

JOURNAL

ROYAL ARCHITECTURAL INSTITUTE OF CANADA

Serial No. 255

TORONTO, NOVEMBER, 1946

Vol. 23, No. 11

PRESIDENT CHARLES DAVID (F)

C O N T E N T S

EDITORIAL	266
COMMUNITY PLANNING IN CANADA, The Rt. Hon. C. D. Howe	267
THE COMMUNITY PLANNING ASSOCIATION OF CANADA, P. Alan Deacon	268
TOWN PLANNING AT WORK, Donald B. Strudley	270
GREATER WINNIPEG, MANITOBA, Eric W. Thrift.	272
PLANS FOR EIGHT COMMUNITIES	276
REGINA, SASKATCHEWAN, Town Planning Consultants Limited	277
HAMILTON, ONTARIO, Town Planning Consultants Limited	279
WINDSOR, ONTARIO, Town Planning Consultants Limited	281
PETERBOROUGH, ONTARIO, Town Planning Consultants Limited	284
STRATFORD, ONTARIO, Town Planning Consultants Limited	286
KENORA, ONTARIO, Town Planning Consultants Limited	288
TERRACE BAY, ONTARIO, Town Planning Consultants Limited	290
ETOBICOKE, ONTARIO, Town Planning Consultants Limited	293
GUELPH, ONTARIO, Culham and Dryden	294
SAINT JOHN, NEW BRUNSWICK, J. Campbell Merrett	296
HALIFAX, NOVA SCOTIA, Harold Lawson	299
ST. JOHN'S, NEWFOUNDLAND, John Bland	302
THE INSTITUTE PAGE	307

THE INSTITUTE DOES NOT HOLD ITSELF RESPONSIBLE
FOR THE OPINIONS EXPRESSED BY CONTRIBUTORS

EDITORIAL BOARD

F. BRUCE BROWN, CHAIRMAN

ERIC R. ARTHUR (F), EDITOR

R. A. D. BERWICK, Vancouver; MURRAY BROWN (F), Toronto; C. S. BURGESS (F), Edmonton; ROBT. F. DUKE, Saskatoon; A. H. EADIE, Toronto; GLADSTONE EVANS, Toronto; LESLIE R. FAIRN (F), Wolfville; GORDON FOWLER, Toronto; LAWRENCE J. GREEN, Winnipeg; EARLE C. MORGAN, Toronto; H. CLAIRE MOTT (F), Saint John; JAS. A. MURRAY, Toronto; H. E. MURTON, Hamilton; FORSEY PAGE (F), Toronto; JOHN B. PARKIN, Toronto; W. A. SALTER, St. Catharines; J. ROXBURGH SMITH (F), Montreal; ROBT. M. WILKINSON, Toronto.

J. F. SULLIVAN, PUBLISHER

Editorial and Advertising Offices - - - - - 57 Queen Street West, Toronto 1

SUBSCRIPTION RATES

Canada and Newfoundland—Three Dollars per year. Great Britain, British Possessions, United States and Mexico—Five Dollars per year. All Other Countries—Six Dollars per year. Single Copies—Canada 50 Cents; Other Countries 75 Cents.

R. A. I. C. JOURNAL

NOVEMBER 1946

WE remember in the dark, early days in the war, that Colonel Blimps, on the other side of the water, would frequently tell us that God protected, with a very special care, those who did not plan. The favoured were, of course, all Anglo Saxons. The wicked Germans were outside the pale, and so were the Russians who were doubly damned as "plan-conscious" and godless. The unprepared Anglo Saxons would always win the last battle.

TO what extent we planned, and to what extent we blundered through, is for history to decide. There are many signs that we are blundering through the peace, but some hopeful signs stand out that give the ordinary citizen, in Canada, some hope. The activities of the Wartime Prices and Trade Board are one, but they, like so many others, can plan only for short terms. They have no five year plan.

ONE of the most heartening signs of recent times of government interest in planning has been the calling of the Community Planning Conference through the agency of a crown company, the Central Mortgage and Housing Corporation. The Conference gave birth to an infant called the Community Planning Association whose godparents were the E.I.C., the R.A.I.C., the Canadian Welfare Council, the Trades and Labour Council, the Provincial Governments of Canada and the Central Mortgage and Housing Corporation. We shall watch his growth with interest, because he has a great future which we firmly believe will affect the lives of many now living, and, more particularly, many millions yet unborn.

WE realized, ourself, while working as a "public spirited citizen" on the Planning Board of a provincial city, that the most earnest and enthusiastic board with its highly skilled advisers could never break down newspaper suspicion, public apathy, and the indecision and political self-interest of elected representatives on the municipal level, without a broad and far reaching programme of education. It will be the principal duty of the C.P.A. to carry out such a programme across the Dominion in hamlet and city, in elementary school and city council. It will be the means, indirectly, of setting up boards that do not exist at present, and of putting new hope into those moribund boards whose members know that their efforts will go through two inevitable stages — ridicule followed by oblivion. The progress will be slow, but the alternative of useful, arduous work followed by reasoned judgment, intelligent criticism and action, within the means of the community to carry out a plan, in whole or in part, is something worth fighting for. Such boards would attract the best people in the community because no greater opportunity for service exists in our modern society.

WE would suggest to the Council of the C.P.A. that a great deal of this work will be done through films, and, so far as we know, suitable films do not exist in North America. "Proud City" is strong meat and unintelligible for a community that has been led to believe that slums are a necessary part of our civilization, or that the rape of the countryside by indiscriminate residential subdivisions is the post war utopia. A South American film we saw only yesterday, with high expectations, would set the cause of Town Planning back to the first Chicago Exhibition. We have the highest regard for the competence and wisdom in these matters of our own Film Board. It would take time, but they could make the films. If the cause is worthwhile, the cost should not be counted

IN Town Planning and Housing there may be no last battle to win. Indeed, we may have lost it if large sections of our urban and rural communities lie occupied by the forces of congestion, poverty and despair. Housing will not catch up with the slum-dwellers in the lifetime of those who read this *Journal*, but, for their children, there is hope if the C.P.A. carries on an underground fight that will eventually command the respect and the support of the whole country.

Editor

COMMUNITY PLANNING IN CANADA

By THE RT. HON. C. D. HOWE, Minister of Reconstruction and Supply

IT is a pleasure for me to discuss briefly in this *Journal* my views on community planning activity in Canada.

A few months ago, Central Mortgage and Housing Corporation, which is responsible for virtually every Dominion Government operation in housing and community planning fields, was transferred to the Department of Reconstruction and Supply. As a result, I am vitally interested in the progress of planning throughout the Dominion.

Community planning, as I understand it, is the science which deals with the proper use of land on a regional and community basis. Its purpose is to assure Canadian families, individually and collectively, of the full benefits from natural resources and technological progress.

To-day, both urban and rural aspects have assumed a tremendous importance. We know from the Census that half a century ago twice as many Canadians lived in rural areas as in cities and towns; now the picture is reversed with the majority living in the urban areas.

This shift in population was accelerated by the war. From 1940 to 1942 our larger cities grew three times as much as they did in the previous decade. The army of industrial workers in the cities and towns increased by about 50 per cent., while the productive capacity of the factories and works in our communities was correspondingly raised. Although it may be considered abnormal, this growth has had and will continue to have a tremendous effect on our future community well-being.

The great need for housing in the post-war period has resulted in the development of unplanned urban fringe areas and I do not need to enlarge on the problems that arise from the over extension of public services for such areas. The war has made necessary a deferment of local improvements to the point where a substantial backlog of work has to be done. The reconstruction period, in which we are bound to undertake these improvements on a large scale, provides an opportunity to enhance the efficiency of this part of the national plan, an opportunity which may not be offered again.

We are morally pledged to maintain in this country high and stable levels of employment and income. As a result, the various governments plan to undertake many kinds of developmental works to begin when they will be most effective in maintaining national objectives. Many of these developments, not only public buildings, but also utilities, harbour works and roads, will materially affect the physical shape of our communities.

The National Housing Act, 1944, provides for long term financing at reduced interest rates in those municipalities which have community planning and adequate zoning regulations. Long terms and reduced interest can only apply to planned communities for two reasons: (a) a community which is properly planned offers better living conditions for the inhabitants and (b) it provides a reasonable assurance of protection for the investment of private and public funds. It is therefore most advantageous to all concerned for municipalities to prepare community plans.

In 1943 a survey was made to determine the extent of community planning in Canada. Only 100 replies were received 400 questionnaires that were sent to cities and towns and these replies showed that not one city or town had adopted an official community plan. Only a few were doing much about it.

Since the survey was made much greater interest in the subject is evident and it is possible that now the situation is much better. But I have reason to believe that even to-day only a few municipalities have legally adopted official master plans. I know there are many obstacles. I also know that the professional organizations have been active as is evidenced by the contents of this *Journal*.

Then why is there not greater activity in planning?

In an attempt to find the answer to this important question, a conference on community planning was held in Ottawa last June by Central Mortgage and Housing Corporation. Many of you have undoubtedly heard of this conference, since it was attended by representatives of the Royal Architectural Institute of Canada. There were also representatives from other professional bodies, social and labour groups and the provincial and Dominion governments.

I had the honour of opening this conference and was impressed by the unanimous agreement of the delegates as to the prime need in arousing interest in community planning. In their opinion, some method of presenting the average Canadian with information which would enable him to understand the basic principles and benefits of sound planning was of paramount importance. As a result the Community Planning Association of Canada was formed. Membership in this organization is open to all who are interested and it is hoped that provincial and municipal branches will be formed. The chief objective is to distribute non-technical information on community planning to the greatest number of people.

Community planning is primarily a provincial responsibility since it comes within the sphere of provincial jurisdiction. The Dominion Government can offer advisory services and basic information as it has done in the past but legislation enabling communities to carry out their plans can only be provided by the provincial governments. It is the responsibility of the municipalities to prepare plans and make provision for their execution.

It should be remembered that no matter how good the legislation and other aids provided by the provinces or how sincere and active the municipal officials may be, it will be impossible to achieve community planning unless the people desire it and the technical and professional groups are ready and qualified to prepare the plans.

Architects therefore have, in my opinion, a great responsibility in the future advancement of community planning. By training they are properly prepared to assist in making plans; they are also in a position to take an active part, each in his own locality, in the formation of branches of the Community Planning Association of Canada and, in accordance with the objectives of the association, assist in providing the public with the best community planning information.

The success of the Community Planning Association of Canada and the entire community planning scheme rests in the hands of architects and other professional organizations as well as social and labour groups. Public discussion and understanding of community planning in every city and town from Victoria to Halifax is essential if these promising plans are to exercise their effects over the years. The architect has a definite responsibility in this respect.

I realize that difficulties will be encountered but I am confident that through co-operative effort in the years ahead, Canada will measure up to this situation as worthily as she has met challenging situations in the past.

THE COMMUNITY PLANNING ASSOCIATION OF CANADA

INCORPORATED OCTOBER, 1946

ON October 18th, 1946, the Provisional Council of the Association held its first meeting, elected its officers, appointed an editorial Advisory Committee, and made plans for the organisation of the Association on a provincial basis.

This new chapter in the history of Community Planning in Canada is due, in no small measure, to the continued efforts of the R.A.I.C., during the last six years to revive the moribund Town Planning Institute of Canada. A brief history of R.A.I.C. participation is in order.

- (a) In 1940, the Toronto chapter of the O.A.A. expressed interest in the revival of the T.P.I.
- (b) In January, 1944, the R.A.I.C. council appointed Messrs. Hazelgrove and Abra to discuss the revival of the T.P.I. with J. M. Kitchen, who had tried to keep the T.P.I. charter alive.
- (c) Following this meeting, concrete, R.A.I.C. proposals were sent to all members of the T.P.I. Similar proposals were sent by the E.I.C.
- (d) The president of the R.A.I.C., on a tour through the Western provinces, contacted some of the members of the T.P.I. and learned that they favoured revival but not control by any one organisation.
- (e) In 1945, a conference with the Under-Secretary of State and representatives of the T.P.I., E.I.C., and the R.A.I.C. was held and, as the charter of T.P.I. had lapsed, it was suggested that a new organisation be formed.
- (f) The R.A.I.C. suggested to the E.I.C. that joint action be taken to promote a Town-Planning Institute. The E.I.C. accepted and early in 1946, J. M. Kitchen, T.P.I., N. B. MacRostie, E.I.C. and A. J. Hazelgrove, R.A.I.C., met to draft a joint brief for presentation to the Dominion-Provincial Conference
This brief as approved by the three Institutes was presented and was well received.
- (g) Major-General H. A. Young, Vice-President of the Central Mortgage and Housing Corporation, expressed the Government's support of the type of organisation suggested in the brief and requested that a conference be held of all interested parties.

"The object of the Association shall be to foster public understanding of, and participation in, Community Planning in Canada." —By-laws of the Association

At a subsequent meeting, plans were made for such a conference.

On June 25th and 26th, 1946, sponsored by the Central Mortgage and Housing Corporation, a Community Planning Conference was held in Ottawa. The membership of the conference included twelve Provincial Government representatives, thirteen Institutional representatives, and twenty Federal representatives. Of the total forty-five delegates, ten or more were architects including the four official R.A.I.C. delegates.

Briefly summarised, the two-day conference discussed existing planning legislation, the need for greater co-operation and co-ordination between all governments, local, provincial and federal, and the necessity of establishing an informed public opinion to make community planning a reality.

The conference approved, in principle, the formation of an autonomous organisation to be known as the Community Planning Association of Canada. Acting on the recommendation of the special Constitution Committee appointed by the Conference to examine a report on the draft Constitution of the Association, the Conference approved the draft by-laws. For purpose of incorporation and to act until the Association has been organised, a Provisional Council was appointed by the Conference. This Council to be composed of nominees of the organizations represented at the Conference, follows:

Engineering Institute of Canada—	3 Councillors
Royal Architectural Institute of Canada—	3 Councillor
Town Planning Institute of Canada—	1 Councillor
Canadian Construction Association—	1 Councillor
Trades and Labour Congress of Canada—	1 Councillor
Canadian Welfare Council—	1 Councillor
Provincial Governments—	1 Councillor
Central Mortgage & Housing Corporation—	1 Councillor

Membership in the Association is to be open to interested persons and groups and its organisation is to be based on local groups, provincial divisions and a national council. The national council is to consist of thirteen councillors, one appointed annually by the Central Mortgage and Housing Corporation, and elected for a three-year term by each Provincial Division. At each Annual Meeting sufficient Councillors shall be elected to bring the total to thirteen.

There are to be three types of membership: Honorary members appointed by Council for one year and not required to pay fees but may make donations; Sustaining members comprising Corporations, Societies or other groups or individuals who shall have been elected to Sustaining Membership—annual fee to be \$25.00; Active members to be individuals elected to Active Membership—annual fee \$3.00. A Membership Committee of Council shall review each application for Sustaining or Active Membership.

Subject to review by Council the Association may accept donations from any source in support of the work of the Association.

The Central Mortgage and Housing Corporation has undertaken to substantially assist the Association in every way, and has already provided staff, services and funds to provide for the publishing of a monthly bulletin.

The programme proposed to be undertaken to further the object of the Association includes the following projects:

- a) *A monthly bulletin* for distribution by provincial and local branches and adult education agencies, to neighbourhood groups of citizens, trade unions, Legion branches, etc.
- b) *Films and film strips* for distribution through the Association and for deposit in film libraries.
- c) *Travelling Exhibits* prepared by the Association and sponsored by the provincial and local branches.
- d) *Radio Discussions* on the national networks, by acknowledged experts and experienced public men. These discussions could be based on topics covered in the bulletins and provide the pattern of listening group discussion and comment used and developed in the CBC's Farm, Citizens', Labour and Servicemen's Forums.
- e) *Brief Talks on Community Planning* prepared by the Association and mimeographed for use by speakers at Service Clubs and small group meetings.

Until the first Annual Meeting of the Association to be held in October, 1947, the Provisional Council as approved by the Conference will be responsible for the success or failure of the Association. As six of the thirteen Councillors are nominees of the E.I.C. and R.A.I.C. (three from each Institute) and as joint action by both

Institutes brought the Association into being, continued joint action and co-operation by all members of both bodies is essential.

Individual members must take the lead in promoting public interest and active public participation in the work of the Association. It is their responsibility to initiate the programme in the neighbourhood, the service club, the town and the city; to actively participate in discussions and local group meetings; and in their local Chapters to sponsor public meetings and exhibits. All these and more must be done if Community Planning in Canada is to be a reality.

The R.A.I.C. has shown leadership and prepared the way. Will we, the members, complete the job? I think we will.

P. Alan Deacon.
Chairman of R.A.I.C. Planning Committee

Provisional Council

President—R. E. G. Davis, Canadian Welfare Council.

Vice-President—J. M. Kitchen, Town Planning Institute of Canada.

Executive Councillor—N. B. MacRostie, Engineering Institute of Canada.

Secretary—A. H. Armstrong, Central Mortgage and Housing Corporation.

Councillors—

- | | |
|-------------------|---|
| A. E. K. Bunnell | Elected at Conference to represent Provincial planning authorities. |
| Stanley Lewis | Canadian Federation of Mayors and Municipalities. |
| Ernest Ingles | Trades and Labour Congress. |
| Allan C. Ross | Canadian Construction Association. |
| Hugh A. Young | Central Mortgage and Housing Corp. |
| R. L. Dobbin | Engineering Institute of Canada. |
| Austin L. Wright | Engineering Institute of Canada. |
| A. J. Hazelgrove | Royal Architectural Institute of Canada. |
| J. Roxburgh Smith | Royal Architectural Institute of Canada. |
| P. Alan Deacon | Royal Architectural Institute of Canada. |

TOWN PLANNING AT WORK

By DONALD B. STRUDLEY

THIS is the story, not of the Stratford Master Plan, but of the growth, over a several year period, of the "Planning" idea in Stratford and the general acceptance by the whole community of the fact that "Planning" is important to all of them, and that much as we might disagree on certain details, we must within a reasonable period of time get our planning under way, discuss and compromise on the points of disagreement, and then get on with the job of implementing the plans.

Although it was not fully realized at the time, the first practical steps towards Planning were taken by the 1943 City Council when they appointed a sub-committee on "Post-War Works". The thought was to survey the need of civic improvements, particularly as related to the amount of labour each might furnish, and to list the chief items with some degree of priority so that engineering studies and details could be undertaken and a good backlog of work be made ready for an expected post-war depression. This committee did a very good job and made a report towards the end of 1943 that was valuable and constructive.

About the same time, or in early 1944, a number of citizens had become aware of the great development first in Britain and United States, and then in Canada of "Community Planning". The emphasis on this subject in the Curtis Report on Housing and in the National Housing Act, 1944, all helped, and the fact that by that time it was apparent that Stratford must be prepared for substantial growth in the immediate post-war period lent urgency to the discussions. To this group of citizens the "make work" approach was entirely too negative and it seemed that we should get down to brass tacks, discuss what kind of city we wanted and could reasonably hope to grow into, and what our physical requirements would be if we were going to develop that way. The upshot was that Mr. Geo. Mooney, the then Executive Director of the Canadian Federation of Mayors and Municipalities, and an early apostle of Planning, was invited to address a dinner meeting organized by the Stratford Rotary Club and to which representatives of all local official and semi-official bodies were invited, such as the City and County Councils, Board of Education, Public Utility Commission, Industrial Commission, Parks Board, Board of Trade, Trades & Labour Council, other service clubs, etc. Mr. Mooney did a splendid job of outlining the objectives and benefits of Planning but warned us that experience showed that a Plan to be successful must be the result of careful working and thinking on the part of a great many local citizens, and that, necessary as an outside Consultant might be, the Plan when finished, if we expected it to be adopted, should be the citizens' own plan, and not solely that of an outside Consultant.

Resulting from this meeting was a decision, endorsed by the City Council, to set up a Stratford Planning Development Council, representative of all organizations in the city, official or otherwise, who had an interest in the community. This Council was organized in early 1944 and elected an executive of seven members, who undertook the development of a comprehensive Planning programme. Sub-committees were set up to consider questions of Population and Retail Trade, Employment and Industry, Community Objectives (broken down into sub-committees on Housing, Health and Hospitalization, Schools and Recreation, and Airport), Zoning and Land Use, Finance and Legislation, and Public Information. Forty or fifty citizens representing a very wide cross-section of the community were interested in the work of these committees and sub-committees and the studies during 1944 resulted in the compilation of much useful and needed data and considerably furthered the interests of this group, and of the Community, in the whole project. By Fall of 1944 most of the committees had prepared a preliminary report outlining the field of their studies, and in some cases, had presented well documented programmes for further action. The Subcommittee on Health and Hospitalization, for instance had carefully reviewed the problem of integrating hospital facilities including General, Isolation and Chronic, and developing expanded facilities to meet the calculated future needs. The Department of Health at the Minister of Health had been in on the discussion and had approved them in principle, and the committee reported that they needed an appropriation to engage architects to proceed with more detail planning before any further progress could be made.

In January, 1945, the Planning and Development Council asked the City Council to approve a budget provision of \$7,500 to enable them to start an architectural firm, Hospital Plans and to cover other contemplated expenses and this was done. They asked also, and City Council agreed, that as a temporary measure no City-owned lands should be sold without obtaining a report on them from the Planning & Development Council. This simple step has proved of immense importance and has been the means in a number of cases of avoiding situations "going wrong" during the process of planning.

By the middle of 1945 it was apparent that we also needed expert Planning Consultants to give guidance and help in our whole Planning Programme and after discussions with a number of firms doing this work, we engaged Town Planning Consultants Ltd., of whom E. G. Faludi is Managing Director, to schedule and supervise the planning work with the idea that we would have our Zoning By-law and Master Plan proposals ready

for presentation to the public by early summer of 1946. Under Dr. Faludi's direction a Planning Office and full time staff were set up in the City Hall and a more intensive programme of work undertaken. The previous committees had largely completed their work and submitted reports and the Planning and Development Council was then re-constituted as two major committees—a Planning and a Zoning Committee—each of which met every two weeks through the winter of 1945-46.

One of the first tangible results from the new Planning Office set up was in the field of Housing. Housing Enterprises of Canada Ltd. had just been set up to undertake large scale rental housing developments. Stratford's housing situation, particularly for returning veterans, was desperate, and we wanted to get action at the earliest possible date. By putting the whole Planning Office Staff on the job for two weeks in November, 1945, we completed a detail factual study of the actual housing situation of the some 500 veterans who had returned home at that date, and by adding to this the very complete information previously prepared by the Committee on Employment and Industry, we were able to complete a very useful report for Housing Enterprises, proving beyond doubt that we had a need of up to 1,000 housing units, and had industrial employment at wage levels that enabled a very large proportion of the total population to afford the rents Housing Enterprises contemplated.

On the basis of this report we obtained an almost immediate favourable decision. A site was chosen to fit in with our larger plans and Town Planning Consultants Ltd., in conjunction with the Stratford Planning Office, undertook the detail site Planning. This development of 108 immediate houses on a site planned for over 300 eventual houses was one of the first in Canada to actually get into construction, and is now well advanced, and is considered by Housing Enterprises to be one of the best and soundest of any of their developments to date.

In January, 1946, we again asked and obtained City Council approval of our budget of \$8,000 to complete work on the Master Plan and Zoning By-law, cover the expense of having them implemented, and to cover the cost of a public exhibition in June to present the plans to the public.

The Planning proceeded about on schedule and in June a very impressive Planning Exhibition was opened by Premier Drew and continued for ten days. During that time the public admissions represented 25 per cent. of the population of the community which we felt indicated a very broad interest on the part of the citizens. During the Exhibition also three public meetings were held to discuss the Zoning By-law proposals in the three sections into which the City had been divided. The zoning Proposals in the form of maps and Tables of Permissible Uses had been well publicized in the newspaper and were, of course, displayed in the Exhibition and the public were invited to question or criticize them. The meetings were well attended, and the suggestions

and criticisms were almost all on the basis that this or that proposal was unwise for the community, rather than that it would hurt the individual concerned. Out of these meetings a considerable number of changes were made in the proposals, and a great deal accomplished in explaining the proposals to the people who were going to be directly affected.

During the Spring of 1946 the Planning Act, 1946, was passed by the Ontario Legislature and this was, of course, reflected in our proposals. We contemplate that the Stratford Planning and Development Council will be reconstituted as a Planning Board under this Act and that it will carry on to administer the Plan. If the Planning Act had been in effect when we started in 1943, we would no doubt have used it and this would have given better and more efficient direction to our efforts. A good many of us feel, however, that the groping we have done over several years to arrive at our present plans has not all been wasted and that out of this very democratic approach we have interested more citizens in the planning process and, if so, this will probably pay future dividends as the plans are implemented.

Our present position is this:

The City have officially asked the Minister of Planning and Development to set up a Planning Area for Stratford. The area recommended by the Planning and Development Council includes parts of four adjacent Townships, two of which have definitely agreed to come in, and we hope shortly that the problems in respect to the other two Townships will be resolved.

When the Planning Area is settled a Planning Board will be set up representing the several municipalities in the Area.

A Zoning By-law is practically ready for presentation to City Council and has been widely discussed, to settle controversial points, before it is presented.

A Master Plan covering Planning Requirements for an estimated 30 year period ahead is ready for final approval by the new Planning Board before presentation to City Council.

A number of projects recommended as urgent in the Master Plan are well advanced. For instance, Marani & Morris in Toronto have completed preliminary hospital plans and the problem of settling the financing arrangements is well along; J. D. Kyles in Hamilton has plans well advanced for a Secondary School addition, including a Civic Auditorium and these plans are being discussed with the Department of Education; almost two hundred housing units, practically all in carefully planned neighbourhood developments are being erected by Housing Enterprises, Wartime Housing and private capital and will be completed this year.

All in all we have high hopes in Stratford that the community will be able to finalize and accept a very constructive long range plan, that will help immeasurably over the years as we gradually grow into the city that we want to be.

GREATER WINNIPEG, MANITOBA

By ERIC W. THRIFT (Director, Metropolitan Plan — Greater Winnipeg, Earl O. Mills, Consultant)

The much sought after and seldom achieved goal of establishing civic planning on the basis of an economic and social unit, rather than a political unit, has in large measure been accomplished in Greater Winnipeg.

The real beginning of the metropolitan planning idea was developed in 1943, when the Provincial Government of Manitoba, through its Post-War Reconstruction Committee, afforded encouraging support by inviting representatives from the various cities, towns, and municipalities of Greater Winnipeg to meet and discuss the merits of planning in comprehensive, co-operative manner. The success of the effort has produced co-operation of a nature that is found in too few places.

After meeting together and discussing the planning idea pro and con, the representatives of the several councils of the area agreed to commission and pay for the preparation of a plan and, therefore, formed the Metropolitan Planning Committee—Greater Winnipeg. Coincidentally, the Winnipeg City Council, a participant in the Metropolitan Planning Committee, appointed a Town Planning Commission. Further co-operation was obviously desirable for the sake of better planning and a more economical operation, so in July, 1944, a joint executive for the two bodies was founded, and made responsible for establishing the planning programme under the general approval of the two parent bodies. The organization chart, Plate 1, sketches the present organization, which it is anticipated will be improved in the establishment of a permanent metropolitan planning body.

