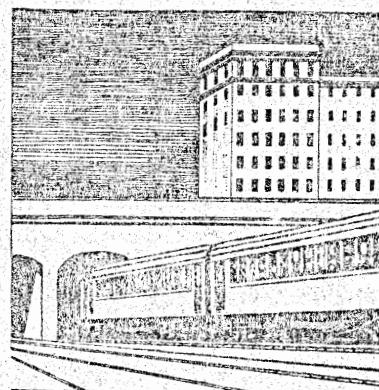
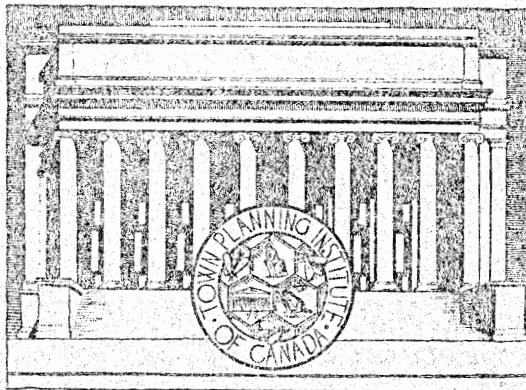
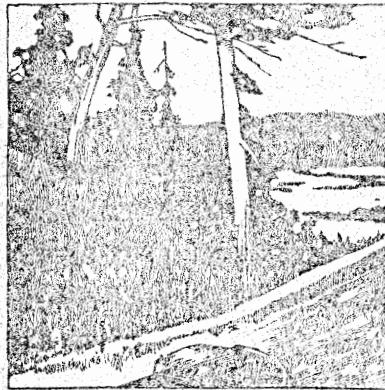


# TOWN PLANNING



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# TOWN PLANNING

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

## GETTING TO THE ROOTS OF TOWN PLANNING AND HOUSING

There now exists a great body of literature both in Europe and the United States dealing not only with the more obvious advantages of orderly planning but with the basic causes of disorderly planning and its dreadful results in congested living in urban centres. Such articles as those in the March *Atlantic Monthly* "Beauty and the Boosters", "The Future of the Great City" in the December *Harper's*, and "The Townless Highway" in *The New Republic* will show to thoughtful readers that the basic philosophy of planning, after much submergence before the more obvious aspects of this social science, is now escaping from specialist books, mostly read by the already converted, into popular periodical literature.

The average mind, busy with its own affairs, can see the need for abolishing slums and would be quite ready to issue an order that the thing should be done, if anybody could be found who knows how to do it. Anybody can see that congested living is bad for everybody, and all decent citizens, except those who profit by it, would vote for putting an end to it. There is also a large group of business men, interested in land values, who have been attracted to town planning because they have come to believe that it "stabilizes land values," and even tends to increase them where improvements, such as public parks, are made, at public expense. One suspects that if they were reminded, as they may be in Mr. Dalzell's accompanying articles, that the increase of land values is not the object of town planning, but their decrease and wider sharing of them among the people who create them—so that working families may have a chance to secure homes in decent environment with light and air and room to play, they might see that there is more in town planning than meets the casual glance.

There is also a large public touched with humanistic thinking, which is quite aware that the present provision for the housing of working families is entirely inadequate and uncivilized, and that social science has not really been applied on this continent to the solution of this problem.

In Canada the native literature on the sociology or political philosophy of town planning is not extensive. The casual journalism on the subject has had to do some accommodation to popular thinking. The argument for beauty, as an end in itself, or, at least, as a service to the higher human needs, issued in the "City Beautiful" movement, which talked itself out because the uglification of cities had gone so far that voluntary societies could make little impression upon it, or perhaps because its advocates did not really understand the causes of this uglification but were only conscious of the effects. Vested interest in ugliness were much too powerful to be modified by mere wishful thinking. This argument had to be cached for a time, at least, in favor of the utilitarianism of town planning, the argument that town planning pays and the variations on this theme undoubtedly enlisted many sympathizers.

Now the time seems to have come when massed power, in the shape of central governments, is pressing the old argument for beauty as "its own excuse for being", and into a Town Planning Act of one of the provinces in Canada has been incorporated the phrase "the preservation of beauty".

And the time has come for more general thinking down to the economic roots of urban squalor and inefficiency. Our present president, Mr. A. G. Dalzell, is in the habit of getting there and showing that the roots are found about the national treatment of land. Anyone can see that there is a vast quantity of unused land in Canada which is worth nothing at all so long as no one wants it. If a certain number of people want land, say for housing purposes, the owners of land are accustomed to jump to the conclusion that an indefinite number of people will similarly want land right away. They immediately remove their land from reasonable use, cut up vast quantities into mean little bits, absurdly ahead of social requirements and often remain poor all their lives waiting for buyers that do not come. Sometimes they make quick fortunes and a successful gambler becomes a pied piper of Hamlin Town. But often the price they put upon their land is the

main cause why buyers do not come. Raw land is thrown on the market without public utilities such as roads, water supply and sanitary provision. If buyers do come there arises another shack settlement and in a few years some neighbouring town is asked to provide roads, water and drainage at the expense, not of the land dealers nor even of the residents, but of the tax payers of the neighbouring towns.

Much of this land has been acquired for nothing or next to nothing and has lain unused for twenty or thirty years, with no intention of using it except

to make "easy money" at some future date when community services and community needs have made it valuable. It was the late Canon Barnett, who lived in painful touch with the housing problem in England who said: "Personally I think the key to the housing problem is to be found in land law reform . . . This holding up of a necessity of existence must in some way be prevented."

The following articles belong to a series of studies by Mr. Dalzell on the uses of land for urban settlement in Canada.

## TOWN PLANNING IN CANADA: MISCONCEPTIONS AND MISUNDERSTANDINGS.

By A. G. DALZELL, M.E.I.C.

President of the Town Planning Institute of Canada.

(Reprinted from *The New Outlook*)

All the towns and cities of Canada cannot be built in the way that Napoleon built Paris, or the Czars of Russia and Emperors of Germany built capital cities, nor even in the way that Washington was built in a democratic country. Neither can they be built simply by ordering the preparation of plans by the most expert town planners of the United States, or Europe; as witness the many such plans that lie buried in municipal archives throughout the Dominion. They can only be built in the way and according to the purpose of the people that live in them. That will and purpose in the past have been expressed through the ever-changing groups of civic officials, more or less committed to traditional uses of land to suit the temporary purposes of those who are always ready to use community government to further their own ends. Let us see what this method has accomplished.

### LAND VALUES

The urban communities of Canada in the past, through custom and regulation endorsed by government authorities, have consented to, and encouraged, the subdivision of land for urban use with the primary object of securing the greatest and quickest return on the capital invested in those lands. They have consented to the raising of land values to as high a plane as possible, in order to establish a base as security for money to be borrowed for municipal purposes. The repayment of this borrowed money, and revenue for other municipal purposes, has been provided for, and obtained, mainly on an assessment on that land value, which is often abnormal and sometimes quite fictitious.

The result has been that large areas of agri-

cultural or waste land have been set apart as building lots for urban use long before they were needed; that this land was so distributed in small parcels among a large number of people, many of whom did not reside, and never expected to reside in the community; that in spite of the large amount of land subdivided, and the large number of owners, land values have been raised, so that, on a per capita basis of the resident population, they exceed those of the largest cities of the world; that municipal borrowings and expenditures have been encouraged because they stimulated the further subdivision of land, and found employment for some who had tied up their capital in non-productive land. And the final result has been, that the actual users of the land have to carry heavy burdens because of the high rents, or capital invested equivalent to rent, which is the consequence of the piling up of profits and charges, as land is transferred from one transient to another; the heavy cost of the repayment of money borrowed on long terms, and the heavy taxation which arises from the unnecessary and extravagant works, because the land was not planned for the use to which it has been put. In some cases still further burdens are imposed, as owners relinquish their land and property rather than pay the taxation, and so place for a time another liability upon the actual users of land.

### SCIENTIFIC PLANNING

Scientific town planning runs altogether contrary to this way and purpose of community development. It aims so to develop the land that the greatest benefit will accrue to the actual user, not to the transient owner. When it is adopted land is given a stable value comparable with a government

security, but the opportunity to make spectacular profits, commonly associated with land booms and mining developments, is practically eliminated. Stated concisely, modern town planning aims to secure in municipal development the greatest good for the greatest number of residents, in the most economical way, coupled with the preservation of all that is best in the natural features and surroundings of the community.

This conception of town planning has not prevailed in Canada, or throughout the North American continent, to the extent that it has in Europe. On this continent, until very recently, so-called town planning has been almost wholly confined to the spectacular; the creation of civic centres; the making of diagonal highways and boulevard driveways; the widening of streets for the relief of traffic congestion. All these have their proper place in municipal development, but all can be carried out, and are continually carried out, without a proper conception of town planning. Such works are mainly executed for the benefit of a locality or a class, and quite properly are largely paid for by the property and people benefited. But genuine town planning is not the carrying out of a civic improvement here and there, now and then; it is the expression of a purpose to have all community development so ordered and controlled that the greatest good will be secured for the greatest number. There is this striking difference between town planning in Great Britain, and what has passed for town planning in Canada, that town planning legislation and town planning schemes in Great Britain have been confined to land in process of development, and not land fully developed, whereas in Canada little fault has been found with the process of development, but attention has been concentrated more on land fully developed.

Can it then be said that the process of development in the urban communities of Canada is so satisfactory that there is no need to make any change? The results already stated hardly warrant that belief. But as town planning in Great Britain and Europe has been mainly concentrated on land in process of development, so as to secure better housing conditions for the common people, it may be well to consider what are the housing conditions of the common people in the larger centers of Canada. This evidence can be secured from impartial and reliable sources.

#### RELATION TO HOUSING

At the close of the war, in December 1918, a conference was held at Ottawa between representatives of the various provincial governments, and representatives of the dominion government, to consider matters of national importance. At this conference it was stated that one urgent matter of national importance was that of improving the housing conditions of the industrial population of

the larger centres. Evidence of this need was obtained in the following year when a Royal Commission was appointed to consider industrial relations. This Commission visited all the larger centres of Canada and in its report stated:

Another cause of unrest which we met with at practically every place we visited was the scarcity of houses and the poor quality of some of those which did exist.—Poor sanitary conditions and insufficient rooms are the chief cause of complaint. The high price of building land and of building material have made it impossible for the worker to provide himself with a home, and some means should be adopted, with as little delay as possible, to remedy this defect.

Eleven years previous to this, Sir Clifford Sifton, who did more than any other Canadian to encourage emigration to this dominion, speaking to a Civic Improvement League at Ottawa, said :

We are to-day reproducing some of the very worst things that have characterized the old lands. We are getting slums in the cities. But we are doing worse than that. We are utterly failing to get at the root of the problem that makes slums.—How are you going to have contented, frugal, industrious, thrifty workmen, if you charge them more for the miserable few feet of land on which to build their poor habitations than they can save in ten years? You cannot do it. You have to find some way of doing it, even if we have to recast our whole fiscal system.

