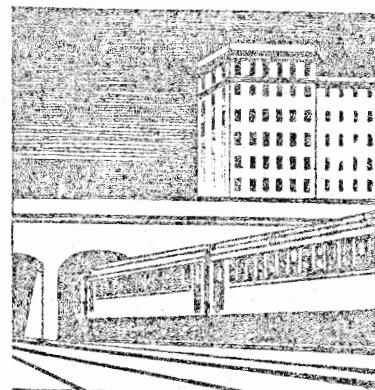
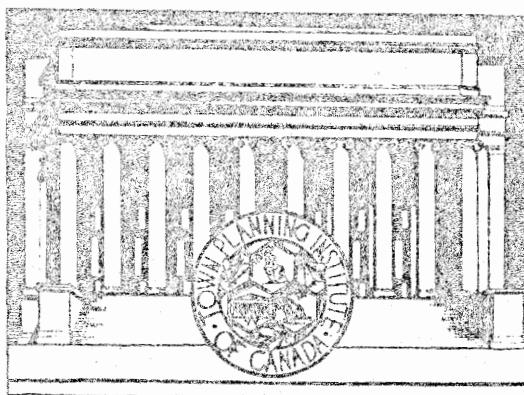
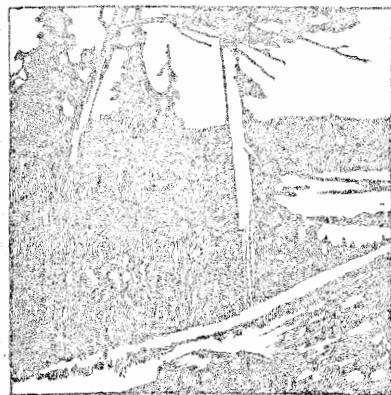


# TOWN PLANNING



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# TOWN PLANNING

VOL. IX.

OTTAWA, DECEMBER, 1930

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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.*

## NATIONAL PLANNING AND PUBLIC WELFARE

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

President of the Town Planning Institute of Canada.

There has been no economic sanity in the past treatment of land for urban development in Canada—Higher standards of social welfare are bringing crushing taxation—Effort must be made to eliminate wasteful expenditure due to unscientific treatment of land—Economic laws will have to be regarded as supreme—Crude speculation in land has raised land values in Canada to abnormal heights and placed a terrific burden on industry and home-making—Modern conditions require a complete national Social Survey of urban development throughout the Dominion and legislative enactments to "rationalize" the uses of land.

The people of Canada at the present day are confronted with many conditions that they have not been accustomed to. Never before has there been such a widespread opinion that the increase of population through immigration is not at present desirable. Even the demand for agricultural settlers and farm helpers, which has been insistent and insatiable for half a century, has declined to the vanishing point. The farmers of Canada are producing more grain than they can market. The mechanization of agriculture has resulted in a reduced call at harvest time. For the second year no harvesters' excursions have been run by the railway companies. The seasonal migration from east to west has stopped. Indeed at the time of year when this was most usually pronounced, railway officials stated that the majority stealing rides on the trains were travelling east instead of west.

The decline in the need for farm help has resulted in an increase of urban population just when many industries were depressed and unable to absorb new workers. That these conditions are not peculiar to Canada, and are not as severe as those that exist in other dominions, or even in the United States, does not lessen their importance. These new conditions should be met, and the country that can adapt itself to new conditions, and adopt new policies, is the country that will win out.

The problems of the farmers are no longer their own problems, nor even the problems of their large co-operative organizations. They have become the problems of provincial and national government. The urgency of the agricultural problem cannot be denied, but more people now reside in urban areas in the dominion than on the land, and this is approximately true of even such provinces as Manitoba and British Columbia. These people have in the main to depend for their living on the business, com-

merce, or industry carried on within the areas in which they live. The great problems of urban life are likewise such as cannot be solved by municipal authorities. They must be attacked by provincial and federal authorities. Placing on one side the problems of agriculture and the rural population to be considered by those better fitted to deal with them, let us consider what has resulted from the methods of urban development in the past, and what is most necessary for the immediate future.

### THE PLANNING OF THE PAST

The primary object in the conversion of land to urban service on the North American continent has not been for the most beneficent use of the actual occupier. The first purpose has been to secure the greatest profit for the owner who makes the conversion, and then to any number of transient owners and agents working for them, most of whom never have any intention of actually using the land. What this purpose has accomplished may be illustrated by examples of urban development in Canada. Even more striking examples can be found in the United States, where development and inflow of an immigrant population preceded that of Canada. It was indeed the supposed success of these methods of urban settlement in the United States that largely induced Canadians to depart from methods which are more distinctively British. The difference in the British and United States method is shown in the effect on housing. In the United States over fifty per cent of the annual increase in urban population is now housed in other than single-family dwellings. In England, since the end of the war, a new single-family dwelling has been built for practically every tenth family in the land.

This policy of subdividing land for speculative purposes has resulted in a tremendous waste of land, an unnecessary dispersion of population, ex-

travagant expenditures for municipal development; which, added to the abnormal price for land that speculation causes, has placed an unnecessary burden on the urban residents of the dominion, and a handicap on the commerce, business, or industry upon which they depend for their living.

#### OVER-EXPANSION IN URBAN AREAS

The growth of many Canadian cities has been phenomenal, but not as phenomenal as the provision made. In Winnipeg the present population is less than half of that of the city of Toronto. Yet quite outside the city limits, but immediately adjacent more land is actually subdivided for building purposes than the total area occupied by the city of Toronto. The cities of Calgary and Edmonton have each more subdivided land than the area of the city of Liverpool, which has a population five times as great as the combined population of the two Canadian cities. In and tributary to the city of Vancouver sufficient land has been subdivided for one-fourth of the population of the entire dominion, even with a lower density of population to the acre than already exists in some parts of the area.

#### SPECULATION HAS RAISED LAND VALUES

How speculation raises the price of land can be shown by an example from this over-subdivided area in British Columbia. In the year 1881 a private citizen secured from the Crown a grant of 400 acres of logged-off land two miles south of the harbour of Vancouver for one dollar an acre. Within two or three years, and before the city of Vancouver was established, this land was subdivided into 2,373 building lots. It was over a quarter of a century before the land became a part of the city area. During that time it was only sparsely occupied, but was continuously used as a medium for speculating. When in 1911 the land was annexed to the city, though without water or sanitary services and little more than a third of the lots utilized, every acre available for building purposes in the area carried by municipal assessment an average value of \$10,027.

Within two or three years of annexation the city authorities purchased for recreational purposes rough-cleared city blocks having an average area of two acres, without a tree or a decent sod, at a price approximating \$19,000 an acre. The citizens of Vancouver paid for this land for recreational use seven times as much per acre as the citizens of London, England, paid a few years previously for land to extend the beautiful natural park of Hampstead Heath, within five miles of Charing Cross, in the centre of a dense population of seven million. And the London land had been held by the trustees of Eton College since the days of Henry the Eighth, and was sold at market value.