It was recommended, and agreed, that the planning work should be founded on the concept of democratic

public understanding and participation, and further that a consultant of wide experience in the planning field should be sought to guide the preparation of a broad plan for the future development of Greater Winnipeg. As a result, Earl O. Mills of St. Louis, Missouri, currently president of the American Institute of Planners, was engaged in November, 1944. Under his direction, a programme for the preparation of a comprehensive metropolitan plan was outlined, and a planning staff established in January, 1945, to carry out the work. In the establishment of the staff a further principle was observed in the conscious effort to make the planning job one that belonged to the community. All the personnel are local people.

The consultant supported the belief of those responsible for organizing the work, that the broader the base of public understanding, and participation in planning, the greater were its possibilities of accomplishing real and lasting benefits for the community as a whole. This principle has motivated much of the action that has taken place to date.

To follow out this democratic idea, some 60 organized groups or bodies in Greater Winnipeg were asked to make suggestions about the basic principles and purposes, which it was felt should underlie the planning efforts, and many useful thoughts were forthcoming. Later the number of organizations was expanded to over 120, when they were requested to make nominations to some eight or more Citizen Advisory Committees, which were to be appointed to study and make recommendations on all of the various proposals prepared by the planning staff as parts of the broad planning programme.

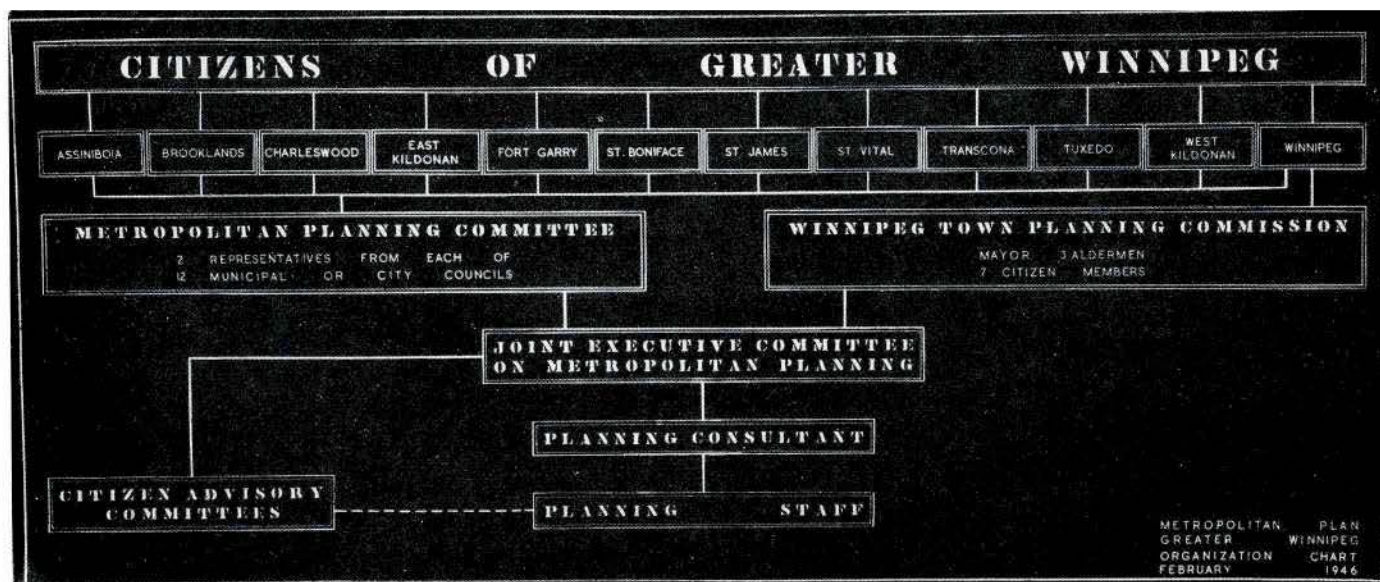


PLATE 1

These nominations have made it possible to appoint advisory committees of citizens from all walks of life who were versed in, or familiar with, the problems in hand.

The planning process, though a little involved at times because of the nature of the organization administering the planning work, and because of the desire to get as much valuable advice as possible, has functioned fairly smoothly since its inception. Initially the consultant outlined the planning programme in its various phases. These phases are detailed later. After the necessary studies have been made by the staff on a particular phase of the work, a proposal for the community's development in that field is prepared. Studies or proposals on other phases that may have been prepared before are kept in mind and due regard is given to co-ordination between these and the current study. After the proposal has been suitably recorded in map and report form, it is presented to the Citizen Advisory Committee appointed to deal with that subject.

Study by the Citizen Advisory Committee of a particular subject usually involves weekly meetings of the committee which may extend over a period of one to five months. Proposals are dissected and given the closest scrutiny and study, and out of these meetings come many suggestions for improvements. At least two of the staff, the director and secretary, and sometimes three, are present at these meetings to explain the proposals and their purposes and to hear and participate in the discussions.

After the particular proposal has been thoroughly reviewed by the Citizen Advisory Committee, it is then forwarded to the Joint Executive Committee with suggestions made by the Advisory Committee. Here again the scheme is scrutinized and the committee suggestions reviewed. Those that are accepted, are incorporated into the proposal, and it is sent on to the Metropolitan Planning Committee and to the Winnipeg Town Planning Commission for review, and final transmission to the municipal and city councils for tentative approval in principle. All such schemes remain tentative until all other phases of the programme have been sufficiently studied, so that there will be no conflict among them. Most of the elements of the comprehensive plan for the metropolitan area have received some measure of consideration.

It was felt at the outset of the work, that the conclusion of hostilities was not far off (later proven to be an accurate estimate), and that, therefore, as much information on all of the various elements should be gathered and organized as quickly as possible in order that the planning staff and the appointed bodies would be in the best possible position to study or consider problems arising out of the reopening of civilian activity in any

one phase, if developments made this necessary. While this has delayed the preparation and completion of schemes, it has proven useful in supplying a background of information and knowledge, which has made it possible to advise frequently on current problems in a prompt manner.

The first element dealing with physical development, which was studied, was that of a comprehensive thoroughfare system. Many study maps were prepared showing the existing condition and extent of the street system and other information, historical, statistical and the like was gathered. Studies were then made for a complete system of thoroughfares to link the whole area. The usual problems of poor connections, inaccessible areas, narrow streets used for thoroughfares, devious and complicated routes, and hazardous connection and street design were all found. Greater Winnipeg is, however, fortunate in having a framework of thoroughfares which, with a number of new connections and improvements, will form a natural system of radials leading out from the centre in every direction. This is so in spite of two meandering rivers and a complicated spider web of railway lines woven into the structure of the area. Some of these existing routes are adequate in width for any traffic volume that can be foreseen, while others are narrow and therefore congested, and will require widening action.

The tentative scheme has been studied and reviewed by the Citizen Advisory Committee on Streets, Traffic and Transit, the Joint Executive Committee, the Metropolitan Planning Committee, and the Winnipeg Town Planning Commission, and has been given tentative approval by the municipal councils of the area. Many city and municipally-held properties in the routes of new connections or improvements, are being retained or removed from sale lists in order to put the respective city or municipality in a better position to carry out the proposed works.

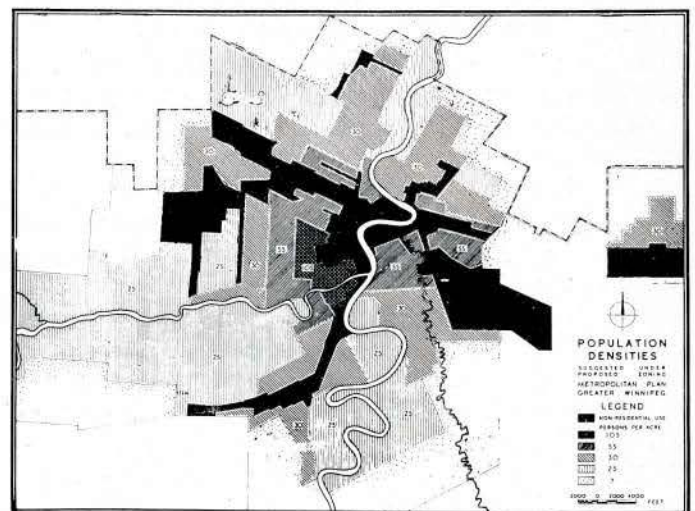


PLATE 2

A preliminary report containing detailed information on the existing street system, the location and development of proposed thoroughfares, recommendations for various types based on lane widths and pavement widths, the techniques necessary to bring about the necessary improvements, and a suggested set of regulations for the control of subdivision is being printed for limited distribution.

Concurrently with the thoroughfare studies, information on the background of the whole area was being gathered and organized. As a result, a report on the Background of Planning for Greater Winnipeg is ready for publication. This report gives much of the information necessary to establish a competent understanding of the nature of the area and the reasons for the form which its development took, together with information regarding the present status of the metropolitan community. There are sections dealing with physical and economic development, population growth, and the characteristics of the area, which have affected its present development.

A review of past planning efforts, the results which came out of them, and the causes for their unfortunate conclusion are outlined. The most important effort in the past occurred in the years 1911 to 1914, and only the intervention of World War I precluded the continuation of a permanent planning organization, which would have undoubtedly produced untold benefits for the whole of Greater Winnipeg. Its aims were broad and its purposes founded on the principles of sound urban development. Credit for much of the valuable work done, in spite of lack of funds because of the war, must go to Professor A. A. Stoughton, at that time the newly appointed head of the Department of Architecture at the University of Manitoba, and now Professor Emeritus. In spare hours and without remuneration, he produced ideas, many of which are to-day being confirmed by the present planning proposals.

With the proposed thoroughfare system as a basis, a study of the transit system has been made, and many of the existing conditions mapped for the first time. The planning staff have been most fortunate in these studies in having the close co-operation of the officials of the Transit Company in supplying information and in studying proposals.

Particular attention has been given to the areas and population served by the system, the nature of the service in these areas, the duplication or overlapping of service, and the co-ordination of transit routing with the thoroughfares. Since the Transit Company is embarking upon a programme of improvements to its system and equipment, it is hoped that the same co-operation, which exists, will be carried over into the execution of the proposed work. The transit proposals are currently being studied by the Citizen Committee on Streets, Traffic and Transit.

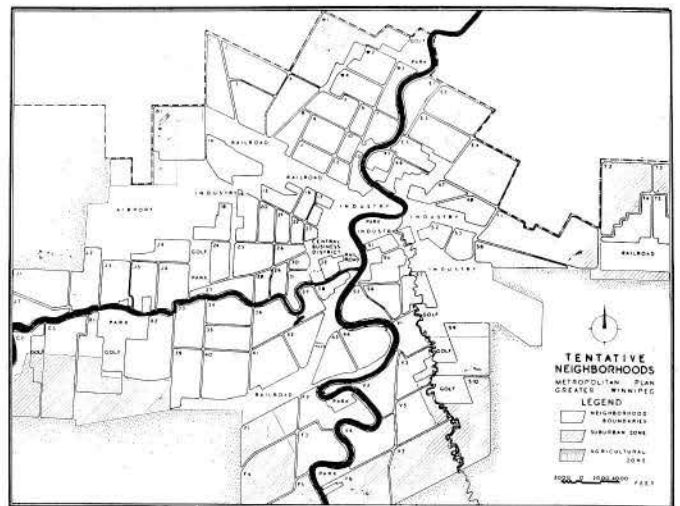


PLATE 3

Extensive study has been given to the whole transportation problem including railroads, airlines, bus lines and water transport. Greater Winnipeg, as has been mentioned, has its full share of railway tracks in almost every direction which, of course, presents difficult problems for other types of development. It is, therefore, proposed that improvement be made in the arrangement of some of the lines to obviate their unnecessarily detrimental effect. It is also hoped that the trend toward diesel or diesel-electric locomotion in urban areas will be speeded up. Winnipeg with two major and one minor freight classification yard, and two major shop and overhaul plants within its boundaries would heartily welcome such action. Major shops and overhaul facilities also occur in Transcona in the eastern part of Greater Winnipeg, and other yards occur in St. Boniface. Such a concentration of railway development is seldom found in one urban area, but the importance of the railways in the early development of the west, and the fact that both transcontinental routes funnel through the area, have probably accounted for the unduly heavy proportion of railway activity.

The development of Stevenson Airport has caused much discussion in recent months and one of the likely results will be the need for secondary fields because the small private flier will be crowded from the major field by commercial development. Proposals are, therefore being developed for the location of secondary field accessible to good roads but off the major flight lines and beyond the operations area of the large airport.

Suggestions have also been prepared for the improvement of inter-urban bus routing through the area and review made of the water transport situation.

All of these proposals have been reviewed by the Citizen Advisory Committee on Transportation.

At the present time, zoning for the whole area of Greater Winnipeg is being discussed publicly in

sections. After several months spent in the preparation of maps and data showing the existing conditions in the fields controlled by modern zoning, a proposed district map was prepared and a by-law drafted. It was proposed that a correlated district map be used for the whole metropolitan area with a common by-law to establish the regulations in the various zones. Thus a common standard is proposed for all municipal units with obvious advantages.

The Citizen Advisory Committee on Zoning spent some five months studying the proposals and recommending revisions. The Winnipeg Town Planning Commission also devoted a great deal of time to the zoning and it was finally cleared through both the Metropolitan Planning Committee and the Winnipeg Town Planning Commission for transmission to the councils and the public for study. At present, it is being scrutinized by the public through the media of public meetings and discussions, copies of by-law and maps having been made available throughout the area. Suggestions are being invited from all who wish to make them.

This again is a characteristic feature of the planning work in Greater Winnipeg, wherein it is hoped to keep the public informed and to gain their active participation. Due consideration will be given to all ideas submitted in writing and appreciable value is expected of them.

A particular characteristic of the proposed zoning is the control of population density through the establishment of minimum lot areas per family allowed in the various zones. The accompanying map, Plate 2, shows the density which is expected in the various residential areas throughout Metropolitan Winnipeg as a result of future development under the proposed zoning.

One of the other phases which has received a great deal of study is the major one dealing with Schools, Recreation Areas and Parks, all of which are integrated into a proposed system of neighbourhoods and communities. Each neighbourhood would be served by an elementary school, and adequate playgrounds and parks.

Four neighbourhoods would be served by a junior high school and eight neighbourhoods by a senior high school with adequate playfields. The high school area is known as a community. Each of the school facilities would provide the centre for neighbourhood and community activities for all ages and groups.

It is the firm belief of those conducting the planning work that the people of the community are the key consideration. It is felt, therefore, that physical development should be predicated upon the citizen's understanding and appreciation of the community about him. In order then to bring to the average person some conception of a place in which he or she has some significant importance, it is proposed that the mass agglomeration of the metropolitan urban area be broken down into neighbourhood units of some 5,500 to 6,000 people. The accompanying map, Plate 3, sketches the tentative scheme which has been established for the neighbourhoods, and the relationship to the zoned areas for urban, suburban and agricultural development. This scheme has been integrated with thoroughfares, zoning and other phases.

These proposed neighbourhoods would be such that the average individual would be sufficiently familiar with his own neighbourhood and the people in it, to feel that he had some importance and responsibility in its maintenance and improvement. Adequate planning keyed to the citizen's understanding of the problems of his own area, will, it is hoped, provide a sound basis for the future of the community.

Other phases of the work which are receiving attention deal with public buildings, such as city hall, libraries, gallery and the like, housing, legislation problems, public improvements and their integration into municipal capital budgets, all of which cannot be discussed in any detail here. It is, however, anticipated that, while the work of preparing a broad scheme for the future of Metropolitan Winnipeg, is taking some time, the democratic basis of its concept will prove of great value in achieving the ends for which adequate planning is but a series of guide-posts.



PLANS FOR EIGHT COMMUNITIES

The problems of development of eight Canadian communities and the plans made to meet them are briefly outlined in the succeeding pages. They are of greatly diversified types but one municipal policy has been universal with all of them, the policy of attracting industry at nearly any cost. Population growth has occurred in the past in Canada in response to economic opportunities and not in response to the attractions of environment. As industries supply the bulk of municipal revenue, as population settles despite poor local living conditions, as the facilities which go to make a pleasant environment are expensive, as there has been little long term planning and no serious population forecasting, it is not unnatural that larger industrial cities are too often a formless pattern of mixed land uses connected still by the inadequate circulatory network of roads laid out for horse drawn vehicles.

It was found that the needs which appeared to the public of most consequence as a result of their growth were public improvements such as disposal plants, schools, street modifications, parking, recreation areas and municipal buildings. Less interest was shown in improving blight, in setting aside land for growth, in controlling fringe development, in restricting commercial street frontage, and for isolating or buffering industrial areas.

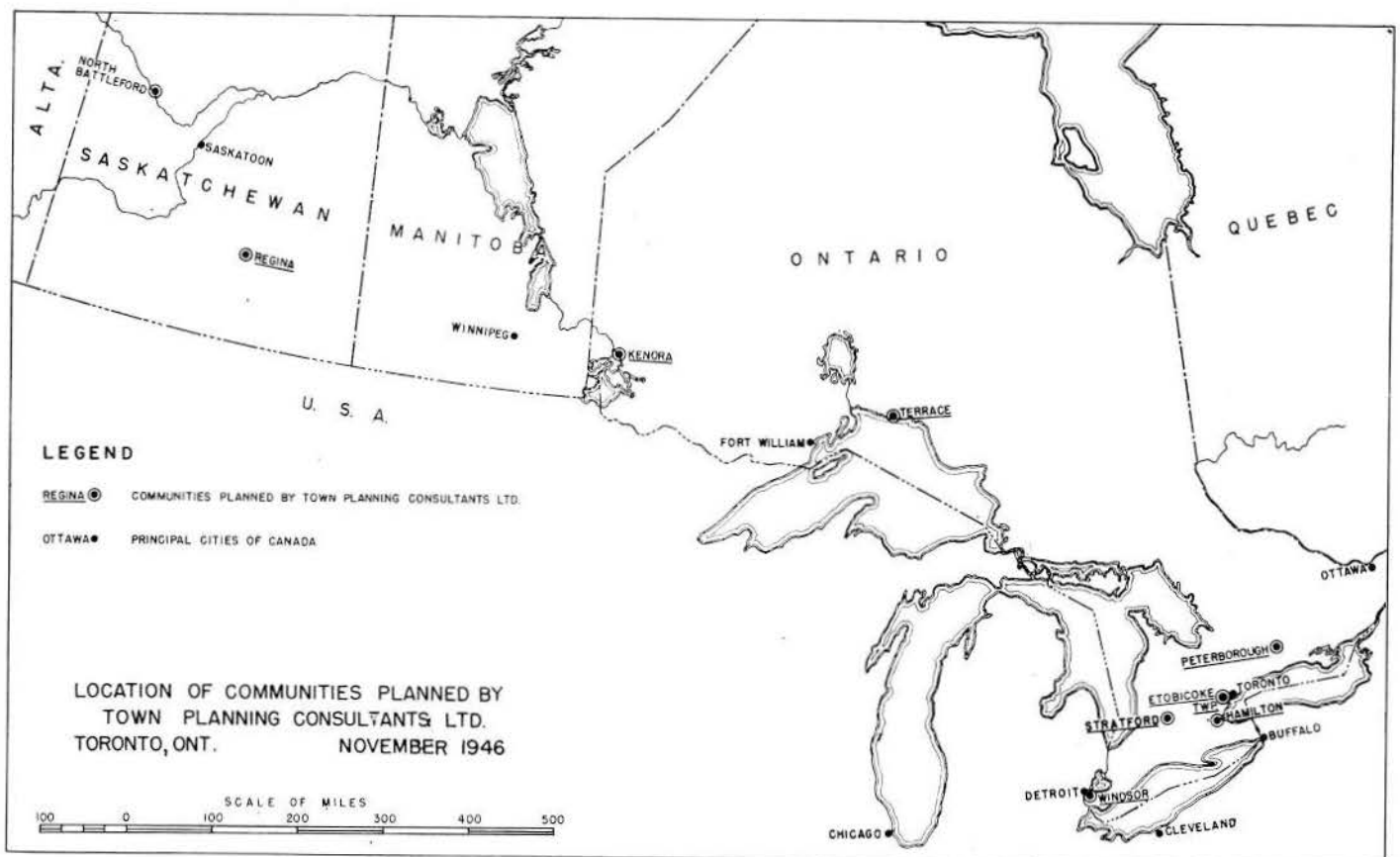
The first problem faced was to forecast population. In every case unless there were undoubted trends

visible it was assumed that population would not grow at a greater rate than that of natural increase.

A universal problem in each community was the shortage of shelter, a problem largely beyond the unaided municipality to tackle.

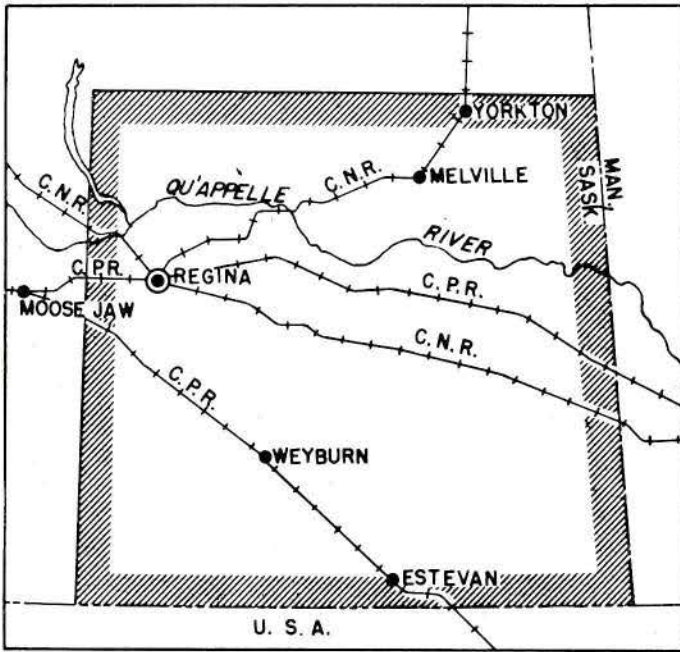
A recurring problem was the finding of solutions to insistent local needs for public works which were quite beyond the finances of the municipality. This problem was not begged. Solutions were planned, but these solutions were plainly labelled as only possible with government assistance in the belief that this assistance will be forthcoming at some date if the need and the plans are presented with logic. 60% to 80% of the items of all master plans were found to be possible of implementation by legislative action alone.

The general planning program has been the normal one: the examination of needs, the planning of solutions, the indication of measures necessary to effect them. But during this program possibly the main objective has been to secure the understanding and support of council and citizens. Public expression of opinion at innumerable meetings of special interest groups were held. Planning and Zoning Meetings were public. Preliminary reports were published and a Planning Exhibition concluded the program. At these exhibitions between 6% - 9% of the population of larger centres, and between 10% and 15% of smaller centres attended.



REGINA, SASKATCHEWAN

By E. G. FALUDI and ANTHONY ADAMSON, for Town Planning Consultants Ltd.



REGINA AREA OF INFLUENCE

As a distributing centre of the Province, Regina has an area of Trading of the following scope: North — 77 miles, South — 71 miles, East — 132 miles, West — 42 miles. Within this trading radius Regina serves a municipal population of approximately 100,000 people, inclusive of the city itself.

Regina is the capital of the Province of Saskatchewan. It was founded in 1882 and is said to have been named by and after Queen Victoria. The reason for the choice of site was chiefly that it was in the centre of a vast area of excellent agricultural land in the South of the Province, which was expected to contain a much larger population than eventually established itself. It became a railway and communications centre and one of the main cities of the Prairies. The city provides a considerable area of Western Canada with the Services of Provincial administration, wholesale and retail trade, finance and insurance, and manufacturing and servicing. There is within a radius of 150 miles of Regina a population of 600,000.

In 1945 the population of the city itself was 62,000 of whom approximately 26,000 were gainfully employed. This is a population much less than was anticipated in the great days of expansion 1901-1911, during which much of the city was laid out. The total area within city limits is 8,847 acres. Of this 33.4% is vacant land either privately or city owned, 29.4% is public street of which land nearly half is taken up in street allowances for areas as yet undeveloped. Only 27.2% of the city is actually built upon.

The motive which appears to have guided the layout of the residential sections of the city was the greatest reduction in the length and so the expense of public utilities. Land was subdivided into lots whose widths seldom exceeded 27 feet. Thus of a total city acreage

of 8,847 acres only 901 acres are used effectively for residential purposes.

The amount of vacant land although now only a drain on the public revenue, gives considerable scope to the planner provided increased development may be expected. Had the city grown as hoped for many problems would have arisen which the city now does not have.

Problems

Only 11% of the residential area can be considered "sound." If preventive measures are not taken, 47% is in danger of deteriorating. The remainder of the residential area is already declining.

The density of population in the residential areas averages 69 people or 17 families on one acre of land. This compares with the contemporary ideal of 6 to 8 families per acre.

There is over-crowding in the homes. According to the 1941 census, 24% of the total number of dwellings were over-crowded. Since that time this figure has increased considerably.

There is a housing shortage. About 2,000 families are without the shelter they require.

Most of the residential areas have a gridiron street pattern which encourages through traffic. Some schools and playgrounds are poorly located.

In many residential parts of the city, there are either no parks, or the needs of the residents are served inadequately.

There are seven residential areas, representing a population of approximately 25,000 people, where there are no adequate playground facilities.

The approach to Regina from the east is not sufficient to meet the traffic requirements of the future.

Only 33.6% of the existing street network is paved. Another 23% is improved with gravel surface, and 42% is only graded earth.

The present major streets are inadequate to carry through traffic.

Within the city there are 29 level crossings; and accidents have occurred at many of them.

