

How CMHC Revived Canadian Community Planning 1944-1970

Canadian Institute of Planners conference 2019

David L.A. Gordon

Queen's University



REVIVED Canadian Community Planning?

Thomas Adams



- Joined Canada's Commission of Conservation 1914 as Town Planning Advisor
- Founded Civic Improvement League 1915
- Town Planning Institute of Canada founded 1919

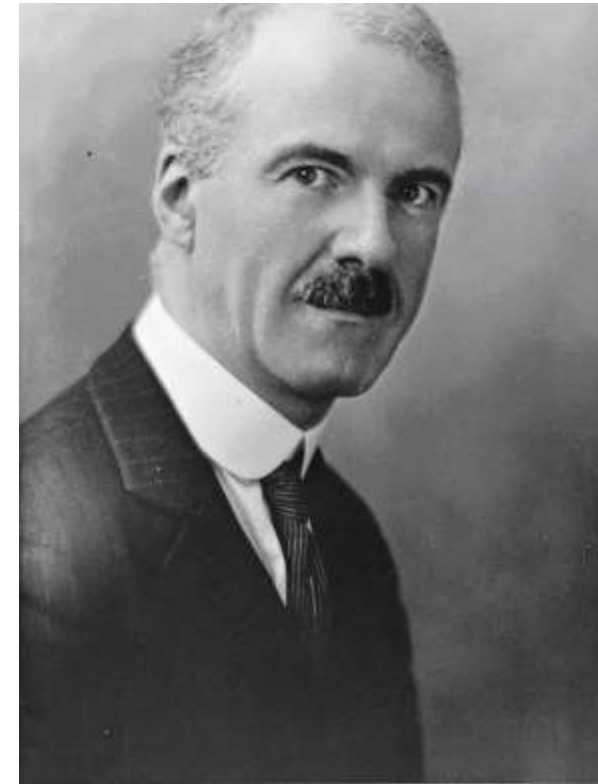


REVIVED Canadian Community Planning?



- 300 TPIC members in late 1920s
- Basic planning legislation in 8 provinces
- Advisory Town Planning Commissions in many cities
- Advisory plans prepared Vancouver and Kitchener
- Zoning bylaws in some communities

Noulan Cauchon,
TPIC President 1924-5



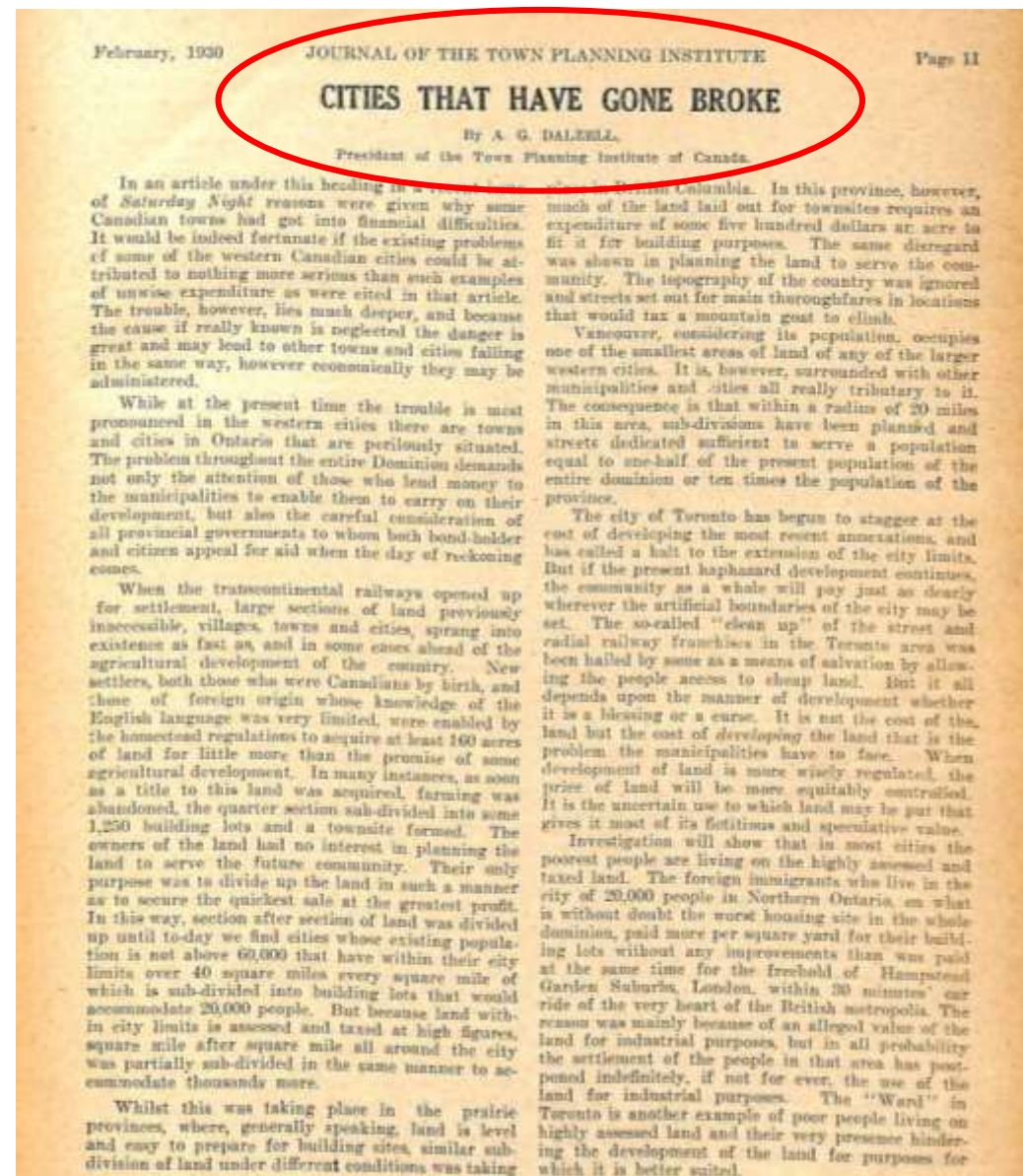
Source: *Planning Canadian Communities* 6th Ed.
Authors: Gerald Hodge, David L.A. Gordon

THE COLLAPSE OF THE CANADIAN PLANNING MOVEMENT

1930-45 → Great Depression & World War 2

- Great Depression 1930- 39:
- Cities going bankrupt
- Annual housing starts dropped from 20,000 ?? to almost none
- Planning commissions folded across the country

1930 JTPIC article on bankrupt cities

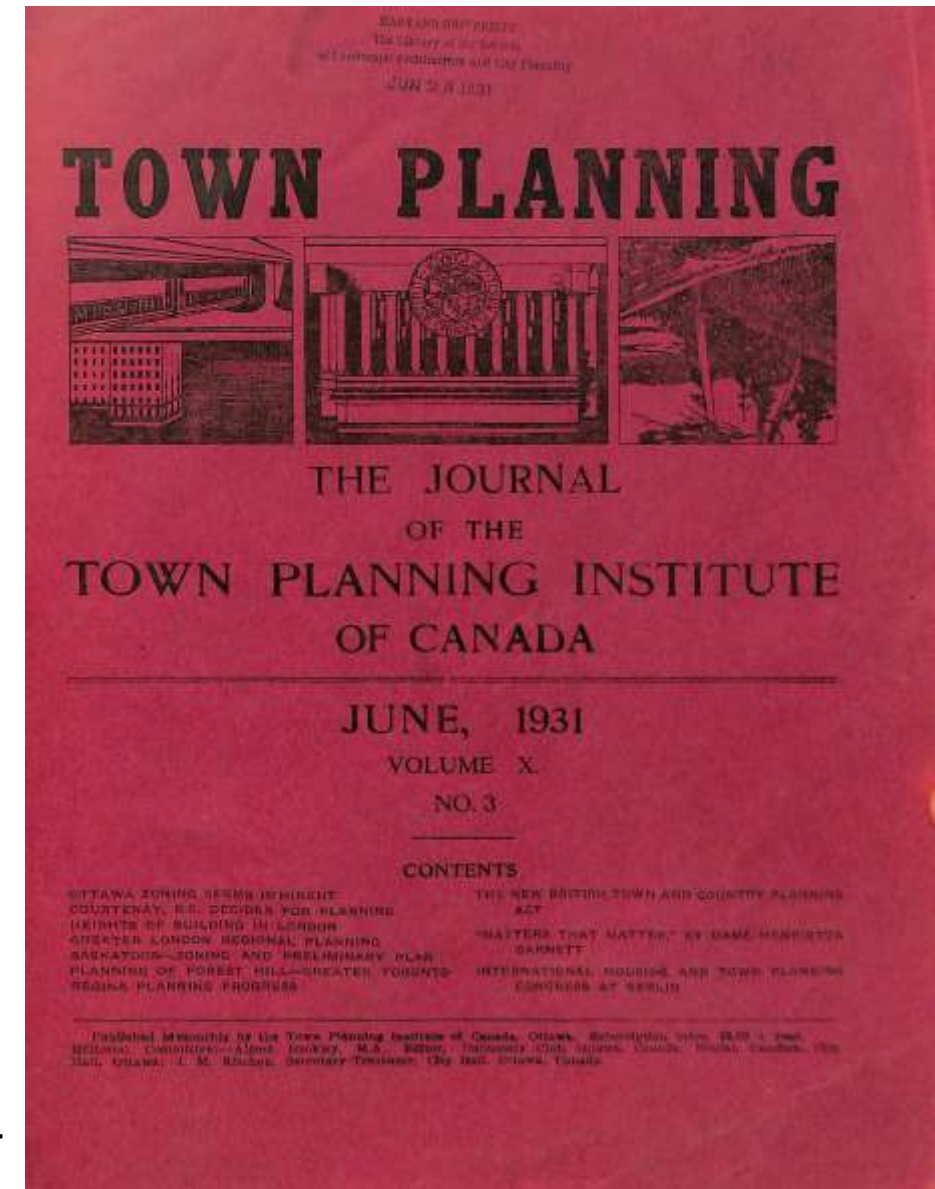


THE COLLAPSE OF THE CANADIAN PLANNING MOVEMENTS

1930-31 → CIP Collapses

- Membership evaporates
- No fees coming in
- Last conference 1929
- Journal keeps going until 1931
- Leadership lost
 - DeVille 1924
 - Ewing 1926
 - Cauchon 1935
 - Horace Seymour 1940
 - Thomas Adams – 1940

Last *JTPIC* Issue, June 1931



ONLY *FIVE* PLANNERS IN CANADA IN 1944 – *all part-time*



Eric Thrift, MRAIC
Manitoba
Reconstruction
Committee



Tracy leMay, OLS
Toronto
City Surveyor
City Planner



Eugenio Faludi, architect
Town Planning Consultants
(no commissions yet)



Ing. CHS.-E. CAMPEAU
Town Planning – *Urbanisme*



Charles-Eduard Campeau
& Aime Cousineau
City of Montreal
Town Planning Engineers

GREAT DEPRESSION

Three events with lasting consequences...