That this is not an exceptional illustration of high land values is shown by stating that in 1914, by

municipal assessment, every acre within the city limits of Vancouver carried an average value of \$13,866; in Victoria, \$19,123; in Edmonton, \$6,920; in Calgary, \$4,794; in Moose Jaw, \$4,512; and in Winnipeg, \$13,390. When it is also stated that since the end of the war the London County Council has purchased for housing purposes alone, more land than is contained in the whole area of the city of Victoria, B.C., and that the cost has averaged \$1,360. an acre, though all the land is within 11 miles of Charing Cross, it can hardly be denied that speculation has raised land values in Canada to abnormal heights. That there has been a tremendous reduction in those land values is not denied, but many serious consequences of that inflated land value have still to be faced, and a serious factor is that the evils of inflation are so little appreciated.

#### PAST PLANNING WAS NOT EFFICIENT

In the great majority of cases the large areas of urban lands, planned primarily for speculation, do not provide for economical and efficient development either for the purposes of dwelling sites, or land for business and industrial purposes. Square mile after square mile of prairie land has been subdivided so as to provide over 5,500 building lots to each mile, all of uniform size, and often of only 25 foot frontage. No proper consideration was given to the great problems of street traffic, the adequate service of industrial establishments with railway facilities, or the provision of parks or school sites. How very unsuitable a standard street system on a rectangular plan is for the present day needs of motor traffic can be realised when it is remembered that there are miles of parallel streets of uniform width in many cities, where a motor vehicle travelling at only 20 miles an hour crosses the centre of two cross roads every six seconds. A solution of this difficulty on many arterial roads is sought by the compulsory stopping of traffic, now in one direction, and then in the other.

The foolishness of many of these subdivisions is also shown by the fact that in some municipalities over one-third of the building lots have been abandoned to the municipal authorities because the owners were no longer willing to pay heavy taxes on unproductive land. Yet because of the lack of enlightenment of the people, and the legislative powers that would follow, no real constructive steps have been taken to correct what has proved to be such an obvious failure.

#### A NATIONAL SURVEY NEEDED

Modern conditions now require that a complete national survey be made of urban development throughout the dominion. The ultimate aim in any national planning should be an improvement in the lives and conditions of the entire population, so that they may get closer to a class "A" standard, instead of the more common C.3. It is far more essential

to have high standards for the occupation of peace, than for the devastations of war. What is needed is a vast co-operative effort of urban residents, just as determined as that made by the farmers in their efforts to solve the problems of production and marketing. *Economic laws will have to be regarded as supreme.* No true social welfare can be founded on economic fallacies. The experience of our sister dominion of Australia should be warning enough. There must be a new conception of values. It must be remembered that the high value of land which is so often regarded as an indication of wealth, must necessarily mean a corresponding high rent, or its equivalent in capital sunk. This must be counterbalanced by some advantages to enable competition to be met from other nations. A high land value which is based on an improper intensive use of land and congestion of population will not last. Ultimately it is most destructive to human welfare and social happiness, and thus to the truest wealth. Neither can urban communities prosper with an undue dispersion of population, where only one lot in ten is utilised, and one in four is held by municipal authorities, bringing in no revenue, but involving expenditures. Land that cannot for the time be advantageously used, may need to be sterilized in order that it may not be illegitimately used.

#### PLANNING FOR USE AND TRUE PROFIT

If urban communities in Canada are to function economically and satisfactorily so as to be able to carry on industry and commerce to meet the competition of the world, then the land that is occupied must be planned for that purpose, and not for the purpose of immediate profit regardless of the future. If there is to be a reduction in sickness, mental disorder, crime, poverty and other ills, there must be an increase in good-will and public spirit far in advance of the disorderly and unplanned environment in which so many communities now struggle to function. If it is true that this better environment will only be secured by the creation of a new community spirit, it is equally true that the good social life which promotes that spirit will only flourish in a suitable environment. Action and reaction will enhance the value of progress along either line. As Dr. Raymond Unwin states: "To recognize the value of both avenues of progress is better than to spend energy in discussing which has most value."

The provincial stocktaking which has taken place on some phases of public welfare needs to be followed by a national stocktaking of both rural and urban settlement to estimate the prospects of future achievement and prepare for the same. What has been, need not necessarily continue. There is urgent need to get back to the consideration of first principles, the fundamentals on which good citizenship is based.

In the words of a Canadian statesman of the last generation:

Can we not, in the Dominion of Canada, do a little better than other countries have done? We have a virgin country; cannot we learn to administer this country in some way better than they have done it elsewhere? We are today reproducing some of the very worst things that have characterized the old lands. We have not yet arrived at any kind of understanding of the question of the values of land. How are you going to have happy, contented, frugal, industrious, thrifty workmen, if you charge them more for the miserable few feet of land on which they build their poor habitations than they can save in ten years. You cannot do it. It is a problem that you must solve. You have to find some way of doing it, even if you have to recast our whole fiscal system. Some solution of the problem must be found.

No solution of that problem has yet been found. No attempt has been made to recast the fiscal system. In the face of such evidence as given by the Ontario Provincial Commission on Public Welfare, can we be content with further delay?

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#### "COMMUNITY PLANNING"—NEW ZEALAND JOURNAL

The first number of *Community Planning*, official organ of the New Zealand Town Planning Institute, is another sign that social science, the world over, is looking to town planning, regional and rural planning to formulate scientific method in the uses of land to replace those jungle methods which have been responsible for the disorder, ugliness and inefficiency of urban and rural life throughout the world.

While some men are still rattling swords and demanding new wars for other people to fight, the town planning fraternity throughout the world are getting down to the causes of slums, urban congestion, jumble building, destruction of child life and that eternal conflict of private greed and public welfare and are fashioning principles that are gradually new-shaping the physical structure of community life, just as as expert gardener transforms a neglected wilderness into a thing of beauty and a joy for ever.

On the first editorial page the editor, Mr. J. W. Mawson, Director of Town Planning for the Dominion of New Zealand, expresses the credo of all town planning enthusiasts:

Our belief that the health, comfort and contentment of the individual and of the community to which the individual belongs is inseparably bound up with the formulation and application of a scientific policy of land utilization, and that such a policy can only be successfully formulated and applied through the medium of regional planning and town planning schemes, in which conflicting and private interests can, by cooperation, be co-ordinated and harmonized.

# ENGLAND'S FIRST PLANNED TOWN

## LETCHWORTH, THE VISION AND THE REALITY

By ALFRED T. PIKE

(Reprinted from *The American City*)

The building of Radburn in New Jersey as America's first limited-dividend Garden City forms a useful opportunity to recall the present stage in the development of Letchworth, the first Garden City in England. The conception of Letchworth as a new town in the country came from circumstances somewhat similar to those which caused the birth of Radburn. In the big cities of England, particularly London, industry was being cramped for space. Streets, largely congested with vehicles, were having new demands made upon them with the increase in motor-cars. Work-people found traveling to and from their work day by day a tedious and expensive matter. Rents and rates in the center of cities were high to tenants and manufacturers alike. Unhealthy areas began to show themselves, and demanded a heavy toll in disease and infant life.

Industrial concentration has continued, and our people continue to live under conditions of congestion. Great agglomerations have been formed and are still forming, such as the Clyde and Forth towns, the textile towns of Yorkshire, the Potteries, and the Region of Greater London. It has been estimated that 25 million pounds sterling are wasted annually in London owing to traffic delays, and that 20 million pounds are spent annually by workers getting into the center in the mornings and back to the outskirts to their homes at night.