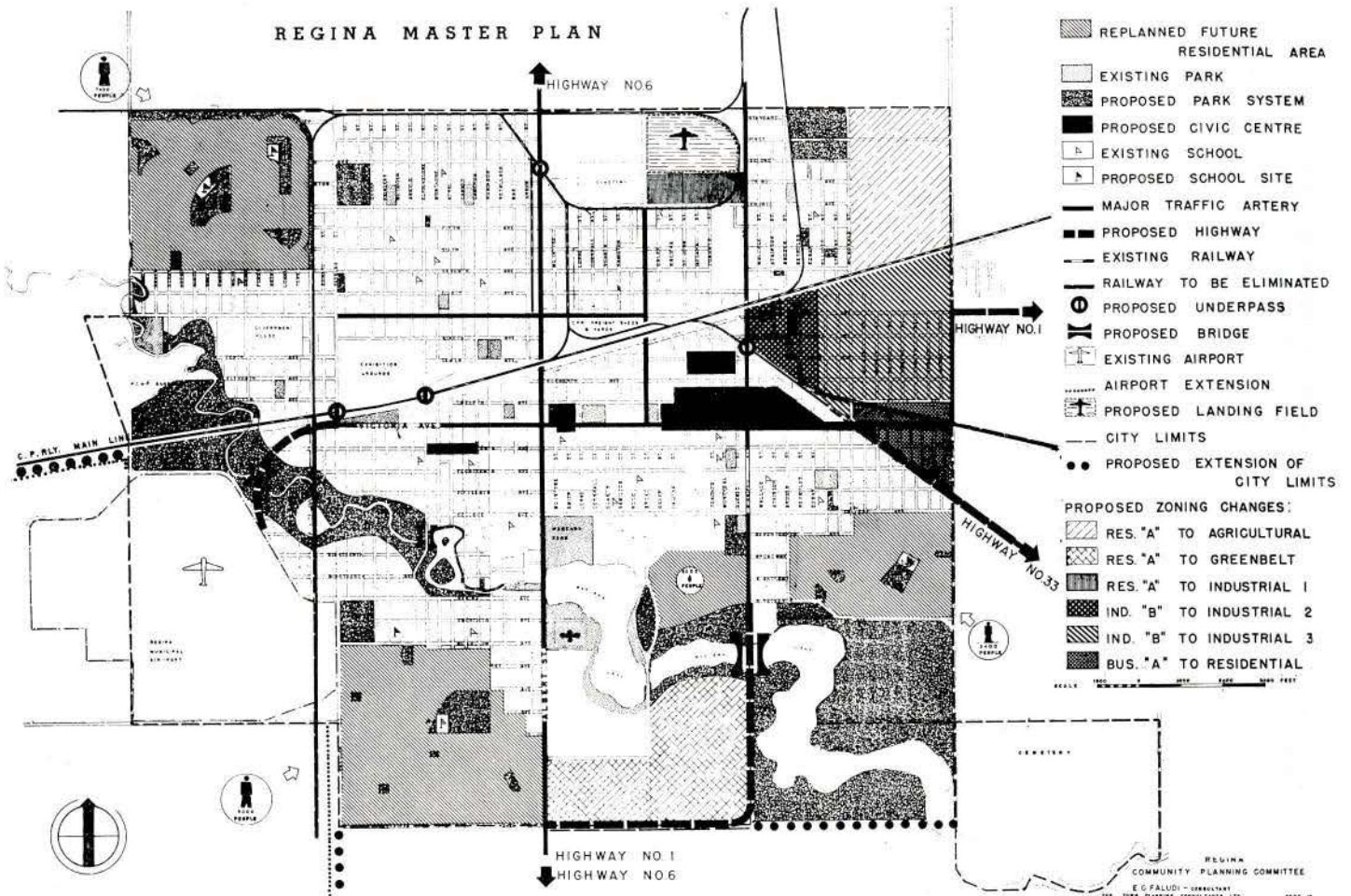
The total parking space available is 54,000 square feet, suitable for 180 cars, while the need is for 800 — 1,000 cars.

Of 101,000 feet of frontage zoned for Business A, only 30,000 is used; while for a population of 100,000 only 50,000 feet is required. This is an excess of 61,000 feet.

The present airport facilities are inadequate for large aeroplanes, and for the anticipated freight.

Plans

Plans were made for an expected increased population up to between 85,000 and 90,000 in 30 years. Plans



include an extension of the city limits.

Principal Regulations of Private Improvements

To amend the Zoning By-Law (1929).

To reserve and develop 552 acres of city-owned land for parks, parkways, and play space and to acquire 56 acres of land for the same purpose.

To reserve 1500 acres of city-owned vacant land for anticipated residential use, with 6,000 feet of frontage for new commercial use and 35 acres for schools.

To reserve 120 acres of city-owned vacant land for use as a landing field for commercial aircraft.

Principal Public Improvements

To participate with the government in the relocation of the No. 1 highway entrance to the city.

To widen and otherwise improve certain streets, to construct one traffic circle, two railway underpasses, to construct or rebuild three bridges over Wascana Lake and Creek.

To develop city-owned property at Boggy Creek as a regional recreation area.

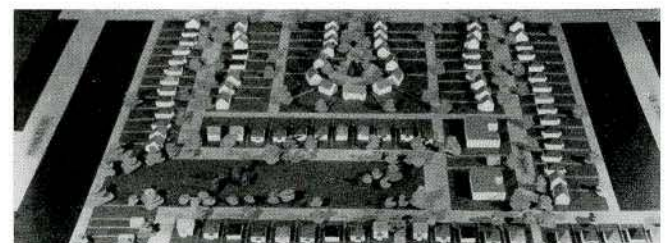
To acquire 6 acres of land and reserve it for sites of certain public buildings.

To provide off-street parking for 800-1000 cars.

To participate with the railways in the elimination of certain tracks.



Wartime Housing Neighbourhood Development. (Under construction)



Housing Enterprises Project. (Under construction.)



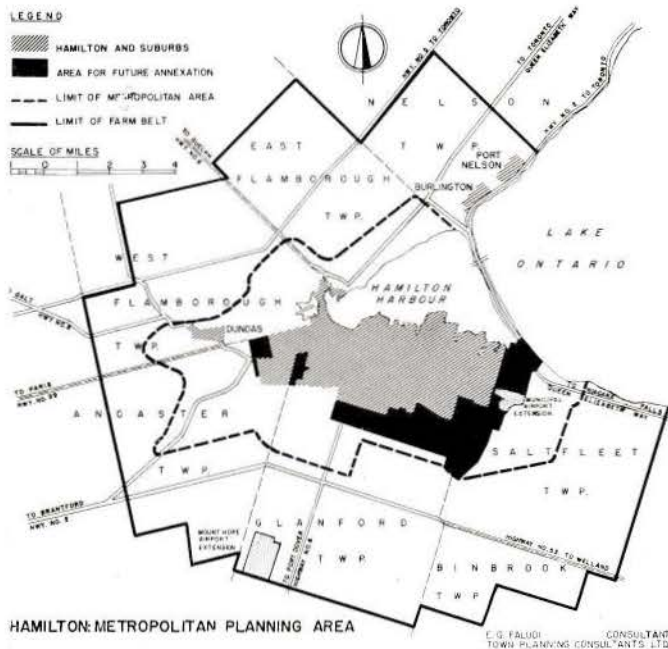
Integrated Housing Projects. (In process of development.)



1. City Hall
2. Public Library
3. Auditorium
4. Courthouse
5. Federal Office Building
6. Provincial Museum
7. Health Centre

REGINA CIVIC CENTRE REPLACING BLIGHTED RESIDENTIAL AREAS

HAMILTON, ONTARIO



City area present — 16.14 square miles, City area expected — 24.54 square miles, Metropolitan area — 56.00 square miles, Farm belt area — 100.73 square miles, Present population — 178,686, Expected population 1975 — 210,000 to 220,000, Present population of metropolitan area — 190,000, Expected population of metropolitan area — 250,000.

Hamilton is the second largest city of Ontario. It was founded in 1813 and named after its founder. It is situated on Hamilton Bay, a large body of water completely cut off from Lake Ontario by a long strip of shingle and sand now called Burlington Beach. Originally the site suffered due to its not being on the main highway of Upper Canada, nor upon the short route between the capital and the Niagara border along Burlington Beach, nor upon the lake itself. It was not a county town nor the centre of a good agricultural region. Its industrial products had to compete with those of Toronto.

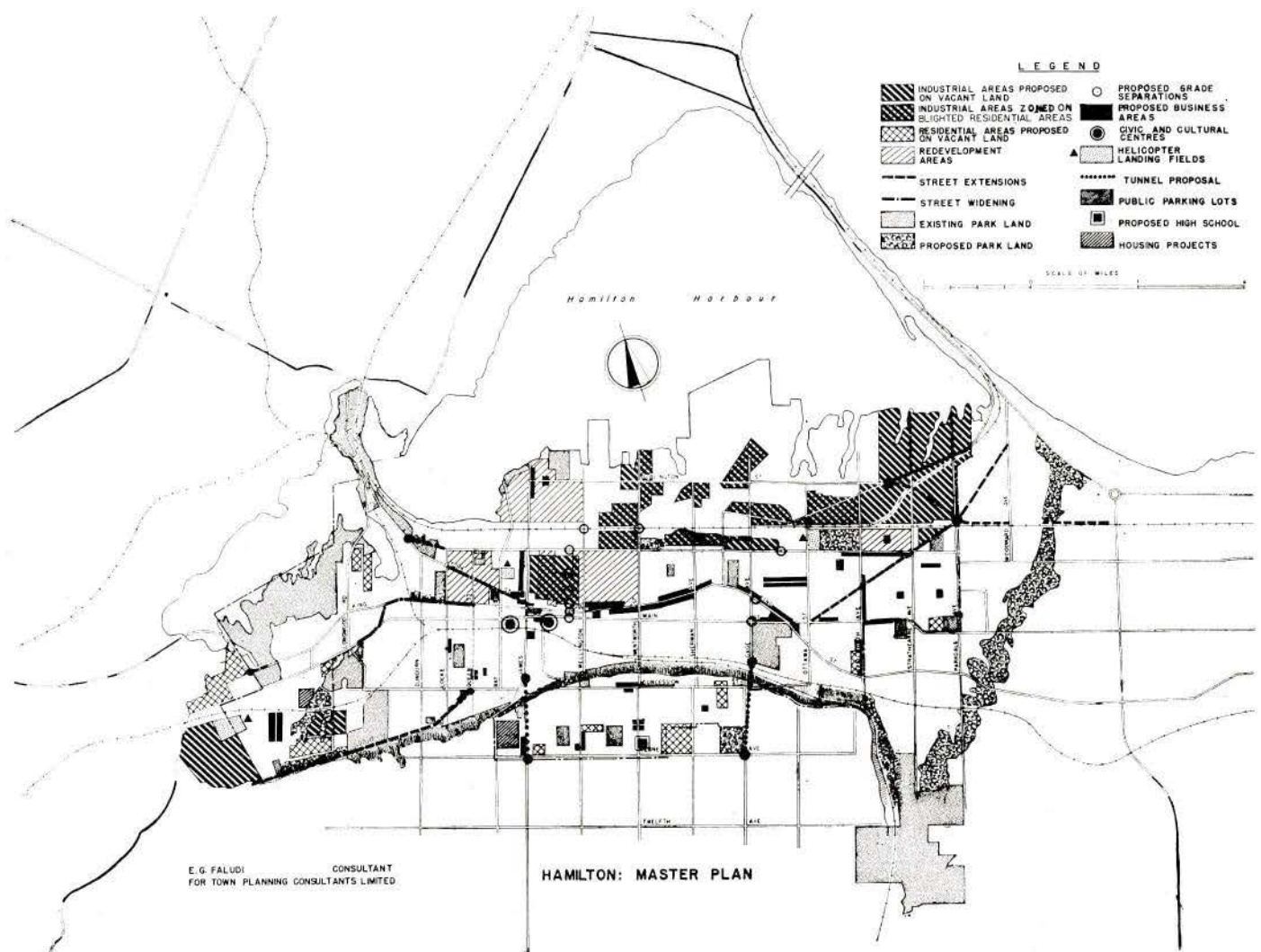
These disadvantages were overcome gradually one by one. A cut was made in Burlington Beach, originally to serve the town of Dundas, but it established Hamilton as a lake port with an excellent harbour. In the fifties by

the personal initiative of local capital, the railways were made not to follow the main roads but to pass through Hamilton. After some difficulties the town developed industries complementary to those of Toronto and became a heavy industrial town. In the development of these industries the city council took an outstanding part giving large cash gifts to companies in the seventies who would open blast furnaces and steel mills. This action was echoed later in the twenties when public spirited citizens gave large cash gifts to attract McMaster University to leave Toronto and settle in Hamilton. By private initiative it was one of the very earliest towns in North America to be served by hydro-electricity and had for many years the cheapest rates on the continent. By private and public initiative a textile industry employing mostly females grew up complementary to the heavy industry employing mostly males. The economy is rounded off by steel fabricating and chemical plants related to both main industries.

Despite a remarkable history of planning for economic opportunity there is little remarkable in its planning of the physical environment of the community. The Toronto, Hamilton and Buffalo Railway was allowed to run to the south through the main residential sections requiring several north-south connections with the present Canadian National lines which serve the heavy industrial bay shore. No central focus was given to the town. The only interest given to the street pattern was the presence of an old Indian route which wavers across the street grid. The city is hemmed in between a steep escarpment known as the Mountain and the Bay and has grown eastwards putting the commercial and cultural core off centre. A wide valley formed a barrier to Western expansion until the introduction of the motor car.

Owing to special tax consideration of one mill being given to parks an impressive series of ornamental parks and entrances have been constructed.

The exceptionally large scale of its main industries, the reliance upon tariffs and so on world conditions upon which its industries, mostly U.S. subsidiaries, must depend placed it during the depression of the thirties in



an unfortunate position. It rivalled Windsor the lowest employment index in Canada.

In 1944 the population of the city was 174,547. The total area within city limits is 10,324 acres. Of these 5.7% is vacant land, 21.7% is public street, 10.8% is park, 36.8% is in industrial and 15.0% is in residential use.

Problems

25.6% of the residential area can be considered "sound". If preventive measures are not taken 48.6% is in danger of deteriorating. The remainder 26.8% is already declining or blighted and contains about 51,000 people.

Certain pockets of high density up to 85 persons per acre exist in these deteriorated areas.

There is a growing and acute housing shortage which is resulting in excessive overcrowding, bad social conditions and delinquency.

Except in Westdale all residential streets are laid out on a grid pattern and allow passage of through traffic.

Road access and public transportation to "the Mountain", potentially most desirable for residence, is inadequate.

Owing to the narrowness of the city between "the

Mountain" and the Bay, good public transportation is difficult to supply.

Certain streets are overloaded with commercial traffic and traffic bottlenecks exist in the centre of town along with a lack of parking space, especially on market days

Over 60 level crossings exist in the city.

Not much of the bay frontage is left for heavy industrial expansion eastwards and there is need for additional industrial areas for light manufacturing.

Although the acreage devoted to parks is one of the largest per capita in Canada, there are an insufficient number of playgrounds and bathing beaches.

The Art Gallery and City Hall are obsolete.

There is no auditorium suitable for symphonic or dramatic performances.

Fringe development is spotty and uneconomical served.

Plans

Plans were made for an expected increased population up to 250,000 in the "metropolitan area" in 30 year Plans include the appointment of a planning board under Provincial legislation to guide this area.

Principal Regulations and Encouragements of Private Improvements

To enact comprehensive Zoning By-Laws for the Metropolitan area and to restrict the use of a belt of land around the limits of this area to farming.

To readjust certain of the city boundaries.

To redevelop with Government assistance, five blighted sections for better low rental and other housing.

To redevelop with Government assistance, two blighted residential sections for industrial use.

To improve the market and the business area around it, chiefly by selling the city hall site and by modifying the streets locally to obtain better traffic conditions.

To redevelop and control declining area adjacent to

the Public Library and the new site for a Cultural Centre.

Principal Public Improvements

To acquire land for a green belt and playgrounds system within the city and Metropolitan Area.

To improve certain streets by extensions, widenings, grade separations, jog removals, etc.

To acquire land and to construct road access by tunnel to the Mountain Area with Government participation.

To acquire land and construct a new city hall.

To acquire land and maintain public parking lots in centre of city.

To acquire and reserve land for future helicopter landing fields maintaining same as parks till necessary.



HAMILTON REDEVELOPMENT AREA

Area occupied by blighted residences and suitable for low rental residential redevelopment. Boundaries: South, north side of York; West, east side of Locke; North, south side of Barton; East, west side of Queen. Acreage: Approximately 35 acres. Population: Approximately 1875. Density: 53 people per acre.

WINDSOR, ONTARIO

Windsor is the third largest city of Ontario. Its site on the Detroit River has from earliest times been strategic, being on the cross-roads of two important land and water routes. Had there been no international border its site would have formed part of metropolitan Detroit. This border, however, controlled the type of urban development for Windsor.

The automobile industry settled in Detroit rather fortuitously but the location happened to be excellent for the importation of iron and coal by land and water. With the imposition of tariffs and later imperial preference, branch factories of this great industry were set up across the river on the Canadian side and Windsor became the "automobile city". In 1943 71.2% of the labour force worked in this industry.

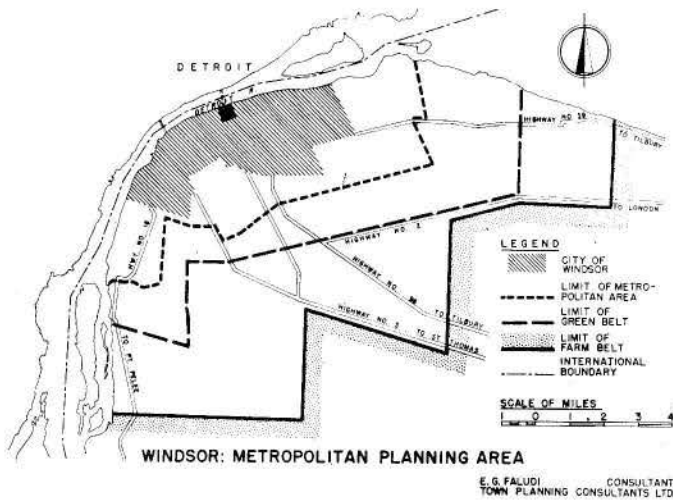
The vastly unreasonable expectations of growth held in the "Border Cities" during the period of expansion after 1918 led to speculative subdivision unprecedented in Canada. The acreage of unopened but registered subdivisions is in excess of the total acreage of the built-up city. Such actions led to bankruptcy during

the 30's. From 1931-40 only 128 new houses were built. The plan of the city being composed of a group of separate municipalities each with separate industrial, commercial and residential areas and criss crossed with railways is formless and confused. The site of Windsor is still however of great potential value and with development controlled by reasoned planning it may look to a greater future.

In 1945 the population within the city was 118,000 with an additional fringe population of 22,000. The total acreage of the city 8,250. The official metropolitan area contains 18,250 acres. Of the city area 3.2% is park, 27% is residential, 9.1% is industrial.

Problems

19.8% of the residential area can be considered "sound." If preventive measures are not taken 66.1% are in danger of deteriorating. The remainder 14.1% is already declining or blighted. Despite the greatest concentration of Wartime Housing in Canada (2,300 units) there is a serious housing shortage, which in 1945



amounted to an estimated shortage of 3,065 units. The consequent criss crossing of railways cuts the city into small sections. Many major streets are overloaded and much commercial traffic passes through residential sections. There is a very great lack of green open space. The market area is inadequate. Traffic into and out of the International Tunnel on week-ends results in congestion and delay. The city avails itself of the cultural facilities of Detroit, the third largest city of the continent, but in doing so, has developed little of its own to the detriment of its individuality. Several school buildings are obsolete.

Plans

Plans were made for an expected population increase up to 186,000 in the Metropolitan Planning Area and 145,000 in the city in 30 years. A Metropolitan Area has already been designated and a Planning Board appointed to control 28.5 square miles.

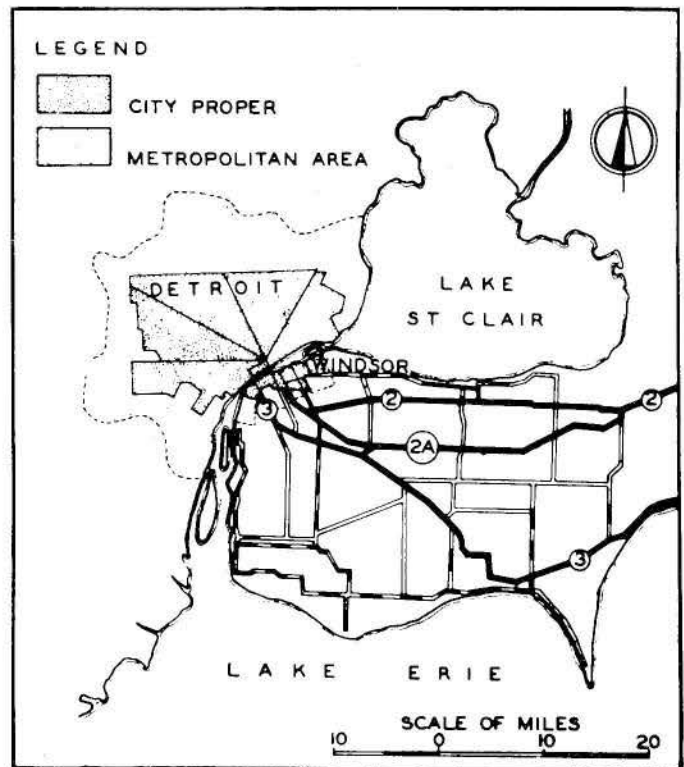
Principal Regulations of Private Improvements.

To enact comprehensive Zoning By-Laws for the Metropolitan Area and to restrict the use of land around this area, such restrictions to consist of a Green belt within which not more than one house per acre shall be constructed, and of a Farm Area beyond this to the limits of the Urban Zone now controlled by the Windsor Utilities Commission. In the Zoning By-Law specifically to set aside 745 acres for additional industrial land and 6,200 feet of river frontage for harbour and industrial use. To reserve and develop 450 acres of vacant city-owned land for additional parks and playgrounds and as barriers to traffic and industrial abuses. To extend and improve the Market Area.

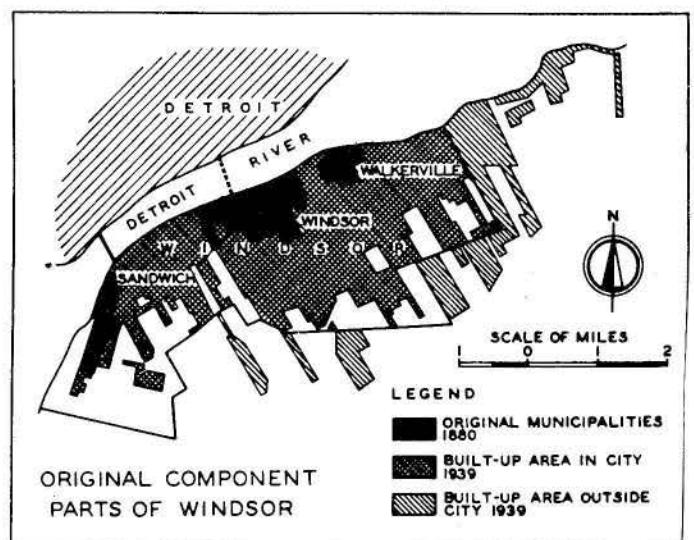
Principal Public Improvements

To improve certain streets by extensions, widenings and grade separations. To construct certain new streets in areas of new residential development. To improve with government assistance, conditions at the International Tunnel entrance by widening and by other means to provide a suitable "entrance" to Canada. To reserve and rent or maintain downtown city-owned vacant lots

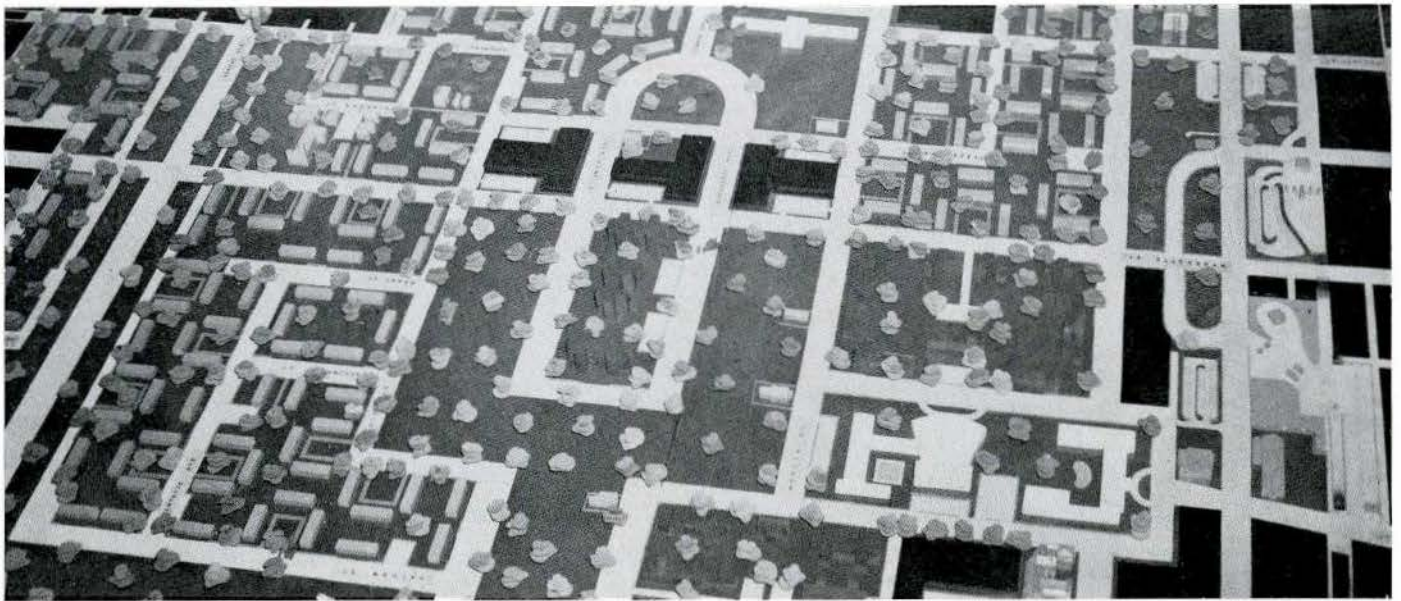
for off-street parking. To co-operate with industry and railways for the elimination of the smoke nuisance. To co-operate with all interests in the development of better airport facilities. To reserve four sites on city-owned vacant properties for one secondary and three elementary schools. To enlarge the site now used by the building housing the "city hall" and make available for use for auditorium, art gallery and public library. To acquire land and construct a Civic and County Administrative Centre on the River front opposite Detroit.



Windsor forms one social and economic unit with adjacent Municipalities and Detroit.