If the best political economy is the care and culture of men, then in the above statements there is ample evidence that in the process of development of urban lands in Canada, the housing of the common people has not received sufficient consideration. That in addition the process of development has resulted in financial difficulties for smaller communities, is shown by evidence given to a committee of the legislature of the province of Manitoba, appointed to consider the position of nine municipalities surrounding the city of Winnipeg. In the report of this committee the following appears:

With tax levies exceeding safe limits, revenues insufficient to cover expenditures, debenture debts far in excess of the dictates of sound finance, sinking funds depleted and bank credit dissipated, disaster is imminent, and a course of action to place these municipalities on a sound footing must be immediately determined, and vigorously prosecuted.

The economic, moral and social welfare of the greater part of any urban population is directly and vitally affected by the housing facilities. From twenty to thirty per cent of the income of the major portion of urban dwellers is expended in the provision of shelter. Shelter means more than protection from the physical elements. It implies all that is essential for the physical, moral, and

intellectual development of the individual. If municipal development in Canada is proceeding on such lines as to favour the speculator in land, as against the provision of decent dwellings, then it is faulty. It is no excuse to say that as a result of speculation some homes have been built with a minimum of effort. There are some who occasionally benefit by racecourse or roulette gambling; many more are seriously harmed. Speculation in land and dwellings can be carried on to benefit a few, only at the expense of the many. And, as the Premier of the Dominion has stated: "In the conflict between the temporary interests of selfish individuals and the permanent welfare of nations, the latter alone is entitled to consideration."

#### LAND GAMBLING A POOR PLATFORM FOR NATIONAL PROSPERITY

The need in the Dominion of Canada to-day is not simply that the people who reside in urban communities should realize the necessity of correcting some of the defects in urban development which the advent and extensive use of the motor vehicle has accentuated, and which for self-preservation must inevitably be remedied. Nor even that they should realize that there is a need in many places for a better expression of civic government, the making of civic centres, improvement of civic buildings, the

provision of public parks and squares, or opportunities for recreation. A much greater need is that they should realize that this Dominion is not keeping pace with our progressive neighbours on the south, nor even with what are often considered the conservative nations of Europe in the consideration of the best ways of so ordering community development as to secure the most economical and effective provision of shelter for the great mass of the people. In the United States and Europe it has been proved that this is only possible when the land is specially planned and set aside for the purpose, and not previously used as a medium for gambling. The only result of increasing the cost of land in any unnecessary way is either to increase the rent of the dwelling, or reduce its character and quality. Evidence has already been quoted from the report of a Royal Commission that the high price of land in Canada has made it impossible for the ordinary worker to provide himself with a home, and that poor and inadequate dwellings abound in all the larger centres of population. But no serious effort as yet has been made to meet the recommendations of this Royal Commission, and town planning is still commonly regarded as a social fad, though both the government of Great Britain and the United States recognise it as essential to the welfare of their people. How long will Canada lag behind?

## CURRENT TRENDS IN HOUSE BUILDING

By A. G. DALZELL, M.E.I.C.

President of the Town Planning Institute of Canada

(Reprinted from *Saturday Night*)

One of the effects of the four years of war in Europe was that in addition to the destruction of many dwellings in the areas of actual conflict, there was an almost complete cessation of house building in all the belligerent countries, and very little in most of the neutral countries. On the north American continent, where the people were involved in the war though far removed from the battlefields the concentration of human activities on the production of munitions and necessities of warfare, and the diversion of so many men from their ordinary occupation to the fighting forces, resulted in much less housebuilding being done. The consequence was that in those countries where even before the war a "housing crisis" had risen, at the end of the war a most serious social and economic problem had to be faced, and all the civilised countries of the world had a housing problem more or less acute.

The provision of dwellings has not often been

regarded as a community obligation, or any function of government. But so acute was the problem in the belligerent countries that every government authority was forced to take some action, either to control rents, or aid or stimulate the erection of dwellings. Even in Canada, within a month of the signing of the Armistice, the Dominion Government through the Privy Council declared that "the scarcity of housing accommodation in most of the cities was a matter of national importance which touches vitally the health, morals, and general well-being of the entire community, and its relation to the welfare of returned soldiers and their families."

Eleven years have passed since peace was declared, and a decade is a long enough period for a fair review of the changes that have taken place as a result of the disturbance of the regular course of housebuilding, and the interjection in some places of government aid or control in what was generally regarded as the private affair of the citizen. Because

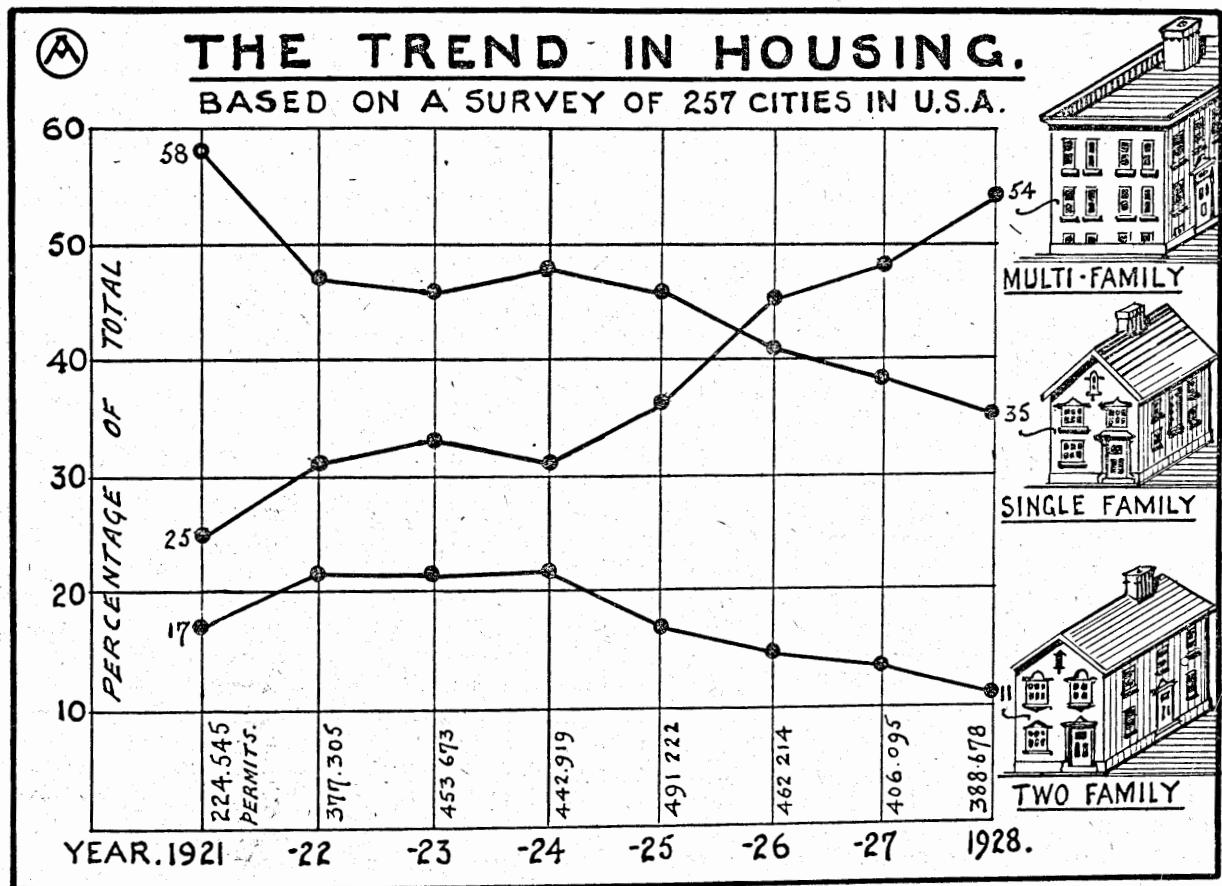
a very large proportion of the people on this continent speak the English language, and are governed in the main on British ideals and traditions, it is proposed to confine the review to the trend in housing in Great Britain, and on this continent, since the end of the war.

#### THE TREND IN GREAT BRITAIN

Whilst the war was at its height, and in areas where the aircraft of the enemy could drop their destructive missiles, the government of Great Britain was obliged to embark on great housebuilding schemes to shelter those employed in the production of munitions. Some temporary construction had to

need to the Ministry of Health. Under this act provision was made for financial aid both through subsidies provided by Parliament, and by grants from the local municipal authorities. The nature and extent of this financial aid has varied from time to time with change of government, but it is still continuing to some extent.

But though houses have been built direct by the government, and by local authorities with State assistance, and many so built are not for sale but are rented, there has also been much house-building by private enterprise, with and without State assistance. In the years 1924-28 the yearly average works



be resorted to, but much was done on permanent and most modern lines. Garden suburbs were established, the best architectural talent of the country was enlisted and well-planned, attractive houses were erected, gardens laid out, parks and community buildings provided, and entire communities were housed far better than they were before the war started. In the year 1919 the government passed a Housing Act which made it the duty of every local authority to consider the needs of its area in respect to working class houses and to submit a scheme for the erection of houses to meet that

out approximately as follows:—

Houses built by local authorities with State assistance	61,000
Houses built by private enterprise with State assistance	66,000
Houses built by private enterprise without State assistance	65,000

Altogether since the end of the war and up to the end of 1929, the number of new houses built in Great Britain exceeds 1,257,000, or more than one new house for every tenth family in the land. With regard to the character and quality of these houses,

Mr. E. D. Simon, a former Lord Mayor of Manchester, a Member of the Institute of Civil Engineers, and a recognised municipal authority says:—

A family of children growing up in any of the million new houses has, so far as the house is concerned, as good a chance of health and strength as the child of a millionaire.

Speaking in the House of Lords on the 20th of June 1928, Lord Melchett, formerly Sir Alfred Mond, one of the great industrial captains of Great Britain, and at one time Minister of Health of the British government, said:—

Generally speaking, the working classes of this country are housed to-day in a manner far superior to that which existed in any previous period in this country's history, and far superior to that in which the working classes in any other country in Europe are housed to-day.

Lest it be said that these are the prejudiced opinions of British citizens in public administration, the verdict of an unbiased citizen of the United States may be given. Mrs. Edith Elmer Wood, M.A., Ph.D. is a recognised authority on the housing question in the United States. She has travelled widely in her own country, and in Europe, to study housing, and has written several books dealing with different phases of the housing problem. After an extensive survey of post-war housing in many countries in Europe she says:—

Without doubt Great Britain leads the world in its concern and practical interest in the matter of the housing of the common people.

