologies to all and sundry for the unavoidably ruthless condensation.

It was generally agreed that if a program of reconstruction does materialize after the war, housing for low-income groups will bulk very largely in it; that housing of this type will have to be subsidized—and therefore controlled—by the Dominion Government; and that it is very much open to question whether the profession will be called upon to any serious extent—if, indeed, it is not being elbowed aside already. The suggestion was made, however, that the powers that be might more readily deal with panels of architects than with individuals.

One of the most important points raised was the possibility that the end of the war may be accompanied by a violent reaction against all forms of planned and directed national effort, which would sweep away all hope of public support for large-scale peacetime objectives and seat apathy and ignorance in the saddle more firmly than ever. Several speakers felt that we must do all in our power to counteract any such tendency; as one put it, we must make it our business to sell reconstruction to all with whom we come in contact.

Discussion of the architect's position in the post-war world revealed wide differences of opinion, some arguing that the private practitioner will not be able to fit into the new pattern of things, and that the profession might as well prepare to adapt itself to that condition. Others, however, urged that we should take a hand in the shaping of conditions, having the right to do so as citizens, and the duty as men specially trained to deal with many of the problems which will require solution. To meet this challenge effectively we should study all available material, (including the work now being carried on by various national committees), make up our minds to concentrate our efforts on making a worthwhile contribution to the national welfare, and so identify architects and architecture more closely with the age in which we live.

—Gladstone Evans.

## THE PERIODICALS SHELF

By ANTHONY ADAMSON

All magazines show examples of Albert Kahn Associated Architects & Engineers Ltd., their systems of quick construction in concrete. "The Warspeed" system, the "barrel-shell" and another system using rolling forms are all well explained in the *Record* of December. There is also a fantastic suggestion for a factory to be built of thin steel supported only by air pressure.

The *Forums* for September, October and November were borrowed from our Periodicals Shelf and only returned for Christmas, so must be noted now. The September *Forum* should be borrowed. It even could be profitably bought. It is devoted to "The New House 194X" and is most interesting, thirty-three U.S. designers give their ideas on the small house in the brave new world. In the October *Forum* an article, "Building's Post War Pattern" is a stimulating plea for the necessity of an integrated industry. The Book Reviews, three pages of them in the December *Forum*, examine what appear to be several interesting books on very varied subjects, and the section is recommended to those who read books.

*Pencil Points* for December has a section devoted to U. S. Rural Medical Centres, one of them a completely mobile clinic. In fact, the whole of the December *Pencil Points* is devoted to things rural except for a housing scheme for Willow Run, Detroit. Much of this number on rural architecture is more than we can aspire to in Canada, having been developed under the T.V.A., but if we ever have a St. L.V.A. this will not be so.

The *American City* for December has "Further Comments on the Uthwatt Committee Report". It is quite short. The whole report itself (180 pages) may be obtained for 75 cents from the British Library of Information, 620 5th Ave., N.Y.C.

Among the English papers the November *Journal of the R.I.B.A.* has a lecture on "Architecture and Engineering", a subject over which the profession in all countries is labouring. The November *Architectural Design and Construction* bears down again on the R.A. design for a New old London from a technical point of view, and has a description of the current English peripatetic exhibition "The Englishman Builds". Such shows in Canada would do us all good. It also has some good school plans. *Country Life* for November 20th and 27th and December 11th is wonderful escapist literature, the copies have two old castles lived in by beautiful peeresses, also photographs of Eugenia Parham's hatchet and a motor coach of 1904. How it gets on our Periodicals Shelf we can't say but we hope it stays. After *Country Life*, *The Engineering Journal* for November is depressing.

The South African *Architectural Record* has an A.R.P. number which may interest those involved in the R.A.I.C. A.R.P. Number. Being antipathetic to "love seats" we did not read the December *Canadian Homes and Gardens* but it was pure bias as there are some fine pictures of New Brunswick pioneer houses.

## THE TOWN PLANNING QUESTIONNAIRE

In answer to our questionnaire of October, 1942, regarding the state of Town Planning in Canadian municipalities, we have to acknowledge the whole hearted co-operation of the Province of Saskatchewan. The President of the Saskatchewan Association, Mr. Stan. E. Storey, has replied in both the spirit and letter of our questionnaire, and several cities in the Province have sent in valuable and interesting material.

We are also obliged to Mr. Burgess of Edmonton, Mr. Buck of Vancouver and Mr. Munn of Winnipeg, for their prompt replies.

Since our editorial of October, the Council of the Institute has endorsed our proposal, and letters have been sent to all Provincial Associations asking their co-operation. The Council feels that the collection of this essential data might well be our first contribution to Reconstruction. Except for the cities mentioned above, the results have not been encouraging.

Editor.

## LETTER TO THE EDITOR

Dear Sir: Would you take a few minutes of your valuable editorial time to peruse the Ontario notes on the Provincial pages of the past year or so.

Having done so, do you not agree that the sub-heading should be Toronto, and not Ontario, as there is apparently little of interest beyond the confines of the provincial metropolis.

We pioneers on the outposts of Empire do not see the real spirit of our Toronto confreres reflected in this myopic circumspickysm. This is writ in sorrow, and not in anger. Frankly, we P.'s on the O. of E. feel very depressed by our monthly and vicarious participation in the periods of the Queen City. This prod involves no personalities as regards your esteemed correspondent, other than a recommendation for dietary correction.

Hopefully yours,

Bert Hazelgrove.

## REPORT OF ART, SCIENCE AND RESEARCH COMMITTEE

Building Science Abstracts No. 5, 6, 7 and 8 of Volume XV (new series) were received and should form part of the list already recommended to the attention of members of the Institute.

To this list should also be added a Report on Industrial Waters of Canada, published by the Printer to the King's Most Excellent Majesty, and the National Building Code published by the National Research Council in Ottawa. (Note Review of the National Building Code published in the December issue).

—Charles David,  
Chairman.

Montreal,  
November 28th, 1942.