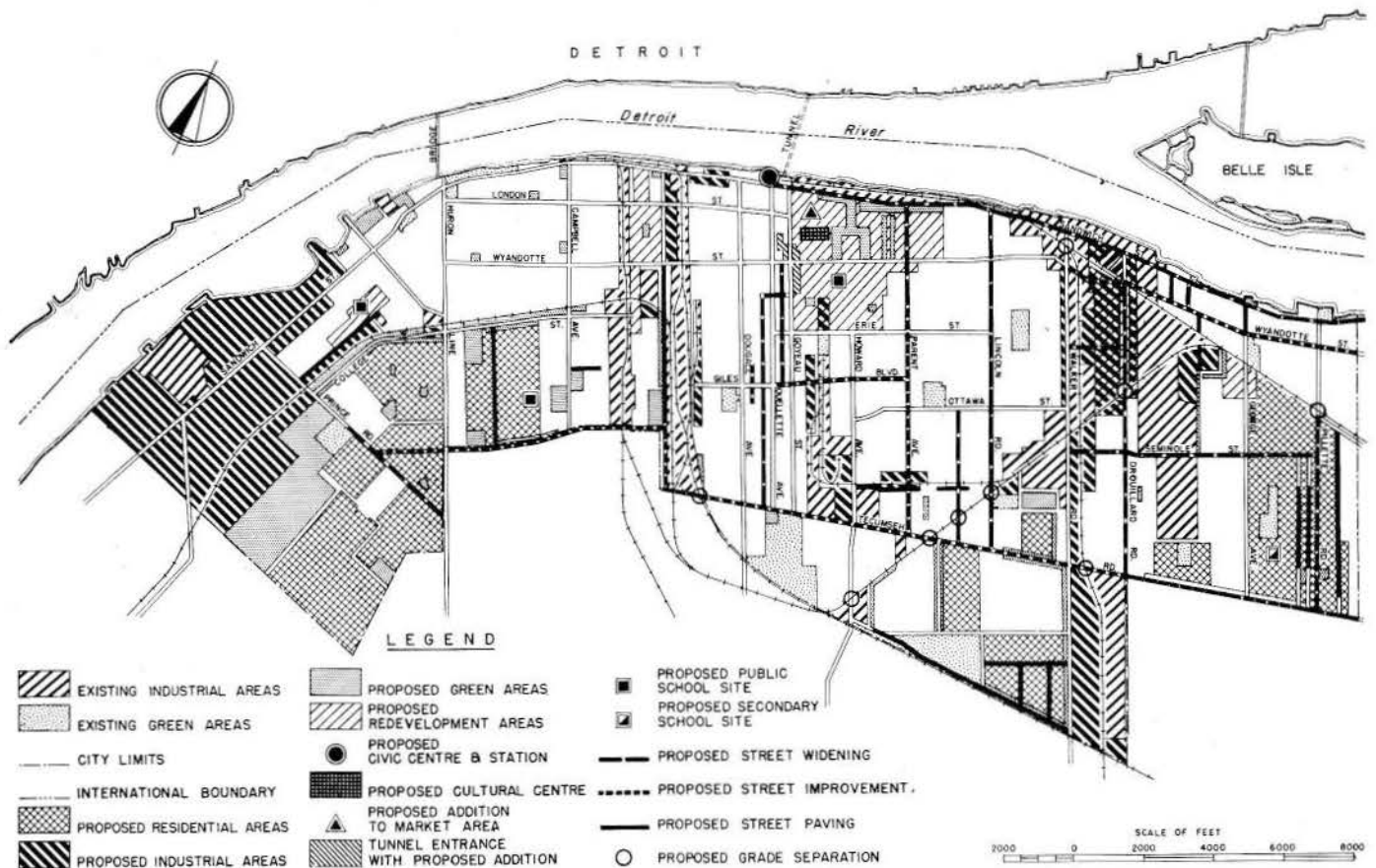


Windsor, now a city of 118,000 persons, covering 8,250 acres, was before 1935, a group of four municipalities commonly known as "The Border Cities" which amalgamated as a result of economic conditions in the early thirties.



WINDSOR REDEVELOPMENT AREA

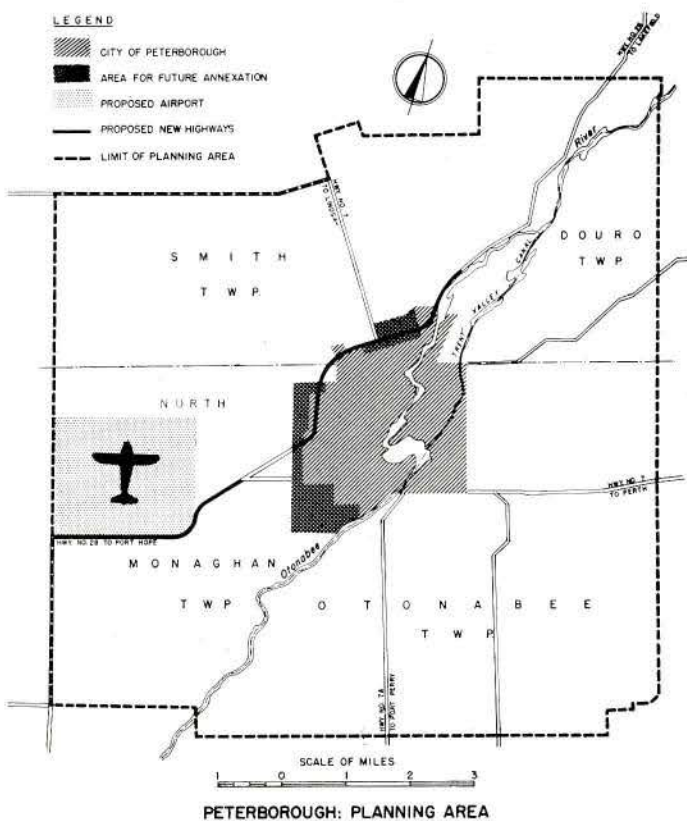
The land upon which redevelopment is recommended contains the largest area of blight in the city and was chosen because it offered, if cleared and redeveloped, the greatest advantages to the city. It is of such a size that its redevelopment is planned over a period of 30 years as opportunities arise and is divided into six divisions or projects. The redevelopment recommended to take place includes: The construction of rental housing, the layout of park land, the improvement of Parent Avenue. Contiguous to the Redevelopment Area lie two other areas included in the Master Plan recommendations. These are: The construction of a Cultural Centre and the extension of the Market.



WINDSOR: MASTER PLAN

E. G. FALUDI CONSULTANT
FOR TOWN PLANNING CONSULTANTS LTD.

PETERBOROUGH, ONTARIO



A planning area of about 84.3 square miles in a radius of about 6 miles of the city limit is proposed for the purpose of preventing haphazard growth of the city and to encourage desirable development outside the city limits.

Settlement first occurred on the banks of the Otonabee River about 1825 and a small village gradually grew into a logging centre. The river provided power to the early mills and its banks became taken over with small industries serving the increasing number of local settlers.

The railways came to Peterborough in the early sixties from five directions, one main line running through the centre of the town and another along the river. Later industries settled by these lines in different parts of the town. The three largest being U.S. subsidiaries making electrical products, cereals, clocks and dairy machinery.

The river bank has been given over to industry and hydro-electric power and its waters contaminated. Very little use has been made of a potentially charming small lake through which it passes, nor of a pleasant little creek which flows ignored through the city.

Recreationally the town has not equipped itself too well but it is fortunate in being near to an important recreational and sports region to the north.

The city despite certain disadvantages due to ill considered development in the past has a curiously old world wealthy conservative air for an industrial city and considerable funds are in hand for the construction of public buildings.

In 1945 the population was 32,379 contained on 924 acres. 8500 are employed in industrial plants most of which are expanding. 40% of the population is between the ages of 20 and 44. 7.8% of the area is park.

Problems

27.2% of the residential area can be considered sound. If preventive measures are not taken 38.5% is in danger of deteriorating and 34.3% is already declining or blighted.

There is a shortage of approximately 1300 dwelling units of which 1,000 need be for rent.

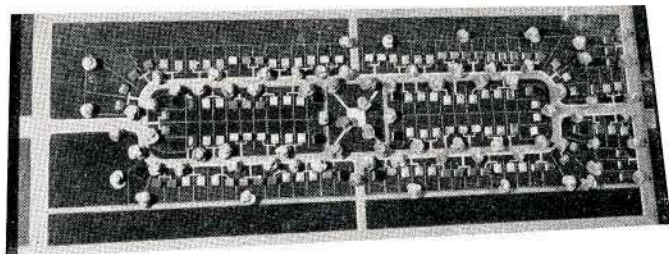
The local needs for playgrounds are inadequately met.

All traffic coming into Peterborough passes down its main street causing danger and congestion.

Only 15% of the streets in Peterborough are paved.

There are 76 level crossings, 18 of which are on major streets and main line railways and one track runs down the centre of an important downtown street.

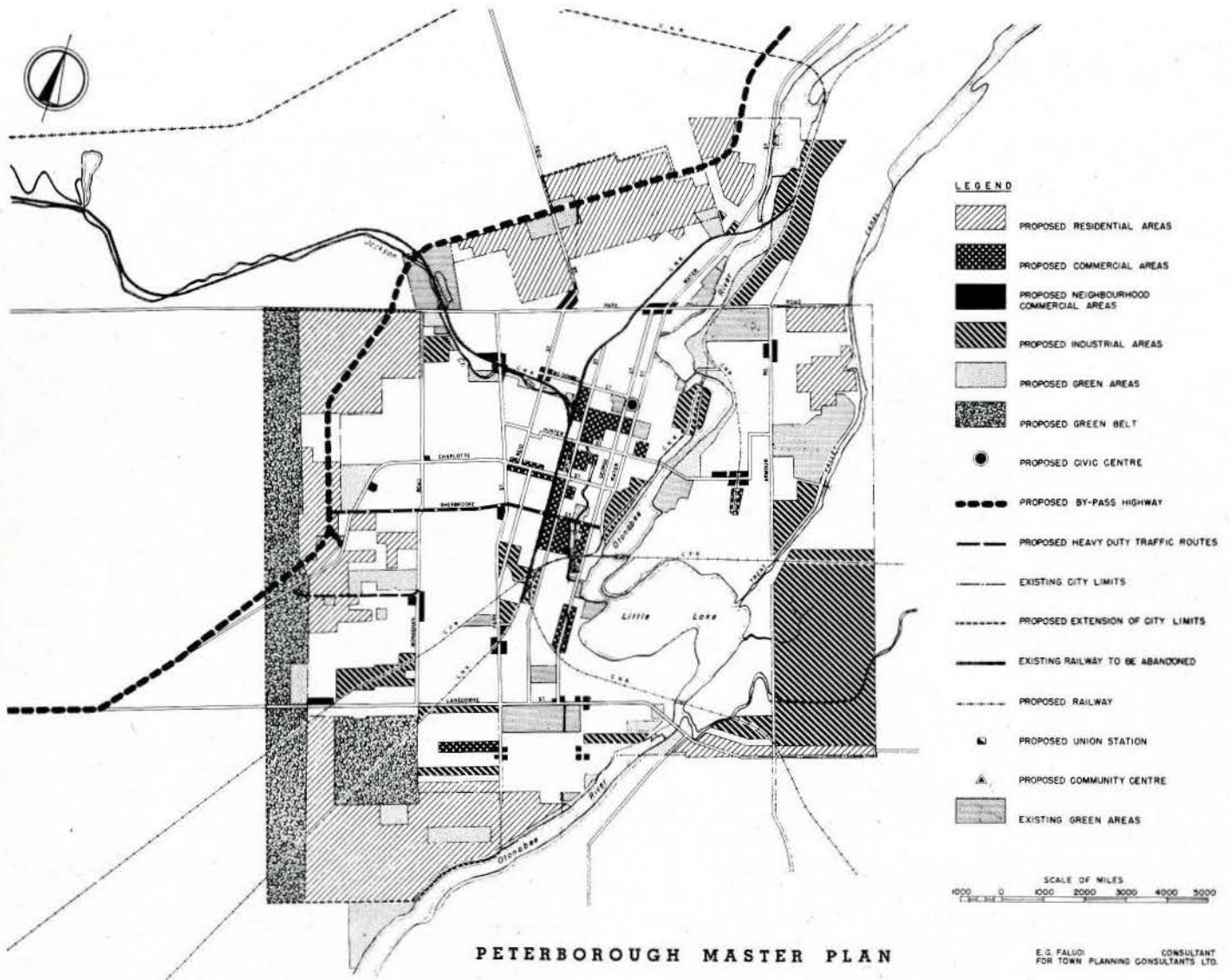
There is an acute lack of parking space in the business area. Both CPR and CNR stations are obsolete. There are no facilities for air transportation. There is no building adequate for community cultural activities. There is a lack of business frontage available in the central area.



Rental Housing Project, planned and developed by Housing Enterprises of Canada Limited.



Civic Centre: The group of white buildings on the left contains extension of public library, auditorium and city hall.



PETERBOROUGH MASTER PLAN

Plans

Plans were made for an expected population increase up to 50,000. In this increase is an anticipated immigration of 9,000 people over and above that by natural increase. Plans include the naming of a Planning Area of 84 square miles under Provincial legislation to control fringe development, and the annexation of 775 acres to the city proper with the purpose of housing an anticipated increase in population.

Principal Regulations of Private Improvements

To adopt a Zoning By-Law.

To designate 775 acres of existing vacant land to residential use for the increased future population; to re-develop with government assistance, approximately 40 acres for residential purposes upon a neighbourhood street pattern; to acquire and develop 99 acres of land for recreation; to restrict 10 acres to a green belt in order to isolate industries; to restrict 398 acres of vacant land to form a farm belt with a density of one house per acre; to restrict 10,000 feet of frontage for commercial purposes in new residential neighbourhoods; to restrict 455 acres of vacant land and 25 acres of declining residential property for industrial use.

Principal Public Improvements

To participate with government in the diversion of Highway No. 28 to by-pass the business district.

To improve, pave, widen certain streets and eliminate traffic jogs and construct a traffic circle.

To surface all residential streets.

To plan a new street system on the neighbourhood plan in areas set aside for the residence of the anticipated population increase.

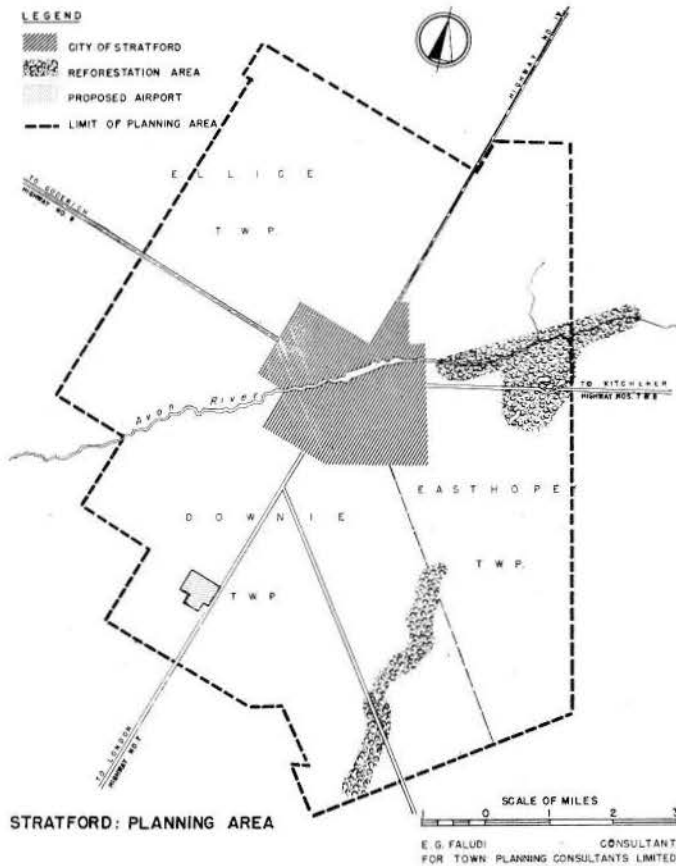
To construct a city hall, an extension of the public library and a community building to form a civic centre.

To remove the present market building and rearrange the market square providing parking area.

To participate with the CNR in the removal of tracks from Bethune Street, joining the existing CPR tracks on the east shore of the Otonabee River. To erect a Union Station on the site of the present CPR station.

To participate in the development of a bus terminal adjacent to this station. To provide parking space behind commercial frontages of certain blighted blocks. To participate in the development of a commercial airport and a landing field.

STRATFORD, ONTARIO



A planning area of 60 square miles is proposed for the control of undesirable development outside the city limit and for the encouragement of regional projects such as an airport, reforestation and regional parks.

Settlement first occurred on the banks of the Avon River about 1820 and a small village grew into a thriving industrial centre. While most Ontario cities have sacrificed their water fronts to industry and commerce, a few far-sighted citizens of growing Stratford formed a Parks Board in 1904 and purchased the land on both sides of the river. They later engaged landscape architects from Montreal and New York and constructed one of the finest small park systems in North America along it. The Grand Trunk Railway endeavoured to build a railway along the river bank in 1911, but was successfully resisted by the Parks Board. By 1920 they acquired practically all the land they now own, and have incorporated the ruins of the original water mill in the park scheme.

Stratford is in the midst of a production network in the peninsula of south-western Ontario where diversified manufacturing trades are well integrated. Stratford is the divisional point of the C.N.R. and of Department of Provincial Highways.

Within a 160 mile radius of Stratford lies about one-fifth of Canada's entire population, representing the

Dominion's highest average earnings per employee per annum. It is linked by railway lines with the main transportation routes.

Stratford has many diversified trades; wood and light metal work; furniture, textile and clothing manufacturing; food production; foundry and machine works; and railway shops.

In 1945 the population of Stratford was 18,000 contained in 2,385 acres, of which 800 acres are undeveloped. 5,400 are employed in industry, most of which are expanding. 35% of the population is between the ages of 20 and 44. 9.39% of the city is in park lands.

Problems

15 acres of the residential area is blighted.

104 acres of the residential area is declining.

Despite construction by Housing Enterprises of Canada Ltd., over 1,000 housing units are still urgently required to alleviate the housing shortage.

The fortunate conjunction at Stratford of five old surveys has caused the convergence of five main concession roads in the centre of the city making Stratford a regional hub. This has now resulted in traffic congestion and presents parking problems.

Cultural facilities have not been developed in relation to its size.

Existing school buildings are inadequate.

Plans

Plans were made for an expected population of 25,000 by 1976 and included the establishment of a Planning Area in accordance with the Planning Act of 1946 to prevent a haphazard growth of the city and to control undesirable development outside the city limits.

Principal Regulations and Encouragements of Private Improvements

To adopt a Zoning By-Law.

To reserve and develop 74 acres of land around future factories and industrial areas for recreational and buffer purposes, and to continue the development of presently owned park properties for recreational purposes.

To restrict within the city limits, 715 acres of vacant land for farm or residential uses on a minimum of one acre to a house.

To restrict approximately 350 acres of vacant land to house the anticipated population on the basis of a density of four houses per acre and to restrict 15 acres of blighted residential areas for redevelopment under the National Housing Act.

To restrict 370 acres of vacant land and 105 acres of declining residential areas for industrial purposes.

To restrict 3,750 feet of additional frontage for neighbourhood commercial centres and 9,600 feet of frontage along main routes for light manufacturing.

Principal Public Improvements

To co-operate with the government in the construction of a by-pass highway for through traffic in the south-east.

To designate and widen by-pass routes for industrial traffic.

To eliminate traffic jogs and construct four underpasses.

To provide five publically owned parking lots.

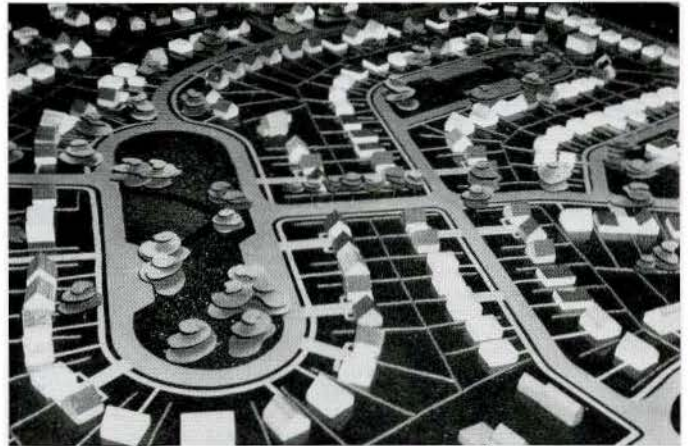
To construct certain new streets in areas of new residential development designed on the neighbourhood pattern.

To co-operate with industry and railways for the elimination of the smoke nuisance.

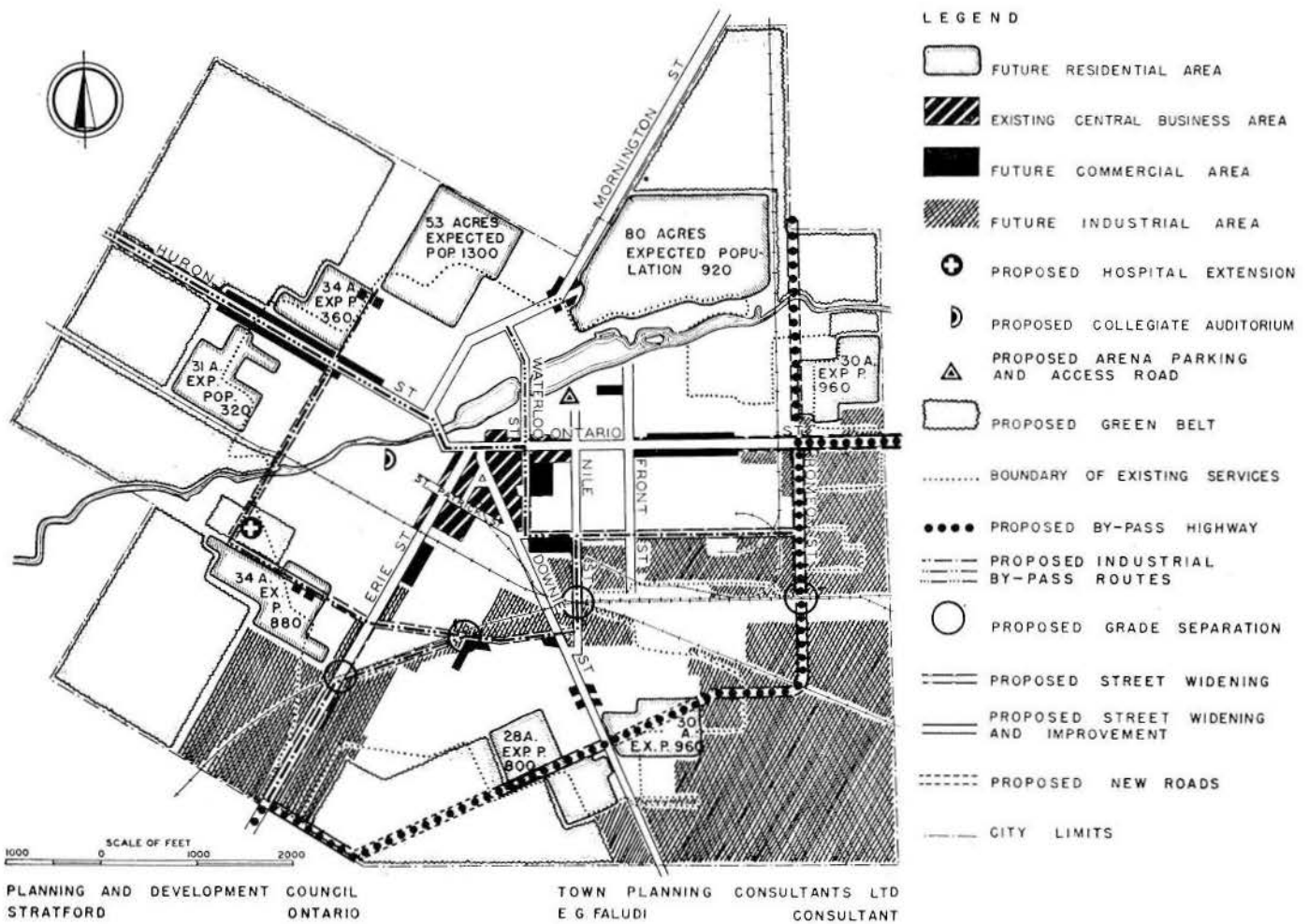
To acquire 200 acres of land for the development of an airport.

To enlarge existing schools to accommodate expected increase in population. No new buildings are required.

To construct an addition to the Vocational School to serve as a Cultural Centre and contain an auditorium holding 1,200 people.



Rental Housing Project Part of the Master Plan in implementation (built by Housing Enterprises Limited.)



PLANNING AND DEVELOPMENT COUNCIL
STRATFORD ONTARIO

TOWN PLANNING CONSULTANTS LTD
E G FALUDI CONSULTANT

STRATFORD MASTER PLAN

KENORA, ONTARIO

Although an early settlement existed, Kenora did not really come into existence till the C.P.R. passed through the site and constructed an important yard in 1883. It was then called Rat Portage. A mining boom gave it early colour and many planing mills were set up. The community shyly changed its name in 1905 when it was beginning to become a summer resort at the head of the Lake of the Woods, one of the finest resort areas of North America. In 1923 a large pulp and paper plant was constructed working on power obtained from the channels of the Winnipeg River which carries the lake water northwards. Till 1932 Kenora was isolated by road from the rest of Canada. The Trans-Canada Highway completed in 1944 has altered this. Much traffic by air passes through it to the North.

The municipality contains two large and many small islands. The town itself is on the mainland. Its site consists of rock with a negligible overburden of earth alternating with muskeg. The streets are hilly. A grid street pattern was indiscriminately laid out over a great area of precipice and muskeg, but despite this rigid plan the town has by chance divided itself into four remarkably well isolated neighbourhoods according to the best planning theory, only one of which has become invaded by through traffic. Fringe settlements have occurred where soil conditions were favourable. The suburb of Norman which built up as a result of planing mills is on rock. Summer cottages have been built on the lake-shores, especially those of Coney Island. The hospitals are on Tunnell Island. The flour mill town of Keewatin (population 1,300) lies on the Trans-Canada Highway immediately west of Kenora.

In 1945 the population was 8,200 of whom approximately 1,050 are employed in the railway yards or pulp mill. Approximately 25,000 tourists visited the town in 1945. Owing to rocky conditions 44 per cent. of dwellings were without bath or shower and 35 per cent. had no flush toilets, this despite the fact that average wage earnings were 11 per cent. higher than the Canadian average. The total acreage is immense, 6,200, of which 1,800 acres are water.

Problems

There is an acute shortage of residential lots and development for dense residential use of small isolated pieces of rocky land, impossible to serve with sewers and water, is continuing.

The established settlement of Norman has no sewers, and only water supply in summer and is economically impossible to serve with either.

Sewage outfalls untreated into Kenora Bay and Laurenson's Creek, the flow in which is reversed by a strong wind off the lake.

Two schools are obsolete.

Trans-Canada highway tourists and other traffic passes

along the main residential and main commercial streets causing a bottleneck in the summer on Main Street, which has double diagonal parking.

The junction of the Trans-Canada highway and the subway under the railway is dangerous.

There is an acute lack of off street parking.

The main sewer outfalls raw at the main tourist dock.

The centre of the town has turned an unsightly back on its greatest recreational asset, the Lake of the Woods, nor has it given its central area any character suitable to an important resort town.

Central Park is boggy.

There is no land served with public utilities for attracting industry.

The town acquired cheaply an old Y.M.C.A. building of non-fireproof construction, intending to use it as a town hall.

Planes landing in the bay cause danger to boats and are very noisy to the hospital and citizens.

There is a lack of community facilities and there is little to attract tourists within the town.

The bathing facilities at Coney Island need improving.