The building of houses in Great Britain by private enterprise has been fostered and aided for a century by Building Societies. British Building Societies belie their name. They do not build. Their main function is to bring two classes together that are often very difficult to join; the lender and the borrower. Their work is based on two great social principles of tremendous importance to any nation: the principle of thrift and the principle of home ownership. Since the end of the war the membership of British Building Societies has doubled, and some two hundred million pounds is now invested through these societies. During the year 1927 the societies were advancing an average of five million dollars a week for the purchase of homes. The soundness of these investments is proved by the returns of the government. The Halifax Building Society, the largest in the world with assets over 55 million pounds, in its annual report for the year ending Jan. 31, 1929, records that out of 106,896 mortgages that it holds, it has none where the repayments are upwards of twelve months in arrear, and none where the property has been upwards of twelve months in possession of the society. Another large society, the Abbey Road Building Society, which advanced over \$42,000,000 in its last fiscal year,

reports the same conditions, stating:—"The Society's experience of the personal covenants of those who seek its assistance remains eminently satisfactory." When it is remembered what burdens the people of Great Britain are carrying due to war taxation and unemployment, these matter of fact business records deserve wider recognition, and are a tribute to the thrift and love of home of the British people.

There is not the slightest doubt that the trend in Great Britain since the war has been strongly towards home ownership, and the possession of a single family house. English garden cities and English garden suburbs have won the admiration of many of the peoples of Northern Europe, and are being widely copied.

#### THE TREND IN THE UNITED STATES AND CANADA BEFORE THE WAR.

Before considering the trend in housing on the North American continent since the war it is advisable to recall what happened before the war.

A characteristic feature of the development of urban communities on the North American continent in the closing years of the past, and the early years of the present century, was the movement of the population from the centre of urban areas to suburban areas. This was first aided by electric street railway transportation, and the adoption of a standard fare, which tempted the workers to travel to the end of street car lines and buy cheap land, often just outside municipal boundaries. The movement was later greater stimulated by the mass production of cheap motor vehicles. Low wage workers, and even the better paid artisans bought land in suburban areas on the instalment plan, and by their own, often very unskilled labour, sometimes aided by friendly building tradesmen and neighbors doing the same thing, they erected their own dwellings which were almost invariably detached single-family frame houses. So-called "shack-towns" are to be found in and around most of the urban communities of North America. Some of them have developed into very creditable settlements, and the shack-town is now Mount Pleasant, or Rose Park. Some degenerated and became veritable plague plots, a sanitary and moral menace. Most of them are burdened with excessive municipal taxation arising from the wide dispersion of population, and thus the excessive cost of all street improvements and public utilities. In Canada it is common to find large areas where the density of population is not 4 to the acre, whereas British Garden suburbs house 40 to the acre in single-family houses. The low density in Canada is because there are 12 vacant lots to every one built upon, and often not more than half of the improved lots are served with sanitary utilities. The cost of local improvements is carried for years by vacant property until the owners get tired of paying and relinquish their holdings to the

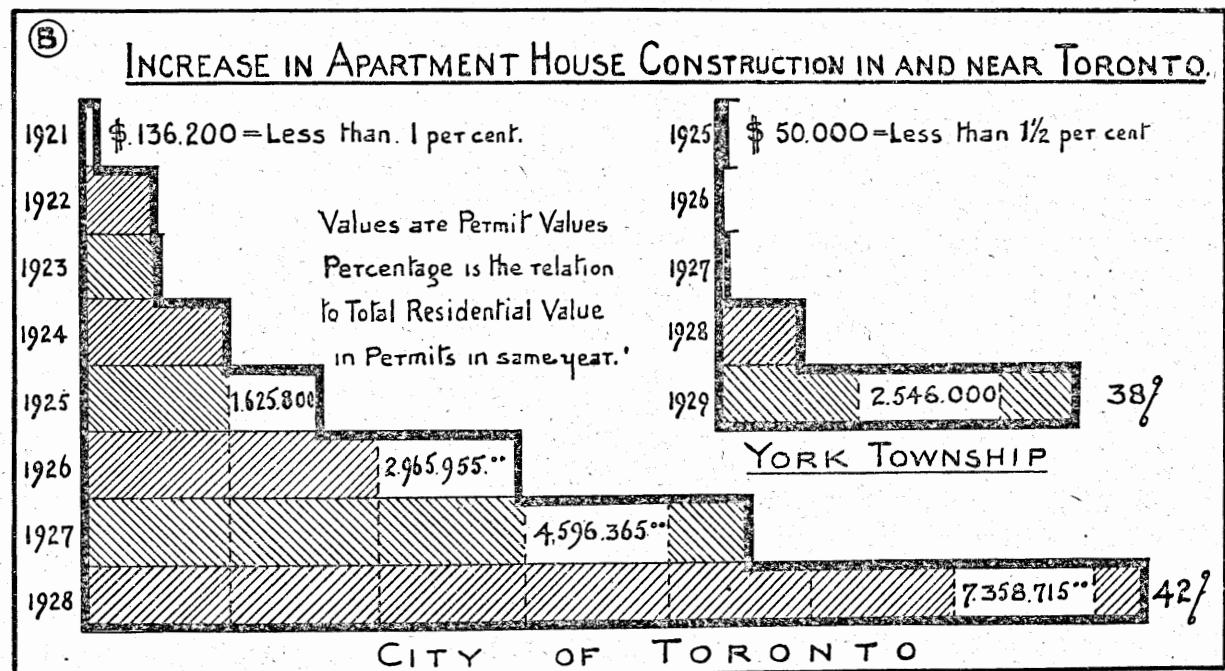
local authority rather than continue to pay taxes.

The outward movement of population, and the decentralisation of industry which followed has however much to be said in its favour. The people live in their own homes, even if heavily mortgaged and heavily taxed. They have been built according to their own ideals and to their own taste. There is plenty of space around, land to cultivate as gardens, vacant lots for children to play in, plenty of fresh air and plenty of sunlight. The home-owner has also a direct interest in his community, a definite stake in the welfare of the municipality, a vote and interest in local government. The advantages are great, the disadvantages may be lessened.

But are the advantages being maintained, or are still greater disadvantages of another kind arising?

some industrial housing developments both in the United States and Canada, carried out since the end of the war, which are very creditable and very instructive.

Government intervention in housing, either in the United States or Canada has however been very limited. In Canada the Dominion government under the provisions of The War Measures Act, loaned to provincial governments the sum of \$23,500,000 to enable them to stimulate house-building by loans to builders on reasonable terms. By this means 6,244 houses were erected in 179 municipalities in seven of the provinces of Canada. This served a useful purpose as a demonstration of what could be done with money loaned at a reasonable rate of interest, but in no way solved the problem of creating better



#### THE TREND SINCE THE WAR

Even before the war started a check in immigration and other causes had tended to reduce the outward flow of population. The large number of men that enlisted immediately war was declared, and the movement of their families, reduced the demand for houses and during the war there was little housebuilding, even in centres where munitions were made. When at a later date the United States entered the war it did find it necessary, both for those engaged in the production of munitions and shipbuilding, to provide new homes and even organise new communities. To some extent these examples of community development benefited by the experience of Great Britain, and served to stimulate a few industrial corporations to undertake the provision of dwellings for their employees. There have been

housing conditions for workers in large centres of population. The great bulk of housing since the war on the North American continent has been done, as it was before the war, by private enterprise, but in what direction is it now tending?

Last June the writer was asked by the Mayor of a city in western Canada, with which he is very familiar, to visit the city to make some investigations and report on the housing conditions as they affected working people. He has also had the opportunity within the last two years of visiting and again examining many towns and cities in western Ontario, and the prairie provinces, which he had thoroughly investigated as to housing conditions in 1919 as a member of the staff of the Town Planning Adviser of the Dominion government. In the city under special investigation he found the same conditions as in

others. Whereas before the war many working men bought lots in outer areas and built their own homes, to-day there seems little inclination to do anything of the kind. It is true that everywhere there are a great number of houses being built at a cost of from \$5,000 to \$15,000, but very few indeed being built to rent at even \$30 a month. Though the city under investigation actually owns one-third of the building land within municipal limits, no move has yet been made to aid or encourage home building for those who need it most. The tendency of the people of the working class, whether native Canadian, British immigrants, or people of foreign origin, seems to be towards living in apartment buildings, or sharing with others the houses which have been discarded by those who are building the new homes in the \$5,000 to \$15,000 class. Social workers and health authorities complain about over-crowding and promiscuous living, but have no solution to offer. Conditions have been found where in a nine-room house, originally built as a single-family dwelling, eight families, including nine children now live, and all have to share what is commonly known as a three piece set of plumbing fixtures.

This tendency is not peculiar to western Canada, it is just as clearly marked in the eastern provinces, and it perhaps still more definite in the United States. From the United States Labour Department figures have been obtained from which the graph (A) has been made. This shows that in 1921 from the total permits for dwellings in 257 cities in the United States, amounting in all to 224,545, the percentage of single-family dwellings was 58. In multi-family dwellings the percentage was 25, and in two family dwellings in which are included dwellings constructed over stores, the percentage was 17. The change in trend is remarkable because in 1928, out of a much larger number of permits, 388,678, the single-family dwelling only accounted for 35 per cent. of the total, the multi-family dwelling had increased to 54 per cent., and the two family dwelling had declined to 11 per cent. It should be noted that these figures refer to number of permits, not the number of families provided for, and whereas the single-family dwelling only provides as its name implies for one family, the multi-family apartment seldom provides for less than 10, and may provide for 100 or more.

If there are any who think that this marked trend in recent years towards living in multi-family dwellings is peculiar to the United States, and does not prevail in Canada, an examination of the building statistics of their own city within the same period will probably disclose figures that may astonish. No city in Canada is more justly proud of its percentages of home-owners than the city of Toronto. But this new trend in housing is just as marked in Toronto as in the cities of Western Canada and the United

States. From official reports the graph (B) has been prepared and shows the increase in apartment house construction for the same period as that given for the United States cities. The comparison is however made on the basis of the value as declared on the application for building permits. It is generally understood that this is below actual value, but the proportion is not materially affected. From this graph it will be seen that whereas in 1921 the permit value for apartment building only amounted to \$136,200, in 1928 it amounted to \$7,358,715. Or put another way. In 1921 apartment building represented less than one per cent of the total value of residences of all kinds built in the same year, in 1928 it represented 42 per cent. Even this hardly tells the whole story because duplex houses, and semi-detached two-family dwellings for four families, are not classed as apartments, and in 1926 permits for one operator alone were granted to the value of one million dollars for buildings of the latter type. It is not the object at this time to discuss the advantages and disadvantages of multi-family dwellings of any type. The figures are given to show that there is a distinct trend away from home ownership. Even a duplex dwelling usually implies one owner instead of two.