### THE GARDEN CITY IDEA

It was the late Sir Ebenezer Howard who saw that an alternative not only was demanded but was possible. He called this the Garden City, and gave his ideas to the world when he published in 1898 his book "Tomorrow." Howard was not content to leave his theory in a book; it had to be worked out in practice. He gathered around him a number of enthusiastic believers, and a company, First Garden City Ltd., was registered under the Companies Act, with a limited dividend fixed at 5 per cent. A site was selected in Hertfordshire for the development of the first Garden City, now universally known as Letchworth. Beyond the village of Willian and Norton the 4,000-odd acres which were purchased in 1903 represented virgin land, upon which Howard and those associated with him were to build a town, the plan, contents and size of which were laid down from the beginning.

### LETCHWORTH, THE NEW TOWN

Letchworth now has an area of 4,483 acres, of which 1,600 acres represent the present area occupied by the town proper. The town was planned for a population of about 35,000, and the utilization

of the land was divided into three predominant uses—residential, industrial, and recreational. The original plan was adhered to, and today Letchworth not only is one of the best-planned towns in the country, but is one of the most important manufacturing towns in the Home Counties.

Letchworth has more than 100 factories and workshops accommodating over 20 different and distinct industries. Ebenezer Howard recognized that a town dependent upon one industry was not economically sound, and the variety of Letchworth's industries has meant that the town has never suffered from acute unemployment or depression. All sections of the motor-manufacturing trade have their establishments in Letchworth; printing, bookbinding and stationery, the manufacture of knitted and woven goods, form different groups; and perambulators, corsets and organs indicate some of the other industrial activities of the town. The steel foundry at Letchworth sends its light castings to all parts. Not only in this country, but in colonial and foreign countries are to be found articles, big and small, which have been manufactured at Letchworth. The parachute which Miss Amy Johnson carried with her on her Australian flight was made in Letchworth. The house refuse of many towns and cities at home and abroad is collected in the low-loading motor freightors made in the town.

### LETCHWORTH—GROWING

The present population is estimated to be about 15,000, of which something like 4,000 represent those both living and working in the town. In addition it is estimated that 3,000 come in daily from the surrounding villages and towns to work. Letchworth offers alternative and supplementary employment to the normal occupations of these towns and villages and, while it has itself developed as a prosperous town, it has also kept unemployment away from other areas.

To sustain its population and its industries, Letchworth has provided the necessary social amenities. Unlike other towns, where shops are scattered over wide areas, the shops, banks and offices of Letchworth are concentrated in the center of the town, where business roads converge. Its area of open spaces per 1,000 of the population is not equalled by any other English town. The standard suggested by the National Playing Fields Association is 5 acres per 1,000 of the population, and by the Greater London Regional Planning Committee, 7 acres; Letchworth has 14.5 per 1,000.

### THE LOCAL AUTHORITY AND THE COMPANY

Letchworth is governed by the Urban District Council, and as the whole of the land comprising the town is owned by First Garden City Ltd. the local authority has to deal with only one landlord. This is a new experience in English local government, and has enabled the Council and the company to work in harmony in all matters which affect a town. The Council has built 1,153 cottages and a further scheme of 100 is now in course of erection. The rents of these cottages vary from 10/3d to 19/6d (about \$2.50 to \$4.75) per week, including rates, and in addition to this number over 1,000 cottages have been built by various public utility societies in the town. It may be doubted whether there is any industrial town in the Kingdom which provides better conditions of housing, health, amenities, for all classes than Letchworth.

### LIVING AND WORKING IN A HEALTHY TOWN

The death-rate last year was 8.3 per 1,000 against a rate of 11.7 per 1,000 for England and Wales. The infant mortality rate was only 62 per 1,000 as against the rate of 74 per 1,000 for England and Wales. Some idea of the space allowed to light and air to do their beneficent work may be gathered from the fact that the population averages only 16 persons per acre over the town area. Dr. Raymond Unwin, Technical Advisor, Greater London Regional Planning Committee, lecturing before the London Society recently, said that if London had been planned on similar lines to Letchworth as a healthy, industrial, residential city and had a death-rate similar to Letchworth's, there would have been a saving in 1928 of 25,834 lives. Further, that if the infant mortality rates for Letchworth had applied to London, there would have been a saving of 3,233 infants. This is a striking testimony to the place which Letchworth has attained as a healthy residential and industrial town.

### FINANCE OF THE SCHEME

First Garden City Ltd. raised much of its capital by the issue of shares, upon which the dividend was limited to 5 per cent. To obtain money readily, mortgages and debentures had to be issued at a fixed rate of interest which has been regularly paid. In spite of the vicissitudes of the war-time period and the post-war depression, Letchworth has reached a sound position, and 5 per cent is now regularly paid upon the shares, in addition to a percentage paid off each year in respect of the cumulative arrears.

The vision and courage of Ebenezer Howard have been justified. Letchworth stands today as the first town in the country to be planned as a whole, a town, in which it is healthy to live, work and play, a town where access from its center to the open country is permanently secured by the surrounding belt of open land, protecting it from over-expansion from

within and encroachments from without. England would have shown a different face if the million houses erected since the war, and the factories and shops to support them, had been built in Garden Cities such as Letchworth. It is not a question of shortage of space. If London were spread out on the basis of ten houses per acre, and four persons per dwelling, the Greater London region could absorb the rest of the population of England and Wales, and yet have space to spare. It is not the land used which has caused present-day problems, but the land we have spoiled by haphazard and uncontrolled development.

**EDITORIAL NOTE.**—The term "Garden City," as used in England, has special significance. It is defined by the British town planners as: "A town planned for industry and healthy living; of a size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt of rural land; the whole of the land being in public ownership or held in trust for the community." As yet the United States has no Garden City which meets fully the terms of this definition. The nearest approach to it is probably Radburn, N.J., which, as readers of **The American City** are well aware, is being developed on the limited dividend basis by the City Housing Corporation, of New York.

### ZONING IN THE UNITED STATES

The zoning movement in Massachusetts covers 83% of the population of the States, while in the whole United States it covers a population of 37,000,000.

The Massachusetts State Consultant on Planning, Mr. E. T. Hartman, writes in plain terms of the selfish real estate promoters who are constantly trying to destroy the order established by zoning law.

For example: a man applies for a permit to erect a six-story apartment for 78 families in a two-family district. A man applies for a permit to erect stores in a residential district. A man applies for a permit to erect an apartment 155 feet high in a 60-foot district. Or it may be an application for a permit to erect a filling station, or a garage, or a factory, or a laundry, in a one-family residential district. In one case a building inspector raises a howl because he has had to refuse permits amounting to \$75,000 of taxable property. He overlooks the fact that his town is already so spotted with intrusions and shacks that every effort needs to be made to protect it and induce the building of better homes, that the proposed \$75,000 of taxable property would probably kill \$150,000 of taxable values, and that every proposal for a violation is only hastening the doom of the town. Why do these people apply for these violations? What is the attitude of an official who complains because he cannot grant every application that is made? What is the need of a permit or an officer to grant permits if all applications for permits are to be granted?