An Indian reserve in the town causes abuses.

One street in a residential neighbourhood is overloaded.

There is a schism in public opinion mainly between industrial worker and merchant as to the desirability of attracting tourists.

Plans

Plans were made for an increased population up to 10,000 within 20 years. Plans include a request for the naming of a Planning Area to include the adjacent town of Keewatin.

Principal Regulations and Encouragements of Private Improvements

To extend public services to the north-east to an area of sandy soil in order to serve an existing settlement and encourage development for residential purposes in a suitable area.

To enact a Zoning By-Law restricting all land beyond possible extension of services, including Norman, to one house per $\frac{3}{4}$ acre. To designate certain lands suitable for industrial use.

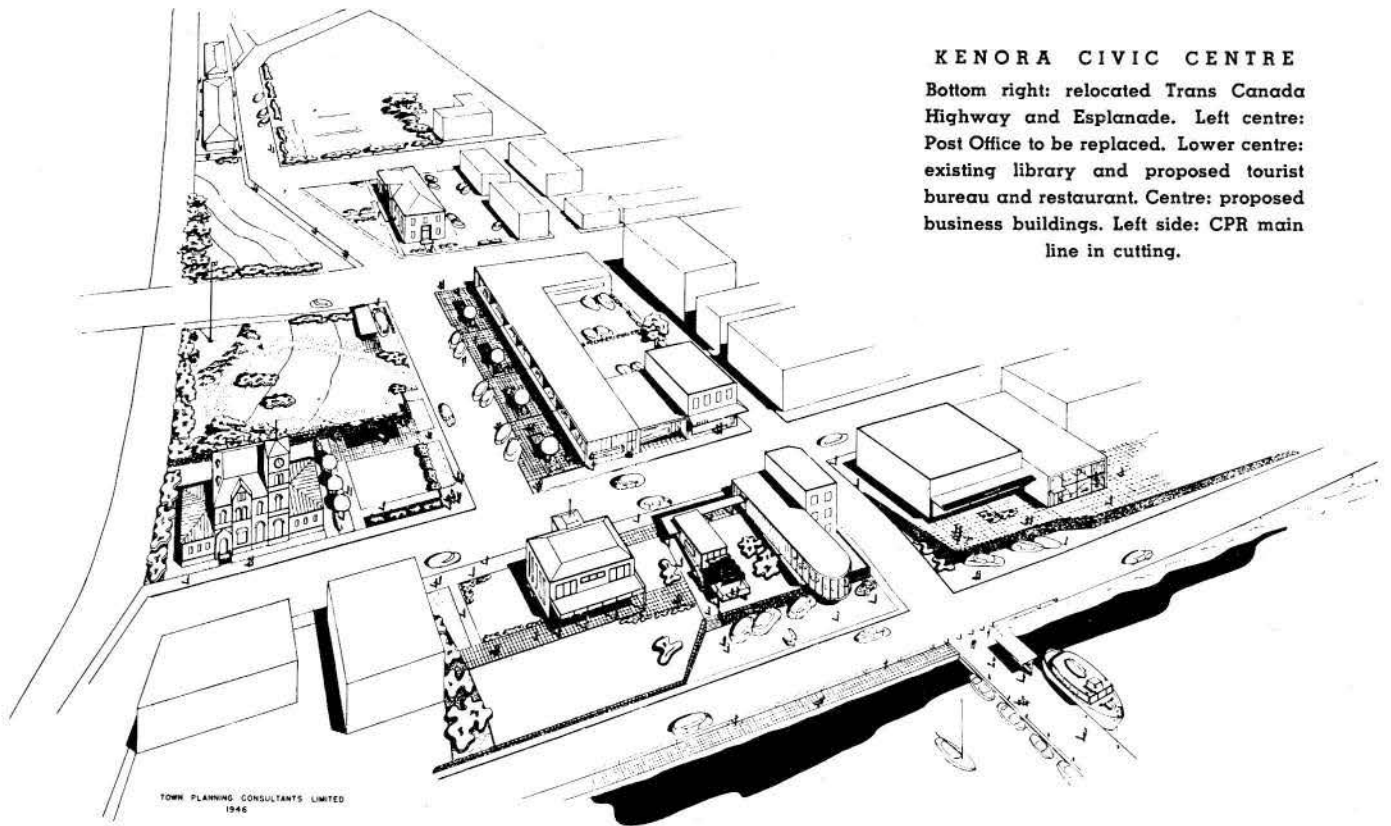
To develop according to a planned layout, town owned property adjacent to a new park site for sale for residential purposes.

To encourage the development of better private ferry service to Coney Island.

Principal Public Improvements

To construct a sewage disposal plant.

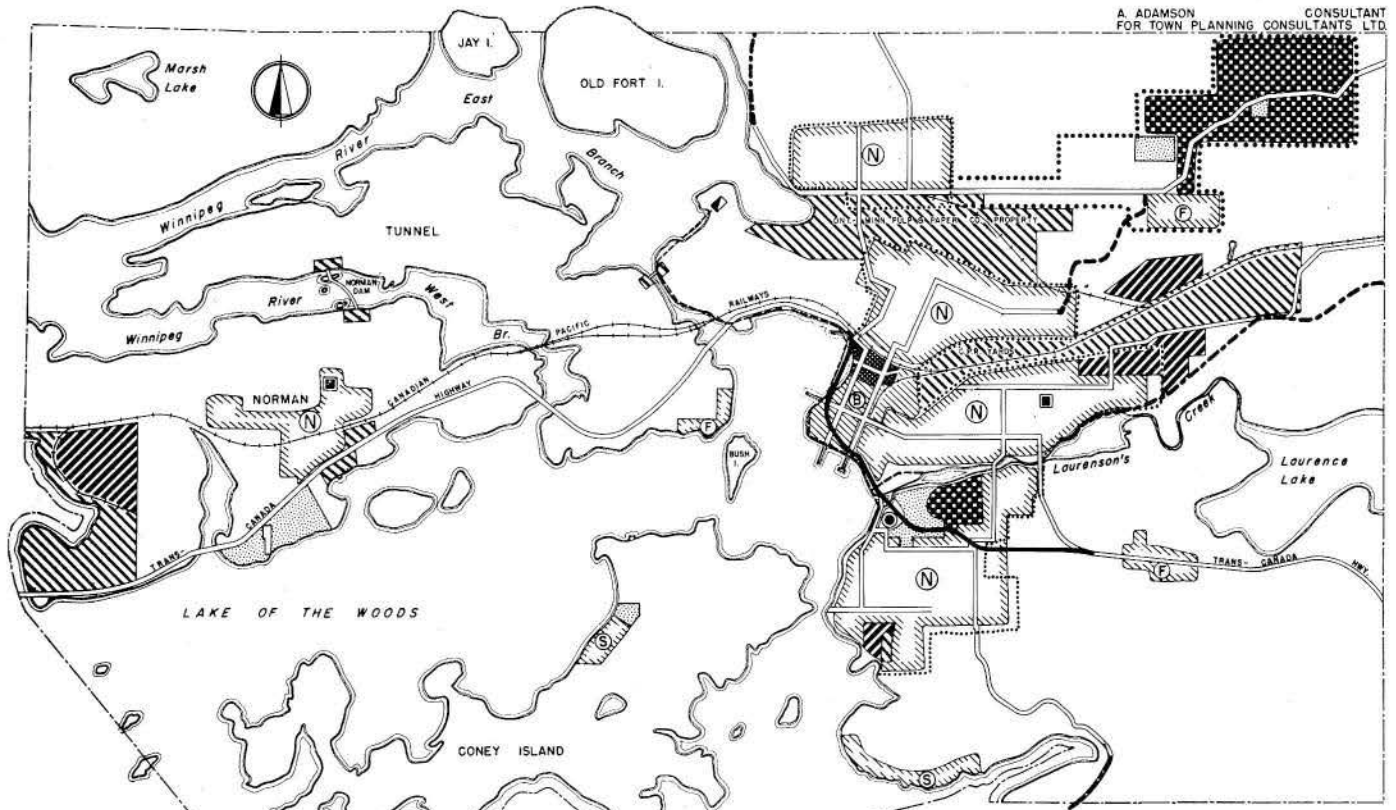
To construct a trunk interceptor with pumps to carry



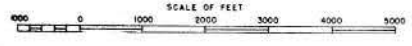
KENORA CIVIC CENTRE
 Bottom right: relocated Trans Canada Highway and Esplanade. Left centre: Post Office to be replaced. Lower centre: existing library and proposed tourist bureau and restaurant. Centre: proposed business buildings. Left side: CPR main line in cutting.

TOWN PLANNING CONSULTANTS LIMITED
 1946

A. ADAMSON
 FOR TOWN PLANNING CONSULTANTS LTD.



KENORA: MASTER PLAN



EXISTING		PROPOSED		LEGEND	
(N)	MAIN NEIGHBOURHOODS	(diagonal lines)	RESIDENTIAL AREAS	(solid black)	CIVIC CENTRE
(P)	FRINGE SETTLEMENTS	(cross-hatch)	RECREATIONAL AREAS	(circle with dot)	COMMUNITY CENTRE
(S)	MAIN SUMMER SETTLEMENTS	(horizontal lines)	INDUSTRIAL AREAS	(thick solid line)	TRANS-CANADA HIGHWAY RELOCATION
(B)	CENTRAL BUSINESS AREA	(dotted line)	RELOCATED SCHOOL	(dashed line)	IMPROVED MAJOR ARTERY
(diagonal lines)	INDUSTRIAL AREAS	(square with dot)	ABANDONED SCHOOL	(dotted line)	RECOMMENDED PROVINCIAL HIGHWAY CONNECTION
(dotted line)	LIMIT OF SEWER SERVICE	(square with cross)		(dotted line)	LIMIT OF EXTENSION OF ALL PUBLIC SERVICES
(dashed line)				(dotted line)	INTERCEPTOR SEWER AND DISPOSAL PLANT

sewage from existing outfalls to the disposal plant, or, if assisted by government to construct a modern separate sewerage system.

To abandon the school at Norman and build one new school and to co-operate with the town of Keewatin in enlarging the High School. To enlarge the High School playfield.

To co-operate with Government in the relocation of the Trans-Canada and other highways entering the town.

To construct an esplanade behind Main Street along this highway.

To remodel one railway subway and co-operate with government in the construction of a bridge over the railway outside the town limits.

To build a new town dock.

To extend and improve certain streets.

To develop a new park on town owned property.
To develop town leased property outside the town for recreational purposes.

To acquire property and develop a Civic Centre using a town owned building as town hall.

To acquire land and maintain public parking areas.

To construct a Community Centre and Tourist Pavilion on town owned property on the Lake of the Woods.

To drain the Central Park area.

To improve rough park land on Coney Island for recreational purposes.

To co-operate with the Government in the development of Rabbit Lake for local citizens' and tourists' recreation.

To improve the water supply to the hospital on Tunnell Island.

TERRACE BAY, ONTARIO

In the centre of the bush land, 20 miles east of Schreiber, Ontario, a planned community is now under construction. Its function will be merely residential, to house the employees of the Longlac Pulp and Paper Mill that will be situated about $\frac{3}{4}$ miles north.

As a basis for planning Terrace Bay, it was determined that:

1. All land and physical equipment of the town will be owned and operated by the Company, and the final administration of the town decided by the Company at a later stage.
2. Favourable soil conditions exist in the site selected, and its topography is suitable for economical public utilities.
3. The maximum size necessary and expected is a town of 1,000 families, of which:
 - (a) A population of between 300 and 400 families, or a population of upwards of 1,200 people will have to be provided for initially.
 - (b) A final population of between 800 and 1,000 families or a population of between 3,500 and 4,500 people may be attracted to the town by the employment offered by the company.
 - (c) A larger population than 5,000 may develop due to the location of additional plants offering employment.
4. The greater portion of the population will be married and most of these will have children.
5. Housing and all community facilities will be developed and extended in accordance with the demands of the population growth.
6. The focal points, such as commercial and recreational areas will be so located as to serve the town at equal distances from the extreme points of the residential areas and railway station.

Factors Determining the Town Pattern

Physical factors determining the town plan are:

1. The existence of the railway forming a northern boundary.
2. The existence of a marshland forming an eastern boundary.
3. The existence of an escarpment forming a southern boundary.
4. The existence of the river forming a western boundary.
5. The existence of the three large rock outcroppings in the centre of this area.
6. The position of the Trans-Canada Highway to be constructed by the Department of Highways (Ontario) along the escarpment bending north-east to the railway.
7. A heavy snow fall with low winter temperatures, and in the summer, the fog on the southern slope leading down to Lake Superior.

In the preparation of the plan, the following data were assumed as guidance:

Economic Base

(i) Estimated average yearly income for 340 families (initial pop.).....	\$ 1,843
Estimated average yearly income for 1,000 families (final pop.).....	\$ 1,843
(ii) Total purchasing power of 340 families	\$314,500
Total purchasing power of 1,000 families	\$925,000
(iii) Rental Subsidy:	
Total cost of building, land and improvements per dwelling unit...	\$ 6,600

Operating cost and amortization per year — 8%	\$ 525
Required rent per month	\$ 44
Average rent-paying capacity per month	\$ 30
Monthly subsidy required	\$ 14
Total subsidy per year for 340 families	\$57,120

The Town Pattern

The three large rock outcroppings and the highway divide the town into 3 well defined areas. On the east and to the north of the highway are 4 areas of about 44 acres; on the west, a residential area of about 21 acres; and to the south of the highway 3 residential areas comprising about 40 acres. These acreages are for lot area only.

The Trans-Canada Highway crosses the railway from the north to form the eastern boundary of the town, turning west to bisect the town into north and south residential areas, running approximately parallel to the railway. About 2/3 of development is "inside", or north of the highway. A subway under the highway to the south-west of the rock, connects southern with northern residential areas to provide a maximum of safety for school children.

The highway gives limited access to the residential areas within the town, and branches to the railway station and factory.

Connecting roads within the residential areas lead to all parts of the town.

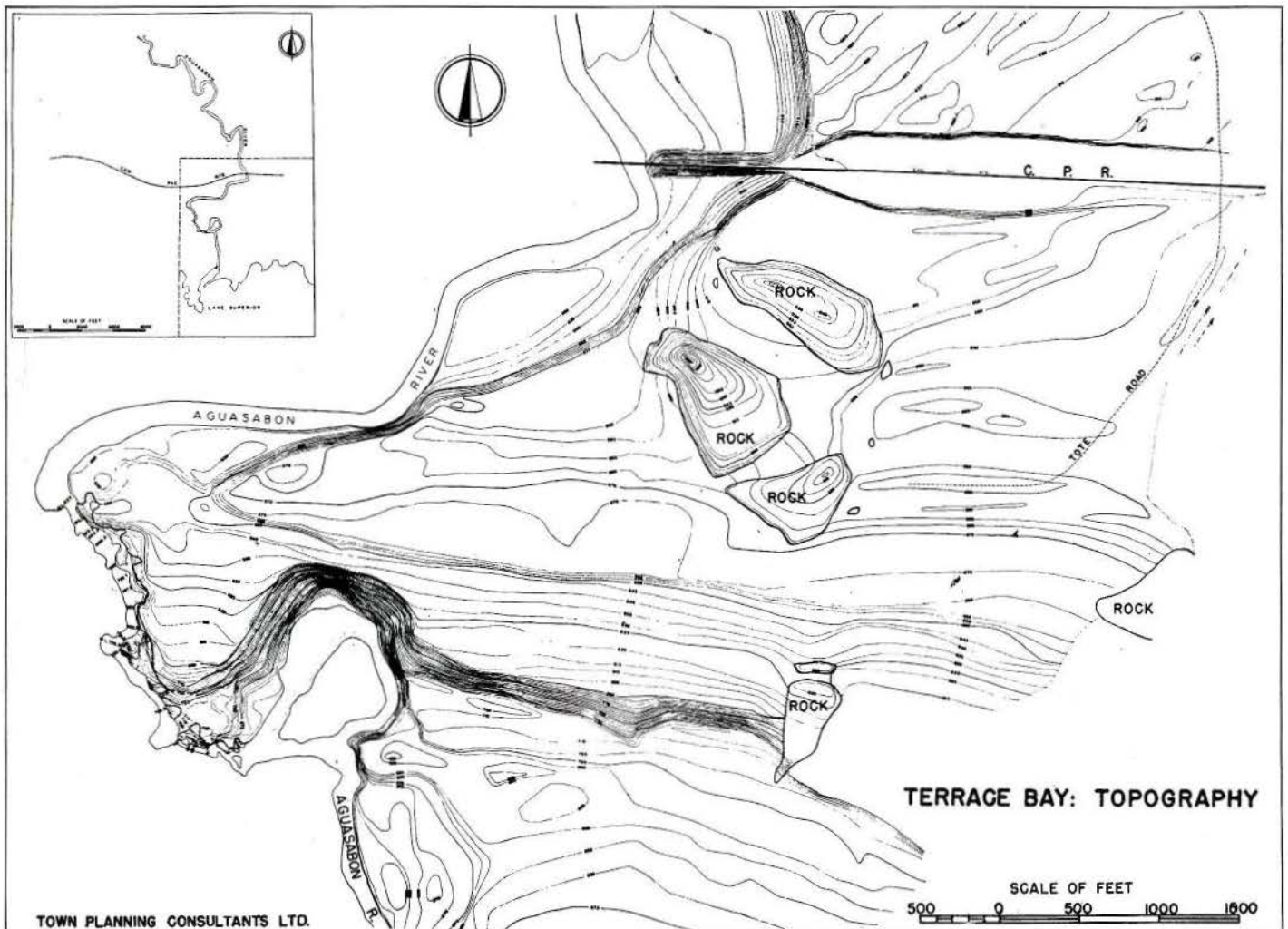
The shopping centre is located north of the highway, slightly to the west of the bend. The shop fronts face south; the main shopping street is off the highway to avoid impeding through traffic and to provide quieter shopping facilities.

The school and church area is located in the free spaces between the rocks, is convenient to all parts of the town, and is large enough to serve the entire town.

The main area for recreational purposes is also located between the rocks, in combination with the school and church area.

All residential areas are separated from the highway by broad green belts and are connected with it by access roads in order to avoid the use of the highway for residential purposes. A green belt is also provided between the northern residential areas and the railway.

The experience in operating this newly planned town will serve to determine a number of factors that have to be considered in planning new communities in the future in Canada.



ETOBICOKE, ONTARIO

Etobicoke Township, part of the metropolitan area of Toronto, is situated along the western boundary of the city. It was incorporated in 1850 with a population of 2,904 and its development falls into five stages. The first stage ended about 1780 and was the age of river travel and fur trade, the Humber River being the principal means of transportation. During the second period from 1780 to 1840, land settlement, water power exploitation and the milling industry became significant. The third period, from 1840 to 1911 was the age of steam power and railway transportation. The following era from 1911 to 1939 was based on residential development made possible by the automobile, rapid transit, highways and economical transportation. The final period from 1939 to 1945 marked the beginning of industrial developments which stemmed from accelerated wartime demands for industrial products.

In 1945 the area of the township was 27,312 acres of which 3,892 acres were urbanized. The total population is 21,402 of which 89 per cent. is urban.

Problems

To determine the future urban area and within this to determine the most desirable locations for residence and industry.

To determine the areas to be used as green belt villages within the agricultural area.

To locate necessary schools to serve the anticipated population.

Some of the provincial highways and township roads are not adequate to carry the volume of traffic to which they are subject.

Plans

Plans were made for an anticipated population increase of 10,000 during the planning period of 20 years. Plans call for an application to the Department of Planning and Development to declare the township a subsidiary Planning Area within the Toronto Planning Area.

To divide the township into an urban area of 14,045 acres and a farm area of 13,267 acres.

Principal Regulations and Encouragements of Private Improvements Within the Urban Area

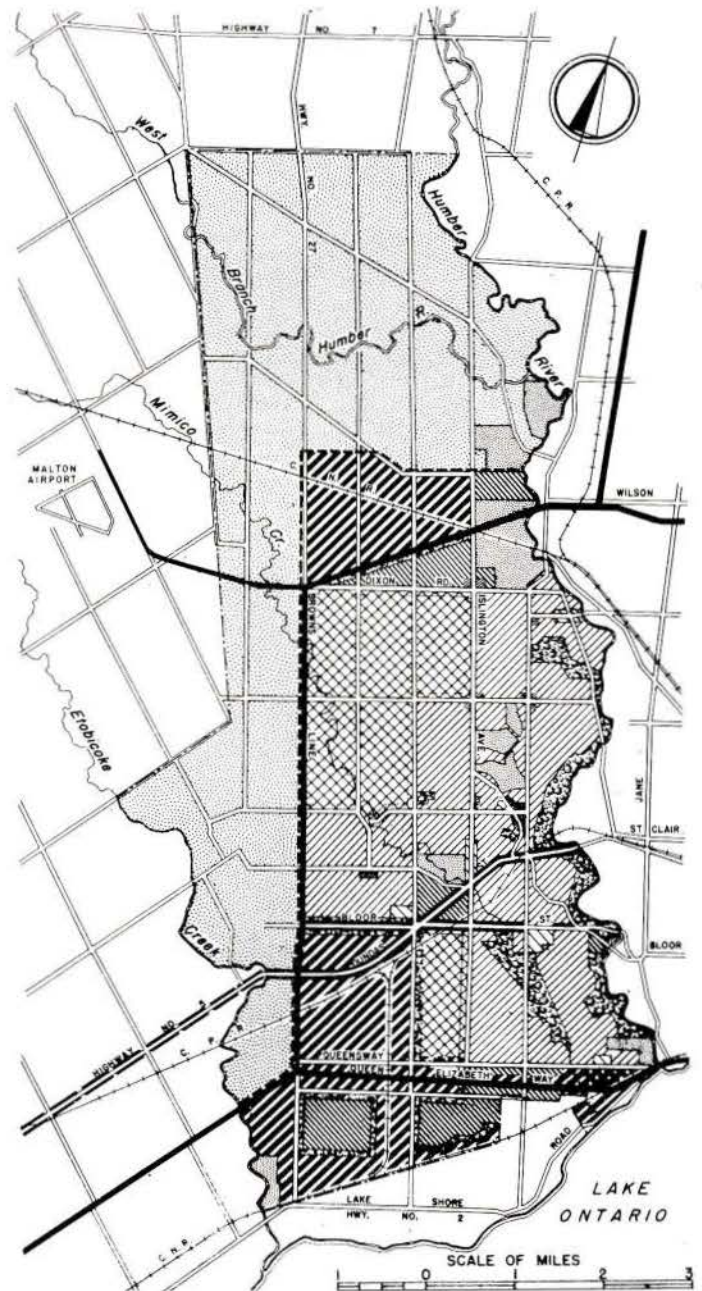
To adopt a zoning by-law.

To reserve and develop 590 acres of land for parks and playgrounds.

To reserve 5,765 acres of vacant land for future residential use with 6,000 feet of frontage for neighbourhood commercial centres in the new residential areas.

To reserve 3,000 acres adjacent to railways and highways for future industrial sites.

To reserve 3,000 acres within the urban area for future development in the second planning stage. During the present stage, this area would be devoted to farms and market gardens.



LEGEND

- | | |
|---------------------------------------|--|
| 1ST DENSITY RESIDENTIAL AREA | AREA RESERVED FOR DEVELOPMENT IN 2ND. PLANNING STAGE |
| 2ND DENSITY RESIDENTIAL AREA | AGRICULTURAL AREA |
| 3RD DENSITY RESIDENTIAL AREA | EXISTING GOLF COURSES |
| 4TH DENSITY RESIDENTIAL AREA | BOUNDARY OF URBAN AREA |
| MARKET AREA | PROPOSED HIGHWAY SYSTEM |
| PRESENT AND PROPOSED INDUSTRIAL AREAS | PROPOSED STREET WIDENING |
| PROPOSED PARK SYSTEM | TOWNSHIP BOUNDARY |

ETOBICOKE TOWNSHIP MASTER PLAN

E.G. FALUDI CONSULTANT
FOR TOWN PLANNING CONSULTANTS LIMITED

Principal Public Improvements

To participate with the government in the construction of certain highways and the widening of other main roads. To reserve property for three new public schools in the future residential areas.

GUELPH, ONTARIO

By CULHAM AND DRYDEN

Conditions Influencing Development

Small cities have an intimate contact with their environment. Their citizens are in a position to enjoy the recreational possibilities of the surrounding countryside and to secure its supply of fresh produce at lower prices.

Situated in the heart of one of the finest agricultural districts in Southern Ontario, of great natural beauty, and high up at the sources of the Grand River, Guelph offers the very finest environmental living conditions for these purposes.

This will have a very marked influence on the quality of its residential development. Consequently the Zoning By-law which has been completed was written with special consideration for preservation of these values.

The two most notable natural features of the City are the river valleys and the green hills which show as a pleasant background on all sides. It is quite possible that both of these, especially the steeper hillsides may have been considered as barriers to development in recent years. They will, however, acquire new and increasing values in the future as their assets for the community are more fully developed. The river valleys, with their attractive setting, in turn, will become the playground for the people, and the residential areas on the hills by reason of difficult access will enjoy the benefits of freedom from unwelcome heavy traffic.

Major Street Plan

At the heart of the City of Guelph lies a relatively small triangular section enclosed by a river, two hills and an elevated Railroad. This is and probably always will be the shopping centre of the City, and by reason of these barriers, it is not likely to expand.

All traffic, through and local, with bus and transport, pours through this triangle. The problem, therefore, of relieving traffic congestion at the centre is vital to the efficient conduct of business. The mental and physical hazards for motorists in the downtown district and the obscure and tortuous entrances to it are a menace to public safety and retard normal growth and investment.

The Major Street Plan as proposed by your Commission is presented as a solution for these and other motor traffic problems arising from a street system which has never been adjusted to modern requirements.

The Plan will accomplish this in the following ways:

All through traffic entering the City will be carried around the margin of the built-up area on an outer ring.

Local cross-town traffic will skirt the business area on an inner ring.

Shuttle traffic between the margin and the centre will move more efficiently on the improved and new arterial streets.

Undeveloped areas will be provided with convenient access.

A twenty per cent. increase in the volume of motor traffic over 1940 has been forecast. The present volume is far below normal figure for 1940. The Plan, therefore, has allowed for these factors as well as normal growth.

The greater efficiency of the major streets, by the use of wider pavements, parking regulations and stop signs, will attract traffic to them leaving residential streets safer and quieter.

The heavy traffic load now concentrated on a few streets will be distributed over the whole major street system.

The proposed corrections for the dangerous entrances to the downtown district will allow the traffic to flow freely and safely through them.

Most of our street widenings will be accomplished as follows:

1. The Zoning By-law will establish setback lines for buildings along the major streets.
2. Only when the traffic requires a wider pavement, would the additional land need to be acquired.
3. As new subdivisions are submitted for approval, the developer will be required to incorporate and dedicate that portion of a major thoroughfare which crosses his property before acceptance of the plan.