It may be contended that such apartment building that has been done in large cities in recent years is of a superior type, and has no relation to the housing of people of the low wage class. It is true that apartments have been erected in Toronto, which have a base rent of around \$30 a room per month, not \$30 per suite. There is however evidence that builders are seeking sites in the suburbs instead of high priced city land, and are building a much cheaper type of apartment, which may in a few years deserve no other name than a tenement.

The municipality of York Township adjoins some parts of the city of Toronto, but outside the three mile radius from the City Hall. On the graph (B) is shown the increase in apartment house construction since the municipality was formed with its present boundaries in 1925. In that year only one apartment building was erected of the estimated value of \$50,000, and this was less than 1½ per cent of the value of residential building. In 1929 the apartment house value had grown to \$2,546,000 which is 38 per cent of the total residence value in that year, and very close to the percentage of the larger city.

The evidence herewith submitted shows an unmistakable difference in the trend of housing in Great Britain, and that which prevails on the North American continent. Can anyone doubt which holds the greatest promise for the future? Are the people of this Dominion desirous to know what has caused the change in the trend? Are they serious enough to seek a solution.

## Greater London Regional Planning Committee--First Report

We have received the First Report of the Greater London Regional Planning Committee. It deals with an area of 1,846 square miles, roughly, within a radius of 25 miles from Charing Cross.

Town planners in Canada will not look upon it as a document of merely local interest. It is a masterly treatment of a difficult but pressing subject which is already of universal interest—Regional Planning. Within the next ten years regional planning will almost certainly be in the forefront of vital problems at Ottawa, Montreal, Toronto, Winnipeg, Regina and Vancouver and all large centres of urban life in Canada. The present wasteful and unintelligent development of suburban areas cannot go on in the face of universal condemnation and the discoveries of scientific method for their prevention and cure, any more than typhoid epidemics could remain unchecked by the medical science of a generation ago.

The London Report will show to any student who is aware of the important place that regional planning is taking in the counsels of the nations how the master minds in London are grappling with a problem that no centre of civilization can long afford to neglect.

In this issue we present an outline of the First Report and propose in subsequent numbers to note the special features that may have immediate bearing on our own problems.

The report deals, in the main, with the question of open spaces, a proposed green belt, or belts round London, and the control of sporadic building "ribbon" development on arterial roads in the Region.

Memoranda on these questions by Dr. Raymond Unwin, the Technical Adviser of the Committee are included in the Report.

In regard to open spaces Dr. Unwin estimates that at least 62 square miles of additional playing fields and 142 square miles of additional other open spaces are needed to meet the needs of the population of the Region approaching 9 millions. This open space may be represented by three half-mile belts of open country say within radii of  $10\frac{1}{2}$ ,  $14\frac{1}{2}$  and  $20\frac{1}{2}$  miles from Charing Cross.

The urgency of securing the reservation of adequate playing fields and other open space arises because of the extent of sporadic building which is taking place in all parts of the Region, and is liable to occupy at any time lands which ought to be reserved for playing fields and spots of special interest or beauty which ought to be included in open spaces or lands reserved for such. The sporadic building entails large and quite needless expenditure on the local authority for services of all kinds for which they will, sooner or later, become liable, and

at the same time destroy the amenity over areas of land vastly greater than those actually used for building purposes. Such haphazard methods are as wasteful of public money as they are reckless of rural beauty.

Dr. Unwin discusses methods of procedure to secure open space and to prevent sporadic building development. Planning, he says, should be approached from the point of view of selecting ample tracts for building development on a background of open lands, rather than as at present planning limited tracts of open space on a background of unlimited potential building land.

He points out that were all the available land in one ownership, it would be in the interest of the owner, in order to realise the full value of his estate, to adopt this point of view. The principle is, in reality, precisely the same where there is a large number of owners, if the area of land is treated as a whole.

Where the community acquire lands for open space and pay compensation for building value, none of the building rights or expectations are acquired by the community. They are all transferred as a free gift of additional value to the owners of the remaining lands which would by the plan be allocated to the building use. If compensation for these building rights or expectations is paid by the community, the building increment is paid twice over.

Clearly, therefore, the owners who benefit by the exclusion of lands from building development by the improved value of their lands on which building is allowed should compensate those who lose by the prohibition of building on their lands taken for open spaces, etc. It is suggested that there should be a pooling of interests of landowners in such a way that those who gain by the process will recoup those who lose, a certain contribution to the pool being made out of the rates in view of the improvement of the district.

In regard to ribbon development which has diminished the traffic value of roads and destroyed amenity Dr. Unwin suggests remedies which would put the control of development into the hands of local authorities.

The Committee, while not wishing to be taken as necessarily agreeing to everything in Dr. Unwin's memoranda generally approve the conclusions and, further, state that they have realised that it is impossible, with the powers available to their constituent authorities, to give effect to what they regard as necessary and urgent. They have, therefore, approached His Majesty's Government and suggested that additional planning powers should be conferred

on local authorities. These include power to make town planning schemes for built-upon areas and powers as regards regional planning. A statutory Regional Planning Authority for the Greater London

Region is sketched out in some detail in the Report. The Report can be procured from Messrs. Knapp, Drewett and Company, 30 Victoria Street, Westminster, S.W.1, price 5/-.

## Why Toronto Housing Was Held Up

This is not a commercial journal, but there is no harm in saying that subscriptions are coming in all the time and often from unexpected quarters. Curiously, they do not often come from one expected quarter that is from women students of our muddled "civilization", who must know by this time that the modern planning movement goes to the roots of much of the ugly urban growth they do so honestly deplore. In England it has taken the leading part in the building of those million cottages for working families and its insistence that those cottages should have light and air, playroom and gardens has won out and become a national policy.

At one time there was a doctrine in England,

mies. And the great British Parliament decided that it might be worth while even to offer a small "subsidy" and lend money at low interest rates and authorize the towns to do the same if 1,000,000 cottages could be built "by love"—meaning, of course, some friendly humanistic direction that would ensure civilized accommodation for family life and especially for children, and cut out or cut down parasitic profiteering.

The private interests did some kicking and pointed out that this was their job and the proposal was bad economics, but the nation reminded them that they were not *doing* the job and had done it vilely in the past. The million cottages were built. When



Group of Cottage Flats around recreation ground.

just as there is now in the United States and in Canada, that the State must take no part in building houses for working families, because this is the job for "private enterprise." But the doctrine faded out in the face of a great human need. It was a dreary negation, barren of results, because "private enterprise" had conspicuously fallen down on the job. Even *The Times* said that the cottages built in the past by "private enterprise" for the masses of working families "were not built by love". Nobody scoffed at *The Times*, and most people felt that *The Times* had said something really very fine and somehow touched a vital secret of social econo-

the nation showed that by choosing men to manage the job who could see something more than "the incentive of gain" and could even respect such old beliefs as love in a cottage and plan for its expression and continuation and do the work economically and efficiently, then "private enterprise" came along, asked for a share in the work and got it, but under such public inspection and control that the "incentive of gain" was not allowed to ruin a national and humanistic endeavour to house decently the working families of England.

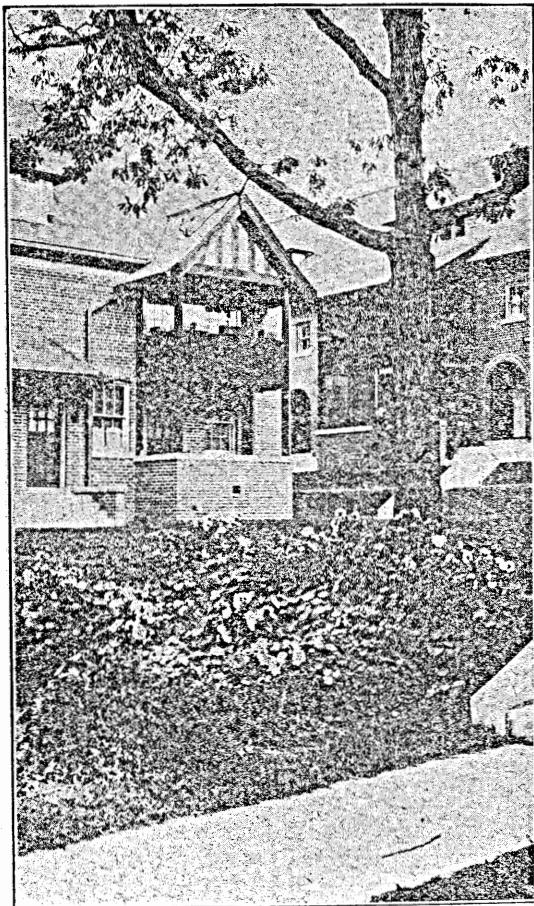
There has been a national housing movement in Canada, but it only produced some 6,000 houses.

There has been no suggestion outside of this journal, so far as we know, that a new national housing movement on a different plan and wider in scope should be inaugurated. We are inclined to think the prevailing sentiment in "business" circles is against it. Yet "business" is not building houses for low-paid wage earners.

At this time of writing we have received a letter from a lady engaged in Community Service from which we take the following paragraph:—

Our problem in Toronto is that there seem to be no moderately priced houses for rent in decent localities; I mean a rental that a man earning \$18 to \$22 per week can undertake to pay.

Can you tell me whether any schemes are being



Cottage Flats with separate front doors and balconies. Each flat has a bathroom. Heating is by steam from a central station. Hot water is supplied all the year round.

undertaken in any of the larger cities of Canada to meet this problem, and if so, are they carried on by private or by civic funds?

We had to say that the Federal Government Housing Fund of \$25,000,000 is now exhausted and no more houses are being built under that scheme. We had to say also that the Toronto Housing

Company, operating under the Ontario Housing Act, which authorizes municipalities to guarantee the bonds of accredited public housing companies to the extent of 85%, has had to suspend the excellent work it did some fifteen years ago because the City Council, (probably devoted to the doctrine that the state must not assist poor people to acquire homes, since that would interfere with private enterprise) had refused to support the housing company by any further guarantee in respect of its bonds.

We varied this by saying that at one time the work of the Toronto Housing Company was regarded by social workers on this continent as the most promising solution of a grave social problem before the public view; but that it had been snapp'd off by narrow doctrinaires, more jealous for an economic doctrine supported in favour of a business group who had failed to supply an urgent social need, than humanly sympathetic enough to see that the main thing was to get working families comfortably housed and not who profited by the use of bricks and mortar.

And we ventured to hope that the public would come to see sometime that orthodoxy in economics may become so barren and bloodless that human-thinking people will be compelled to embrace heterodoxy, lest social inefficiency drain the life of the nation.