1. *Unemployment relief projects*

- *Infrastructure construction (roads, bridges, waterworks and parks)*
- *Planning consultants became engineers and surveyors again*

Relief project, the Citadel, Quebec City, 1936



Source: Library and Archives Canada/Department of National Defence fonds/a034657

GREAT DEPRESSION

Three events with lasting consequences...

2. *Regional natural resources planning*

- *Prairie Farm Rehabilitation Administration (1935) – prairie dust storm 1930s – Oktoks AB*
- *Maritime Dykeland Rehabilitation Committee (1943) - Failing Acadian dykes - Grand Pre*



SOCIAL REFORM & COMMUNITY PLANNING



Three events with lasting consequences...

3. *Campaign for the introduction of social welfare by League for Social Reconstruction*

- *Lawyer F.R. Scott*
- *Political Reformer King Gordon*
- *Sociologist Leonard Marsh*



Leonard Marsh

Humphrey Carver

Architect (AA London)

Arrived 1930

Joined League for Social Reconstruction

Articles on housing reform for *Canadian Forum*, *JRAIC*

Wants public housing *and* town planning

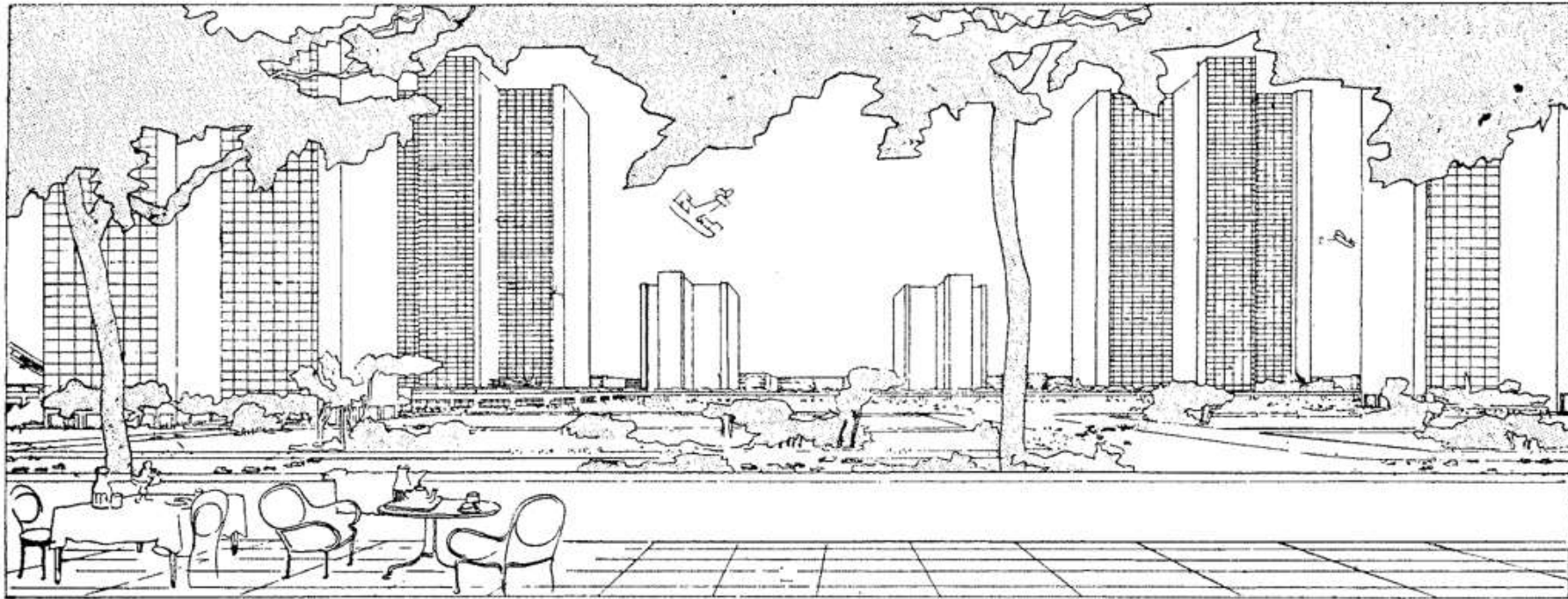


SOCIAL REFORM & COMMUNITY PLANNING

THE STRATEGY OF TOWN-PLANNING

By HUMPHREY CARVER, A.R.I.B.A.

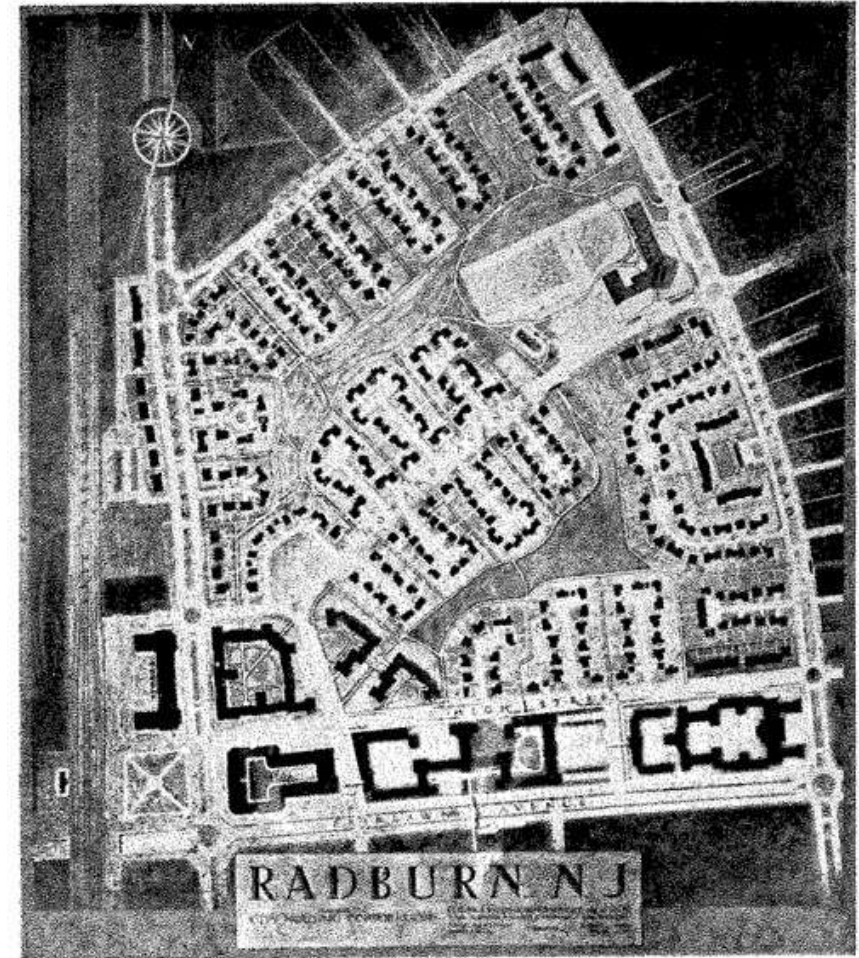
An address at the thirty-fourth annual meeting of the Royal Architectural Institute of Canada.



1. LE CORBUSIER'S romantic and scientific imagination dominated architectural philosophy during the nineteen-thirties. His design for a city of 3 million population showed what the Skyscraper Age might have been, had the resources of modern science been properly harnessed.

SOCIAL REFORM & COMMUNITY PLANNING

- In the same article:
- The Garden City
- Radburn NJ garden suburb and
- The Neighbourhood Unit



7. RADBURN, New Jersey, designed by Clarence Stein and Henry Wright, with cul-de-sac streets leading to the Park belt, provides a complete pedestrian circulation without using traffic streets. The main street is underpassed near the School.

POST-WAR RECONSTRUCTION PLANS

“Homes Fit for Heroes”



Canada:

- 11 million population
- 1 million in the armed forces

What happens when the veterans come home?

**HOMECOMING -
TO NO HOME ?**

**HELP A VETERAN
AND HIS FAMILY
FIND A PLACE
TO LIVE !**

- 1 RENT TO A VETERAN
- 2 BUILD FOR A VETERAN
- 3 REMODEL FOR A VETERAN
- 4 SELL TO A VETERAN

List All Vacancies with your
VETERANS' HOUSING CENTER

HELP THEM FINISH THEIR JOB!
Give them homes and work!

VOTE LABOUR

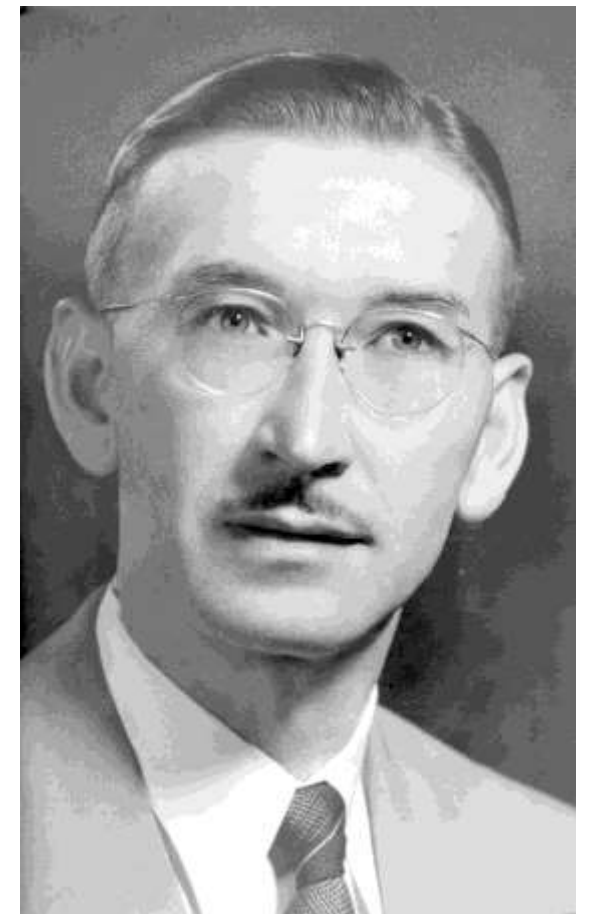
POST-WAR RECONSTRUCTION PLANS

Clifford Curtis



- 1944 Advisory Committee on Reconstruction in Canada after WWII – *Housing and Community Planning Report*
- Came to be known as the “Curtis Report”

Leonard Marsh



POST-WAR RECONSTRUCTION PLANS

Leonard Marsh



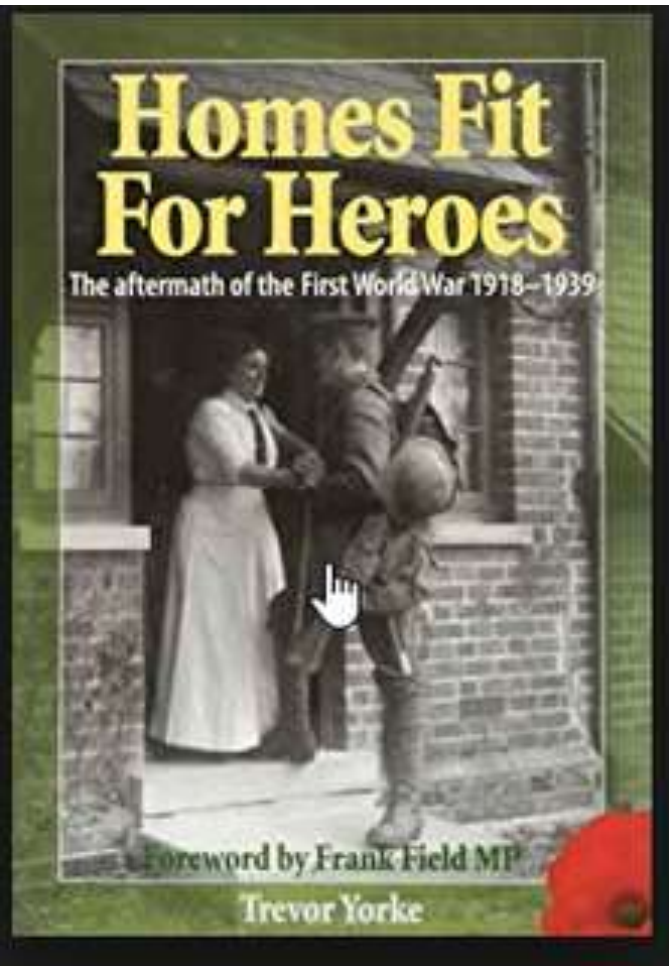
Recommendations:

- Financing and expanding housing production
- Recommended big housing programs and urban renewal
- Community planning mandatory and regulatory

Clifford Curtis



POST-WAR RECONSTRUCTION PLANS



“Homes Fit for Heroes”

A million homes in *planned communities*

A lovely sentiment, except Canada didn't have any...