Where park lands are to be acquired, they will fall into two classifications:

1. Those which possess fine natural features and are suitably located to serve the adjacent population.
2. Those which are low-lying lands, unsuitable for residence since they are likely to attract sub-standard dwellings.

By far the largest part of these park lands falls into the second group, so that the acquisition of these cheap lands does not represent a large burden of cost.

Parks, Playgrounds and Other Public Open Spaces

The River Speed meanders through meadows for three miles along the southern margin of the City with the College hillside rising on the opposite side. Midway along its course a branch turns off in a northerly direction set in a narrow, steep-sided valley.

Because the meadows are low-lying, very little building encroachment has taken place. Over the years, at selected spots owned by the City, ash fill has been used and park lands have been added to the City at small expense. Within a half-mile of this great meadow live two-thirds of the population of the City, and this thickly populated district has the greatest need for these potential park and playground facilities. It is also an important consideration that all entering motor traffic from the east, west and south will, in the future, receive their first

impression of the City along and over these meadow lands.

Land values and the tax yield along the river have been low, so that the establishment of a continuous band of park should greatly enhance adjacent values. There is always a potential danger to the community from sub-standard housing locating on these cheap, low-lying lands and spreading their blight over a larger area.

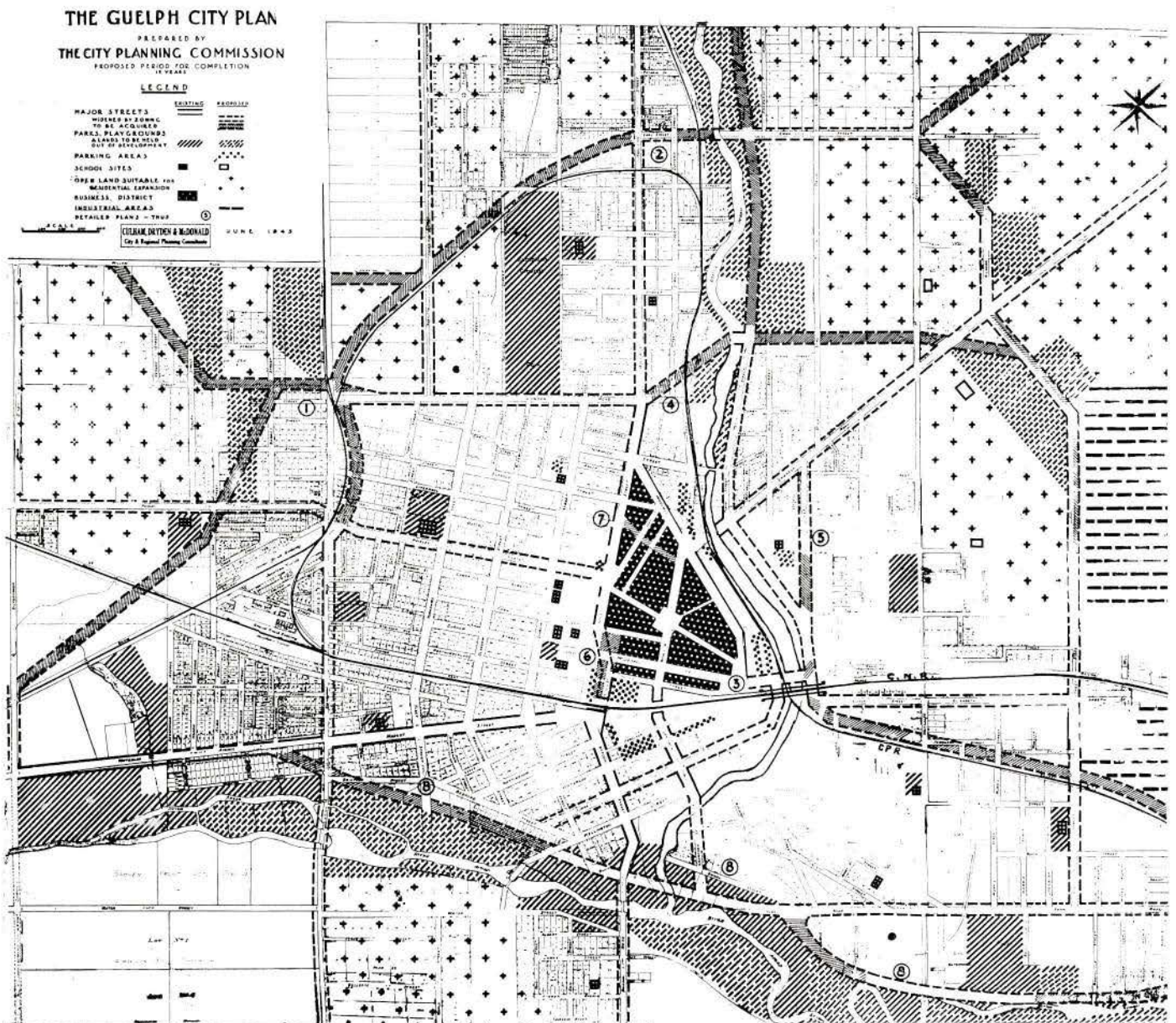
One of the heaviest losses in assessed values in all cities is the migration from old, crowded districts to the suburbs where people have always sought the open views of the countryside. Park lands, on the other hand, when attractively laid out, with interesting natural features, have always arrested this movement to the country, and their beneficial effect is felt to a considerable depth back from the park frontage.

The northerly branch of the river traversed by the new Riverside Drive possesses natural beauty which could

not be surpassed anywhere. It could be enjoyed from riverside walks and from the residential land above in a way that will contribute to the pleasant living of all the people in this area. This parkway and drive should carry beyond the City limits through the Old Mill property to connect with Riverside Park.

The Plan shows enlargements proposed for school playgrounds throughout the City where feasible. In addition, vacant lots should be acquired so that little children should not have more than one-quarter mile walk to such open space where, in time, proper equipment and supervision should be provided.

Within one year of completion of this plan one new bridge has been built, pavements have been widened, a portion of the waterfront boulevard has been completed, and numerous parcels of land have been acquired both by purchase and dedication in plans of sub-division, all in accordance with this Plan.



SAINT JOHN, NEW BRUNSWICK

By J. CAMPBELL MERRETT

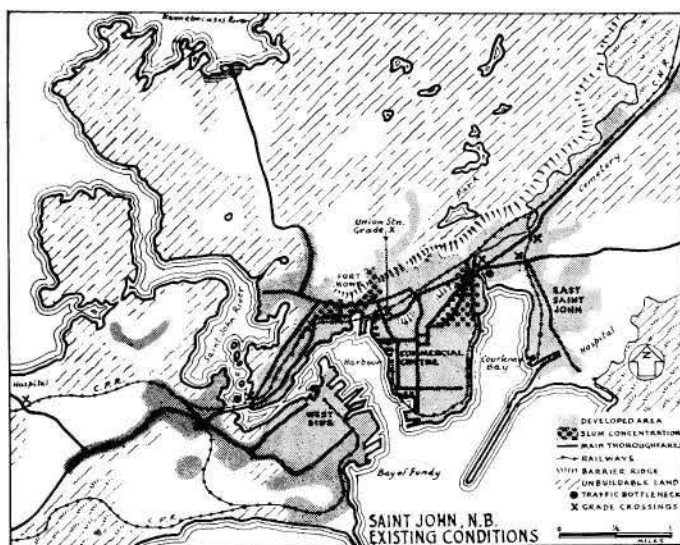
Problems and Proposals:

The first incorporated city in Canada, Saint John presents planning problems different from those of younger, more rapidly expanding cities. While the principles of planning hold good, not all the commonly prescribed processes are applicable. Obstacles of unkind topography; the maze of long-established, badly entangled land use; the lack of worthy architecture and of a civic focal point combine to frustrate the planner. He finds little opportunity to apply standard techniques; no nucleus on which to hinge a pattern of redevelopment; nor any single dominating motive as a common denominator of the city's many physical problems.

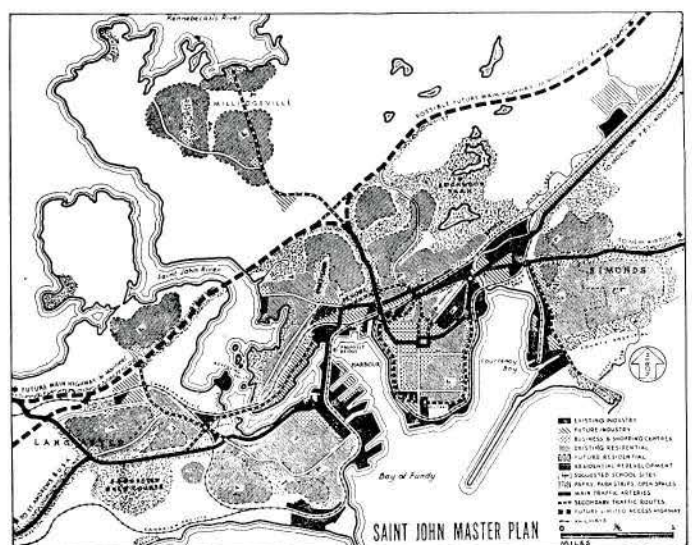
Saint John once prospered as one of the world's leading shipbuilding centres. When the wooden clipper was retired, however, prosperity waned and population dropped to climb again slowly and spasmodically to the present 75,000. To-day, as the commercial, industrial and cultural metropolis of New Brunswick, the 15th "greater city" of the Dominion and its busiest Atlantic winter port, the city's main employment base is shipping, though it has probably the most healthily diverse industrial development in the Maritimes. To an architect the city is depressing in its drabness and lack of order; its spreading slums and poverty-stricken fringe developments; its feeble indications of civic pride and embellishment. The disproportionate obsolescence of the developed areas and the natural beauties of the city's site conjure up visions of a new city — modern stores, factories and dwellings to replace the solemn dirty old

brick or wood facades; of a new plan to utilise to advantage the irregular terrain, instead of the senseless grid of streets awkwardly and expensively imposed upon rugged hills and valleys — a dream to inspire slick birds-eyes of tomorrow's city. But to be practical a plan must be capable of planned achievement. Saint John is even less attuned to visionary theories than the average city.

Sea and river, and the extreme irregularity of the city's site have caused a triple development. Two attenuated connecting necks carry the only thoroughfare, with half a dozen grade crossings and two bottleneck bridges, that is available for local inter-communication and outside arterial traffic alike. Until now a steep rocky ridge has obstructed access northward to potential residential sites overlooking lovely river waters some three miles from the city centre. So scarce were good building sites central enough for horse and buggy days that to-day half of the worst slums occupy land which must be considered unsuitable for residential redevelopment, due either to the nature of the ground or to their location relative to industry, railways or port. Industrial land use, proportionately high, extends around most of the developed waterfront and along the only possible railway route running east and west from the low valley near the city centre. Within these unalterable natural and economic limitations residential development is confined, with schools generally well enough located, but obsolete and with grossly inadequate recreation facilities.



The Problems: Difficult topography, tortuous communications, obsolete overcrowded housing.



The Solutions: Direct access, redistribution, new neighbourhoods.

The essential problems which the master plan seeks to solve are these:

1. To provide new residential neighbourhoods, suitably located, to accommodate recent and estimated future population growth and to permit slum clearance and thinning-out of overcrowded areas including some 5,000 now on land totally unfit for rehousing (a total of 20,000 to 25,000 in thirty years); and to define and complete existing neighbourhoods.
2. To permit the controlled extension of the main commercial and industrial areas, which are already proving inadequate in the face of post-war expansion and new enterprise; and the cleaning up of scattered non-conforming uses within residential areas into more orderly sub-centres.
3. Shortening of the tortuous internal communication system, and overcoming the frequent traffic hazards and obstructions within it; the segregation of heavy trucking traffic between shipping and railway and warehousing areas from lighter private and commercial traffic; and the provision of unobstructed out-of-town arterial highways, and ultimately of a new limited-access through artery.
4. Development of a system of open spaces to provide recreation fields and parks; to define residential neighbourhoods and protect them from industry, railway and through traffic; and to clean up and embellish various unbuildable rough spots and take advantage of natural amenities.

The most urgent item is the construction of a viaduct over the number one traffic bottleneck – the main thoroughfare grade crossing in front of the Union Station. The elevation of the proposed viaduct makes it possible for the first time to carry a new road up and over the ridge barrier and into new residential areas immediately behind it and beyond on the slopes to the Kennebecasis River. Again, the viaduct provides grade separation of traffic to the commercial centre and heavy transport to the harbour front. A proposed low-level lift-span bridge across the river mouth at the head of the harbour will save both rail and road traffic from three to four miles circuitous travel to the west side of the harbour. Linked closely to the northern end of the viaduct, this bridge will open up a high-speed traffic route to west side industry and existing and new residential areas, continuing as a limited access highway to the west, by-passing development and relieving the present congested and obstructed route.

To the eastward, the present traffic artery is to be diverted to permit a self-contained rehousing development replacing a major slum concentration. A new traffic circle at Haymarket Square, with the present railway

spur diverted, will distribute central and peripheral traffic, and relieve congestion at the junction of the main highway to the east and the highway to a new airport planned by the Federal Government.

By closing Market Slip and converting it to an architectural water feature terminating the main commercial street and commemorating the Loyalists' landing, it becomes possible to extend the east harbour rail access to connect direct with the main lines, and to link up a belt traffic thoroughfare around the central peninsula, thus diverting heavy waterfront traffic from its present routes through the central residential and commercial grid. The worst slum area, just north of the harbour, is to be redeveloped in part for industry adjacent to rail and waterfront, with the harbour bridge connection crossing it and taking advantage of natural grades to jump the railway; and in part as a hillside park overlooking the harbour and Bay of Fundy and extending downward from the dominating bluff of old Fort Howe.

The master plan further envisages the ultimate need of an entirely new highway approach to the city from each direction. It provides for a limited access route through undeveloped territory, utilizing a natural course through the scenic rugged land north of the city, crossing the Saint John River at its narrowest point above the famous Reversing Falls, and connecting from each direction onto the new north road out of the city. This route, by-passing all development, besides permitting totally unobstructed traffic into the city (and past it) will, unlike most by-passes, actually shorten present distances.

Thus the plan's proposals to meet residential, commercial, industrial, and traffic requirements are dovetailed, the solution of each problem contributing to the solution of the others.

Progress and Prospects:

Under provisions of the New Brunswick Town Planning Act of 1936, the master plan has been adopted in principle, with a number of detail proposals already implemented. Zoning is in full effect, and also the control of new development under the Subdivision by-law. Under other provincial legislation, the city may expropriate land for streets, housing, industry and other public purposes, and under amendments to the original Planning Act may acquire land bordering highways or otherwise limit access to them.

Following the plan proposals, the City has already acquired and developed land to the north for residential use. It is now seeking financial aid to construct the viaduct. The City Housing Commission, with one unaided low-rental development already to its credit, is preparing an attack on one of the worst slum areas. Acting on recommendation of the Town Planning Commission, the City has passed a by-law to acquire interior

property in one of the major commercial blocks to provide rear access for off-street loading, and for services and fire-fighting. Through its Parks Commission the city has also implemented several plan proposals for parks, playgrounds and sports fields. Already various streets have been closed off, others extended, and new ones constructed to comply with the overall plan.

A housing emergency must always conflict with city planning schemes, however. The place to rehouse slum-dwellers is near their employment; the kind of dwellings to give them is usually flats; the time to clear slums is when there is an abundance of dwellings. One trouble in Saint John, with its scarcity of good building land, is that not enough of the available land was acquired and developed in time to direct the emergency housing projects to sites of the city's choosing; with the result that to-day the character of two of the best residential sites, newly developed, is blighted architecturally and economically by the rash of emergency cottages. The greatest danger to the overall plan is that the desire for private lots, which could have been provided on these city-developed sites, according to plan, will encourage owners of land beyond the logical planned development limits to subdivide prematurely, bringing pressure to bear to have their plans approved.

Generally the Saint John public is conservative in thought, skeptical of new ideas; yet thanks to a continuous programme of publicity, the average citizen to-day knows what town planning is about, and public reaction has been most encouraging. An exhibition of survey data and plan proposals held just before the plan was presented to Council was visited by a tenth of the city population, and developed much valuable comment. Objections certainly arise, chiefly to interference with private rights or on the vague broader grounds of overall

cost. But it is now apparent that most of the people, informed through lectures, radio and a supporting press, realize that town planning is one of the requirements if their old city is to overcome its difficulties and pick up step with the rest of post-war Canada. It is a critical period for Saint John: service men returning from other parts of the Dominion and overseas find their hometown drab and backward by contrast; tourists, great potential source of wealth, are repelled by the city's ugly disorder amid its lovely surroundings. New industries are already coming to the city; new commercial enterprises are acquiring land and the old merchandising firms are preparing to rebuild or enlarge. To have a planning scheme launched and operating at such a time is a great asset, and the City Council, the boards of trade, and service clubs, and the forward-looking business and professional men know it and are supporting the Town Planning Commission, on which most of them are represented.

Beyond what planning control and the City can do through planned green spaces and general civic embellishment, improvement in the city's appearance is in the hands of its people and its architects. On the one hand education is necessary to instill a degree of civic pride and responsibility and an appreciation of good taste in building. On the other hand, commercial and industrial redevelopment and expansion, new housing projects and private homes, the extensive school building programme and various other public projects, offer the architects a great opportunity and challenge to raise the architectural quality of the city and thus in turn develop citizen pride and visitor admiration. Let the new buildings be new in spirit and expression, copying neither the past nor the pseudo-modern, and Saint John will regain the character of a vigorous city.



Aerial view of the central valley, showing proposed viaduct, traffic separation, northern access road. Left centre is Fort Howe Park extended downhill to replace a slum.

Market Slip, site of the Loyalists' landing, which it is proposed to redevelop for traffic circulation and architectural features.

HALIFAX, NOVA SCOTIA

By HAROLD LAWSON

Existing Conditions

During the war former Mayor Lloyd and other leading citizens of Halifax were much concerned about physical and social conditions then existing as well as probable post-war effects on the city and its people.

As a consequence, on December 20th, 1943, there was appointed the "Halifax Rehabilitation Committee", later renamed the "Civic Planning Commission". Ira P. Macnab, prominent engineer and public-spirited citizen was appointed Chairman of the Commission of twelve persons representing a wide variety of interests in that city. The writer was appointed technical planning consultant with George T. Bates local planning consultant and Executive Secretary.

One of the first acts of the Commission was to authorize the preparation of a Master Plan—not merely the plan illustrated herewith—but also other related work that must be done in advance and concurrently, such as, assembly and study of basic data, charts, tables and maps, and the *Master Plan Report*. We collected information from various sources on existing physical, social and economic conditions, which would be useful for Master Plan studies and for other later activities of the Commission not necessarily related to physical planning. As more than a year was spent in fact finding and preliminary studies there was ample opportunity to get well acquainted with the structure and functions of the city.

Everyone knows that the city of Halifax covers a small rocky peninsula surrounded by two arms of the sea. One of these is its famous harbour which leads through the Narrows to Bedford Basin and the other is the North West Arm. Its principal business derives from the port and varies with the seasons. When winter ice closes the St. Lawrence the port is active. In summer volume of maritime business diminishes.

Every war since 1812 has brought a boom to Halifax, only to be followed by a depression of greater or lesser degree. The last war capped them all. Its port became the base for Allied fleets and convoys and a gateway to Europe for vast numbers of the armed forces. Its business grew beyond bounds. Floating and permanent population increased, and the city became more overcrowded than ever. Contrary to expectations of some, Halifax is still overcrowded and under-housed, and there is relatively little unemployment though more than a year has passed since VJ Day. There are still 200 condemned buildings housing 400 families to prove that there is a shortage of dwellings.

Halifax needs replanning badly for the same reasons that many other Canadian and American cities need to be replanned. There are also some special reasons peculiar to Halifax, but we will refer only to one. This

city is unique in that 54% of the total area of the city is tax free. The accompanying plate "Black Plague" dramatizes this forcibly. It is true that parks, institutions, churches, and cemeteries are included, but there are nevertheless great areas devoted to the railways. His Majesty's Armed Forces, and other government agencies. Some of these blocks are not only large, but scattered. They are, therefore, obstacles in the path of normal development, and thus add another burden to the city. A reduction and rearrangement of some of these non-taxpaying areas would free land for local and more beneficial needs and add to the revenues of the city.

Much more might be related of conditions which handicap the city, but we must leave space for brief description of the Master Plan and some of the aims of the Commission.

The Master Plan

It was decided early by the Commission and consultants, that any Master Plan prepared for Halifax must be realistic, in scale with the size of the city, and within potential financial means of the population over a twenty-five year period. The Commission felt that an over-ambitious plan, whatever its merits, would defeat the very purpose for which it was intended. To be acceptable it would be necessary not only to plan for long term objectives, but to also concentrate on the most glaring defects and suggest immediate remedies not too costly.

The Master Plan of Halifax, is relatively modest in its recommendations and retains the existing pattern throughout all residential and most of the business and industrial areas. The Plan in its present stage merely outlines new and improved traffic arteries, use zones, and other features. It still requires much detailed study for all its elements.

The Street System

Halifax, has inherited in the central business district a block layout that dates from its foundation in 1749. The original plan brought from England by Lord Cornwallis, provided for 35 small rectangular blocks with 55-foot wide streets. Its location on the side of the hill between the Citadel and the Harbour made half of the streets very steep, some with more than 18% grade. These narrow streets once adequate for horse-drawn vehicles must still serve for circulation of autos, trucks, street cars and pedestrians where there is most concentration of large and small retail stores, big office buildings and business establishments.

Property values in this old district between Barrington and Water Streets make street widening or other alteration beyond consideration but west of the Parade



PLATE No
18

THE MASTER PLAN 18

ALTERNATIVE LOCATION THE PARTWOUTH BRIDGE

PROPOSED BRIDGE TO PARTSOUTH

HARBOUR

HALIFAX

NORTH WEST ARM

LEGEND

- RESIDENTIAL, SINGLE SEMI-DETACHED & DUPLEX
- MULTIFAMILY UNITS
- BUSINESS WITH OVERLAYS OVER
- COMMERCIAL SECTION (RETAIL & WHOLESALE BUSINESS)
- MANUFACTURING & INDUSTRY
- SCHOOLS & COLLEGES
- HOSPITALS HOMES & OTHER INSTITUTIONS
- PARKS & PLAYGROUNDS
- CEMETERIES
- IN M. FORCES DEPARTMENT OF NATIONAL DEFENCE
- IN M. GOVERNMENT DOWNS
- RAILROADS
- CIVIC ADMINISTRATION
- SHIPPING PRIVATE FIRMS

CIVIC PLANNING COMMISSION
HALIFAX - NOVA SCOTIA
OCTOBER, 1945



SCALE IN FEET
0 100 200 300 400

two new streets have been planned to run diagonally through blighted blocks, one to Brunswick and Jacob, the other to Brunswick and Sackville Street.

The Master Plan and Commission recommendations include proposals for twenty new and improved thoroughfares. An important one is the proposal that a new *elevated four lane highway* start at grade near the Dartmouth Ferry Entrance on Water Street and continue on a five per cent. grade in a general north-westerly direction to Gottingen near Cunard Street, a distance of approximately 2,400 feet. This structure would not only serve to channel rapid in and out traffic from the waterfront and lower business district, but provide grade separations under it, north and south for two of Halifax's most important through streets. Under the structure, between cross streets, considerable usable space would yield revenue for maintenance and carrying charges. Cost of land acquisition in its path should not be excessive as the area is generally blighted and should be replanned and reconstructed in any event.

This elevated highway or viaduct is but one link in a chain of thoroughfares leading generally first north and west and finally completely around the city. All other newly planned or improved thoroughfares are at grade level and proportioned to suit probable future traffic requirements.

Bridges across the Harbour and North West Arm, connections with the Metropolitan area, bottlenecks and dangerous intersections have received some attention, but further detailed study must precede final recommendations for these and similar features and elements of the Plan.

Zoning and Development

The Master Plan provides for the division of the entire city into Use Zones, such as, Business, Industrial, Residential, Institutional, and so forth. Definite boundaries and use consistency are still subject to further detailed study.

The business zones as laid down on the Master Plan are those areas now predominantly devoted to retail and wholesale trade, offices, financial institutions, theatres, hotels and other commercial establishments. There are also included such areas as indicate a trend towards business use, except where such expansion may encroach on adjoining established or planned residential districts.

The industrial districts of Halifax are in general marginal to the Harbour except for the Willow Park intrusion in the north and between Kempt Road and Windsor Streets. The Master Plan defines the limits to these existing industrial areas, and including new areas zoned, will provide a total of approximately 193 acres available for industrial use within the city limits.

The Master Plan contemplates no changes in the classification of districts now predominantly residential, except areas totalling about 360 acres, which by reason

of blight and adolescence should be replanned and redeveloped.

Detailed studies of prevailing housing conditions in these slum areas indicate an appalling degree of crowding in obsolescent building, many lacking the most elementary sanitary facilities. Although some of these slum areas border the Citadel and North Common, and are thus in the heart of the city, they contain many unpaved streets and no community facilities whatsoever.

The Commission recommends that these slums be cleared as soon as possible, and that the area be replanned and redeveloped as neighbourhood units for low and medium rental apartments. In view of the housing shortage these slums cannot be replaced with new buildings until accommodation is found for some of the population elsewhere. It also is obvious that this must be subsidized housing.

As there is not a great amount of land left within the city limits for future residential development it is recommended that the city prison and abbatoir be moved to the country and provision made elsewhere for the inhabitants of a squatter settlement called Africville. Such action would release a considerable amount of land on the northern slope facing Bedford Basin, enough for approximately 700 families with necessary space for all community facilities.

There is in the Northwest section an undeveloped area of equal size which contains the old Halifax Airport and H.M.C.S. Penguin, both used by the government during the war and still so held. The release of these would also free sufficient land for two very desirable residential neighbourhood units, housing approximately 800 families.

The construction of the Ocean Terminals and the inability of private capital to provide facilities for modern shipping, in competition with Public Authority has impaired the usefulness of much of the historic Halifax waterfront. This area, which includes some 20 private wharfs in poor condition with a water frontage of about 5,000 feet, needs to be completely redeveloped. As everything else on the Harbour is publicly owned, it would be logical for the government to take over all private wharfs and develop modern shipping facilities.

Considerable study has been given to the subject of Parks and Playgrounds, and the Master Plan shows proposed locations in various sections where they are now lacking. It will not, however, be possible to prepare a comprehensive Parks and Playgrounds plan, until it is known how much land now used by His Majesty's Forces can be released or exchanged.

The Council of Halifax have accepted the Master Plan, but no steps have yet been taken to implement any of its recommendations. We are informed, however, that no developments will be permitted which conflict with the Master Plan. If we feel frustrated by lack of action so far, this promise at least may offer some measure of consolation.