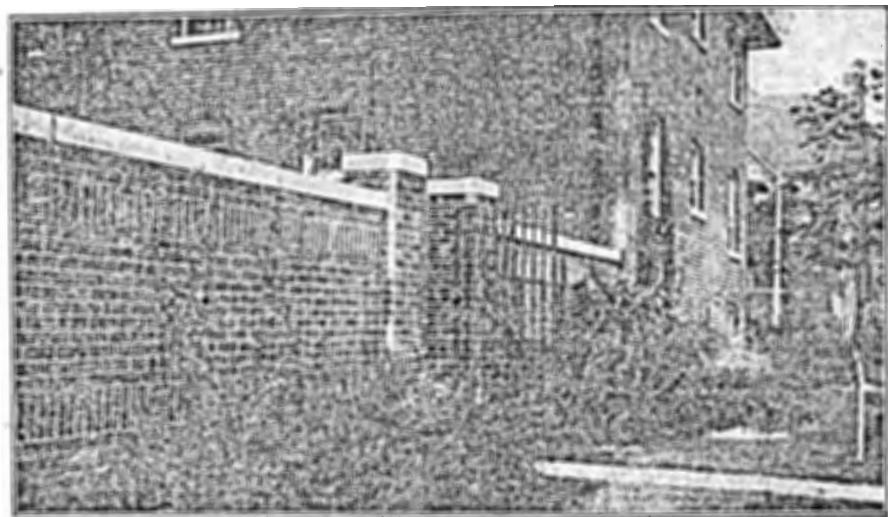
Imagine a group of social workers, building up an organization confessedly competent to build homes for Toronto's working population, on the basis of an excellent provincial Housing Act, shaped for the purpose by good and thoughtful men, being arrested in their fine social work by a group of men in civic office, who would neither build houses for working families nor let anyone else do the job!

By this time the Toronto Housing Company, who built the charming residences in Bain Avenue here illustrated, might have built 50,000 houses such as our correspondent is inquiring about. They were not in the work for personal profit but for social service, and therefore they were watching the points at which ghoulish profiteering has wrecked so much fine effort at humanistic service. By building a few houses, with better planning and better taste and judgment than are usually manifested in the commercial product they had learned how to do the job. But commercial jealousy, with supporters apparently on the democratic City Council, comes along and says, "These people must be cut off. They are taking our jobs." Ten years have gone by since their work was arrested. Has private enterprise continued their work? Not so far as we know and apparently not so far as our correspondent knows, who is a social worker on the spot.

What does all this mean? Let us be frank. Some infantile fear on the part of business fossils of what they would call socialism—not knowing the differ-

ence between socialism and social service—and this in a community face to face with the social service of the Ontario Hydro Electric!

Those first houses of the Toronto Housing Company were "built by love," and, sentimental as it sounds, 50,000 more might have been built by this



A Garden Gate, Riverdale Courts, Toronto Housing Company.

But the worst feature is the *inhumanity* of it all. That should be clear to the fine women workers of Toronto who are asking why working families are not decently housed.

time from the same vital impulse of warm humanity, if narrow-minded business doctrinaires hadn't killed the movement.

\* \* \*

## Newfoundland Slums

"Newfoundland Slums" sounds like an anti-climax to the romance of this famous island, set in the silver seas, and all that and clinging tenaciously to the Motherland in spite of much temptation to affiliate with nearer neighbours.

But there seems no doubt that the successive local legislators of the capital city of the Island, St. John's, have allowed a slum situation to develop which should arrest even the alleluiahs of super-patriots.

Three years ago the city invited our president, Mr. A. G. Dalzell, to visit the city and report on housing and town planning needs. Mr. Dalzell studied the situation and reported grave slum conditions and the need of a town planning policy to remedy these conditions and insure wholesome and orderly development in the future.

A question of high politics intervened and swept public interest away from such dull subjects as insanitary dwellings, but a group of citizens, with social sense and humanistic sympathy for the victims of a bad social policy, have refused to let the subject die, and another member of our Institute, Mr. F. C. Todd, of Montreal, has been invited to make a second

report on housing conditions in St. John's.

The report does not differ from Mr. Dalzell's, unless it be in increased severity of condemnation of things as they are. Why a second reporter should have been necessary, we do not know, but we do think the reporters have done honour to their profession in telling the truth about a social situation that is depressing the quality of public life and disgracing the management of a city.

The reaction of the St. John's *Evening Telegram* to Mr. Todd's report will be seen in the following excerpt from an editorial of March 14:

If Mr. Todd in his report of the slum situation north of New Gower Street makes unmistakably plain the intolerable conditions that exist, he is also convincing in expressing his opinion as an expert in such matters that the problem of removing the plague spot is one which St. John's can solve, and that with less difficulty than other communities have experienced in similar circumstances.

The facts in connection with this slum district have been so often presented to the public, with even more graphic details than Mr. Todd has

chosen to relate, like an oft-told tale, they perhaps have ceased to awaken more than passing interest. Possibly Mr. Todd's description of them as the worst slum that he has come across in the whole of his experience may arouse attention. It should. Surely it will be admitted that there is no logical excuse why a city possessing all the natural advantages that pertain to St. John's should remain disfigured in this respect, particularly when it is shown, as may be noted in Mr. Dalzell's article, that throughout the world efforts are being made and money is being freely expended to remove from civilized communities all such hindrances to their advancement and the happiness and prosperity of the people.

Mr. Todd has pointed out how pernicious such an influence is upon the moral tone, not only of those who reside within the slum areas, but upon citizens generally. He has explained that such areas are a menace to the health of the community, and that they represent a fire hazard that goes far to minimize the usefulness of our efficient force of firemen and the up-to-date appliances with which it has been equipped. Further, he shows how costly the existence of slums in any community is in the price paid to suppress crime, of which such conditions afford a fertile breeding ground.

The time may be somewhere in a nearer distance

than the super-patriots imagine when at least some of the vast expense on military swagger may be diverted by scientific humanism to a transformation of the home conditions in which the vast majority of working families have to pass their lives in most towns and cities.

A determined crusade against slum conditions in St. John's, undertaken three years ago, following Mr. Dalzell's report, might have seen now a new garden suburb of workers' dwellings in existence such as the Mother Country has built in hundreds of places, and slum areas might have been cleared to make valuable sites for business purposes.

Mr. Stuart Chase concludes his admirable booklet, "Prosperity, Fact, or Myth" with this observation:

What a lordly science of engineering we might have, and to what great human benefit, if industrial anarchy gave way to industrial co-ordination and socialization in those fields where it logically belongs.

Prosperity in any deeper sense awaits the liberation of the engineer. If the owners will not get off his back—and why should they; they pay him little enough and he fills their safe deposit boxes?—I, for one, would not be sorry to see him combine with the wayfaring man to lift them off. A complicated technical structure should be run by engineers, not hucksters. But the technician is the modern Prometheus in chains.

## Good Houses are Built to Rent at \$8.50 a Month

The Welwyn Garden City has a new project for building 200 houses for working families at an average cost of \$1675 and a rental of \$8.50 a month. A description of them follows, taken from the *Welwyn Times*.

The Urban District Council's new scheme for 200 houses is one of the most attractive and interesting schemes that have yet been produced, even in Welwyn Garden City. The whole of the houses are to be built in facing bricks with hollow walls and roofs of interlocking red pantiles, and very special attention has been given to the internal planning and to the layout. An attractive feature is a large octangular open space around which the houses are very charmingly grouped, and in the centre of which will be one of the most important of the open street greens in Welwyn Garden City.

In various parts of the site there are a number of pieces of woodland which have been carefully worked into the scheme and preserved as open spaces. The scheme is the first in Welwyn Garden City to have in it a number of detached houses, and the Architects have spared no effort to in-

duce variety into the layout so as to make it in every way as pleasant as possible.

**8s. 4½d. per week Rent and No Burden On the Rates.**

The houses are built under the 1924 Scheme, and the average rent will be 8s. 4½d. plus rates for the non-parlour houses and 10s. 3½d. plus rates for the parlour houses. The building cost of the houses is £315 for the non-parlour and £357 for the parlour houses and after allowing for the Government subsidy of £7 10s. per house the scheme will be entirely self-supporting and will involve no expense whatever on the Garden City.

All but half-a-dozen of the houses contain three bedrooms and all have separate bathrooms. In addition to the cooking range and hot water system, all the houses will be fitted for electric cooking.

It will be seen that the houses are to be built of permanent material with three bedrooms and bathrooms. They will be planned around an open space and existing trees will be used to give a park-like aspect to the scheme.

Observers will see how great is the social advance of such a project from the interminable rows of mean houses in mean streets provided for English working

families in the XIXth century.

How is this done? In the first place the work is in the hands of social scientists, who are not out for the maximum of personal profit but to solve a grave social problem, as medical scientists would attack a typhoid epidemic. In both cases the fundamental impulse in humanistic, though the urge of the scientific spirit to do something worth while and to do it well is also there.

On this continent it is freely said that this kind of provision for working families cannot be provided. These British sociologists say that it can, and they are showing how by doing the job.

This particular agency at the Garden City say that, first, the land must be in public ownership, otherwise there will be land speculation and land profiteering. That possibility has to be cut away, and it is the first great economy. Second, there must be cheap money available and the Government, by consent of all parties, provides this. The Government has decided that the production of good homes for working families is so vital to the health of the nation that it may reasonably assist this movement by providing cheap money. It has even decided to give a small subsidy, as will be seen, to the erection

of every house.

Then there is great economy exercised in the British scheme in buying materials in large quantities and Welwyn has its own brick-making plant.

It is stated that these houses will be built without any burden on the local taxpayers. In short, houses for working families of low income, for immediate renting at \$8.50 a month are being built in England. They are good houses, with excellent interior accommodation, with light and air and playroom for children and adults, and in park-like surroundings.

To get them built some economic traditions have had to be scrapped, just as they are in war time, that is, when the rich are in trouble as well as the poor. The leaders of this movement judged that the working families of a nation ought to be decently housed and that to this end some rusty paragraphs in Adam Smith might be forgotten, since they had made enough trouble already for about 100 years. Considering the results achieved, the sacrifice of the doctrine of the divine right of contractors to make a pile of money by doing poor work, and to stop the work when there is not enough money in it, thus leaving working families without decent homes, does not seem a great national loss.

## Industry in the Garden City

### HOW THE GARDEN CITY ATTRACTS INDUSTRY

The Welwyn English Garden City is not a dormitory suburb. It is a self-contained town with local industry as its economic basis. So far its shopping facilities have been concentrated in one large department store, to avoid the sporadic development of mean stores at residential corners, and the accompanying economic waste of a multitude of staffs all performing indifferently the same services, all partially employed, all using the same kind of plant and individual delivery outfit and all forming a parasitic class whose profits must come out of the extra cost of commodities. Moreover the department store is owned by the city and the profits of it go to the reduction of taxes, the provision of public utilities and the development of the city.