- Developers
- Housing finance
- Community Plans
- Planners
- Planning schools

WARTIME HOUSING



North Vancouver

Urban
housing
shortage
Small houses
War workers
50,000 units



Toronto

POST-WAR RECONSTRUCTION PLANS



January 1, 1946

Central Mortgage and Housing Corporation
Administered the *National Housing Act*

Responsible for...

- Housing
- Community Planning
- Research



David Mansur,
CMHC President, 1946-54

COMMUNITY PLANNING ASSOCIATION of CANADA - 1946



Dick Davis First CPAC President
Canadian Welfare Council

- Created by CMHC in 1946
- Drew from:
 - Canadian Welfare Council
 - Housing advocates
 - RAIC, EIC
- Promoted community development and community involvement in planning

COMMUNITY PLANNING ASSOCIATION of CANADA



H. S. M. CARVER elected Vice President at the First Annual Meeting.
Photo: Editorial Associates

- CPAC divisions in every province within **one** year
- Newsletters
- Films
- Slideshows
- Lobby for new provincial legislation

layout for living

no. 1 february 1947



what is community planning to you?

Our general satisfaction with our community gets a rude jolt every so often. Traffic this morning seemed hopelessly slow, and we wished there were a Society for the Improvement of Traffic Flow. Last week, when one of the kids up the street was skating on the roadway and got badly hurt by a milk-truck, we thought there would be some point in forming a Citizen's League for More Playgrounds. We actually did get to a few meetings last Fall of the Committee for Veterans' Housing. But many of these outfits (whether organized or just thought about) seem to stand very little chance of getting a clear enough goal or a large enough membership to go very far. And they don't.

Improvement of traffic takes a lot of study of where traffic comes from and wants to go. Any sensible traffic program has to take into account next year's housing, and next year's commercial construction. Our big chance to locate schools and playgrounds sensibly also calls for tying them in with next year's house-building. Separation of veterans' housing from over-all housing and industrial programs is becoming more and more meaningless. In other words, while we may see these needs separately, it is clear we cannot meet them by isolated efforts. When we study all the needs of the community at once, we are studying community planning. And all those who began by wishing vaguely that something be done about this or that feature will end up after discussing the various needs by supporting every part of a sound community development program. All the small groups with partial information can become one large group of citizens, informed and active in community planning. The Community Planning Association of Canada exists for just that. It can do only what its members want done, to inform and to act on community planning.

Community planning does not mean a scheme believed in only by a few experts. Neither does it mean a collection of drawings that can be set aside (or vetoed) by a few people under temporary pressure. Good community planning is orderly development which the citizens of the community have shared in preparing. It is a guide-chart, and a schedule of works, voted into law and put into operation under continuing, competent local direction, with the participation and approval of provincial planning authorities.

continued on page two



CPAC Vice-President, Humphrey Carver,
University of Toronto Housing Centre

COMMUNITY PLANNING ASSOCIATION of CANADA



Alan Armstrong,
First CPAC Executive Director

- CPAC chapters in every major city within **two** years
- Fees \$2.00/year
- National conferences
- Provincial conferences



Our New CPAC Branch

by Agatha LeBlanc

Secretary-Treasurer of the Greater Sydney Branch

COMMUNITY PLANNING ASSOCIATION of CANADA



CPAC National Executive members Bessie Luffman, Barbara Lambert and Lin Good

- CPAC over 7000 members
- More diverse membership than TPIC
- Advocacy campaign for municipal planning commissions



CMHC RESEARCH AND COMMUNITY PLANNING

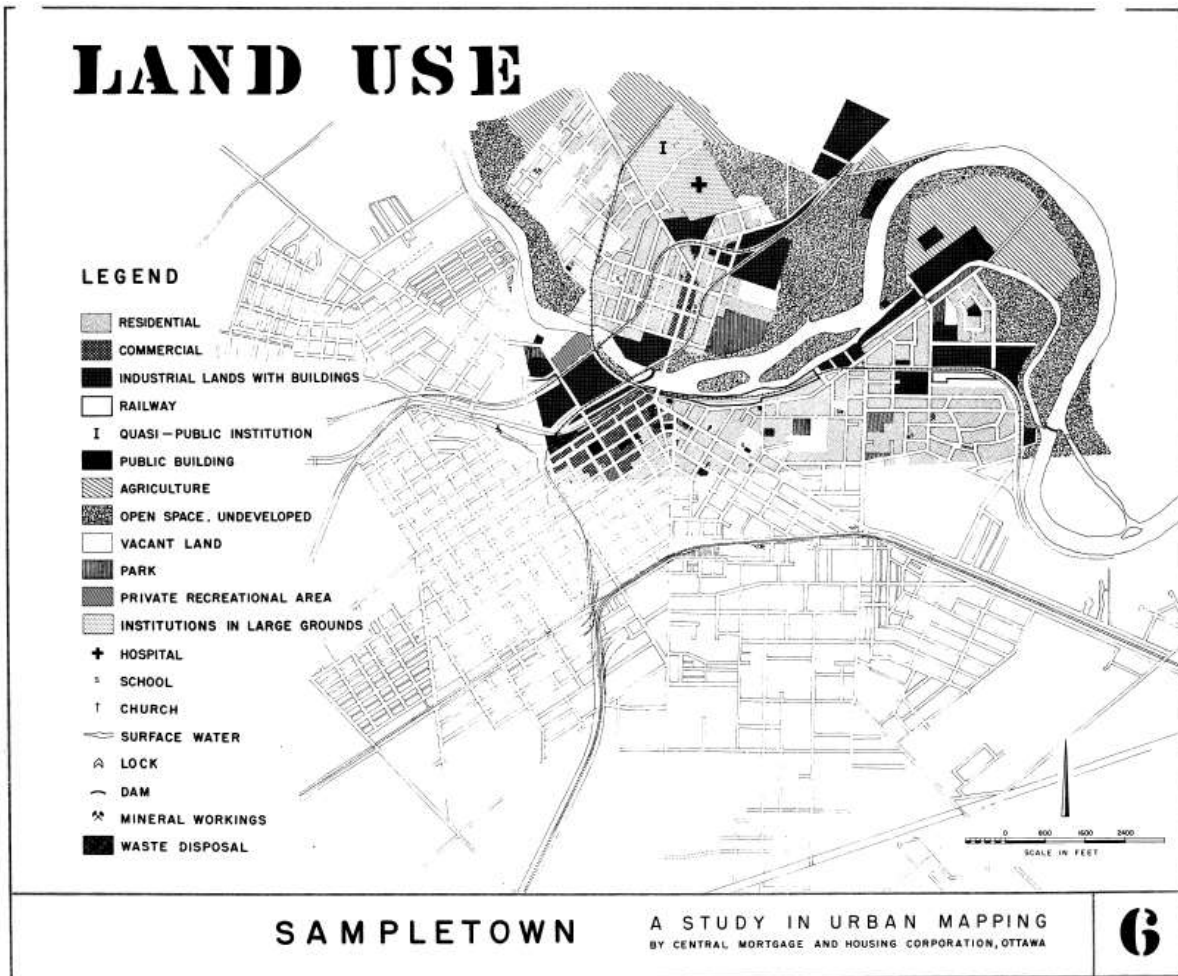


Humphrey Carver



Peter Oberlander

CMHC RESEARCH AND COMMUNITY PLANNING



Blanche Lemco Van Ginkel

Urban Mapping, CMHC 1949

COMMUNITY PLANNING ADVOCACY IN QUEBEC

Jean Cimon

ACU Co-Director, 1949



Source: L'Association Canadienne D'Urbanisme, 1949



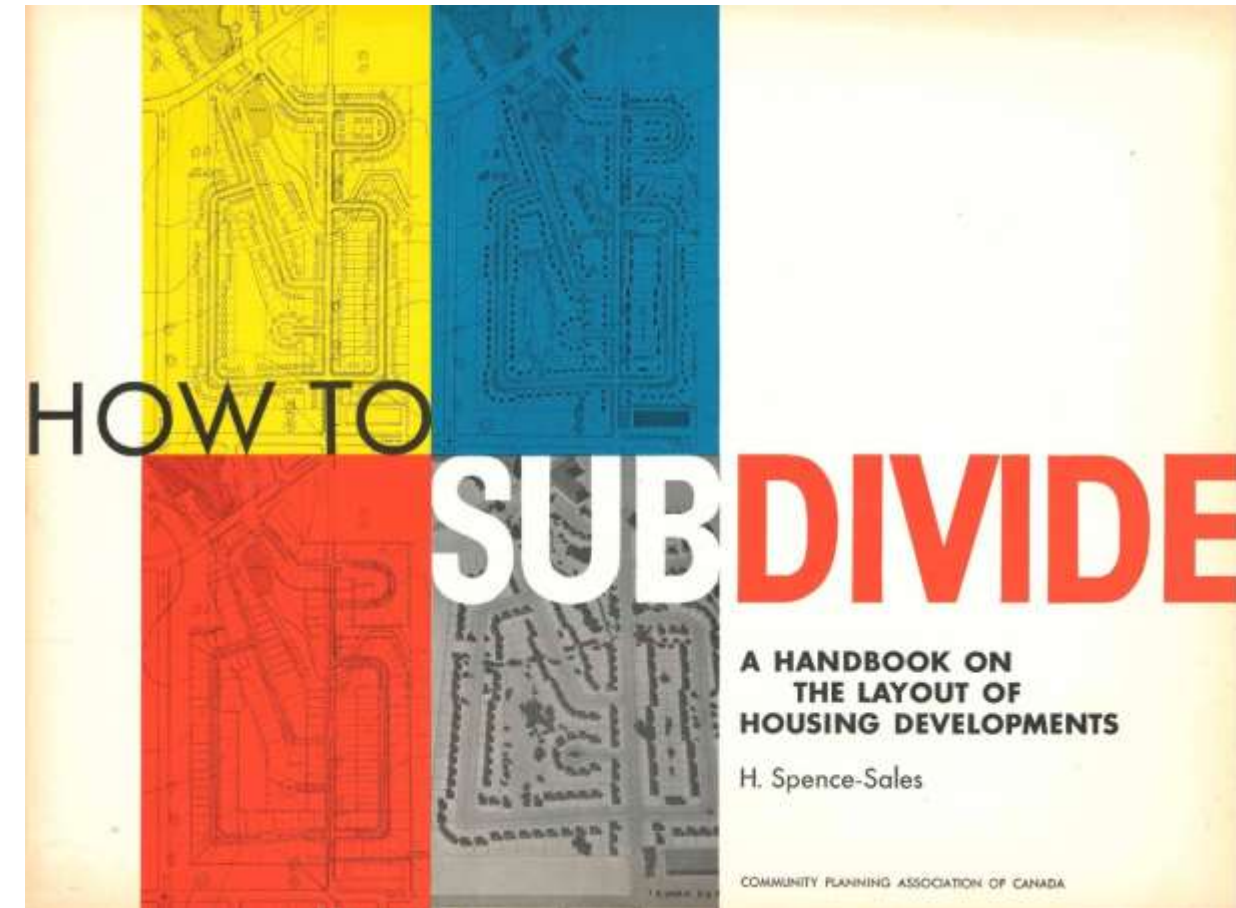
CPAC SUPPORTING COMMUNITY PLANNING PRACTICE, 1948