ST. JOHN'S, NEWFOUNDLAND

By JOHN BLAND

Introduction

The city of St. John's in Newfoundland is one of the oldest settlements in North America. It was established as a fishing village in the 16th century. Its development has been characterized by cycles of prosperity and depression depending upon the world market for fish. The activity of the war came to St. John's after a long period of little development. A great American army base was established in the environs of the city. A naval base was built at Argentia, not far away. R.C.A.F. stations and Canadian Army establishments were also built on the island, and brought activity to the city of St. John's. The harbour was constantly busy in connection with the North Atlantic convoys. All of these things produced an acute shortage of housing and a sharp realization of the inadequacy of the road system in the city. This situation, coupled with the greatly improved financial state of the whole country has made possible a programme of both housing and town planning in the capital city.

A Commission of Inquiry on Housing and Town Planning was established in 1942 under the Chairmanship of Mr. Justice Dunfield. The Commission has published five interim reports in addition to the report on a town plan* which is the subject of this paper. I would like to describe briefly the work which was done by the Commission before my studies for a plan of St. John's development were made.

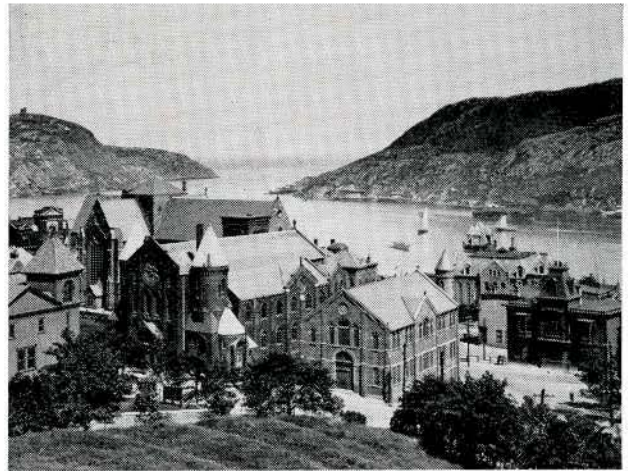
The fifth interim report† published by the Commission is an appraisal of housing conditions, and states a method of rehousing based upon the expropriation of a very large area adjoining the city. The method of expropriation is an adaptation of the Uthwatt proposals and may be the first instance of the application of the Uthwatt method of determining a fair value of agricultural land ready for building development. The method of housing development outlined in the report has been adopted by the Government of Newfoundland and the City of St. John's. A housing Corporation has been formed and 244 dwellings are being presently built or completed. Four times that number are contemplated. The quality of construction is outstanding. The houses are being sold and the land is leased for a period not exceeding 99 years. The price of these houses is high at present, the difficulty and expense of obtaining materials in Newfoundland is a tremendous obstacle. The first houses cost in the neighbourhood of \$10,000 each, but this year the Commission hopes to complete fifty houses which will sell for \$7,000 or \$8,000. While this is admittedly not lower income

*Report on the City of St. John's, Newfoundland, made for the Commission on Town Planning by John Bland, A.R.I.B.A., A.M.T.P.I., published June, 1946.

†Detailed Proposals and Provisional Estimates for Suburban Extension and Housing — Fifth Interim Report of the Commission of Enquiry on Housing and Town Planning in St. John's, published January, 1944.

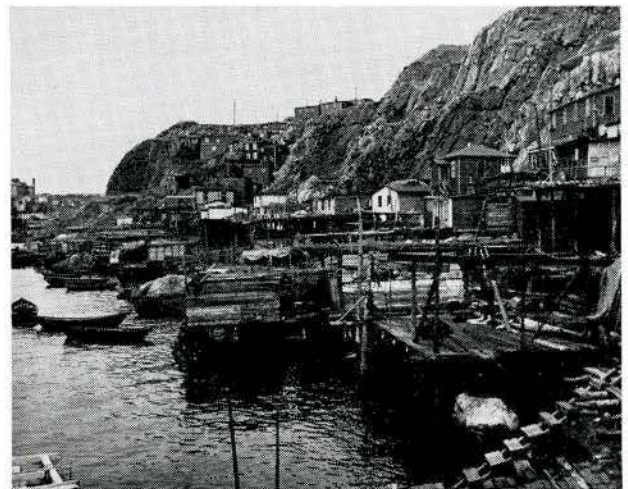
housing, it nevertheless fills a vital need in the city. It relieves the land scarcity by opening a new area nearly as large as the old city itself. It provides homes for families of middle income in a healthy area, in the most economic manner possible. While it may not be comparable to British and American housing schemes in scale, nevertheless having regard to the resources of the country, this experiment in housing is a bold and original enterprise. It has already had considerable success, and is well worth following in the future.

While housing was the first problem tackled in St. John's, after the Housing Corporation had begun to function attention was turned to the general planning of the city. During the summer of 1945, I was invited to visit St. John's and to report to the Commission on a plan for the development of the city. A summary of some aspects of my report follows.



Holloway

The Central Methodist Church and Hall. These buildings with the Anglican Cathedral beyond and Victoria Hall and the Court House on the right, lie in an area of public buildings stretching from Fort Townshend to Clifts Cove.



Tigerstedt

Fishing stages and houses near the Narrows. The fisherman's house and gear are customarily closely associated.

The Pattern of the City

The harbour is the focus of the city. This citizen's daily movements are to and from the harbour area. The lines of the streets formed years ago show this concentration. The development of the city has been restricted to the north bank of the harbour. The other banks are too steep for convenient building. Even on the north bank the grades are difficult. This has cramped the city from the beginning. Building land has been scarce, resulting in high land values and the custom of placing buildings as compactly as possible on the land.

Cart roads up the hillside and out to the settlements along the coast have provided some diagonal streets with fair grades concentrating upon the flat land at the head of the harbour. Many streets have developed from pedestrian paths made directly up the bank from the water front without regard to grade. These are awkward and sometimes impossible for motor cars and have little use now. In addition to these two types of streets, there are three horizontal thoroughfares through St. John's, which are now the favorites for motor traffic. They are: (1) Waterford Bridge and Water Street, (2) New Gower and Duckworth Streets, and (3) Cornwall Avenue, Hamilton Avenue, LeMarchant, Harvey and Military Roads all combined. These three horizontal streets with the streets radiating from the heart to the outposts form the skeleton upon which the city is spread.

These are the arteries in which the business of the city takes place and off which the functional areas of the city have grown. In St. John's it is possible to distinguish quite a number of such areas. The harbour is one. The industrial and commercial areas are shown on the map. There is a civic area, which stretches from the northern limits and contains the chief metropolitan institutions, such as the government buildings, churches, the university, the museum and the public library. There is also a marked professional area along Duckworth Street. The residential areas are clearly defined by physical features or the pattern of fires in which sections of the city were burnt out.

Zoning

Proposals for zoning were based upon a land use map prepared by the Commission, upon my observations of the present pattern of the city, and upon a study of trends in development. This study included an examination of permits for new construction and alterations in the different areas during the years 1942, 1943, and 1944. This made it possible to understand present land uses and to estimate future development. Three types of residential area were suggested, type one being the most exclusive and type three the least so. The business area of the existing city is called Commercial. It includes a great many more uses than would be desirable in a normal commercial area, but the business of the city cannot be separated from some of its industry, as both are dependent upon the harbour and are very much crowded together. A study was also made of neighbour-

hood shopping centres, and zones were suggested to facilitate their efficient growth. In the poorer residential districts a third category of shop was found. These are the corner stores which sell odd groceries, sewing equipment, cakes, tobacco, magazines and soft drinks. They are operated on small capital and are said to give long credit. They are used by people in the lower income brackets, who, either for lack of clothing, or money, or time, do not go downtown or even to the neighbourhood centre for daily purchases. A good deal of the buying is done by children, and it appears that the wide distribution of these corner stores is their main convenience. Grouping them together in a commercial zone would serve no purpose. This type of store is not evident in well-to-do areas.

Crown land or private land surrounding the city that is unsuited for development by being too steep or too rocky to provide with services is proposed as open space and all buildings intended for habitation are prohibited.

Recreation

The recreation facilities in St. John's were reviewed and a few outstanding needs were noted. The street accidents in St. John's involving children indicate the need for more playgrounds in the areas of dense population. The central area particularly needs a play space.

There is also a real need for a good covered rink for skating and hockey, preferably one with artificial ice. If such a rink were built it could serve as a concert hall as well as a place for hockey and skating. A good big playing field is needed where there might be three or more football fields and a little club house. Athletic activities in St. John's deserve assistance. People of different allegiances come together to play and to see games. A further inquiry into recreational facilities in the city was recommended and a questionnaire was prepared for distribution which might provide information on recreational lacks in different areas of the town.

Traffic

In order to estimate the traffic flow in the city, 48 intersections were selected for analysis. At these intersections 30-minute counts were made of all vehicles in each of the converging streets, that is where two streets crossed at the intersections, there were four simultaneous counts. All counts were made between 9 a.m. and 6 p.m. No counts were made if the traffic seemed eccentric because of closed streets, traffic blocks or other temporary conditions affecting the flow that could be observed. The counts were made only on normal week-days and in fine dry weather.

Two sample 12-hour counts were made on a Monday from 8 a.m. to 8 p.m. One was a sample of lower level traffic, and the other a sample of traffic in the higher level of the town. The vehicles passing in each five-minute period during the 12 hours were recorded and later expressed in terms of a percentage of the total, so that any half-hour could be made up out of six such periods.

With such a scale, the half-hour counts at the 48 intersections which were made at various times during the day could be expressed in terms of 12 hours, so that counts at all intersections could be put on a common basis. Such an estimate does not pretend to any exactness, but it gives a fair indication of how the streets are used. From this information a traffic flow diagram has been composed.

In the light of this study three classifications of roads were suggested, and the streets belonging to each classification were listed, together with suggestions for appropriate treatment of each type. Recommendations for the treatment of intersections were included.

Car Parking

A study was made of car parking in the central area. Counts were made during the busy hours in the city, and the number of vehicles parked appeared to be near the parking capacity of the roads. Proposals were made to increase the space available for parking by using Gower Street, which is wide and unpopular for through traffic, for parking herring-bone fashion. In the central area a large parking square for about 250 or 300 cars could be provided by eliminating some of the buildings at present condemned for habitation.

Road Accidents

The Newfoundland Constabulary have kept separate records of the road accidents in the area of St. John's for the years 1935, 1937, 1939, 1940, and 1941. After 1941 the road accidents were only recorded in the police journals and are not easily accessible. In any case, after 1941 the accidents could not be considered typical, because of the blackout. The records are either the accounts of a policeman who had been at hand at the time of an accident or reports given to the police by witnesses. These reports do not always follow the same form but it was possible to abstract the following information from them.

1. The vehicles primarily involved in street accidents.
2. What the vehicles are reported to have done (collided, knocked down, slipped out of brake, etc.)
3. What other vehicles or objects the collisions involved.
4. Those injured, both occupants of vehicles and pedestrians.
5. The extent of such injuries.
6. The time of day when accidents occur.

When these figures were compared with the street traffic flow based upon a twelve hour count, it was seen that the collisions vary directly with the traffic flow. They also seem to increase in intensity towards the end of the day, due probably to fatigue and darkness. The knockdowns, similarly, show people to be more alert in the mornings. They reach their peak at 5 to 6 p.m., when probably the most people are on the streets as well as a large traffic flow. However, the traffic diminishes at a swifter rate than the incidence of knockdowns, which indicates either more pedestrians after 6 p.m. or darkness, or both, as the reason. Vehicles may also travel faster when there are fewer of them on

the roads, thereby increasing the possibility of knock-downs. 7. It was not possible to chart the locations of accidents, as the records frequently describe them as occurring in a street only. But assuming that the number of accidents in a street bears some relation to the length of the street, an accident rating has been determined for each street, which is a ratio of length to number of accidents in the five-year period. This rating is quite regular for the whole city, with the lower level or older streets tending to be higher than the newer ones. The radiating roads and the horizontal roads are noticeably higher and eight are so much higher that particular attention was drawn to them.

The streets where the rating is higher are: (1) in areas of greater population density; (2) where the freeway of the street is restricted by parked cars; (3) where there is a narrower space between curbs or a bottleneck; (4) where the street gradient requires mounting vehicles to speed across intersections; (5) where the distances between intersections are very small. From this it may be seen that the accident rate does not depend only upon the traffic flow.

My recommendations for improved circulation and reduction of street accidents include playgrounds to serve areas where children play in the streets; parking spaces so that "no parking" regulations could be enforced; point duty police on hillside intersections; sidewalks on all roads used by pedestrians; and improved street lighting.

Schools

The schools in St. John's are denominational—Adventists, Anglican, Roman Catholic, Presbyterian, Salvation Army and United Church. There seems to be no tendency for people of one denomination to live in one area. The school is therefore not a neighbourhood centre in the sense that it is in Canada and in the United States. The overall pattern of school districts now seems to be as convenient as is possible with the overlapping of denominations. It was suggested in the report on the city that in the future district schools should be grouped together around a big playground, so that the school group could act as a community centre. Perhaps it might be possible for schools to combine on science rooms or gymnasiums, which are expensive items to duplicate. In the northern suburbs the reservation of a joint school site was suggested as an experiment.

Building Forms

The appearance of buildings is sometimes expected to be controlled by the town planning scheme. This is often a thorny question, which is ultimately a matter of individual taste. The report recommended the control of building in terms of sound practice in construction about which there can be little dispute.

The unsightliness of many buildings in St. John's results from their congestion, their almost despondent colour, and from the soot deposits on them. Many fine

houses look mean because they are on such narrow lots. This is the result of the land scarcity that is being overcome by the northern extension of the city.

There is now a marked tendency towards separate dwellings. So far only a few feet separate most houses, but development is likely to spread out in the future. As a result, the city will be cleaner, the smoke more diffused, and the ground will be able to absorb the soot which now blows freely on the hard roads and roofs.

Through continual improvement in building techniques and insistence upon good practices in construction, a building culture suitable for the climate and the needs of the people will develop. In this respect a building code has been prepared and awaits adoption. This code, together with examples of well-constructed buildings openly spaced, will enrich the building practice. In these factors lies the basis of a distinctive architecture growing out of the materials, skills, and the requirements of the country.

Summary

The report included proposals with regard to the following:

1. Traffic

Classification of roads with minimum specifications regarding widths.

Provision of sidewalks for pedestrians on all roads, particularly the radial roads.

Provision of parking spaces in the central area.

Provision of more adequate street lighting.

Cooperation with the police to eliminate traffic hazards, such as poles, signs or buildings interfering with visibility at intersections.

Enforcement of the "Stop Street" system.

Widening of Military Road west of Rawlin's Cross and adoption of a traffic circle at Rawlin's Cross.

Widening of New Gower Street as a part of a slum clearance programme.

Adoption of a traffic circle at LeMarchant Road Bus Terminus.

2. Zoning

Establishment of five zones according to the present predominating use of buildings and land, to regulate further development.

Establishment of new areas for industry with good roads and other services, possibly one near Mundy's Pond, and another at Riverhead by restricting the river to a narrow canal.

Establishment of an area for Government Buildings.

Reservation of Fort Townsend area for the expansion of Memorial College.

Reservation of sites for schools, so that co-operation in the use of equipment might be possible if thought desirable in the future.

Reservation for open space of Signal Hill and other Crown lands surrounding the city, now being spoiled by the encroachment of squatters.

3. Parks and Playgrounds

An investigation of the demands and provisions for recreation and a programme for adequate playing fields and possibly an enclosed "arena" for skating.

A programme for playgrounds throughout the city, with the ideal of no dwelling further than a half mile from a playground. A central park in the Higher Levels, possibly Buckmaster's Field.

4. Housing and Slum Clearance

A programme of extending sewers into all areas of the city and within one mile of the city limits.

Slum clearance and rehousing in the central area from Carter's Hill to Springdale Street and from New Gower Street to John Street, Central Street and Livingstone Street.

A scheme for publicly assisted building of the smallest type of house.

A programme to meet the transition in the east and perhaps public assistance for converting single dwellings into multiple dwellings and providing play spaces by closing short streets and acquiring the sites of condemned houses.

Provision of fire escapes in all places of public assembly.

5. Further Research

The following subjects were recommended for closer examination:

An investigation into the use and condition of the harbour.

An investigation into the condition of leasehold residential property in comparison with dwellings occupied by the free-holder, and into the condition of property owned by absentee landlords.

An investigation into the "shack towns" on the fringes of the city.

Conclusion

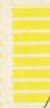
This report on St. John's, Newfoundland does not pretend to present a detailed plan for the development of the city in the indefinite future. It offers immediate suggestions for the city based upon the existing pattern and upon apparent trends of growth. It is expected that the Town Planning Commission will continue to make studies, and to check the information upon which proposals are based at intervals which will depend upon the rate at which the pattern of the city is changing. It is my opinion that planning must be considered a continuous function of local government.

ZONES

RESIDENTIAL 1



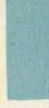
2



3



COMMERCIAL



INDUSTRIAL



OPEN SPACE



- PLAYING FIELDS
- PLAYGROUNDS
- PRIVATE
- CEMETERY

ROADS CLASS 1



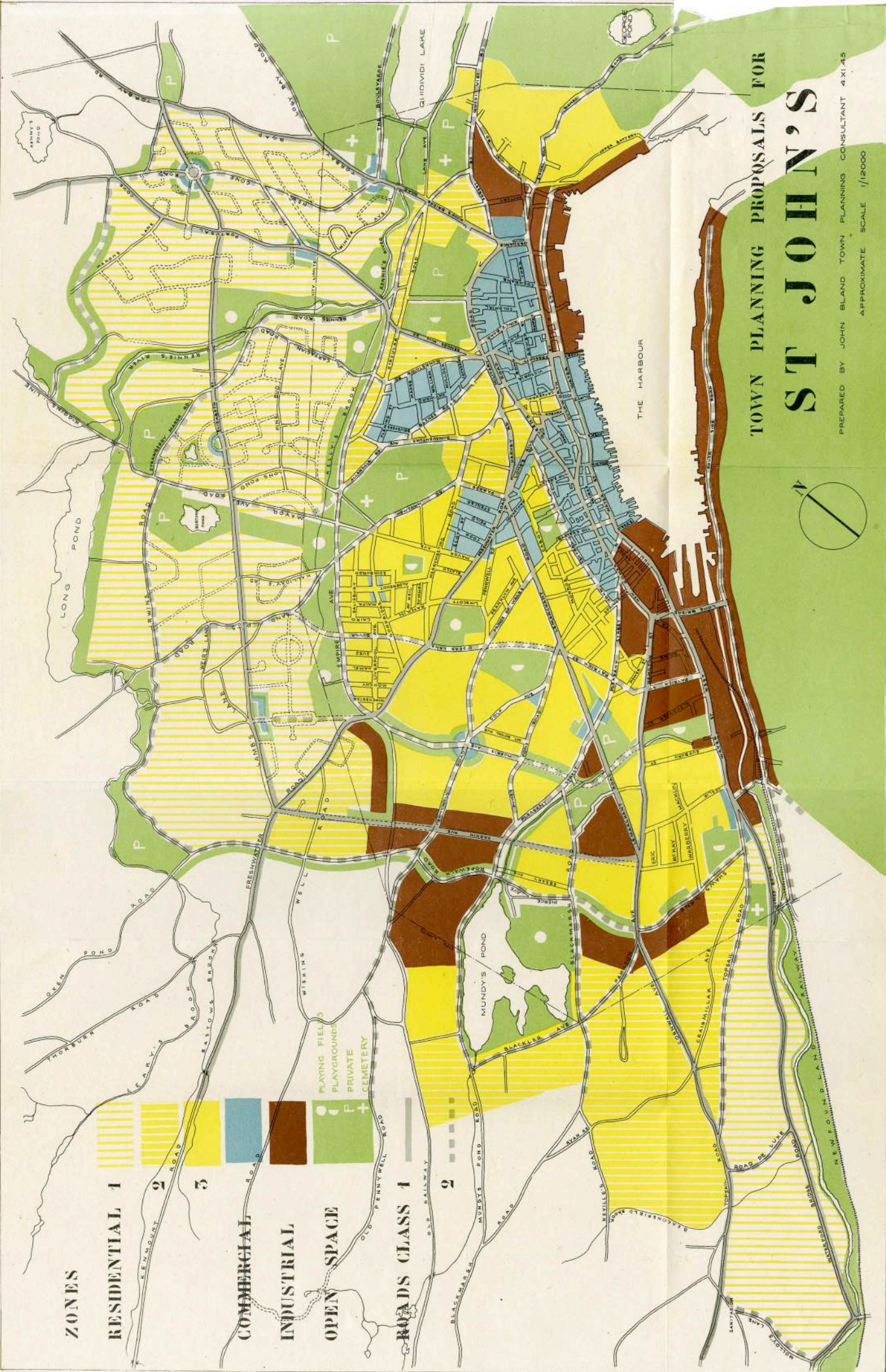
2



TOWN PLANNING PROPOSALS FOR

ST JOHN'S

PREPARED BY JOHN BLAND TOWN PLANNING CONSULTANT 4 XI 45
APPROXIMATE SCALE 1/12000



ROYAL ARCHITECTURAL INSTITUTE OF CANADA

OFFICERS

PRESIDENT	CHARLES DAVID (F)		
FIRST VICE-PRESIDENT	J. ROXBURGH SMITH (F)	SECOND VICE-PRESIDENT	LAWRENCE J. GREEN
HONORARY SECRETARY	MURRAY BROWN (F)	HONORARY TREASURER	A. J. HAZELGROVE (F)
PAST-PRESIDENT	FORSEY PAGE (F)		
SECRETARY	MISS ANNE CORY		

74 King Street East, Toronto

COUNCIL

M. C. DEWAR, PETER L. RULE (Alberta Association of Architects)	WILLIAM FREDK. GARDINER, JOHN S. PORTER, JOS. F. WATSON (Architectural Institute of British Columbia)
LAWRENCE J. GREEN, E. FITZ MUNN, MILTON S. OSBORNE (F) (Manitoba Association of Architects)	J. K. GILLIES, H. CLAIRE MOTT (F) (Architects' Association of New Brunswick)
C. A. FOWLER, A. E. PRIEST (Nova Scotia Association of Architects)	
W. J. ABRA (F), MURRAY BROWN (F), JAS. H. CRAIG (F), A. J. HAZELGROVE (F), A. S. MATHERS (F), R. S. MORRIS (F), FORSEY PAGE (F) P.P., W. BRUCE RIDDELL (F) (Ontario Association of Architects)	P. C. AMOS, OSCAR BEAULE, CHARLES DAVID (F), HAROLD LAWSON (F), MAURICE PAYETTE (F), GORDON McL. PITTS (F), P.P., J. ROXBURGH SMITH (F) (Province of Quebec Association of Architects)
E. J. GILBERT (F), FRANK J. MARTIN (Saskatchewan Association of Architects)	

EDITORIAL BOARD REPRESENTATIVES

Alberta—C. S. BURGESS (F), Chairman; M. C. DEWAR, PETER L. RULE
British Columbia—R. A. D. BERWICK, Chairman; WILLIAM FREDK. GARDINER, H. C. PERRAM, JOS. F. WATSON
Manitoba—LAWRENCE J. GREEN, Chairman; ROBT. E. MOORE, MILTON S. OSBORNE (F), J. A. RUSSELL
New Brunswick—H. CLAIRE MOTT (F), Chairman; W. W. ALWARD, J. K. GILLIES
Nova Scotia—LESLIE R. FAIRN (F), Chairman; A. E. PRIEST, J. H. WHITFORD
Ontario—JAS. A. MURRAY, Chairman; WATSON BALHARRIE, L. Y. McINTOSH, ALVIN R. PRACK, KENNETH SINCLAIR, HARRY P. SMITH, J. B. SUTTON, A. B. SCOTT
Quebec—J. ROXBURGH SMITH (F), Chairman; O. BEAULE, JOHN BLAND, P. H. LAPOINTE, HAROLD LAWSON (F), J. CAMPBELL MERRETT, LUCIEN PARENT (F), EMILE VENNE
Saskatchewan—ROBT. F. DUKE, Chairman; H. K. BLACK, E. J. GILBERT (F), F. H. PORTNALL (F)



INSTITUTE NEWS

What might be described as a "comfortable" amount of Professional Business confronted the Executive Committee at its Meeting which was held on October 19th in Montreal.

A report was received from the two Sub-Committees, appointed at the last meeting to study the question of Blue Cross Health Insurance in Quebec and Ontario. These Sub-Committees thoroughly investigated the possibilities of establishing Plans for Hospital Care for the architects and their staffs in the two Provinces, and submitted detailed reports covering the organization, the operation and the benefits of this type of plan. Both Sub-Committees strongly recommended that the Institute make every effort to organize this Plan in the various Provinces, through the Provincial Associations, so that Members and their staffs might be provided with hospitalization "insurance". Similar Plans are in effect in all the Provinces, with exception of Alberta and Saskatchewan, and the latter two Provinces could join with any Province of their choice in making arrangements for the coverage of their members.

It was apparent that the Plan, as outlined, offered the maximum benefits for the minimum cost, and it was

decided that the meeting should adopt the recommendations of the Sub-Committees. The reports will be forwarded to all the Provincial Associations, with the request that a Committee be formed in each of the Provinces to investigate the possibility of obtaining these benefits for their Members, and also that the whole matter might be placed on the Agenda for general discussion at the Annual Meetings of the Associations.

Considerable action has resulted from the correspondence with the National Film Board, concerning the formation of a Library of Architectural Photographs. Since the last meeting of the Executive Committee, three meetings were held between representatives of the National Film Board and of the R.A.I.C., and a draft Agreement had been drawn up, outlining the conditions under which the Library would be operated. This Agreement was read to the meeting, and, with some very minor exceptions, proved to be satisfactory. Under the conditions of this Agreement, the National Film Board will be the custodian of such a Library, and the Institute will cooperate in the collection and selection of material for inclusion in the files. There will then be available a constant source of material for the preparation of exhibitions, and for publication in the *Journal* and other periodicals.

The Executive Committee appointed Mr. A. J. Hazelgrove to act as the representative of the R.A.I.C. in the preparation of the final Agreement, and also as the R.A.I.C. representative for the selection and rejection of material submitted for inclusion in the Library.

Mr. Murray Brown, the Chairman of the R.A.I.C. Committee on Architectural Training, submitted to the Committee a proof copy of an Architectural Training Brochure entitled "Architecture as a Vocation". This pamphlet has been prepared for distribution to the Secondary Schools. Its object is to offer guidance to students who are considering entering the Schools of Architecture and making architecture their profession. The meeting approved the Brochure, which has been very carefully studied typographically, and arrangements will now be made for its printing and distribution.

For some time, the Institute has been following with interest the developments in the United States in connection with the modular system of design and construction. Mr. P. C. Amos, as Chairman of the Committee on Art, Science and Research, has been studying the situation and has kept in touch with the American Standards Association with regard to their activities in this field. Under present conditions in Canada, demand has not warranted the production of materials under the modular system, but the Institute will maintain its contact with the A.S.A. and keep its members informed of developments.