Nobody can complain of this, since the city is a public utility undertaking, built by a company representing the residents and accountable to them and drawing its support from the social and economic values it creates, such as land values and public utilities. The city intends later to create a commercial centre for private trading, but it has no intention of allowing the enormous location and land values which usually accumulate around a commercial centre to go into private keeping. The best facilities for legitimate commerce will be offered but the adventitious values, such as those mentioned,

which the merchants do not create, and which land-owners do not create in other cities but which they quietly and often greedily appropriate, will go to the cost of city development.

In dealing with industry the Garden City does not depend wholly on the "palpitating publicity" with which we are all familiar. It does offer to private industrialists such advantages as clean air and plenty of light, cheap leasehold land in a special industrial district, room for expansion, cheap power and well-housed labour, and these advantages it advertises. They have attracted such special industries as the Shredded Wheat Company, the British Film Corporation, which require clean air, and now a huge American factory, the Norton Grinding Wheel Co. has decided to establish its British plant at Welwyn.

But the management adopts a plan for attracting industry much more modern and scientific than mere advertising—a plan that might be productive of immense benefit to industrial Canada, if the city management were not so frightened of any enterprise that looks like putting the city into business.

They look at the patent fact that many salaried industrialists who know their trade thoroughly and have worked too many years for indifferent wages would branch out for themselves if they could overcome the cost of plant and equipment.

The Garden City makes provision for infant industries by building factories on model lines from the health point of view and general convenience. As will be seen below these factories can be leased as a complete unit or in floors or even sub-divided floors.

Thus infant industries will be spared the enormous initial cost of equipment and can experiment without the risk of disaster in case expectations of success do not materialize.

These men are meeting the challenge that British industry needs new ideas, as they have met the challenge that town development in the past has been a lamentable social failure.

We take the following from *The Welwyn Times*:

The Garden City Company announce that work is to be started almost at once on a large two-storey factory on the corner of Broadwater Road and Hyde Way.

This factory will be of an extremely attractive design. It will be built on the principle which the Shredded Wheat works has made familiar to thousands of people, of having the largest possible amount of window space, and of placing great importance upon securing the fullest amount of light and air to the workers.

The new building will be approximately 120 feet by 60 feet, and the design will allow the whole building being used as one factory of about 14,500 square feet, or of two floors being used as separate manufacturing centres, each complete with its own lavatory accommodation, offices, etc. It will also be possible to sub-divide each floor if required.

It is intended to offer the new factory, which will be completed during the summer, as a complete self-contained works ready for any industry to step into and start production. Electricity, gas, water, etc., will all be connected, and a central heating installation will serve the whole building.

Not the least attractive feature of the building to many manufacturers will be that the building will be available for renting, at a particularly reasonable rate. The manufacturer who does not wish to sink capital into buying or building a special factory will thus be able to acquire premises that will not only assist him in smooth production, but which will be architecturally as attractive as any modern manufacturing plant.

#### HUGE AMERICAN FACTORY FOR WELWYN GARDEN CITY

We have said that industry is taking note of the advantages of the British Garden City scheme of urban development. It finds a special area set aside for industry where no residences are permitted; it

finds cheap leasehold land with no predatory landlordism ready to grab the improvements at some future date; the lease is practically perpetual, so long as the land is used for the purpose for which it was set aside; no congestion is permitted; there is plenty of light and air and cheap power; the management of the city is erecting workmen's dwellings as soon as required, of excellent quality and on a renting principle which allows a working family to move in without any serious initial outlay of money. There is therefore plenty of well-housed labour. The management does not look at a social problem and say it is an Act of God that cannot be remedied. They say it is a problem in social science that must be tackled at once in a scientific fashion. They have no old problems, such as slums and congested living to deal with, because they have not allowed these social evils to find a footing.

The Shredded Wheat Company chose Welwyn Garden City as the best location for their industry and built a large plant. The British Film Company did the same. Now the Norton Grinding Wheel Co. of Worcester, Mass., whose products are used in one form or another in practically every factory in the world have decided to establish their British manufacturing plant at Welwyn Garden City.

We take the account of this project from the *Welwyn Times*:

A fine site of over eleven acres has been taken by the Norton Company after a search over the whole of Great Britain for the ideal manufacturing centre, and work will start within the next month or so on their factory. It will be one of the most important in Welwyn Garden City, will have several storeys and many features of unique interest. A large number of local workers will be employed, mostly men.

The site, which has frontages on Bridge Road East and the Hertford branch of the London and North Eastern Railway, will have separate private sidings for inward and outward traffic, and a special main loop siding to serve the site is being installed.

The whole scheme will probably involve a six-figure expenditure.

The Norton Company has been producing since 1885 at the Main American plant at Indian Hill, Worcester, Mass. This plant alone has 34 acres of manufacturing floor space. In addition, the Company has big works at Niagara, Chippewa, Ont. Hamilton, Ont.; mines at Bauxite, Arkansas and continental works in France and Germany; also, warehouses and sales offices are maintained in every large American manufacturing centre. The whole activity of this extremely live organization keeps many thousands of people employed in all parts of the world.

The Norton Company's main products are

abrasive and grinding wheels, for use in all manufacturing processes which involve grinding, polishing or sharpening, etc. They also manufacture refractory laboratory ware, winding machinery of every description and various patent floorings and floor tiles. They have consequently to serve a very wide market, and it is interesting to learn that the site at Welwyn Garden City was chosen very largely because of the facilities for sending goods to all parts of Great Britain with the minimum trouble and loss of time.

### **Welwyn's Appeal to the Modern American Manufacturer**

"The Worcester 'Telegram'" (Mass., U.S.A.) recently published the following paragraphs about the establishment of the new works at Welwyn Garden City, which summarise forcibly the appeal that Welwyn Garden City, as a planned manufacturing centre, makes to progressive American firms when they seek for suitable locations to continue their methods in the Old World.

"The Norton Company has decided to establish a plant for the manufacture of Norton grinding wheels and associated products in England.

"This step is a continuation of the long established policy of the company to locate sales offices, branch plants and warehouses when and where better service can be given to the ever-increasing trade and exacting requirements of their customers.

"As evidence of this fact, the Norton Company now operates branch plants at Wesseling (near Cologne), Germany; Hamilton, Ontario, and Le Bourget (near Paris), France; maintains warehouses in Detroit, Mich., Philadelphia, Pa., Cleveland, Ohio and has one under construction at Chicago, Ill. In addition the Company maintains sales offices or agencies in all principal cities of the United States and the principal countries of the world.

"After an exhaustive study, the location for the English plant was selected at Welwyn Garden City, Hertfordshire. This is a privately developed, model industrial community, located about 20 miles due north of King's Cross, London, at an intersection on the main line of the London and North Eastern railroad. It is also served by excellent highways, has available an abundant supply of electric power, light, gas, etc., and is within easy access of the coal fields.

"Of no less importance than the economic reasons for selecting Welwyn as the location for this latest Norton plant, was consideration for the living conditions of the employees. Welwyn is an industrial town of limited size completely surrounded by an agricultural belt, modern in every respect and new, having been established in 1920.

### **A Better Atmosphere for the Worker**

"It is an experiment in the combination of private enterprise, with public service, which permits restricted control of factory building construction, as well as the construction, design and layout of workmen's homes. Operative under a system of town planning that assures more beautiful surroundings and a better atmosphere for the worker and his family.

"The plant itself, including buildings, arrangement and equipment, represents the most advanced developments, by the research, production and engineering departments of the Norton Company.

"The property contains more than 11 acres of practically level land. It is served from a loop siding and will have two spur tracks, extending into the plot, one at each side of the plant, which in connection with the highways mentioned, provide excellent transportation facilities to every part of the country."

## **News and Notes**

### **THE VANCOUVER PROVINCE AND TOWN PLANNING**

The extent to which the more responsible daily journals in Canada have taken up the cause of town planning during the last ten years is one of the signs of public approval of the planning movement which municipal authorities in Canada might well note. Daily newspapers will not hammer at a hopeless cause, but once convinced that a movement has attracted a solid body of public interest, they have no objection to following the old time and approved educational method of saying the same thing over and over again, till obsecrantist argument gradually disintegrates before the light of common sense.

No journal in Canada has taken a finer lead in this educational work than the *Vancouver Province*. It has had the advantage of an editorial writer who has a philosophic grasp of the social implications of the movement and who has kept himself thoroughly informed on the world progress of town and regional planning. It is true that he has had the advantage of studying a local planning movement, the most advanced of any such project in Canada, but he has always kept a little ahead of public thinking in this matter, and we have no doubt that his consistent advocacy of town planning accounts for the absence of that crude opposition which has held up town planning in many other parts of Canada.

The *Province* writer sees quite clearly at present that a Regional Plan for the Vancouver district is quite inevitable and for some time back had been urging this view with that wise iteration which is the essence of the educational method.

We reproduce with sincere appreciation a recent editorial from the *Province* on this subject.

### A REGIONAL PLAN

Constantly, during these days, we are having evidence forced upon us that it is never too late to plan a town or a city. London is building itself over again, eliminating slums, creating new streets, getting itself room to move and breathe. New York is scrapping great buildings that have seen scarcely twenty years' service and is erecting others that may see even less. Mussolini is creating a new Rome. Berlin, Amsterdam, Chicago,—they are all busy reconditioning themselves.

One thing that is notable in this replanning of cities is the emphasis that is being laid upon a regional as opposed to a mere urban plan. Engineers, architects, administrators and others interested in the improvement of the conditions of urban life are coming to see that a city is not planned properly unless its outskirts are planned. No modern city has a wall, or lives to itself. All are reaching out for one purpose or another. So, if a city is to be planned to best advantage, attention must be given to suburbs, satellite towns, rural zones, outside recreational areas, arterial highways and such utilities as cemeteries, water supply and sewerage disposal, all of which involve some form of control beyond the legal limits of the city itself.

London has shown an interest in its surroundings and an influential committee has for some time been engaged on the production of a regional plan for the greater city. The report of this committee, now in the press, covers an area extending fifty miles from north to south, more than that from east to west and embracing eight million people and 140 municipal authorities. New York, too, has been engaged on a regional plan which has been coming out, bit, by bit, during several years. This plan covers parts of three states, New York, New Jersey and Connecticut; and affects even more people than the plan for Greater London.

Vancouver should also have a regional plan. The old Point Grey Town Planning Commission worked in co-operation with the city commission and the two have now been amalgamated. South Vancouver, in the days of its independence, didn't pay much attention to planning, but steps have been taken to plan it since amalgamation. Burnaby had a planning committee at one time, and perhaps has yet. But the committee has never been very active. On the North Shore, there are town planning bodies, but the councils have never been persuaded to vote them such funds as would enable them to do effective work. Outside the forty-five square miles of the city itself, town planning in the Vancouver area has not been taken seriously. And it should be taken seriously.