## CONGESTED BUILDING STEALS A VALUABLE HEALTH GIFT

By C. D. NIVEN, B.Sc., Ph.D.

Assistant Physicist, National Research Laboratory, Ottawa

Recent researches concerning the vital qualities of fresh air would seem to endorse the claim of town planners that this comparatively new "science of the social organism" is a super-health movement. The men who constitute the mainspring of this movement see much further than "the stabilization of real estate values". They see large building blocks covering the complete area of a usable piece of land in New York and other cities and they claim that wherever such building involves the use of interior rooms with no contact with open air, the tenants of such rooms are robbed of certain vital properties of fresh air as necessary to physical life as food and drink.

In a lecture delivered before the Institute of Chemistry of Great Britain and Ireland about two years ago, Robert C. Frederick described normal and abnormal ventilation conditions and concluded his address by alluding to an undiscovered quality of fresh air so vital and apparently so easily destroyed which he ventured to suggest would provide material for that chapter in the Book of Ventilation which has still to be written.

Just about the time that this address was delivered F. E. Hartman published a paper in The Journal of the American Society of Heating and Ventilating Engineers, entitled: "Has Air a Vital Property?" The chapter in the unwritten book on ventilation was virtually in print when Hartman's paper was published. Hartman maintained in that paper that it was the ionization or chemically excited condition of fresh air that accounted for its beneficial qualities in respiration.

Before an explanation be given of what is meant by ionization, it may be advisable for the benefit of those who have given ventilation the mere passing thought when the room felt "stuffy", to outline the required physical conditions which we know are necessary before a room feels tolerably comfortable.

In the first place it may be well to mention that there is under normal living conditions no fear of shortage of oxygen due to lack of ventilation. It requires conditions approximating to those of the Black Hole of Calcutta to bring the oxygen content of a room down so low as to affect the inhabitants. In buildings the increase of carbon dioxide is as a rule of relatively small importance. Discomfort in a room, as pointed out by Hermans, is caused largely by the air being at the wrong temperature and humidity. Temperature as read on an ordinary or dry bulb thermometer is a poor indication of what the sensation of the body is to heat or cold. The human body is continuously giving up moisture to a more or less degree and for this reason, a better indication of what the human body feels is more

likely to be found on the wet bulb thermometer. For when the air is dry evaporation takes place from both the human body and from the muslin covering the bulb and causes both to cool. Therefore, so far as cooling the body goes dry air on account of its evaporating powers has the same effect on the human body, when moist, as cold air. It is necessary to emphasize the words, when moist, because at lower temperatures, when the human body feels cold, perspiration is slight and the body is dry. But since dry air is a poorer conductor of heat than moist air, high humidity in cold weather has a cooling effect. In short, high humidity makes a hot room feel hotter and a cold room feel colder than one would expect from dry bulb thermometer readings. Then again wind causes air motion around the body and so removes the warm envelope of air and replaces it by a cold one. Wind has therefore a cooling effect just like cold air.

It was the realization that the temperature on the dry bulb thermometer, the humidity of the air and the air movement were inseparable in the consideration of our sensations of heat and cold that led to the development of the Kata-thermometer and the effective temperature chart.

So much for the sensation of heat—and so far as the average fuel consumer is concerned, this is all that concerns him. But humidity does not merely affect the sensation of warmth. It has an effect on the mucous membrane. If we do not consider the air motion but merely temperature and humidity, air at 72°F with a relative humidity of 15% gives about the same effective temperature as air at 64°F with a relative humidity of 80%. Nevertheless, the air at 72°F has an enormously greater drying power than the air at 64°F. It has not yet been decided what humidity is ideal for respiration, but around 45% is believed to be most desirable. Very dry air is supposed to give throat irritation, while excessive humidity is said to produce depression.

Air movement in addition to its effect on the sensation of warmth, prevents the air from stagnating around the body and so removes the gaseous envelope which contains small quantities of objectionable effluvia. Slight air movement should be considered desirable in any up-to-date ventilating system. Many efficient ventilating systems wash the air to remove dust from it. But in spite of all the warming, humidifying, circulating and washing, fresh air still seems best. Anyone who has had to breathe fan supplied air for months, and suddenly finds himself where fresh air is available, knows that the fresh air acts like a tonic. According to Hartman these mysterious tonic qualities of fresh air are due to

the so called ionization of air and possibly too to a minute quantity of a gas called ozone.

In the following paragraphs a brief explanation will be given of what is meant by ionization: the evidence in favour of Hartman's theory as given by Hartman himself in his papers will then be stated.

It is now general knowledge that ordinary visible light is composed of waves similar in nature to radio waves but of much shorter wave lengths. Expressing this fact scientifically one would say that light waves and radio waves belong to different regions of the spectrum of electromagnetic waves. In addition to radio and light waves, there are in that spectrum, radiant heat waves which are of shorter wave length than radio waves but longer than any visible light wave: there are also ultra-violet waves which are shorter than the shortest visible light wave. In order of decreasing wave length the different radiations arrange themselves as follows, radio waves, heat waves, red, yellow, and violet light waves, ultra-violet light waves, X rays, the so-called gamma rays of radio-activity and finally the shortest of all the cosmic radiation. The atmosphere is exposed in a greater or less degree to all these types of radiation particularly when the sun is shining.

Now the atmosphere consists almost entirely of nitrogen and oxygen: of these two gases oxygen is by far the most unstable. A molecule of oxygen gas consists of two atoms. The work of physics during the last decade has been centred largely on finding out the structure of the atom, and the best picture that can be imagined is a central positive electric charge surrounded by a number of electrons. The electron is the smallest known entity of negative electricity. Around the central positive charge the electrons are supposed to describe orbits in much the same manner as the earth travels in an orbit around the sun. When two atoms come together to form a molecule some of these orbits rearrange themselves: depending on the stability of the new arrangement, the molecule is stable or unstable. Since the whole structure of the molecule consists of arrangements of electric charges and their motions in orbits, it is only to be expected that electromagnetic disturbances of the right type would cause serious disarrangement: and this is just what happens. The right type of electromagnetic disturbance is found in the ultraviolet region of radiation and these rays can break up or ionize the molecule of oxygen, to form two atoms. Probably one of these carries a positive charge and one a negative charge. In this way, sunlight which is rich in ultraviolet radiation causes ionization. The two atoms which are formed and which carry electric charges are termed ions—a word derived from the Greek verb to wander.

Now when a number of such highly unstable electrically charged atoms of oxygen are moving about in the air, it is possible for a molecule to form out of three of them: this molecule is more stable

than the ion, but not nearly so stable as the normal oxygen molecule which consists of two atoms. The molecule composed of three oxygen atoms is a molecule of the gas called ozone, and is of course very unstable. It decomposes to give oxygen and in doing so liberates an atom of oxygen which is free to oxidise any substance available. Odours which sometimes appear in a badly ventilated room are usually of such a nature that they are easily oxidised: this is the reason that ozone is such an excellent deodorizer. Hartman has proposed the theory that human beings are so sensitive to odours present that they breathe more lightly when there is an odour present and that this is the cause of fatigue and nervousness in an unaired room. Another theory has been advanced that ozone enters the lungs and actually does its oxidizing work in situ.