summer school in land subdivision



- Sponsored by CPAC
- Funded by CMHC
- Taught at McGill's Macdonald College
- Professor Harold Spence-Sales
- Attendees:
 - Builders
 - Architects
 - Engineers
 - Landscape Architects
 - Surveyors

CPAC SUPPORTING COMMUNITY PLANNING PRACTICE, 1950



Source: Harold Spence-Sales, *How to Subdivide* (Ottawa: CPAC, 1950) Front and back covers.

SUPPORTING COMMUNITY PLANNING PRACTICE - TPIC

- TPIC re-established in 1952
- 45 members
- Small, volunteer-run professional association
- Supported by member fees
- Combined its conferences & news with CPAC
- Cousineau, Faludi & Thrift early Presidents



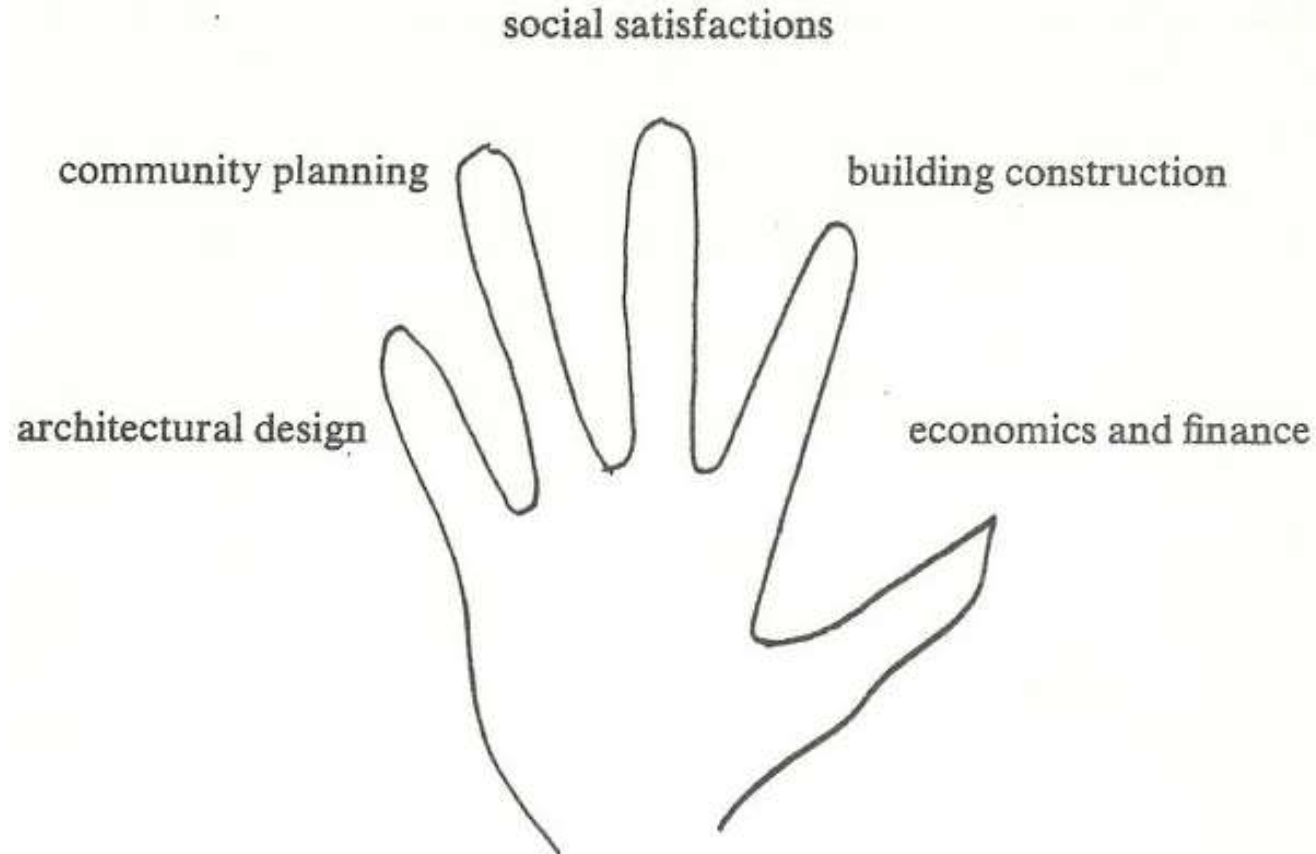
CMHC ADVISORY GROUP: Multi-Disciplinary Thinking for National Policy



Alan Armstrong



Ian MacLennan, Chief Architect



Source: Carver, *Compassionate Landscape*, (UTP, 1975), p.137.



Sam Gitterman



Robert Legget, NRC

CMHC PLANNING

- CMHC recruited planners and architects from Britain, the USA and Belgium
- CMHC planned and subdivided federal lands
- Reviewed subdivisions with CMHC mortgage insurance



Polson Park in Kingston

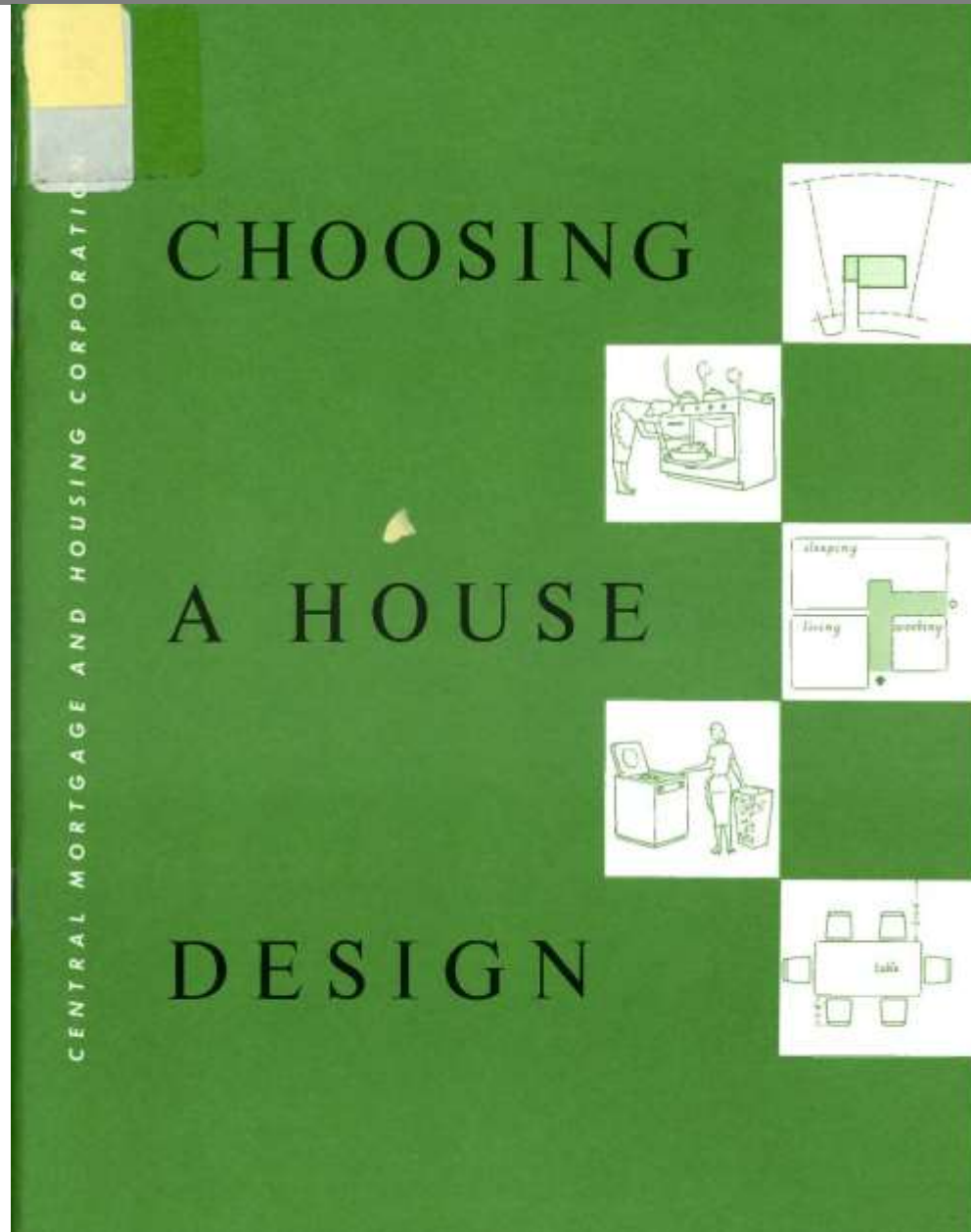
CMHC PLANNING in KINGSTON 1956



For as little as
\$1750 or \$1850
you can buy
a fully serviced
residential building lot
in
CALVIN PARK
KINGSTON'S
PROFESSIONALLY PLANNED
COMMUNITY
See your local CMHC office
for details