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### WASHINGTON REGIONAL PLAN

In January the United States National Capital Park and Planning Commission presented its completed Regional Plan for Washington and Environs to a distinguished audience and received the commendation of President Hoover in a letter which not only shows the intimate knowledge of the President of the aims and advantages of regional planning but exhibits the fact that regional planning in the United States has passed from the stage of academic argument to a national policy which no sensible person would waste time in opposing. The plan reaches out to the States of Virginia and Maryland, whose legislators are entirely in sympathy with it and have taken all possible steps to promote its development.

The American *City Planning* points out that the Plan is already performing valuable service and forecasts its educative influence on the members of Congress who may have opportunities of promoting similar planning schemes in other parts of the country:

The Regional Plan which has just been developed is already serving as guide in the acquisition of a regional park system, in the control of new subdivisions, and in the development of an adequate system of regional thoroughfares. It should not only stimulate the cooperation, already initiated, of the State Legislatures of Maryland and Virginia with the Congress of the United States for the District of Columbia in carrying out the main features of an orderly plan for the National Capital Region, but should also implant in the minds of members of Congress a conception of regional planning which may have a far-reaching influence in promoting comprehensive planning in other parts of the country. The Regional Plan of Washington can help to teach that isolated spots of beauty, single features of interest, be they natural or monumental, can never be as effective or valuable as if they formed part of an organized scheme in which many related units contribute to a dominating motive which gives a single soul to the whole conception.

President Hoover wrote:

The creation by Congress in 1926 of the National Capital Park and Planning Commission is one of the fundamental steps taken in national recognition of our need and opportunity to build the most effective and most beautiful capital city in the world. Just as the minds of many men of diverse experience took part in the original planning of the city under President Washington, so it has been recognized by Congress that we should have the advantage of the diversity of skill and experience in this renaissance of the City of Washington through our new undertaking for the expansion and revision of our capital city.

**HAMILTON**

"The new town planning committee, now fully organized, will start off on the right foot this time by mapping out a comprehensive scheme of street widening, street extensions, restricted areas, etc., Mayor Peebles, who will probably be chosen chairman of the new body when it holds its first meeting this week, explained today. Such a scheme will be so laid out that a certain amount of work can be done each year. This will not prevent the committee from considering and recommending improvements suggested by petitions from ratepayers.

It will confer regarding its general scheme and such suggestions as come up from time to time with the restricted areas and works committees. Right away the committee will have to give first consideration to proposals to widen Ferguson avenue and King William street and extend Jarvis street, for these have all been referred to it by the city council."—*Hamilton Herald*.

The procedure now, judging from contemporary town planning history in Calgary, Winnipeg and many places, will be that the new committee or commission will do an enormous amount of unpaid public work and bring their suggestions to the city council. Then some alderman will grow jealous of them and describe them as an "irresponsible body" who must not be allowed to override the city council, the people's elected body. Of course they never do, but that doesn't matter to the reactionary "elected" official. The real offence of the town planning commission usually is that they produce ideas. The stagnant mind resents ideas and "goes for" their authors as "enemies of the people". Perhaps it will not be so at Hamilton this time, though it always has been so in the past. Hamilton has had more abortive town planning commissions than any other city in Canada. The Parks Board has done most of the leading, because they were properly financed and decently treated.

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**THE BRITISH MINISTER OF HEALTH AND TOWN PLANNING**

"The speech of the Minister of Health at the recent Public Works Congress was largely devoted to Town Planning, and was immensely appreciated.

Mr. Greenwood said that the term "town planning" was out of date—it was a conception of the 19th century. By reason of the activities of Sir Henry Maybury, the problem had gone beyond the limits of town planning. It was a problem of settling our people in wider areas than towns. The present ribbon development made him shudder at the thought of the prospects of England ten years hence. If this anti-social sporadic ribbon development persisted for that time they would all want to emigrate. It was wasteful, it was flying in the face of all the knowledge gained by our experience

of road development and town planning. A wider vision had to be exercised; it was necessary to look at the larger geographical areas, the transport unit, as a basis for the housing and distribution of the people. He hoped it might be his privilege very shortly to deal by legislation not only with the problem of the individual house and with the problem of the slum dwelling, but with that larger, wider and, in a sense, more fundamental problem of town planning. He would feel very happy indeed if before the present session was over the slum problem had been dealt with by legislation and town planning given a new lease of life.

Local authorities must get out of the parochial atmosphere. Nothing distressed him more than undignified, unseemly wrangling between local authorities. There was always a problem larger than the city. In a dozen directions local authorities had to learn for the common good. The city to-day was not a complete and satisfactory local unit. Problems had become too large. Even smoke abatement was no longer a mere municipal problem. What was the use of making Manchester a clean town if Salford persisted in making it dirty again? What was the use of a town dealing with its own housing problem or transport problem as though it had its problem alone?

A new stage of what might be called regional planning was being entered upon. And that was desirable not merely because of the complexity and ramifications of local government, but because it was the way to get a consistent national policy for all those great questions. A national policy they must have. They could not stop short of a national ideal and a national conception of responsibility."—*British Journal of the Town Planning Institute*.

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**PROVINCIAL PARKS FOR ALBERTA**

"Premier Brownlee will win warm commendation for his parks plan, which calls for the establishing of eight parks in various sections of the province. These breathing spaces will be strategically located and the general purpose is that this arrangement will provide parks for the people of every section of Alberta. Authorization already has been given for the purchase of properties at Ghost Lake (west of Calgary), Sylvan Lake, Gull Lake and Gooseberry Lake.

Plans are being prepared which will ensure the scientific laying out of these parks, and economy and comfort in respect of those who make use of them, will be the prime factors. The Premier is anticipating needs that will develop as the population increases as well as present needs and his broad vision will bring health and pleasure to countless thousands in the days to come."—*Calgary Herald*.

**NEARLY 700 PLANNING COMMISSIONS IN U.S.A.**

At least 691 municipalities in the United States have recognized the value of farsighted planning for their orderly physical development by establishing official planning commissions or boards, according to the attached tabulation made by the Division of Building and Housing of the Department of Commerce. Based on the 1920 Census figures, 208 of the 691 municipalities listed are cities of over 25,000 population, while the remaining 483 are communities of varying size down to villages of less than 1,000. Several of the smallest of these had under 500 inhabitants. Geographically, the interest in city planning is also widespread, Massachusetts showing the greatest number of commissions in any one State, with California next. Considering the population and total number of communities in the State, Wisconsin, Illinois, Kansas, Texas and Florida all show a decided activity in this field.

In addition to the 691 municipalities listed in this tabulation as having official commissions there have also been included 41 which have been reported as having unofficial boards or committees interested in the same objectives but functioning in an unofficial rather than an official capacity. These boards are for the most part committees of Chambers of Commerce, city council committees, advisory groups, or representatives of civic organizations which have been delegated to investigate this subject.

The large number of municipalities of all sizes which at this time have planning commissions, and the fact that the interest in planning activity is not confined to any one region of the country, indicate a general appreciation of the need for modern city planning. Cities which have planning commissions are believed to be more apt than others to exercise foresight and true economy in controlling the laying out and improvement of streets, the location of parks, playgrounds and public works, the development of transit and transportation, provision for street traffic, and in regulation of private use of land through zoning ordinances.

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**THAT WORD LOCATION**

Some years ago Ontario was granted zoning powers under a clause of the Municipal Act. They gave the city authority to decide the "location" of buildings on lots. One day this word was suddenly and mysteriously deleted from the Act. Ottawa had a zoning bylaw ready for submission to the council, which had cost an enormous amount of labour. Ottawa was now advised that the expulsion of that word "location" sterilized zoning and zoning could not proceed. A number of representations have been

made to the legislature and pleas presented to have the word restored, but without avail. Controller C. J. Tulley has worked hard to this end but was apparently finally beaten the other day when he was told by the Minister in charge of the matter that the word could not be restored. Nor could the expensive process of advising property-owners by registered letter before a zoning bylaw is passed be altered.

It would appear, therefore, that zoning in Ontario is in a bad way. The Ottawa City Council are constantly passing special bylaws to restrict certain streets to residential uses. In the muddle one complains that soon industrialists will not be able to settle anywhere in Ottawa. Another answer—and that from the chairman of the Town Planning Commission—is that soon homemakers won't know where to build. A zoning bylaw would settle all this muddle. Ottawa has a zoning bylaw ready, which has cost years of labour. It can't be passed because the provincial legislature has made the provincial Act inoperative!

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**EDINBURGH**

The city of Edinburgh occupies an honored place in town planning literature, since it is one of the few cities in the world where the benefits of town planning can be seen in mellowed glory—in the Princes street region.

It is not all Princes Street, however, and the time seems to have come to give a modern look at the famous city to find out how far the city as a whole is living up to its reputation.

For this purpose the firm of Thomas Adams, Thompson and Fry has been engaged to submit a report containing recommendations regarding:

The needs and opportunities for promoting town planning schemes within the City—with outline proposals for development and the extent and method of co-operation with adjacent authorities desirable to obtain satisfactory regional growth.

They are also required to make:

A special survey of that part of the City which lies between Granton and Cramond to the north of the Queensferry Road, and to submit a report containing definite recommendations regarding the planning of this area.

They have already presented a preliminary report, which is to be followed by an intermediary and a final report. The last will "contain proposals regarding all the areas that should be planned and an estimate of the cost of carrying out the procedure necessary to complete the planning of the City."

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**TOWN PLANNING IN JAPAN**

Some buildings have been removed in Ottawa, for town planning purposes, and some protests have been registered.

In Tokyo 200,000 buildings have been moved and in Yokohama 18,000. Fire and earthquake awoke them to town planning and they were not "disobedient to the heavenly vision."

Mr. A. E. Cleveland, chief of the Greater Vancouver Water Board, spoke recently to the Engineering Bureau of the Vancouver Board of Trade, returning from a visit to Japan, on the town planning program and achievements of Japan.

In Japan the view is taken that public interests must predominate, or, as Premier Mackenzie King has stated it, "Private rights cease when they become public wrongs. There is no right superior to that of the community as a whole."

The old narrow winding streets have been ignored. Broad 22 meter thoroughfares have been cut through buildings, private property and every obstruction with sole regard for future efficiency. Every property owner was required to surrender 10 per cent of his holdings; whatever else was taken was compensated for.

National aid has been given to finance the project. In Tokyo no fewer than 200,000 buildings have been moved and in Yokohama more than 18,000 have had their positions changed. Former owners of corner lots have been given new corner lots as near the former sites as possible, owners of inside property being similarly treated.

In commercial areas 20 per cent of the property is required to be devoted to garden or outdoor recreational purposes. In industrial areas the proportion is 30 per cent. The Japanese love their little spots of green.