The most recent development in this connection is the preparation of a text, known as the "A62 Guide", by the Modular Service Association. Mr. Amos will obtain a copy of this book, and will present a review of its contents to the Annual Meeting of the Institute.

An outline of amendments to the Customs Tariff was given to the Committee by Mr. Maurice Payette, the Chairman of the Committee on Duty on Plans. Under these new regulations, certain engineering plans are permitted to enter Canada from the United States free of duty. Some concern was expressed in regard to the operation of this clause, and Mr. Payette was requested to report to the next meeting concerning the type of plans which were being admitted under this designation.

Progress in the organization of the lecture tour on the Appreciation of Physical Environment was reported on by Mr. J. Roxburgh Smith, Chairman of the Committee on Public Information. Since the last meeting, he had received letters from three of the Provincial Associations, in reply to his request for their support for the tour. He had also heard from Mr. Oswald P. Milne, who expressed his willingness to come to Canada.

Certain arrangements will have to be made in order to ensure the success of the lecture series, and Mr. Smith briefly sketched the accomplished and contemplated organization necessary. The United Kingdom Information Office will make all arrangements for Mr. Milne's trans-atlantic passage, and will also help in the prepara-

tion of the itinerary. It will probably be necessary to appoint Sub-Committees in all the Provinces, to interest the educational authorities in preparations for the lectures. Suitable publicity will be arranged to cover the complete tour, including biographical material on the lecturer and reports of his various lectures. As far as can be ascertained at present, the tour will probably commence around the first of March, 1947.

Mr. Smith was authorized to make preliminary arrangements with Mr. Milne, and to complete other necessary details for the tour.

Recent activities of the Community Planning Association were commented on by Messrs. Smith and Hazelgrove, who, along with Mr. P. A. Deacon, represented the R.A.I.C. at the first meeting of the Provisional Council, which was held in Ottawa on October 18th, 1946. The meeting was called to crystallize some previous efforts and to elect the Officers necessary for further progress. The draft By-laws of the Association were approved, and the following Officers were elected to act until an Annual Meeting is held: Acting President: Mr. R. G. Davis, Director of Welfare Council. Acting Vice-President: Mr. John M. Kitchen, M.R.A.I.C. Acting Executive Councillor: Mr. N. B. MacRostie, M.E.I.C. Secretary-Treasurer: Mr. Alan H. Armstrong.

Several items concerning future policy were discussed, including types of membership and fees, Provincial Divisions and local Branches, etc. The Association is designed as a non-profit organization, and the Dominion Government is providing financial assistance to further the work. Among other things, it is intended to publish a magazine, which will be available to all members. Another meeting will be held during the month of November, at which it is hoped representatives from the Provinces will be present and the election of Councillors completed.

From correspondence which was read by the President, Mr. Charles David, it was evident that some misunderstanding has arisen in the Civil Service Commission, regarding the Institute policy relating to appointments in the Civil Service. After discussion, the Meeting unanimously agreed that the arrangement created by the Past President, Mr. Forsey Page, should be maintained. The R.A.I.C. are vitally interested in ensuring that architects seeking employment in the Civil Service are duly qualified, and it was the opinion of the Executive that the R.A.I.C. should continue to be consulted in such appointments. Representations along these lines will be made to the authorities interested.

The President also informed the Meeting that tenders had been received for the printing of R.A.I.C. Document No. 14 in the French language, and it was agreed that the lower one should be accepted.

A proposal to establish a Parliamentary and Scientific Committee, sponsored by the Canadian Council of Professional Engineers and Scientists, was considered, but

it was decided that the Institute would not participate at the present time.

Several other matters of general interest were discussed, including a memorandum from the Canadian Council of Professional Engineers and Scientists relating to collective bargaining, and correspondence from the Department of Veterans' Affairs, connected with business which had arisen at a previous meeting. This concerned the status of plans submitted by veterans, in a Community which desires to control the types of housing erected within its confines. The matter is being further pursued with the land-owners interested, and the Department of Veterans' Affairs.

The next meeting of the Executive Committee is slated to be held in Montreal on Saturday, November 16th.

J. Roxburgh Smith.

ALBERTA

A community Planning Conference was held in Ottawa on June 25th and 26th of this year. It is only quite recently that the report of the proceedings has been distributed in this quarter. The matters discussed are of great interest and potentially of great importance if they can enlist wide support. The chairman at this conference was Major General H. A. Young, vice-president of the Central Mortgage and Housing Corporation. He made a concrete proposal for the formation of a Community Planning Association of Dominion wide scope with provincial and local branches. The conference approved this suggestion and drew up by-laws. Copies of these by-laws were distributed some time ago. The preamble consisted in the single sentence, "The object of the Association shall be to foster public understanding of and participation in community planning in Canada". A proposal so general and indefinite can, as is natural to generalities, carry no forcible appeal and I have elsewhere called attention to this.

Farther particulars, however, with much greater appeal can be gathered from the report of the conference and especially from the chairman's address. The following extract from that address reveals something of the practical need for the proposed association and still more of the precise evils with which it is hoped that the association might cope. The remarks were made in special relation to housing projects.

"I might say that in the various projects which have come before us for consideration from all across Canada we are having considerable difficulty in obtaining the safeguards necessary for the investment. This difficulty generally arises through the lack of suitable plans or adequate zoning regulations. It is often found that housing projects of various sizes are submitted to the Corporation, usually in fringe or marginal areas. Upon investigation it is usually found that no neighbourhood provisions

have been made. In such cases it is impossible to consider the project without taking into account its relationship to the whole community. Such projects are generally too small to be planned as neighbourhoods with school, recreational and commercial areas, etc. Generally no overall plan exists, so that it is impossible to determine if these amenities are to be provided on adjoining tracts. I do not have to tell you how difficult it is when the land is held by various owners to obtain an overall plan of which the proposed development will form an integral part. As a result it is extremely difficult to create a comprehensive plan. The most regrettable part of such procedure is that sometimes, within a short period of time, another tract within the same area is submitted by another developer and the same problems are encountered. Eventually the whole area becomes built up without any reasonable plan and it is then too late and too costly to rectify mistakes which have resulted from the lack of overall planning. We find that very few municipalities have suitable Master Plans although several have or are now preparing preliminary plans. Zoning regulations either do not exist at all, or are so complicated and generally have been determined arbitrarily so that they are often inadequate. The ease with which some municipalities change these zoning by-laws indicates their basic unsoundness."

Anyone who has practical experience of the administration of town planning can readily appreciate every word of all this and that not only in relation to housing projects but to every one of the innumerable interests with which town planning is concerned. The plea expressed in the quotation is for reasonable overall plans that can secure reasonable community stability. These must at the same time not be static plans ensuring static conditions.

Even supposing that a municipality has prepared a good overall plan, it remains a problem of very great difficulty to secure its proper operation. It is liable to many sorts of infringement, each one appearing of small account but in total resulting in the negation of the plan. Continuously applications are being made to use land, here and there, for purposes which may be clearly contrary to the principles of the plan, but in many cases it is not clear to the officials administering the plan that they do violate these principles. The applicants are, of course, armed with cogent arguments that seem to reconcile their appeals with these principles. The temptation to yield to the appeals may be great — needed local service of some sort is offered, a new industry is being introduced, an appreciable addition is to be made to the tax receipts. The administering officials are not deeply versed in the humanitarian principles that inspire rational planning. Their decisions are made according to what they consider a sensible consideration of the particular case, in fact, on the sporadic haphazard principle that has all the world over led to the planlessness of cities and the

unstable conditions of communities. Such decisions are constantly being made by City Councils, by city commissioners or managers, often even by single departments without consideration of their effects on other departments. Often they go through no process to ensure their record on the comprehensive plan.

It will be well if the proposed Community Planning Association can take account of the processes needed to safeguard plans when made. *Quis custodiet custodes?* Under present conditions an excellent plan may be hanging on the wall yet making no impression on the minds of those who are making current decisions regarding the use of property. The best security would, no doubt be the institution of a trained town planner to whom the plan would be as the apple of his eye to be defended as he valued his life and reputation. But where are the town planners?

The Chairman of the Central Mortgage and Housing Corporation is evidently at grips with the housing shortage, that scandal of our day throughout all western civilization. He has come upon the question of adequate town planning as a possible source of help. This appears to be a reasonable hope. A good system of town planning would not only alleviate that terrific problem but in a hundred ways would conduce to better living conditions. More power to the proposed association.

Cecil S. Burgess.

BRITISH COLUMBIA

One of the sad characteristics of Vancouver citizens has been the tendency to belittle our achievements and to hesitate about the uncertainty of tomorrow. Next year will be my fortieth year living and practising as an architect in Vancouver, so I feel I can speak from experience having taken a small part in the building and housing a population from 40,000 people to the present population of 360,000.

The increased tonnage entering our port and our increased industries as well as our resources in the mining, lumber and fisheries since the year 1907 has made plain to us the vastness of our growth.

To-day Vancouver ranks among the great manufacturing cities of Canada and is the third largest in the Dominion which accomplishment over the last 40 years is like an Aladdin's dream.

Yet what future has this golden city in store for the next quarter of a century?

To the younger architects and the students, particularly, who are serving their articleship whether in the offices of architects or through the Universities, I would like to assure them that they have a very excellent future and one well worth working for.

When one considers the effort and the initiative which Vancouver displayed during the years of the war, it is

reasonable to assume that no less will be the results accomplished during the next 25 years of peace which we look forward to.

This ramble all leads me back to the commencement of my letter that what we need now is more vision of our Province as a whole and particularly Vancouver which this summer celebrated its 60th birthday.

Immediately to be accomplished in Vancouver here are but a few of the major problems of vital interest which the architects as a whole should take a definite interest in promoting: Civic Centre; Town Planning; Housing; Underground Parking. It would be too much to try to cover in detail in a provincial letter, even these few important requirements that are so necessary, but I will briefly refer to one or two to qualify my predictions.

Perhaps the foremost is the question of building a Civic Centre and the final selection of a site which for years has been aired backwards and forwards like a political football between the choice of the citizens, the City Council and the Town Planning Commission. It is 35 years or more ago when a public competition was held among the architects for a Civic Centre for Vancouver, and if my memory serves me right, the first prize was awarded to Mr. Theodore Korner who I regret to announce passed away at his home in West Vancouver on October 20th, 1946.

Secondly, Town Planning which is so vital to any city, particularly at this time when housing is on the minds of everyone to-day reminds me of the knotty problem that is before our City Council at the present moment dealing with apartment houses and whether people should be housed in basement suites or not. Matters of this kind all come within the jurisdiction of the Town Planning Commissioners who make recommendations that are not always acted upon.

Then there is the question of parking — a most vital problem, one requiring the earnest thought of every citizen whether he or she owns an automobile or not.

Perhaps one of the outstanding parking garages in the world is in San Francisco, California, known as the Union Square Garage. The garage has a capacity of housing approximately 1,700 automobiles at one time, and occupies a full city block with four entrances and exits one set on each street. The four floors are all connected with ramps, cashier cages, waiting rooms, checking rooms, and the general offices are located on the top floor used for receiving and delivering the cars. In addition a large service Department is provided where 250 cars a day are washed and waxed and also where lubricating and tires, batteries, accessories and minor repairs are cared for with the most modern equipment. I should mention to those who have not had the opportunity of seeing this marvellous underground wonder that it is equal to a four storey building built in a hole 50 feet deep by 416 feet by 275 feet, necessitating the removal of 150,000 cubic yards of earth. The roof of

the garage a few feet above the sidewalk levels is beautifully landscaped.

With the congestion and confusion of the parking problem in Vancouver a similar garage building to the Union Square Garage in San Francisco is urgently needed and two suitable sites have already been suggested, i.e., Larwill Park, better known as the Beatty St. playgrounds, and the Court House grounds facing on Georgia Street.

But we ask ourselves who is going to pay for all this, surely not the City, the Government or the unfortunate taxpayer. If we are ever going to acquire a Civic Centre which of course includes an Auditorium, a new Art Gallery, Library, Museum, Aquarium, and other public buildings of this nature, and of course a parking garage such as I have referred to, it can only be acquired in my opinion, by private enterprise.

What has been done in the financing of the parking project in San Francisco can likewise be accomplished in the City of Vancouver. Private enterprise will provide the dollars and cents, being assured of a sound investment and paying good dividends.

The Associated Property Owners of Vancouver Incorporated of which I am a Director has initiated the idea of public support instead of making the taxpayer shoulder the responsibility which is not a service for taxpayers so far as parking automobiles is concerned, but a necessity for all car owners resident in the City, and transients and tourists come within this category.

William Fredk. Gardiner.

ONTARIO

One encouraging highlight in these days of organized this or that, is the medium for co-operation which has recently come into existence and which is known as the Canadian Council of Professional Engineers and Scientists. With headquarters in Ottawa, this organization meets regularly to discuss and try to solve the various problems common to professional technicians. For the first time in Canada's history and by virtue of the combined membership, the common interests of those professionally trained in all branches of science and engineering can be co-ordinated in, and represented by, one national group. The societies which support the Council are: The Agricultural Institute of Canada, American Institute of Electrical Engineers—Canadian District, Canadian Association of Professional Physicists, Canadian Institute of Mining and Metallurgy, Canadian Institute of Surveying, Canadian Society of Forest Engineers, Chemical Institute of Canada, Dominion Council of Federated Professional Employees, Dominion Council of Professional Engineers, Institute of Radio Engineers—Canadian Council, and the Royal Architectural Institute of Canada.

The first meeting was held in January, 1945, and during 1945 the participating organizations found that a great many things useful in the national interest and in interests of their members could best be accomplished by working together through the Council.

The Council's first activity is: (a) that it shall deal with matters which are national in scope and which affect the interests of professional engineers and scientists; (b) the Council may interest itself in matters of mutual importance to specific groups of professional men only at their direct request.

With Architects and Engineers both represented on the Council, it is to be hoped that an early understanding of the common problems which face each organization will be settled now and for all time. Co-operation between Architects and Engineers is becoming more and more necessary as new technical developments occur in the building industry, and intelligent use of these developments can only come by friendly and amicable relations between these and other related professional bodies.

As an indication of the earnestness with which the Council is dealing with matters common to professional men, a recent meeting discloses the fact that the members are concerned with the salary limitations which accompany positions held by professional technical men in the government service. Salary freezing and the fact that exit permits are refused to technical men who might wish to seek larger salaries in other countries is also the Council's concern. While it is not in the national interest that a mass exodus of professional men to other countries take place, it is nevertheless reasonable that if the services of these men are not appreciated at home, they should be permitted to go elsewhere.

The Council, it will be remembered, came into being when, in 1944 engineers and scientists were confronted, without warning, by the well-remembered Order-in-Council containing the Wartime Labour Relations Regulation making many of the various professional institutes subject to collective bargaining procedures. A Committee of Fourteen was hurriedly organized to present the views of engineers and scientists to the government through the Minister of Labour. Although only a measure of success accompanied this Labour Relations' endeavour, the Committee demonstrated that the various professional and scientific societies were capable of working together in the interests of all and the establishment of a permanent agency was arranged. The Council is the result.

It is to be hoped that a closer understanding of the many and complex problems which confront the professional groups will be solved and that the members of the societies represented on the Council will give their wholehearted co-operation in an effort to promote this understanding.

Watson Balharrie.

QUEBEC

This letter is the second from this Province under the recently adopted system whereby a different correspondent is to contribute each month. The idea is no doubt the outcome of our failure to produce so faithful and stimulating a writer as, for instance, Mr. Cecil Burgess, and it may be that variety of viewpoint will uncover topics, possibly controversial ones, which will stimulate discussion in other columns of this *Journal*. Free and frequent discussion of professional affairs and policies is of great importance, but it is difficult to air matters private to the provincial associations in these pages, and it would seem that something in the nature of a provincial bulletin might be the solution.

However, the old problem of architect and engineer relations is not confined to any one province, and what happens in one may very well have its repercussions in the others. We read that in Ontario there have been discussions between the two professions on the subject of the provincial branch of the Community Planning Association of Canada, at whose birth in Ottawa a few months ago the two were in co-operative attendance. This is sound: no one who has seriously considered town planning can possibly hold the opinion that it is a job for any one technician alone, and if the provincial branches of the C.P.A. can count on inter-professional collaboration rather than rivalry, their potentialities will be the greater by far. It is not impossible that collaboration in this field might go a long way toward eliminating jealousy and bitterness between the professions in the construction industry.

It will only be through some such rapprochement, and by means of open and reasonable discussion of inter-professional differences that we can improve the atmosphere which leads to attacks by one of the professions upon the rights of the other. Not long ago we in Quebec were exposed to such an attack. Where lies the cause of the frame of mind which fostered that attempt to close to us a section of our rightful field of operation is a matter of opinion and one fit for frank discussion. Certainly such a state of affairs is deplorable not only because of the mental attitude it indicates, but also because there is no guarantee that the attack will not be renewed, and can be no such assurance save through mutual understanding.

It may be that these antagonisms are dormant in the general rush of to-day's business. If so, there could be no better time to seek a rational, mutually agreeable solution to the problem, and there must be many who wish for an official move in that direction. The difficulty lies in the fact that the rank and file of the profession seldom know official policy until after its results appear and have no opportunity to exchange opinions on it. Provincial annual meetings, taken up with dull committee reports and routine business, a few glib comments by those in the know and a scramble for the cocktails,

certainly afford no time for free discussion of these important matters. Some other forum must be devised.

Campbell Merrett.

NEWS FROM NEW WESTMINSTER, B.C.

By W. H. Birmingham

West Vancouver is a suburb lying north and west of Vancouver City. The built-up sections are spread out along some 20 miles of waterfront from the Lion's Gate Bridge and North Vancouver on the east, to Horseshoe Bay and the steep mountain slopes of Howe Sound on the west.

The construction of the fine suspension bridge across the entrance to Vancouver Harbour really opened up this fine residential district, which is growing up the southern slope of the mountains rising up from the ocean to the ski slopes above. It also brought growing pains to what had been a series of small settlements connected by ferry with the City.

The physical layout of the Municipality created special conditions which had to be considered by Harland Bartholomew and Associates when they were called in to prepare plans for its future development.

The single funnel-like entrance from the bridge at the east end connected with the one main east-west thoroughfare, Marine Drive, created severe traffic congestion, especially where the road was cut into the cliffs and could not be widened. The existing settlements spaced along or near the shoreline fixed the location of the business districts. A final special condition was the British Properties, a restricted high-class residential development at the eastern end of the Municipality and owning land for future development along the northern boundary of the Municipality proper.

The planning report followed the usual pattern of zoning the whole area into commercial and residential districts, varying from small lots close in to large properties farther out and on the higher levels. Locations were set aside for schools, playgrounds and parks. In most cases these recommendations followed fairly closely previous planning. One special suggestion was that the construction of multiple rental properties should be discouraged as they would tend to "blight" what is essentially a district of private homes.

A feature of the planning programme has been the decision to reserve the area for residential purposes, with minimum business and commercial zones to provide essential services. Industrial development has been ruled out entirely.

A new high level highway of the "parkway" type is the aim to relieve the strain on Marine Drive. It is

intended that this should serve as a link with a future highway into the mountain area to the north.

The Town Planning Commission is composed of some men who have lived in the community and watched it grow up and also a number of younger men who have picked West Vancouver as their home more recently. This body has concerned itself with some adjustments in the overall plan in the light of detailed knowledge of local conditions. Selling town planning to the citizens has been another ever present duty. But the most strenuous work of the Commission has been to try to hold the line against individual spot re-zoning to satisfy private interests.

If the town plan can be carried out as it has been visualized West Vancouver should be able to maintain its position as a very desirable place in which to live, a residential district free from the smoke and dirt of industry and yet within easy reach of the centre of a large business and industrial area.

CONTRIBUTORS TO THIS ISSUE

John Bland, Director of the School of Architecture at McGill University. Planner of St. John's, Newfoundland.

Culham and Dryden. Gordon Culham, a graduate of Harvard in City Planning, worked on the Regional Plan of New York, and with Olmsted Brothers of Boston; was assistant editor of the City Planning Quarterly. Norman Dryden, a graduate of Cornell. Both are past presidents of the Canadian Society of Landscape Architects and Town Planners. They are currently engaged as Consultants for London, Guelph, Waterloo, Preston, Simcoe, Elmira, Hespeler and Listowel.

P. Alan Deacon is a Toronto Architect, whose chief interests have, for many years, been Housing and Town Planning.

Harold Lawson, of the Montreal Architectural firm of Lawson and Little, has appeared frequently in these pages. Mr. Lawson is the author of the plan for Halifax, Nova Scotia.

J. Campbell Merrett, of the firm of Barott, Marshall, Montgomery and Merrett, prepared the Master plan and is now the consultant for Saint John, New Brunswick.

Donald B. Strudley. Born in Detroit, Michigan, 1901, lived in Canada since 1905, and in Stratford since 1910. Graduated in Mechanical Engineering, University of Toronto, 1923. Now Vice-President and General Manager, Imperial Rattan Company Limited. Has served on City Council and been interested in municipal work. Now Chairman of Executive, Stratford Planning and Development Council.

Eric W. Thrift. Born and educated in Winnipeg. Studied architecture at the University of Manitoba, graduating in 1935. Following this carried on post-graduate study in architecture and related fields at the Massachusetts

Institute of Technology and obtained the degree of M.Arch. in 1938. In 1942 and 1943 acted as technical advisor on town planning to Post-War Reconstruction Committee for the purpose of drafting illustrative future schemes for sample small towns in the Province of Manitoba. From 1943 connected with the Metropolitan Plan — Greater Winnipeg — as principal planner, and shortly thereafter, as director.

Town Planning Consultants Limited is an incorporated Ontario Company with head office in Toronto. Dr. E. G. Faludi, the managing director, will be remembered as a contributor to this Journal on prefabricated houses. He has contributed to the planning of some twelve towns and cities in Canada and Europe. The President of the Board, who also may be remembered as a contributor, is Anthony Adamson, M.R.A.I.C.

NOTICE

We regret that the *Journal* was unable to include, in November, the work of the Vancouver Planning Board. Material, ready for publication from Vancouver, will take the space of a whole issue, and it is the intention of the Editorial Board to do a special number in the New Year.

Editor.

PROFESSIONAL ITEMS

It is announced that Garnett Andrew McElroy has organized a new firm under the name of G. A. McElroy and Associates, Thompson Building, 152 Pitt Street West, Windsor, Ontario.

Experienced architectural draughtsman wanted. Apply by Air Mail, stating experience and salary required to Mercer and Mercer, 615 West Hastings Street, Vancouver, B.C.

OBITUARY

STAFFORD MERRILL HODDER

We regret to record the sudden death as the result of an automobile accident, of Stafford Merrill Hodder, Fort William, Ontario.

Mr. Hodder had practised Architecture in Port Arthur and Fort William since 1934, and at the time of his death was associated with Lynden Y. McIntosh.

During the war, Mr. Hodder was associated with the Architectural Branch, Royal Canadian Naval Headquarters, Ottawa.

The late Mr. Hodder was born at Port Arthur, Ontario, in 1904. He attended Public and High School at Port Arthur, and graduated in Architecture from the University of Michigan in 1930.

Mr. Hodder was registered by the Registration Board in 1934, and was admitted to membership in the Ontario Association of Architects in 1935. He was a member of the Lakehead Branch, Engineering Institute of Canada and the Port Arthur Gyro Club.

Facts about Glass by Pilkington

FOR ARCHITECTURAL STUDENTS

NO. 3 POLISHED
PLATE GLASS

★ Polished Plate Glass has the two surfaces ground, smoothed and polished, the object being to render the surfaces flat and parallel, and thus to provide clear and undistorted vision and reflection.

THICKNESSES—Ordinary range $\frac{1}{8}$ " to $1\frac{1}{4}$ " and up to $1\frac{1}{2}$ " if desired. The normal substances supplied, unless otherwise stated, are approximately $\frac{1}{4}$ ". If a substance other than $\frac{1}{4}$ " is required, it must be stated. It should be noted that glass thinner than $\frac{1}{4}$ " is more costly than $\frac{1}{4}$ " glass, because, to arrive at this reduced thickness other processes are involved.

QUALITIES AND CHARACTER — Plate Glass is characterised by its flat surface and high polish. When used for glazing in its normal thickness of $\frac{1}{4}$ ", Polished Plate Glass is approximately three times as strong as the Sheet Glass generally used for glazing windows, *i.e.* 24 oz. Compared with 24 oz. Sheet Glass, it also offers higher insulation against sound. Polished Plate Glass is supplied in three qualities.

G.G.—for ordinary glazing.

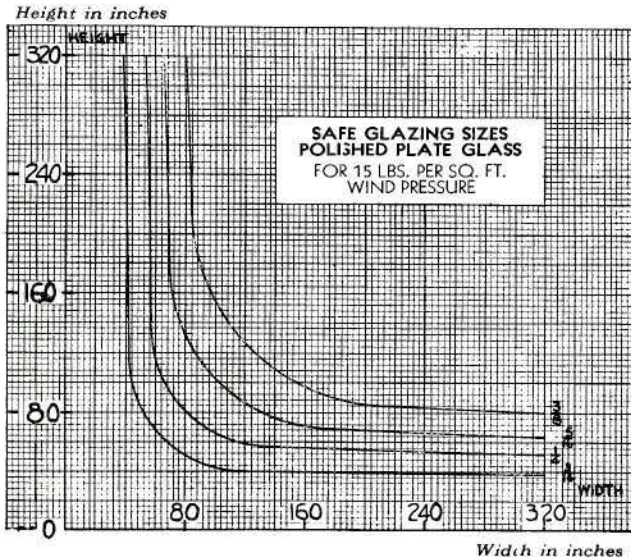
S.G.—for selected glazing.

S.Q.—for silvering quality.

LIGHT TRANSMISSION—The light absorption is so small that, even though 8% is allowed for reflection, the total transmission is approximately 90%.

GLAZING SIZES

Curves corresponding with each thick-



ness have been prepared to show the maximum sizes in that substance in condition of exposure not exceeding a wind pressure of 15 lbs. per square ft. (68 m.p.h. wind velocity.)

Any square, rectangular, or circular size that can be fitted under the curve corresponding to each substance may be safely glazed in that substance. For abnormal sites—*e.g.*, when a window forms a wind-pocket or when the building is in an unusually exposed position—requirements should be referred to our Technical Department, 27 Mercer St., Toronto, Ontario.

The sizes given in the chart are determined solely by considerations of strength, and should not be confused with the usual manufacturing sizes.

USES—Polished Plate Glass should be used for public, commercial and domestic buildings, hotels, hospitals, schools, office buildings, shop windows, display cases, and in all instances where clean, undistorted vision is required. Its high quality greatly enhances the exterior appearance of buildings.

Published by **PILKINGTON GLASS LIMITED**

HALIFAX
MONTREAL
KINGSTON

HAMILTON
ST. CATHARINES



THE MARK OF
DISTINCTION

TORONTO
WINNIPEG

CALGARY
EDMONTON
VANCOUVER