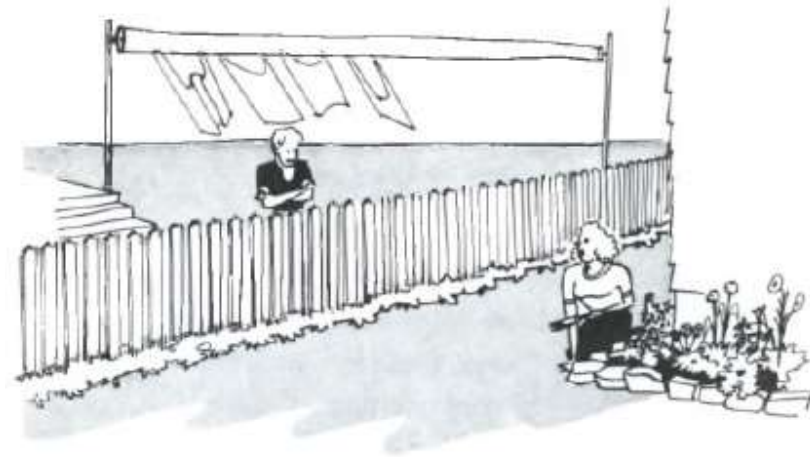


Choosing a House Design (1952+)



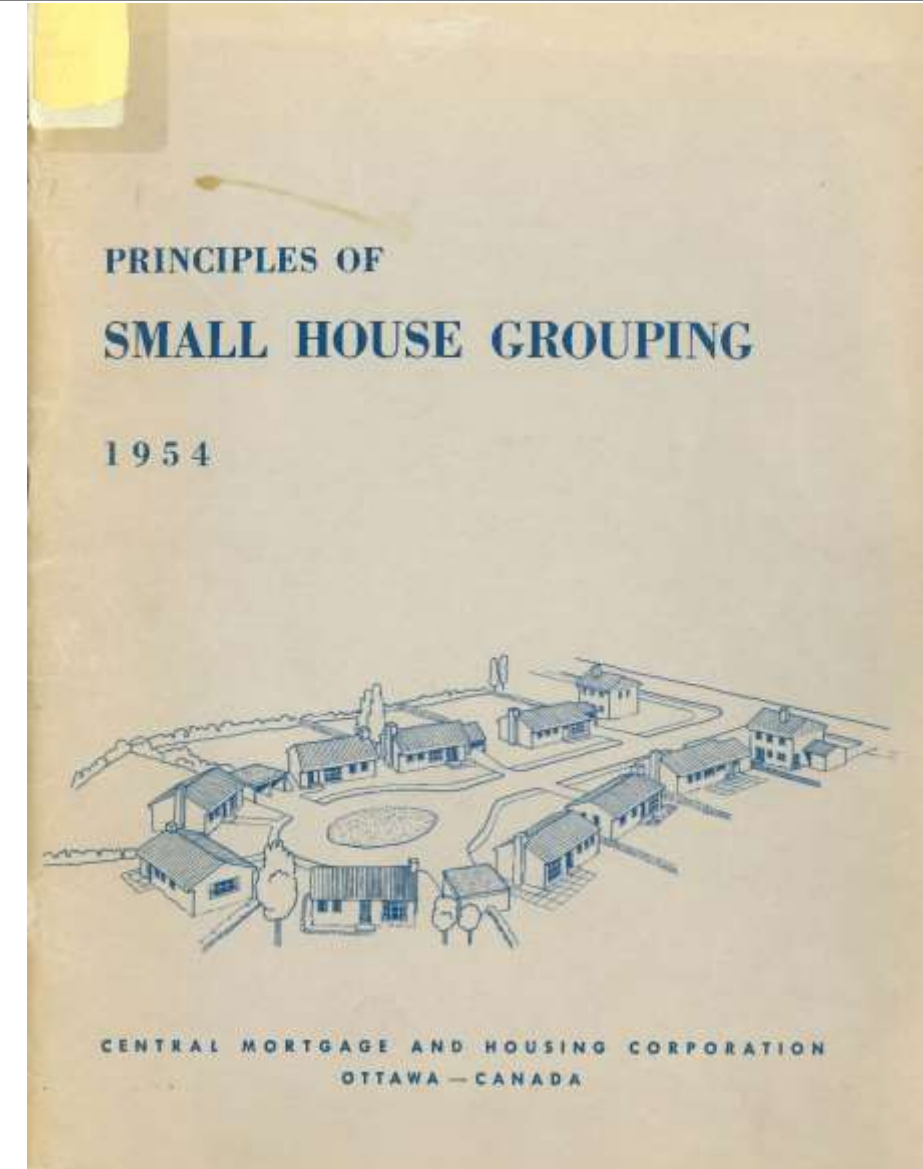
Choosing a neighbourhood

CHARACTER Look for a place which has a large proportion of owner-occupied homes, well designed and constructed and of consistent character. Look for a place in which you are likely to find congenial neighbours.

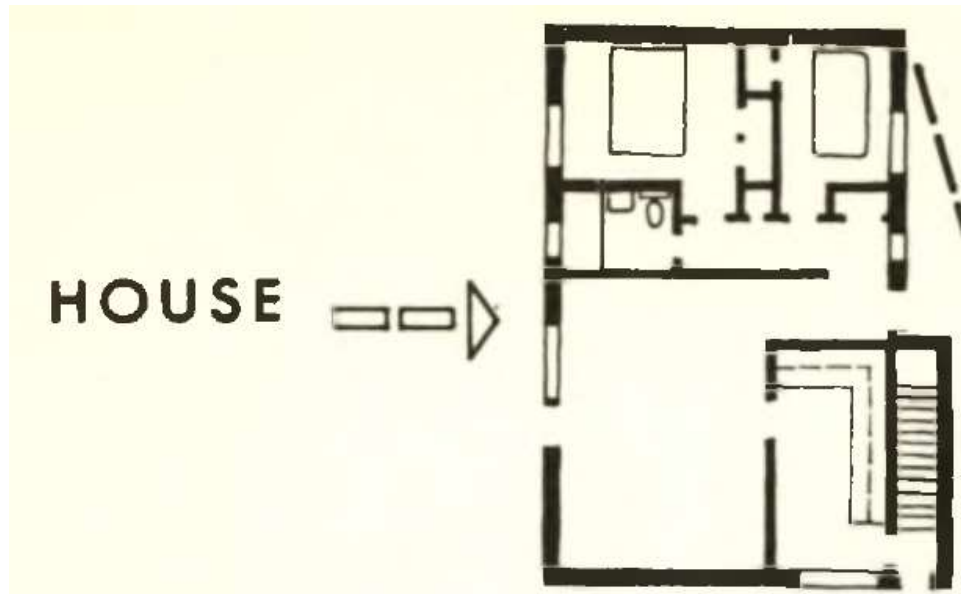


Normal community requirements are a good school, shopping centre, churches, a park or playground and a community centre close by. Easy access to where you work and to the town centre (good connecting roads and dependable transportation service) should be considered. Factories and commercial buildings should not be too close to the site.