But now, apart from the oxidizing effects of ozone altogether, whenever we find ozone such as at the sea-side or on the Swiss Alps we find these places recommended as health resorts. It appears evident therefore that ozone has something to do with good fresh air. But the question is, is it the ozone or the ionized oxygen that goes along with it? Ionized oxygen is very much more chemically active than ordinary molecular oxygen, and as the oxygen inhaled in respiration is used for chemical reactions in the body it is quite natural that chemically active oxygen would be best. Now if it is the ionization not the ozone content that really counts in estimating the freshness of air, the secret is disclosed why an open window can impart a freshness to the atmosphere in a room that a large supply of air from a duct never gives. For by bringing air in contact with metal fans and ducts and by washing it, the charges would be removed in a most efficient manner.

The reason for this is that when our electrical charge comes in contact with a conductor—such as a metal or water—it tends to spread all over the surface of the conductor: if the latter is electrically connected to earth as a duct usually would be, the charge tends to spread all over the earth or is in other words lost. In this way any surplus of electricity can be readily disposed of and ions can unite without trouble to form molecules.

Hartman states that the ratio of ionization between fresh rural air and the air of a mechanically heated building may be as high as 80 to 1.

Whether the presence of ozone or the ionization that goes along with it, is what air requires to make it fresh, is not certain: nor is it of much importance: for in view of the way in which ozone is formed, as well as the instability of the gas itself, ionization seems to be present when ozone is present.

A few instances regarding the therapeutic qualities of ozonized air might be quoted from Hartman's paper—

“While therapeutics is scarcely within the scope of ventilation, in passing, however, it is interesting

"to note that ozone has been used to a sufficient extent, and by authorities of such standing, to demonstrate adequately its value in the treatment of respiratory diseases and anemia.

"Dr. Augustus Caille reports, in the Archives of Pediatrics, a total of twenty-two cases of ozone treatments, embracing six cases of chlorosis, mostly in youths, seven cases of pertussis, or whooping cough, in children from eighteen months to seven years of age. One case of bacillary phthisis, and one case of pulmonary hemorrhages, four cases of extreme anemia including one case from chronic lead poisoning, one case of extreme anemia since birth, one case of anemia complicated with chronic naso-pharyngeal catarrh, and one case of anemia in tuberculosis of the skin. Dr. Caille sums up his conclusions briefly as follows:

" 'Conclusions: Inhalations of Ozone have not been followed by noticeable ill effects. Daily inhalations of ozone increase the quantity of oxyhemoglobin in the blood from 1 to 4% in a short time and this increase remains stationary for some time. In pertussis ozone inhalations have a very distinct curative effect as regards the duration and severity of the disease. In chlorosis and anemia ozone inhalations are exceedingly valuable from a therapeutic standpoint and give better and prompter results than any other form of medication. Atmospheric medication is readily secured, making this probably a valuable procedure in the treatment of diphtheria, scarlet fever and other infectious diseases.'

" I am convinced that it would be of value in pernicious anemia. The anemia children who came under treatment were very sick, especially the one case I referred to, in which everything had been tried, and it was really remarkable how soon this child picked up and became better in every way after inhaling ozone. I was thoroughly surprised at the results.'

" Dr. W. J. Morton has obtained excellent results with ozone in the treatment of nasal catarrh, and in conclusion remarks as follows: ,

" 'If we turn to the prophylactic and hygienic properties of ozone, we must be struck with admiration.'

" Ozone attacks and renders innocuous organic matters such as smoke, sulphur compounds and the great variety of organic matters which contaminate the air we breathe. When experimentation and observation more accurate and of wider scope than any now at command, shall be available, I have no doubt that ozone will assume an important relation to the health of the individual and the community.'

" M. Herard, in a Bulletin of the Academy of medicine (Paris) remarks:

" 'It has been fully demonstrated by many

"observations collected both in France and abroad, "that the most serious and inveterate cases of anemia are cured by the inhalation of ozone.'

" Dr. J. T. Gibson in his book "Advanced Therapeutics" says of Ozone:

" 'In advanced cases of tuberculosis with cavities and much expectoration, I think there is no means of so much use as inhalation of ozone. It empties the lungs of the detritus and pus, revivifying the blood, disinfecting the parts of the lungs reached, and after the first irritation of its use has passed off, there is nothing that gives the lungs the sense of rest and quiet as does this agent. I have seen the quantity of sputum lessen to a most remarkable degree, fever disappear and all symptoms improve by the use of ozone inhalation.'

" Dr. Geo. Stoker, of the Oxygen Hospital of London, reports the value of ozone in the treatment of tuberculosis:

" 'Consumption has been subjected for the first time in this institution to atmospheric treatment. Cubicles have been erected in which patients can breathe continually treated air (ozonized) possessing most of the properties which characterize the air of climates known to be favorable to the relief or cure of this disease. The results have been remarkable. In all, nine cases have been thus treated during the past year; of these eight were discharged with the disease definitely arrested. The importance of this new departure cannot be exaggerated.'

" In the lungs, the blood comes into contact with the air which is breathed in. The venous blood gives us its products of oxidation ( $\text{CO}_2$  and other gases), and the oxygen of the air combines with the free hemoglobin to form oxyhemoglobin. It has been seen that in cases of anemia, ozone has been successful in increasing the oxyhemoglobin as much as 4 per cent. Human beings depend upon oxyhemoglobin to free the system of dead tissue and toxic matter; generally, they are about as healthy as our blood. In the lungs they have equilibrium conditions between gases in solution and partial pressure of gases above the solution. When the effect of ozone in anemia is considered, it is conceivable that the extraordinary chemical activity of ozonized, or ionized air, produces an actual oxidation of some of the waste gases in the lungs, thus reducing their partial pressure, and producing a greater liberation of these gases from the blood. There is further and actual, chemical affinity between oxygen and hemoglobin, and it is further conceivable that the high activity of ionized air brings about a greater formation of oxyhemoglobin.

" Much that has been written here is in the realm of speculation, it remains to be proven; but it is sufficiently reasonable to justify a vigorous investigation. The thought to be stimulated is that there

"is some vital substance in the air of nature. It is known that natural air is one of the greatest stimulants and remedial agents known. It is to be regretted that it cannot be had in the heart of metropolises, where men are called upon to exert great physical and mental effort; however, air conditions have been produced in mechanically ventilated buildings, by the aid of ozone, that possesses all of the zest, comfort and stimulation, characteristic of the purest air of nature. Ionization then is offered as the 'air soluble vitamin', and herein perhaps lies the grain of truth to the exponents of window ventilation, for they have recognized the vital quality of outside air, but in their attempt to obtain it, they overlook a host of other factors, which cannot be successfully neglected. It is the duty of the engineering profession to protect humanity against half truths."

The evidence seems to show that those who maintain that they can feel a difference between fresh air and duct air have real right on their side.

It may be possible to supply the required ozone and ionization artificially but it still has to be proved that duct air thus charged is as good as fresh air. Probably it will not be, because nature is very rarely duplicated successfully by artificial means: however, such inductive reasoning cannot be brought up in arguing with matter-of-fact financiers who instigate the construction of sky-scrappers. It is, however, indicated from the evidence given above that a supply of the mixture of nitrogen and oxygen in the ratio of 4 to 1, which we know as air, is not all that is necessary for healthy respiration. If Hartmac be right, surely pressure should be brought to bear on those who authorize the building of tenements, in which there are rooms without windows—rooms to which fresh air never gains access. Here is a problem of a different nature:—Is it more worth while to improve the health and increase the happiness of suffering flesh and blood or to protect the financier in his efforts to amass a fortune?