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**THE NEWSPAPER URGE***The Winnipeg Free Press:*

Is Winnipeg going to continue dealing with city planning in the slow and inadequate fashion of the last year or two, or is it going to deal with it in earnest, providing the solutions of present problems and preparing for the larger city of the future at a time when this can be done to greatest advantage? Is Winnipeg going to drift along, postpone city planning on an adequate scale and pay the inevitable penalty later on, or is it going to seize the opportunity now, when it is a comparatively young city, of anticipating the difficulties that will otherwise certainly arise in acute form as they have done in other large cities that neglected city planning? The City Council is about to determine what its attitude shall be to this matter, and a great deal depends upon its decision.

*The Regina Post:*

In the light of what most towns and cities of this continent—and many of these cities much smaller than Regina—are doing in the matter of town planning, of interest to the citizens of Regina is, how much longer will the municipal council here neglect to come to grips with the situation confronting it? The City Council's inactivity on this subject so far is a reproach to it and to Regina, and one that grows the longer bold and constructive action is delayed.

*The Moncton Transcript:*

This may not be a particularly live issue at present, nor one which calls for drastic action. It is worth while, however, to bear in mind that Moncton one day will be a great city and that anything that can be done to prepare for its future greatness can be done much more economically before its problems become acute than afterwards.

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**INTERNATIONAL CONGRESS AT BERLIN**

The International Federation for Housing and Town Planning will hold no congress in 1930 but the Federation have accepted the invitation of the Magistrat of Berlin to hold the 13th International Housing and Town Planning Congress in Berlin in June, 1931. The Congress subjects will be announced later.

From May to August, 1931, there will be a great Building Exhibition in the well known Berlin Exhibition Grounds, which occupy an area of about 120 acres. This will include an International Housing and Town Planning Exhibition. The Federation have accepted the invitation of the Exhibition Committee to co-operate with them in the collection of exhibits for this International Section, the programme of which can be obtained from the Bureau of the Federation. The International section is to be headed with a "Committee of Honour composed of those who have played a leading part in the housing and town planning movements in their respective countries." Mr. Noulan Cauchon has been invited to attend and has agreed to be present.

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**THE VOTE OF PROPERTY-OWNERS IN TORONTO**

The restriction of voting on money bylaws to property-owners does not seem to have brought a satisfactory result in Toronto, so far as the town planning decision was concerned. It has been calculated by an experienced real estate man that the property vote in favour of the plan represented \$50,000,000 more assessment than the vote against it. The theory of this law of voting is that property-owners pay the bill of civic expense, while renters do not, but surely there never was a landlord who did not collect his taxes from his tenants. Probably nine out of ten citizens of Toronto were disfranchised on this matter.

**CALGARY ZONING MEETS STRONG OPPOSITION**

There seems to be quite violent opposition to the proposing Zoning of Calgary and at this distance we find it difficult to guess whether the opposition is to zoning as such as to the particular zoning scheme prepared by Mr. Doughty Davies, the zoning expert.

Opposition to zoning as such can no longer be considered intelligent, since 800 towns and cities in the United States and even more in England, have accepted zoning as absolutely necessary to prevent jumble building and to ensure the orderly and socially efficient development of a city.

There is no doubt that zoning implies the right of a community to control the uses of private land in the interests of social order and efficiency. In the past quarter century there have always been violent individualists, not willing to consider any interests but their own, who have opposed zoning "on principle", that is on the principle that a land-owner must be allowed to do as he likes with his land, independent of the welfare of the community. In the United States this type of man is no longer regarded as civilized and the men who are leading the tremendous city planning movement there refuse to argue with him. He is so conspicuously in the minority that he can be ignored.

Surely the citizens of Calgary cannot be indifferent to the experience of other cities, even if organized opposition to zoning should make its adoption needlessly difficult.

The experience of Vancouver is set forth in the latest report on a Plan for South Vancouver. It reads as follows—

Vancouver's experience in respect to the value of Zoning is such that a reversion to the conditions obtaining before zoning restrictions were imposed, should be unthinkable. The good that came out of the interim zoning by-law only increased the desire to put in effect a comprehensive by-law. The experience of the former municipality of Point Grey is similar. The benefits of zoning in general are too obvious to need elaboration in this report.

We note that the Calgary *Herald* is supporting the opposition with arguments that belong to the last century. This thing should be done by "business men" (who have held up town planning in Canada more than any other section of the community and have been the last to see what all the rest of the world have accepted as obvious) and the zoning law should come under the building bylaw (when reams of stuff have been written to explain that a building bylaw deals with the *safety* of structures while a zoning bylaw deals with location and *disposition* of buildings in relation to one another and to the districting of a city so that residences, industry and commerce shall not sprawl over each other and destroy the

order, efficiency, amenity, and beauty of the city). There is no sense in the *Herald's* argument that a zoning bylaw should be subsumed under a building bylaw, for a building inspector may know nothing about zoning while he may know a great deal about the safety of structures. This is not a "business proposition" at all, and it shows appalling ignorance of the aims and purposes of zoning on the part of the *Herald* writer. And all this about a man doing as he likes with his land is half a century out of date. Zoning has been accepted by 800 cities in the United States and every city council knew that zoning exercises control over *private* land, to arrest development that is not in the public interest. It is an embodiment of the doctrine that a community has rights, as well as land-owners and the premier of the Dominion has said: "Private rights cease when they become public wrongs. There is no right superior to that of the community as a whole." All the urban ills that are costing untold millions to cure by planning and replanning are the result of this unsocial and anti-social doctrine that a man who owns land should have "full and free use of his land", that is, should have the right to do as he likes with it, independent of the welfare of the community.

We think there is something in the *Herald* argument that more public meetings should have been held and the citizens should have had more opportunity to study the question. But this was not the zoner's fault. He was asked to do the job in a couple of months, with a view to cutting down his fees. He got at the work and finished the job in contract time and is now blamed for presenting the city council with a zoning bylaw in so short a space of time. We are distinctly tired of listening to this plea for "business sense", when the exponents of it are often the greatest offenders against it. A competent zoner has usually excellent business sense and of a much greater range than the man who can only see the profits on his lot. He has the "business sense" to see what is to the advantage of the whole community. And all this objection to a provincial Appeal Board is quite juvenile. Cities in other provinces have to operate under provincial municipal law, and submit certain important questions to provincial jurisdiction.

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**ANNUAL MEETINGS OF THE INSTITUTE**

The annual meetings of the Town Planning Institutes of Canada for 1930 will be held in the city of Quebec and the Saguenay District, sometime in September, providing that suitable arrangements can be made. If the project is realized members will find it worth while to make a special effort to be present, since the district covered will be of special interest both from a tourist and developmental point of view.

### BURNABY, B. C. APPOINTS TOWN PLANNING COMMISSION

Burnaby, one of the municipalities of the Vancouver region, has appointed a Town Planning Commission. This will be good news to those who look to Vancouver to show the Dominion the purpose and utility of an up-to-date Regional Plan. Greater Vancouver has completed the most advanced plan of any city in the Dominion and is now studying ways and means to get the plan into operation. It has also outlined a Regional Plan, which covers the surrounding towns and rural areas. But this must remain a mere suggestion until the surrounding towns and municipalities—Burnaby, North Vancouver, New Westminster—agree to cooperate for one great regional planning project, such as is being developed all over Europe and the United States.

Burnaby can offer to such a scheme a great mountain park and lake, which at small expense could serve the whole region for recreation purposes and in return could have expert services for the planning of its area, with a view to further residential and business extension.

Cities like Vancouver were apt to push utilitarian development to the extremes of city limits in their normal growth and to overlook provision for the amenities of life, which modern ideas declare to be as necessary as the more obvious utilities. Regional planning has demonstrated that the cure for this urban disability is to jump the city limits and by wise cooperation with satellite municipalities, plan the suburban areas for regional use.

Greater Vancouver has a magnificent opportunity to lead Canada in this latest planning movement and it is matter for congratulation that Burnaby has taken the first step, by the appointment of a local commission, to create a public organization to study their planning problem. If this commission is composed of men with open minds and properly informed on the trend of planning all over the world they cannot overlook the importance of the regional idea. Probably their finances will be too small to do anything vital as an independent organization, but by cooperation on a Regional Plan the problem of expense will be lightened and the planning will be done on a scale beyond the capacity and resources of a local independent body.

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### UNUSED LANDS ARE EXPROPRIATED IN ITALY

Dictatorship has its uses. *Housing* points out that one of the details of the Italian cooperative land reclamation schemes, to which the Government is contributing \$2,500,000 during the next ten years, is that where the owner of large areas of land fails to develop them and reclaim them as the Government thinks he should, the said Government calmly expropriates such land after evidence of neglect and absentee landlordism has been established.

### THE BRITISH SLUM-CLEARING PROGRAMME

"The Labor Government is making a determined drive at the slum in England and in Scotland. A bill will be introduced in the House of Commons shortly which seeks to provide better homes for the dwellers on the streets where hope has fled and systematic scheme of town-planning would be applied to the expansion of the cities and towns of the county.

The slum bill would extend the powers of the municipal authorities to cope with conditions which should be remedied. It would make provision for a continuous program of house building for relief of slum conditions. Grants to municipalities would be extended and the municipalities would be required to see that those who were transferred from the present slums to new houses would be given their homes at reasonable rentals. The aged and poor would be given special assistance in housing.

Many slum areas are so bad with their narrow, congested and insanitary streets that the only remedy is wholesale razing. The slums will be cleared by requiring the owners to demolish buildings or by purchase by the municipal authority as the case may be. The clearance order of the local authority, however, must be confirmed by the Minister of Health.

If objections are made, the Minister must hold a public inquiry before confirming the order. Once the order to demolish becomes operative, should the owner fail to act, the local authority would be empowered to clear the slums and recover the cost from the owner."—*Press Dispatch*.

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### WINNIPEG MOVES FOR TOWN PLANNING COMMISSION

Mayor Webb and R. H. Avent, city surveyor, have been commissioned by the committee appointed to select a town planning commission to recommend a town planning expert, or a firm of experts to assist the town planning commission as soon as appointed.

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### SASKATOON ZONING BYLAW

In presenting a zoning bylaw to the Saskatoon City Council, Alderman C. J. McKenzie, chairman of the Town Planning Commission, stated that lack of control in zoning might be costing the citizens of Saskatoon \$100,000 a year.

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### "CITY PLANNING", EDITED BY JOHN NOLEN

A revised and enlarged edition of "City Planning", first published by Appleton in 1916, has been issued, with new chapters on "Zoning" by Mr. Bassett and "City Planning Legislation", by Mr. Bettman. It contains a series of essays on city planning topics by seventeen of the leading planners of the United States, under the excellent editorial care of Mr. Nolen.