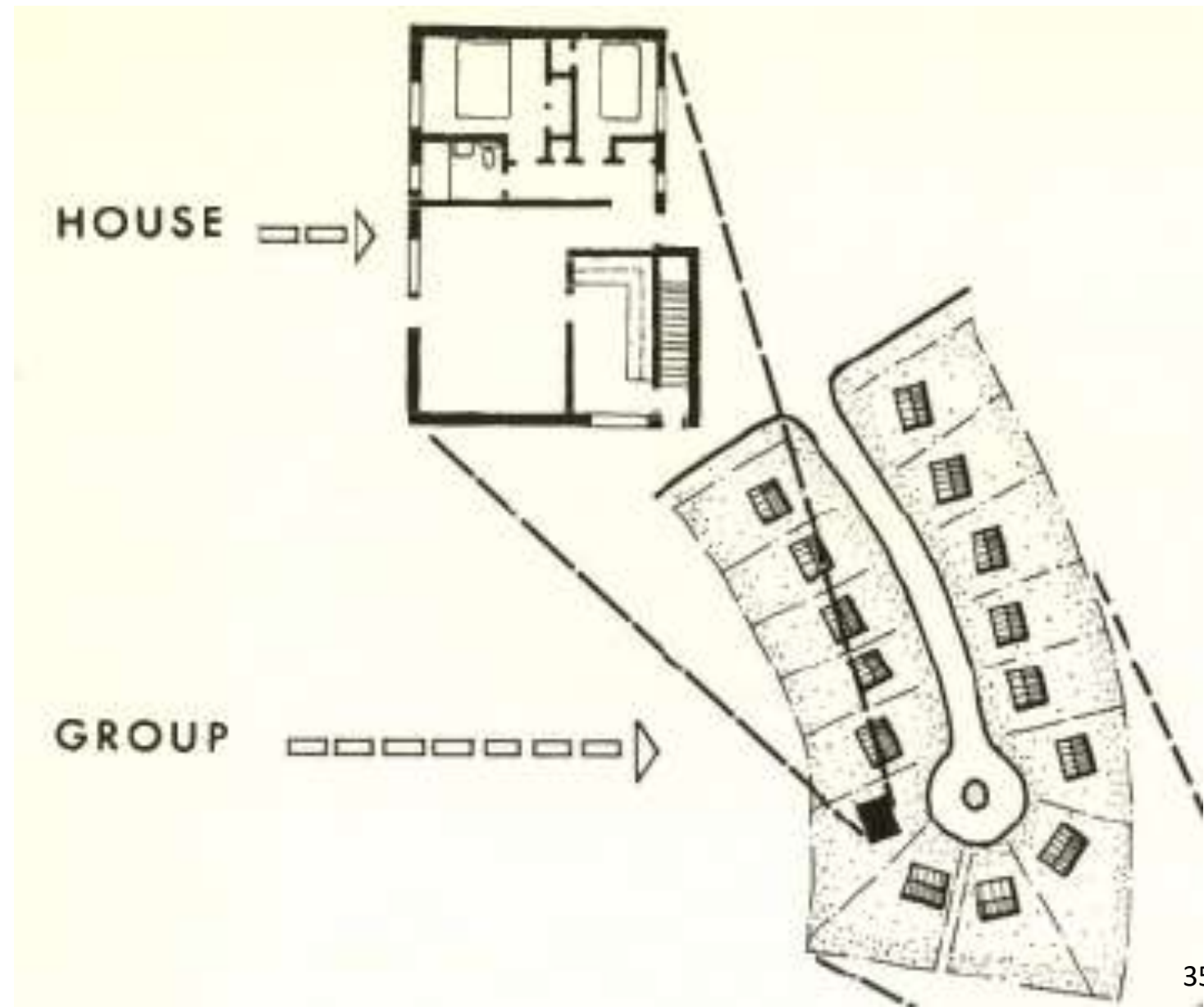
SUPPORTING COMMUNITY PLANNING PRACTICE



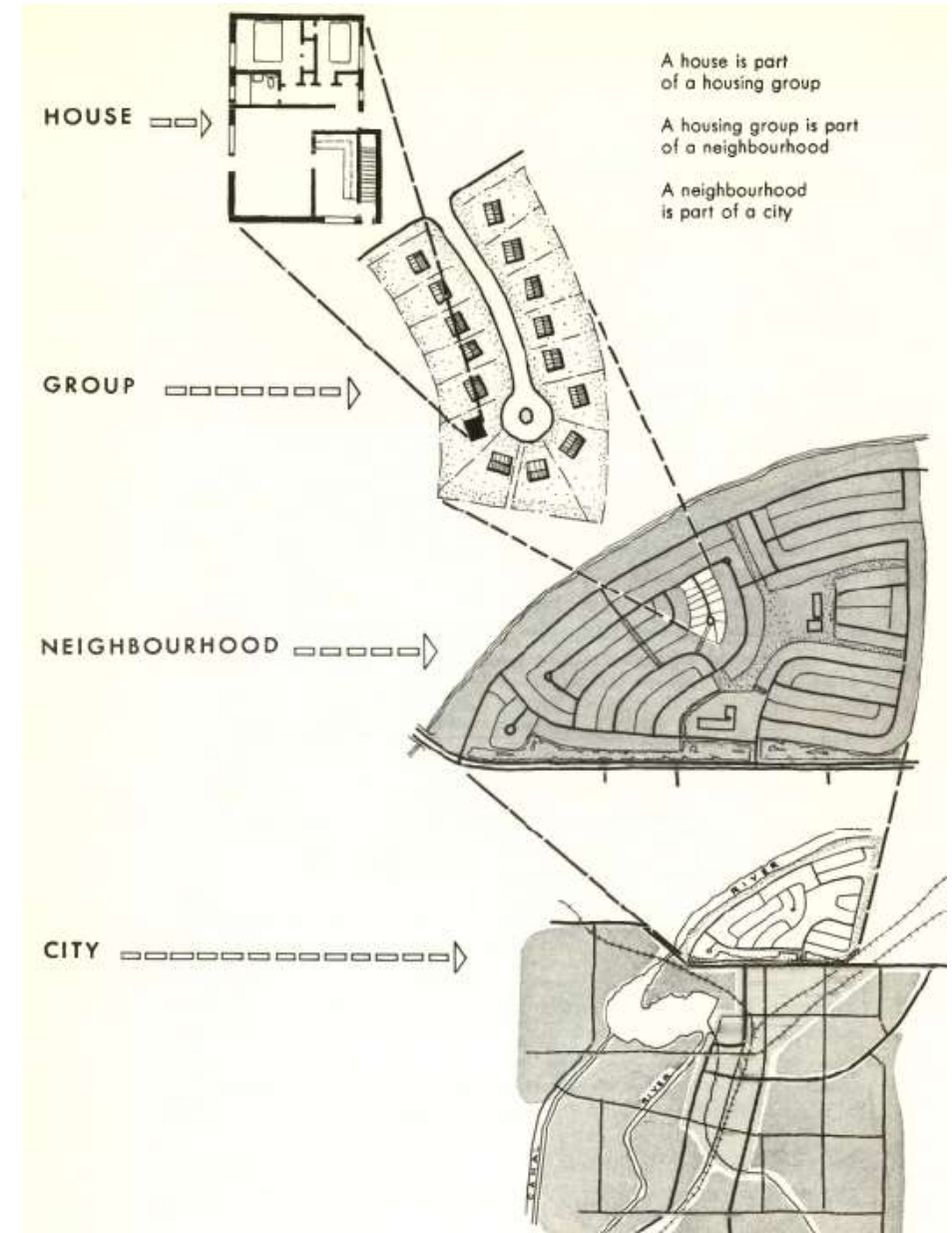
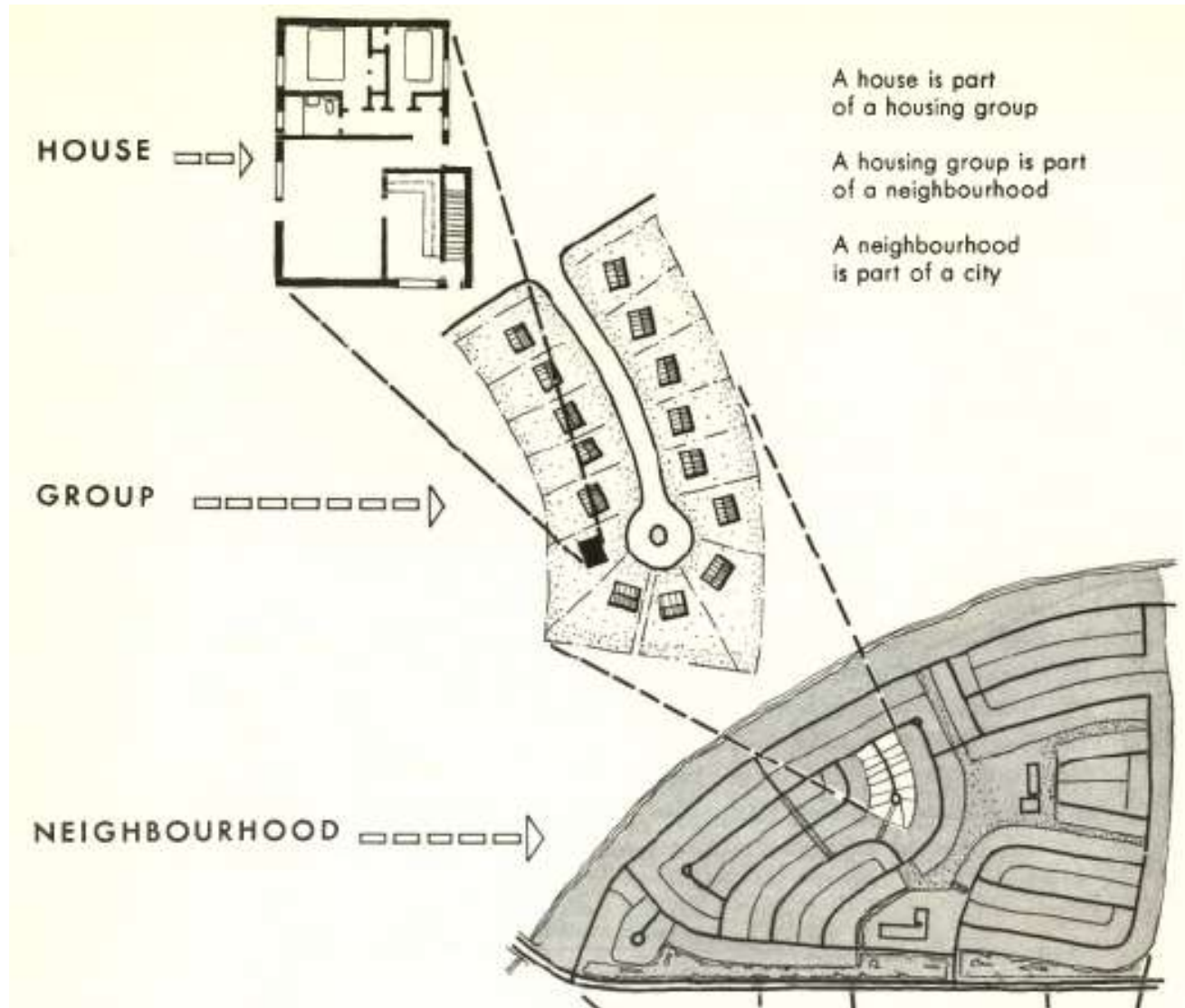
SUPPORTING COMMUNITY PLANNING PRACTICE



Source: CMHC, *Principles of Small House Grouping*, 1954, p.3.



SUPPORTING COMMUNITY PLANNING PRACTICE



DEVELOPING CANADIAN PLANNING EDUCATION & RESEARCH

- CMHC had a direct role in founding the first five Canadian planning schools
- Funded half of the first professors' salaries
- CMHC Scholarships for half the Master's students
- CMHC Doctoral Fellowships to become a professor
- \$5 million research fund



McGill
UNIVERSITY

(Diploma 1947)

Harold Spence-Sales



Source: CIP/ICU

DEVELOPING CANADIAN PLANNING EDUCATION & RESEARCH



UNIVERSITY
OF MANITOBA

(MCP, 1949)

Professor Joe Kostka
& Eric Thrift



DEVELOPING CANADIAN PLANNING EDUCATION & RESEARCH

Peter Oberlander



**University Of
British Columbia**

(School of Community and Regional Planning, 1950)

Leonard Marsh



DEVELOPING CANADIAN PLANNING EDUCATION & RESEARCH

Jacqueline Tyrwhitt

1951-3

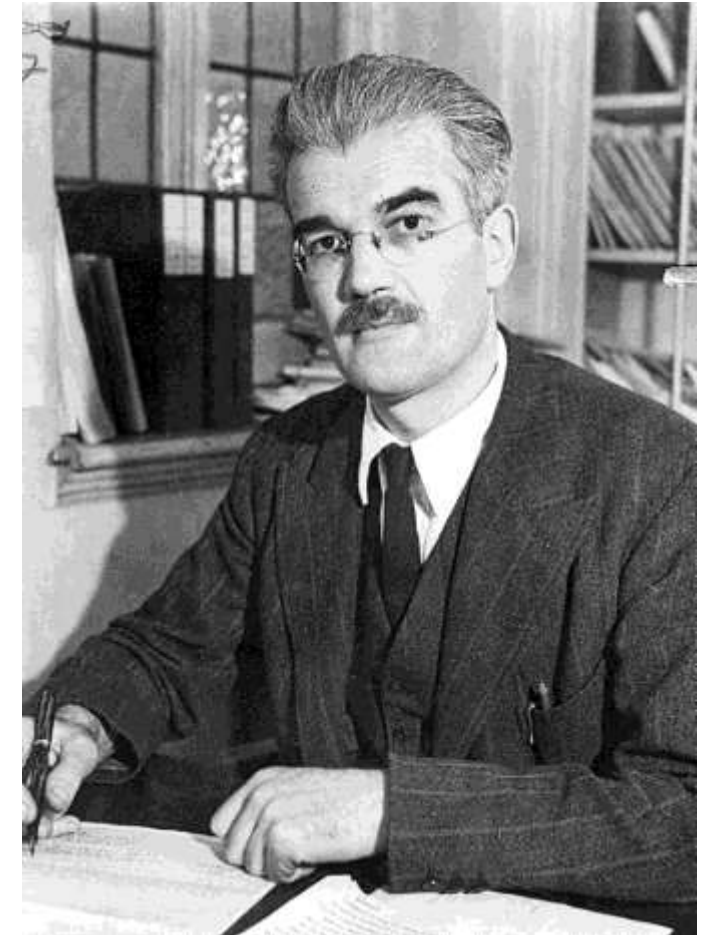


UNIVERSITY OF
TORONTO

(Diploma, 1951)

Gordon Stephenson

1955-60



Jean-Claude La Haye



Université 
de Montréal
(MU 1961)