## ZONING BY-LAW FOR SASKATOON

Provisions Embodied in New By-law which has been Approved by the Minister of Municipal Affairs

By STEWART YOUNG

Director of Town Planning for Saskatchewan, Regina

With the recent approval by the Hon. Howard McConnell, Minister of Municipal Affairs of the province of Saskatchewan of "A by-law to regulate and restrict, within the city of Saskatoon, the location and use of buildings and the use of land; to limit the height and bulk of buildings; to prescribe site areas, the size of yards and other open spaces, and for these purposes to divide the city into districts" there has come into force, as of the date of its approval, August 18th, 1930, the most progressive zoning by-law in the Province of Saskatchewan.

### PERSONNEL OF COMMISSION

The Commission was appointed by by-law of the council of the city of Saskatoon on April 29th, 1929, and is composed of five members, J. A. Forrester, C. J. Mackenzie, F. P. Martin, E. H. Phillips and J. E. Underwood; of whom the chairman is C. J. Mackenzie, dean of engineering, University of Saskatchewan.

The pioneering work leading up to the appointment of the Commission was done largely by J. E. Underwood, a practising land surveyor and civil engineer of Saskatoon. Mr. Underwood, on a town planning platform, was elected to the council of the city of Saskatoon, which office he still retains.

The first meeting of the Commission was held on June 6th, 1929, when B. P. Scull, a recent honor graduate in civil engineering of the University of Saskatchewan, was appointed secretary.

### INFORMATION CONTAINED IN PLAN

The first work of the Commission was to prepare plans and collect data relative to existing conditions in the city.

The plans prepared displayed the following information:

1. Street widths.
2. Street jogs and dead ends.
3. Pavement, semi-macadam, sewer and water.
4. Dwellings erected, 1927, 1928, 1929.
5. Use of property.
6. Lot widths.
7. Unimproved property.
8. Assessed land values.
9. Population distribution.
10. Public recreation lands.
11. Railway lands.
12. Distribution of student population:
  - (a) High school.
  - (b) Public school,
  - (c) Separate school.
13. Street car lines and areas served.
14. Time zones.

In addition to these plans certain other information was collected, including a traffic count of vehicles, horse-drawn and motor-driven, entering and leaving the main business area.

The information contained in the plans, together

with the additional data, was submitted to the consultant towards the end of January of this year for analysis, with a view to the preparation by him of a skeleton city map (a major thoroughfare plan) in conjunction with a zoning by-law.

The plan and by-law were prepared and in due course of time presented to the council. On April 3rd the by-law was given its first and second readings, after which it was duly advertised, objections heard and determined, and finally passed on May 19th. On August 18th, with a few minor alterations, it received the approval of the minister of municipal affairs, when it became law.

#### PERMISSIBLE USE OF PROPERTY

In arranging the contents of the by-law the Commission kept in mind the desirability of its being easily understood by the public, a feature all too seldom present in zoning by-laws; and to this end, after setting out the general district classification, the by-law proceeds to specify the permissible use of property and the technical requirements in respect thereof within each class of district.

The city is divided into seven classes of use of property:

1. One and two-family dwelling.
2. Three-storey multiple dwelling.
3. Six-storey multiple dwelling.
4. Local business.
5. Commercial (general business).
6. Light industrial.
7. Heavy industrial.

Saskatoon, like all other western cities, was laid out during the regime of the speculative subdivider of land into lots of a width of 25 ft., thus presenting to the Commission for solution the difficult problem of preventing the use for the erection of dwellings, more particularly by the "jerry-builder", of such lots.

The method evolved consists of the use, in the by-law of the term "site" rather than the term "lot" and the setting up of a minimum permissible "site area" for building purposes in excess of the area of a normal lot of a width of 25 ft., this requirement not to apply to the owner of an individual lot at the time of the coming into force of the by-law. Fortunately, there were few such cases.

#### SPECULATIVE BUILDERS' ACTIVITIES CURBED

The tendency of such a requirement, to curb the activities of the "jerry-builder" in his all too frequent erection of dwellings, for speculative purposes, on narrow lots, like peas in a pod, is at once apparent. Saskatoon does not want this sort of thing—a slum condition, for it must be recognized that the lack of fresh air and sunshine in dwellings

is such a condition—it breeds disease—the science of medicine has proved it.

The open space requirements for apartment houses erected on sites, other than corner site, are such that fifty percent only of the area of the site may be used for building purposes. Here again the tendency to check the land-sweating propensities of a certain type of get-rich-quick speculator is apparent. Saskatoon has determined that its citizens shall have the opportunity of living under health-giving conditions.

Taking the by-law as a whole, and without going into detail concerning the various requirements in respect of front, side and rear yards, heights of buildings, signs in residential districts, provision for clear vision at street intersections, it may be said that the zoning by-law of the city of Saskatoon sets up a standard of a high order, the accumulative effect of which will be a better city in which to live.

—Canadian Engineer.

#### ENGLAND'S FIRST PLANNED CITY

An article on another page describing the present status of England's First Garden City at Letchworth, some thirty miles north of London, is borrowed from *The American City*. It is written by a man on the spot who knows the whole story of Howard's great experiment in a new science of city building. It is written in a spirit of calm appraisement of economic and social values and will inform those who are mildly curious, as well as those who are skeptical of the possibility of building a new town in the country in no way dependent upon a major industry and with all land in public ownership, and let out to residents and manufacturers on long leases, practically perpetual, since they extend to 999 years. These leases give all the "feeling" of private ownership with the additional advantage that every lease-holder is protected from incongruous development on the part of neighbouring leaseholders by zoning and town planning law.

The project has been an unqualified economic and social success. The death rates and infant mortality rates are the lowest in the country and the social life is probably the richest. It is not a mere dormitory town or a pleasant garden village, but has developed more than one hundred industries all properly located in an industrial section and providing work for a large proportion of the residents within walking distance of their homes.

It is a world example for the rationalization of land uses for the enduring benefit of a community, contrasted with the gambling in the unearned increment of land values, which is the curse of all new and growing towns on this continent.

## News and Notes

### THE RATIONALIZATION OF LAND USES

"Rationalization in Industry", a phrase of considerable and growing significance in England, clearly means a thought drift away from the waste of traditional industrial competition, which has been accepted by political economists as the law of nature, and the establishment of a new concept which will insist that industry has social responsibilities hitherto largely ignored.

In the minds of serious British thinkers it is more than an idle phrase. It represents an effort at industrial welfare "in its broadest and most comprehensive sense." It demands "a change in our mentality, in our business thoughts", says one writer, and perhaps it points to a time when the makers of wealth, the multitude who do the hard work of industry, shall have a larger share in the rewards. The word itself was simple enough until the Freudians gave it an unnatural connotation and "rationalizing" came to mean the manipulation of facts to fit it with the foregone conclusion, as in most theological apologetic.