Early student winners of CMHC scholarships / awards



Harry
Lash FCIP
Montreal
Vancouver
1949, McGill



Peter
Oberlander OC
Head UBC
Dep. Min. MSUA
1949, Harvard



Thomas
Shoyama OC
Dep. Min. Finance
1949, McGill



Brahm
Wiesman FCIP
Vancouver,
Head UBC
1949, McGill



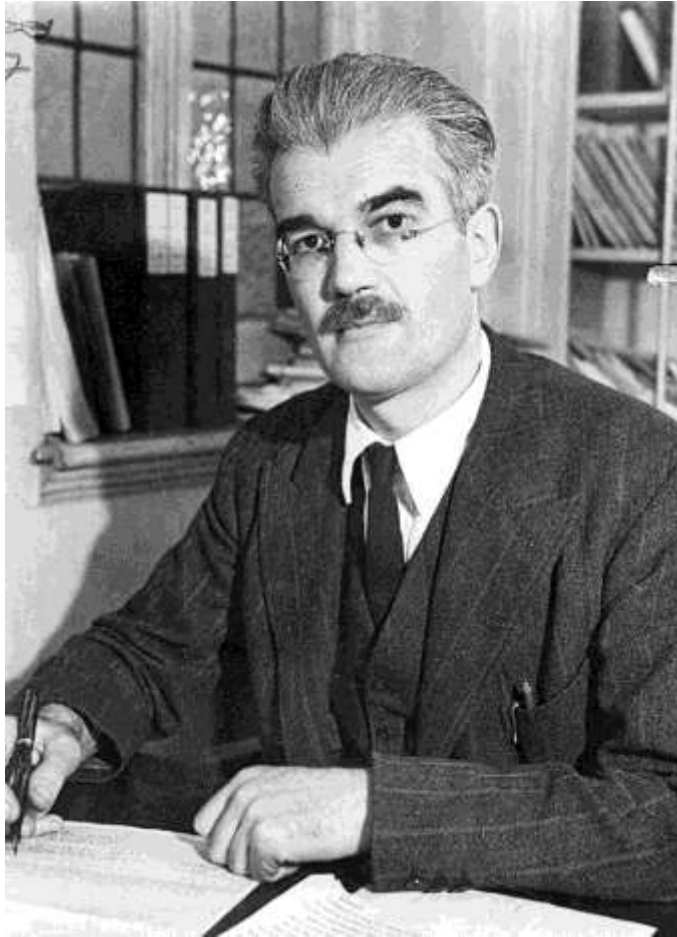
Raymond
Moriyama, CC
Architect
1955, McGill

CPAC PROGRESS 1950s

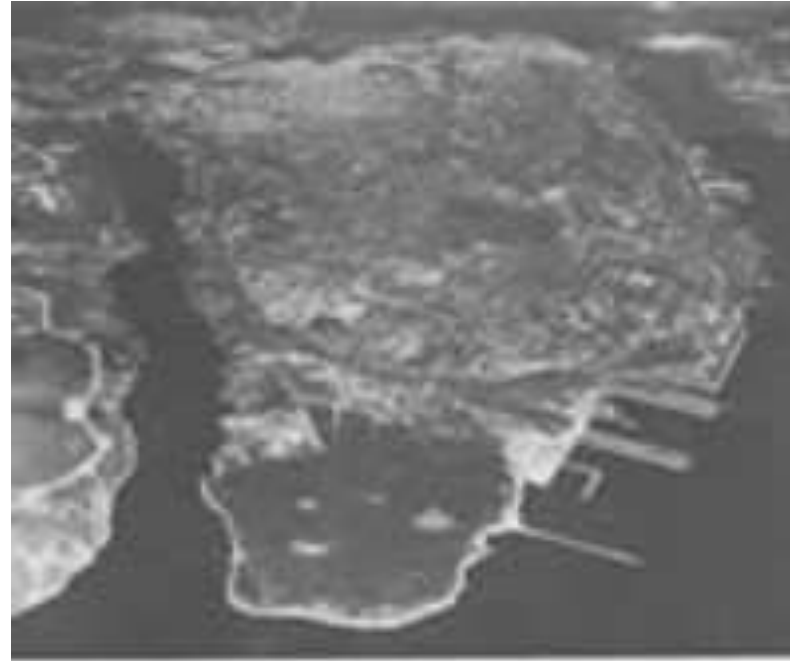
- 9 of 10 provinces had new planning legislation
- Planning a mandatory activity, with regulatory plans
- Most provinces had planning bureaus
- Most cities had planning commissions or boards
- Many cities had consultants preparing comprehensive plans and zoning bylaws
- Some cities were hiring municipal planners



FUNDING PLANNING & URBAN RENEWAL STUDIES



Gordon Stephenson



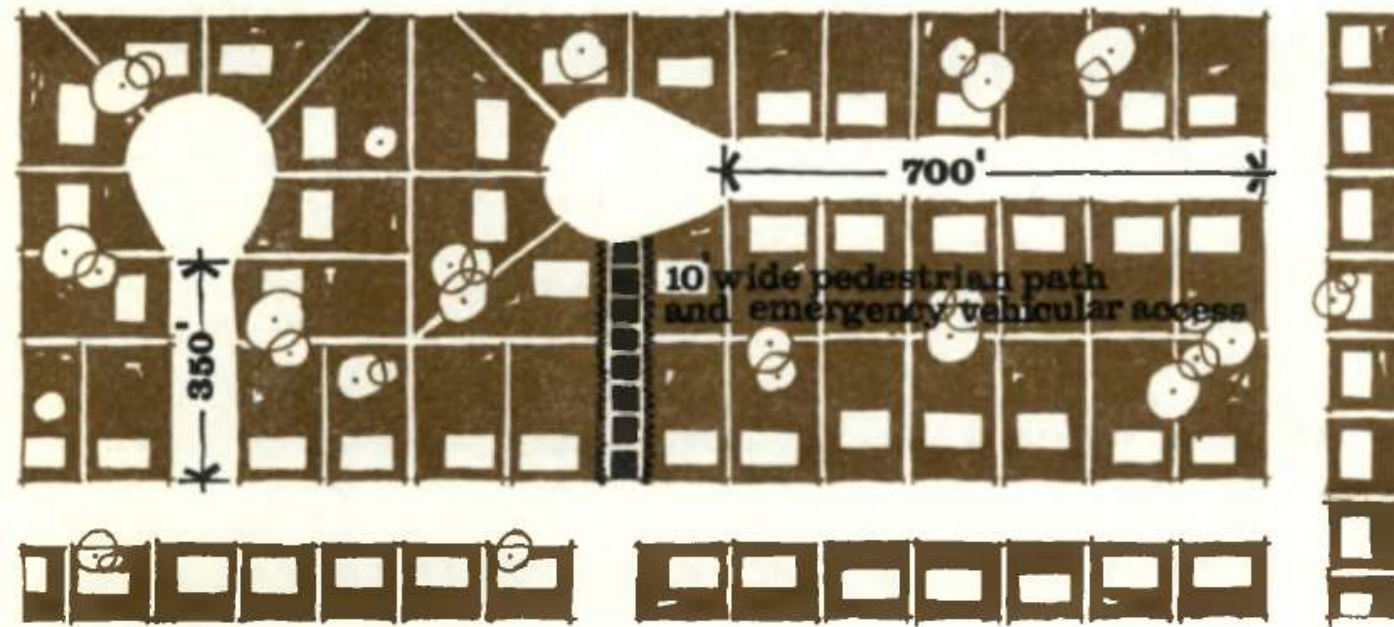
A REDEVELOPMENT
STUDY OF HALIFAX
NOVA SCOTIA • 1957



A PLANNING STUDY
KINGSTON, ONTARIO
1960

CMHC SITE PLANNING HANDBOOK, 1956+

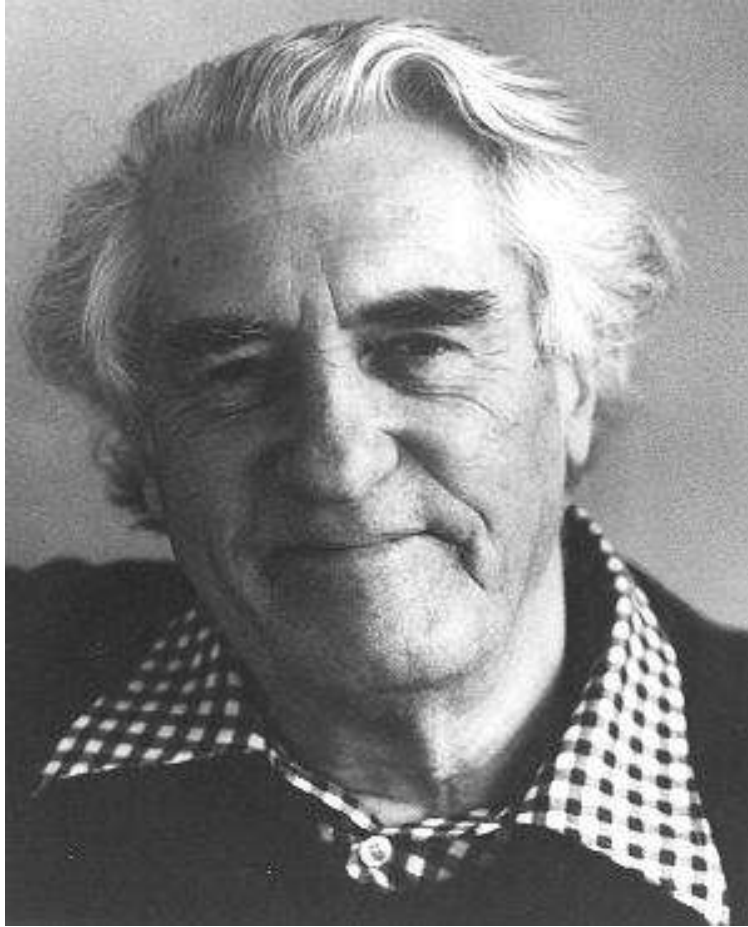
The traditional street layout which developed before the introduction of the automobile was the grid plan. Although this form of layout is still appropriate in some of the older urban parts of our cities, care must be taken to determine if it is suitable for new communities where the scale and type of housing is different, where the topography of the site does not often permit economic development in this manner and where the traffic pattern must be designed to reduce potential hazards to the minimum.