Mr. Dalzell's article in this issue is a plea for the rationalization of land uses in Canada. The senseless subdivision of land into twenty-five foot lots, half a century ahead of social need, is a form of crazy gambling which provincial governments are at last making illegal. The Alberta Town Planning Act has set the general standard for residential lots at fifty foot frontage and has tackled the whole subject of needless subdivision in drastic fashion.

The rationalization of land uses in Canada has been settled successfully by some towns at the instance of an intelligent city council. The city of Stratford has grown in compact and orderly fashion because the city council would not authorize new subdivisions until there was immediate and patent need for them and in this way has prevented enormous waste of public money. On the other hand there are subdivisions around Ottawa and Hull covering sixty-five square miles of territory, while it is estimated that if the population in fifty years is trebled not more than an area of fifteen square miles, at a density of forty people to the acre, will be required. Large tracts are subdivided into twenty-five foot lots. A regional plan for Ottawa and environs is badly needed.

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### THE SCIENTIFIC BASIS OF TOWN PLANNING

The coming of age of the British Town Planning Act of 1909 has been quietly noted in England. Simultaneously, as we have mentioned elsewhere, in a time of such national stress as has never been

known, aside from war periods, the Government legislative programme contains further provision for town and rural planning among its major agenda.

The British people have been won to town planning by the sociological appeal. Its founders have held and do still hold that the operation of town planning must have a scientific basis and must be executed by men who have knowledge of the laws of health, of sanitation, architecture, engineering and landscape values, but they also know that the prime appeal for public support must be on the ground of social welfare. Not one person in ten thousand can understand the language of the allied sciences while every decent person knows that an immense amount of needless suffering has been caused by the uncontrolled use of land, in the past, for building purposes. The Housing Association of Philadelphia, a philanthropic association supported by private subscriptions and doing admirable welfare work which should be done by the city, is still struggling with the social disabilities incidental to dwelling streets "ten to fourteen feet wide" in a city with such a name.

If anyone doubt that bad planning, jumble building and unrestrained greed of real estate operators become not only a monstrous and progressive cause of human suffering, but also a monstrous charge on the public purse or public health services, he should read the last courageous report of the Philadelphia Housing Association.

For public support of town planning the constant appeal must be social, but when public confidence is won and the public mandate is given in enabling legislation there must be a constant return to the scientific bases of the movement or it will peter out into superficial clean-up campaigns or city beautiful sentimentalism.

An article in the present issue on the reported discovery of a vital property in fresh air is not as far away from town planning philosophy as a superficial reader may imagine. If it is true that there is some vital quality in fresh air that is as necessary to life as food and drink; and if it is true that this vital property "cannot be had in the heart of metropolises where men are called upon to exert great physical and mental effort" because "organic matters such as smoke, sulphur compounds and a great quantity of organic matters contaminate the air", then it is clear that modern planning, which demands that manufacturers should have their special districts or zones where prevailing winds will carry away the enemies of public health, such as smoke and the sulphur compound which paralyse the respiration of Ottawa residents, and where commerce and residences may have their own locations, is an eminently reasonable and sound, and, indeed, a super-health measure.

### THE SASKATCHEWAN PROVINCIAL TOWN PLANNING BUREAU

The province of Saskatchewan is one of two provinces in Canada—Saskatchewan and Alberta—with a definite provincial town planning bureau, acknowledged as a necessary part of provincial government. The province of Manitoba unfortunately tried to combine the functions of an over-worked road superintendent with those of a director of town planning and as a consequence the direction of provincial planning has not acquired the definition that is necessary. There are limitations to what one man can do in a working day.

The time is surely overdue when every province should have a director of town planning with an adequate staff to stem the tide of uncontrolled urban development and the waste of the country's and the tax-payers' resources by crazy subdivisions of agricultural lands fifty years ahead of normal need and to give direction to modern planning as now accepted in all civilized countries of the world. This is more than one man's job; it is the work of a dozen men, the chief of whom should have ample time to visit the centres where development is taking place and to consult with local authorities on the subject as to the best means of promoting orderly and economical development.

During last year the Saskatchewan Town Planning Branch of the Department of Municipal Affairs was called upon for examination and approval of fifteen new townsites and five town planning bylaws were passed in different municipalities. It will be obvious to any observer of many prairie towns, that the examination and advice of an expert town planning consultant, at the centre, on the first plans for new towns, with powers of veto legally conferred by the province as well as expert knowledge of the best and most economical way of planning urban areas must be of priceless value in the story of urban progress.

There are villages and towns that stagnate from year to year and grow uglier all the time so that prospective settlers turn away from them in disgust—all for lack of ideas in proper planning.

Obviously the Saskatchewan Town Planning office is seriously understaffed and should have more assistants to enable the director to visit more widely and pass along at close quarters the fruit of town planning philosophy. There is little doubt that the major part of planning progress everywhere is accomplished by personal contact of a reasonable, conciliatory and competent expert with local authorities who have had little opportunity to study or estimate the advantages of modern planning.

The present Director of Town Planning for Saskatchewan, Mr. Stewart Young, has knowledge and a fine supply of enthusiasm for the work before him, but there is little doubt that a group of trained assistants would enormously increase the sphere of

influence which a Saskatchewan town planning bureau could exercise.

Over a period of years the branch has compiled maps of most of the villages and towns as already existing and everywhere is revealed lack of foresight in the laying out of subdivisions and the co-ordinating of traffic roads. Some legislative authority is given to the branch for the control of subdivisions, but obviously it is not adequate. The extravagant and needless subdivision of rural land for speculative purposes is now admitted to be one of the curses of Western Canada and more authority should be given to the branch to control such subdivisions in the interests of better planning and of the tax payers who have to pay the waste charges of scattered development. It is the business of a government to protect the people from the exploitation of their private resources and it is now accepted by many governments as a manifest duty to promote public education in the advantages of orderly planning.

The branch has now ready for distribution a modern zoning bylaw which will inform those local authorities unacquainted with modern planning of the meaning and purpose of zoning and save an enormous amount of time to local engineers and others who may be requested to compile local zoning bylaws.

It will prove an educational and patriotic document of the greatest importance in the development of western towns and cities.

The director's last report had to confess that the municipalities of the province, as a whole, had shown little inclination to awake to their town planning opportunities. There is great work to be done in town planning in the province of Saskatchewan. The present director should have generous support.

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### CINDERELLA AT COURT—TOWN PLANNING IN THE KING'S SPEECH

The legislative forecast of the British Parliament, as summarized in press despatches, contains eight items, two of which, "Town Planning" and "Preservation of Rural Amenities" testify to the acceptance by the British Government of the importance and soundness of a national town planning programme. Another item, briefly stated as "Taxation of Land Values" registers, of course, an attack on the monstrous system in Britain and everywhere on this continent by which speculative land dealers make fortunes out of land made valuable by the existence and work of the community. This again is closely allied to the town planners' programme, so much so indeed that the first organized town planners in England cut away private ownership of land as the first condition of garden city development.

In the United States where the attitude to the land-owner carries that kind of religious awe which,

according to Anatole France, a nice dog feels on looking at the moon, the Zoning movement has established the principle in nine hundred towns and cities that the community shall have so much power, at any rate, over privately-owned lands that it shall exercise the newly-won right to determine, in the interests of the community which gives them value, to what general use they shall be placed.