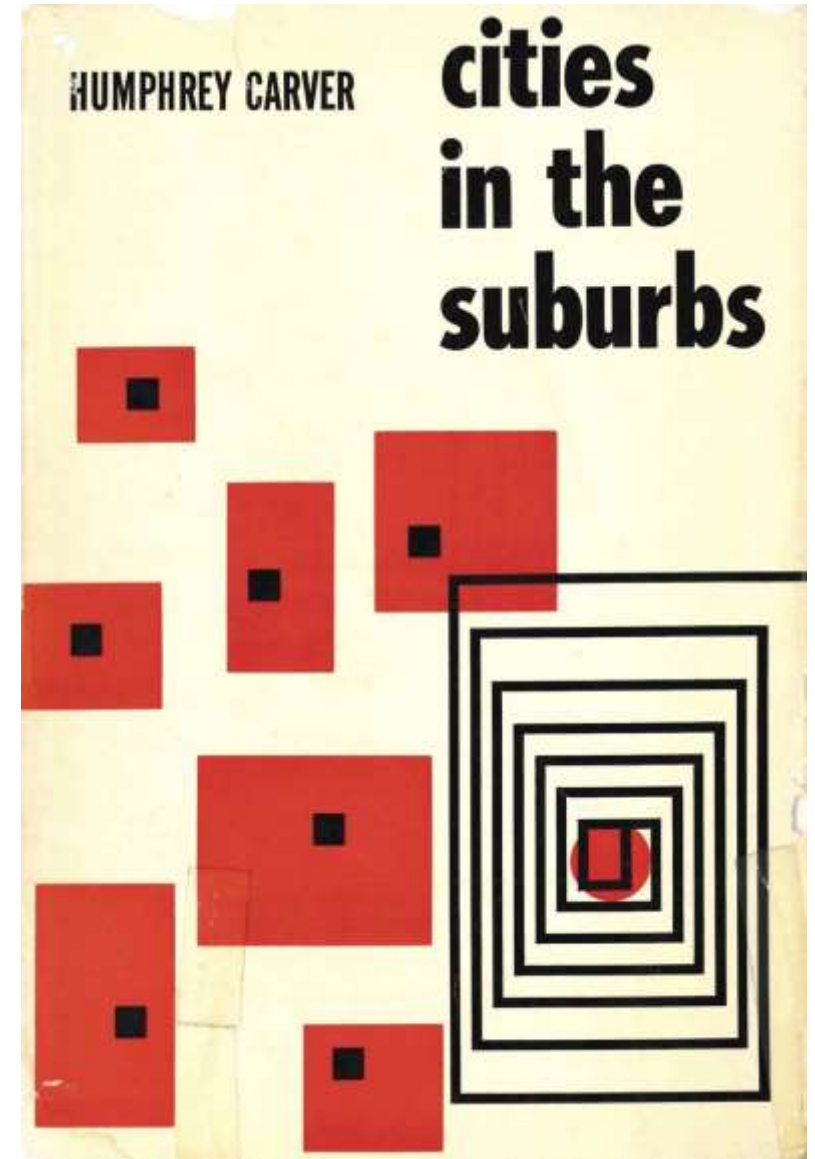
The maximum length of a cul-de-sac should be 350' to the turning circle.

Source: CMHC, *Site Planning Handbook*, (Ottawa: CMHC, 1966), p.10.

Cities in the Suburbs, 1962



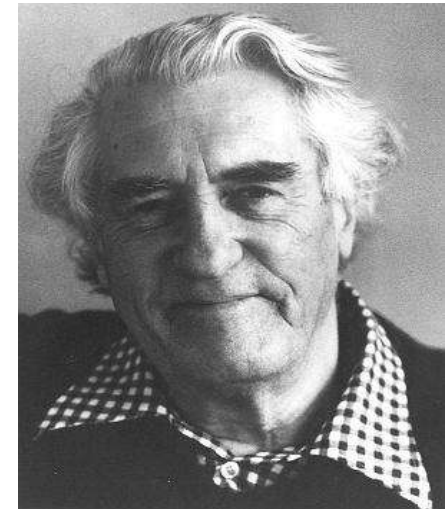
Carver argues for suburban town centres that would provide jobs, services and facilities to make more complete communities



Source: Carver, *Cities in the Suburbs*, 1962. Cover design by Zoltan Kiss.

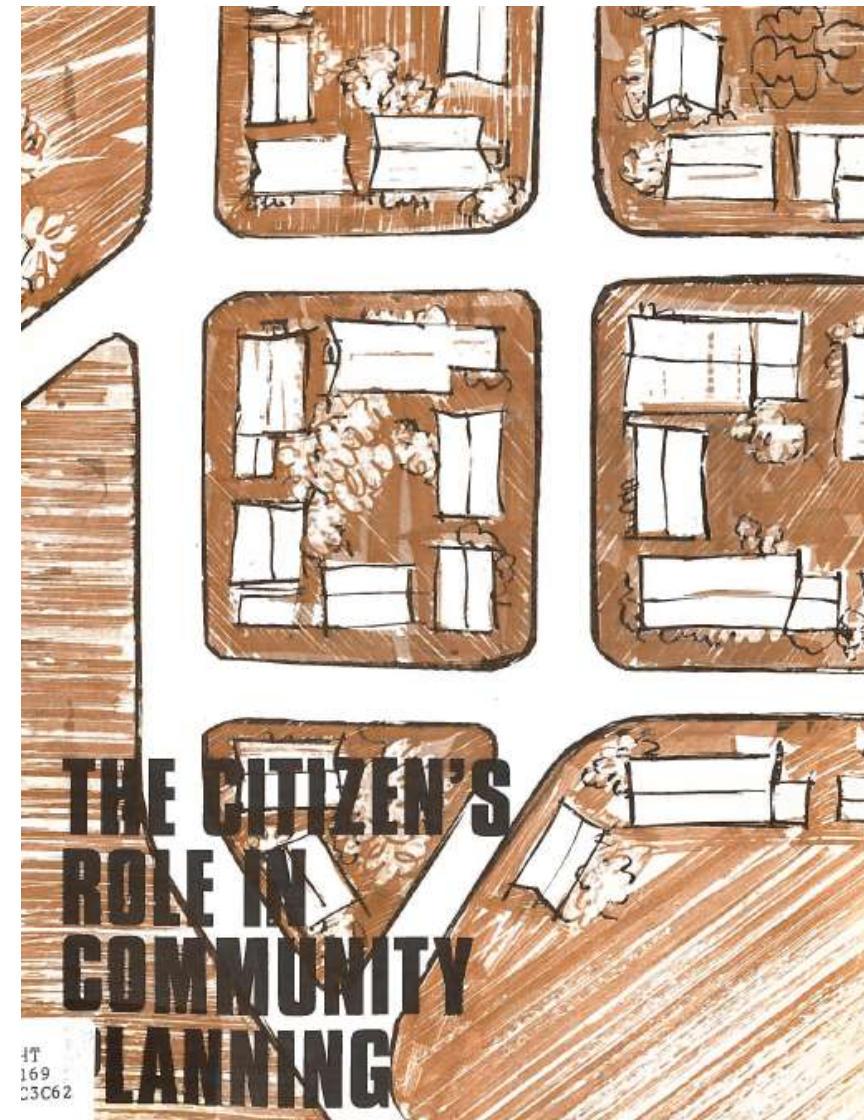
SUPPORTING COMMUNITY PLANNING PRACTICE – TPIC 1960s

- TPIC grew slowly in 1960s
- 200+ members
- Still a volunteer-run professional association
- *Plan Canada* 1960
- Blanche van Ginkel first female TPIC Councilor, 1962
- Carver TPIC President, 1963-64; made TPIC bilingual



CPAC PROGRESS 1960s

- All major cities had planning commissions or boards
- Some cities were making planning a regular staff department
- Most cities and towns had comprehensive plans and zoning bylaws
- Most cities and some towns had municipal planners on staff
- CPAC activists began to question slum clearance and urban renewal in the late 1960s



Source: CPAC, 1967.

CONCLUSIONS

- Much of progress attributed to many background forces at work in immediate post-war era
- Remarkable achievement in establishing financial system and nurturing large-scale homebuilding industry
- Role in re-establishing community planning often overlooked
- Implemented federal policy from 1944 Curtis Report in an area where the federal government had little or no jurisdiction
- From advocacy to education, practice and research

CONCLUSIONS - Postscript

- CPAC collapsed in 1974 after CMHC wound down funding
- TPIC continued to grow slowly;
- Became CIP/ICU in 1970s; 7000+ members today
- CMHC reduced its role in community planning in the 1990s, but its critical role in re-establishing the profession should be acknowledged.



Thank you!

SSHRC  CRSH

Research supported by the Social Sciences and Humanities Research Council
Disclaimer

Archival materials from: CMHC, Canadian Centre for Architecture, CIP, Harvard Graduate School of Design, Library and Archives Canada, MIT, McGill University, Queen's University.

For more information see

David L. A. Gordon, "Humphrey Carver and the federal government's post-war revival of Canadian community planning" *Urban History Review*, forthcoming Summer 2019.

Presentation research and design by Chris Willms

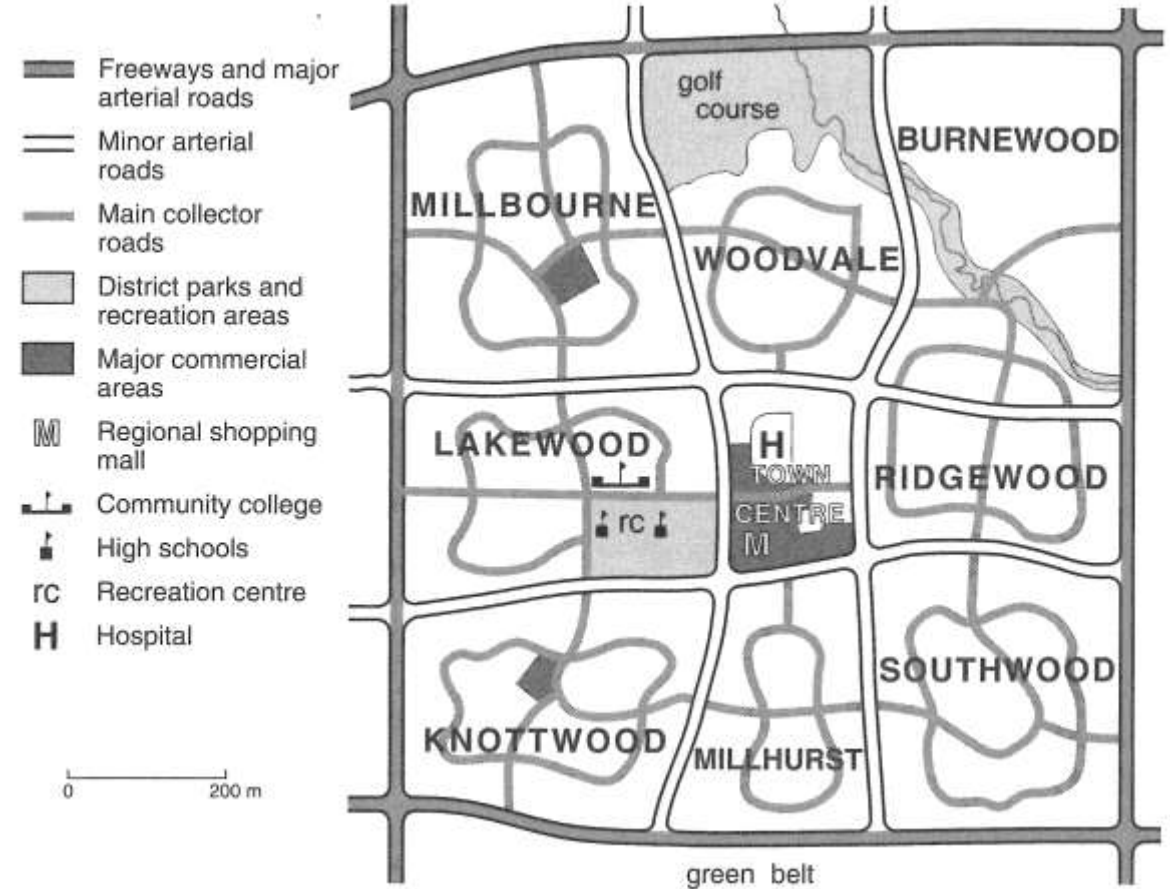
Suburbs

Don Mills



Source: ???

Mill Woods



Source: ???

Urban Renewal

Regent Park *BEFORE*



Regent Park *AFTER*



Source: Pickett, *The Citizen's Role in Community Planning*, (Ottawa: CPAC, 1967), p.26.