Any observer with the most elementary interest in social welfare and social justice must see that the areas of most existing large towns known as "down-town sections" are what they are—sores and seabs on the face of the city—because at some time owners of land were permitted to build whatever structures they liked to serve their own interests, whatever happened to the welfare of the community.

The idea has now apparently fully seized even the land owners and real estate interests in the United States that disorderly planning is no more good for them than it is for the community, and their major forces have gathered behind the city planning movement to "boost" it on to success. Indeed a British delegate at the International Conference in New York in 1925 remarked that the planning movement in the United States threatened to become a vast real estate affair. That of course is not entirely true. There is a large group of leaders in the city planning movement in the United States whose impulse is as sincerely socio-logical as will be found in any country, but there is no doubt that the business sense of American business men has caught on to the movement, largely, perhaps, because it is said to stabilize real estate values.

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#### ZONING IN KITCHENER WORKING WELL

The City of Kitchener has had a zoning plan since 1925. Mr. Alvin Kaufman, Chairman of the Town Planning Commission, at the 1928 Town Planning Conference at London, stated that Kitchener was more than satisfied with its zoning scheme and would never dream of carrying on the work of the city without a zoning plan.

"The most concise and definite report" said Mr. Kaufman "can be given in the statement that every member of the present city council is quite emphatic in stating that he believes it would be disastrous to repeal the Kitchener Zoning By-laws."

Mr. Kaufman canvassed personal opinions before writing his address. "Several aldermen", he said, "were surprised that I should even question their attitude." Comments received were approximately as follows:—

Why, we should have a horrible mess without zoning bylaws.

We are paying enough for past mistakes and do not wish to start again.

Why, I was always in favor of zoning bylaws and helped to have them passed.

We certainly need the city plan, because the Board of Works and other departments could not get along without a definite and comprehensive plan for future sewers, surface drainage, street planning, etc. Lack of such a guide would soon result in losses exceeding the cost of several city plans.

We should have saved thousands of dollars if a plan had been prepared twenty years ago.

The experience of the city council and department heads and also the public, with the enforcement of the zoning ordinance over a period of three years, has changed doubt in regard to zoning by-laws into approval by the general public and enthusiasm by the city council and others who have had more contact with the problems considered and settled with the city plan as a guide.

Since that time there have been two annexations of suburban areas. Arrangements are being made for zoning these new territories in accordance with the zoning plan of the city and of making some changes in the original scheme, not, we take it, to accommodate real estate operators who wish to destroy the law for their own financial convenience, but to include new areas developed within the last few years inside the city limits.

Ottawa, the capital city, is still without a zoning by-law, after five years of "consideration."

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#### STATUTORY REGIONAL PLANNING AS SUBSTITUTE FOR ANNEXATION

The New Jersey State Planning Commission have prepared a Bill for the consideration of the New Jersey Legislature which registers an endeavour to give statutory powers to regional planning. It is recognized that the case for regional planning is established wherever planning education is up-to-date but that the work of advisory commissions will be largely wasted until regional planning is translated into state law and a recognized and properly financed government agency is appointed to carry out regional planning schemes. The agency proposed will have equal authority with the county and municipal governments but its authority will be confined to regional development where the present authorities are manifestly not equipped by personnel or finance for the development and care of rural regions according to modern ideas on regional planning.

The proposed Act would divide the state into four regions, each to be governed by district regional commissions, composed of one member from each county, the commissioners to be publicly elected, to serve for a term of four years at a salary of \$5000.

The commission would be entitled to appoint a regional district manager.

The powers of the regional districts to raise funds are suggested as follows:—

1. By taxation of the district as a whole.
2. By contact with municipalities or counties which may agree to pay in whole or in part the cost of any public works undertaken by the district.
3. By special assessment districts, including all or portions of any counties or municipalities within the district. The amount of the special assessment, however, shall not exceed the amount of the peculiar benefit accruing from the construction proposed.
4. By the creation of special taxation districts, including all or portions of any counties or municipalities within the district.
5. By the issuance of bonds pledging the full credit of the district.

The amount of the general tax on the district as a whole is limited to 1-20th of one mill upon each dollar of the total assessed valuation of the entire district.

The fate of the measure is said to be problematical since it is doubtful if public thinking on these lines has yet recognized the inevitability of some such scheme for scientific treatment of great regions now so largely neglected. It is argued, however, that this method of regional government should be welcomed by the rural districts since it means that problems which hitherto have had to wait on annexations may find in this way more immediate and satisfactory treatment.

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#### STATUTORY REGIONAL PLANNING IN NEW ZEALAND

An amendment to the New Zealand Town Planning Act—which, by the way, is obligatory by the consent of the people and seems to be working without friction—has also provided for statutory regional planning. The New Zealand Town Planning Act was founded on the British Act but went much further than the British Act—which is obligatory on towns and cities of 20,000 population and over, but not on towns of smaller denomination—and laid the obligation of planning on all towns of 1,000 people and over.

In a recent amendment dealing with regional planning it has also ventured beyond British precedent. Part 2 of the amendment dealing with regional planning states that "Regional planning schemes may be prepared in accordance with the provisions of this part of this Act." From the words "may be" we do not gather that this part of the Act is obligatory. It is an enabling Act.

But it anticipates the cases where local authorities are indisposed to take any action at all and in several ways endeavours to protect the community against the neglect and indifference of local authorities. Any two local authorities in a region may present a case for regional planning to the Town Planning Board of the major town or city. If the central board

decide that there is a case for regional planning, a plan will be made for the whole region which will become legally authoritative. The expenses of the plan will be assessed against the several local authorities in the whole region to the extent of one-fiftieth of a penny in the pound on the capital value of all ratable property within the region.

This of course meets the difficult situation where the more progressive local authorities of a region see the need for regional planning and some reactionary and obstinate local council may have the power and disposition either to do nothing themselves or let anyone else.

Thousands of communities everywhere are at the mercy of a local council where there is no vision, no imagination, no enterprise, no social education, and little else than weary traditionalism and eyesight for nothing but opportunities for making easy money at the expense of the public. Some major authority where the personnel have had some contact with modern ideas and some education in social legislation should find some means to deliver a community from the tyranny of official stupidity.

This clearly is what the New Zealand Regional Planning Act intends to do.

In Canada regional planning in any comprehensive way has yet to be born. There is need for provincial authorities in the two provinces where active planning bureaus are in existence, Alberta and Saskatchewan, to note the experiments that have been made in other countries to give legal status to the regional planning movement. Sufficient experiments have been made already to enable these two provinces to give a noteworthy lead to the other provinces in Canada where the planning movement has achieved no more at the centre than a bald act with no executive to carry it into intelligent operation.

The New Zealand Regional Planning Act is well worth study. It contains executive provisions similar to those enumerated above in the New Jersey venture and reflects the highest credit on the New Zealand town planning executive, as well as the legislators who have given statutory authority to the work of the planning executive.

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#### THE INTERNATIONAL PEACE GARDEN

While the war beaters are rattling their swords in various parts of the world and billions of dollars are being wasted in preparation for some future war madness, the friends of civilization and international good-will are planning for an international peace garden covering two thousand acres to be founded on the border line of the United States and Canada.

The author of the project, Mr. J. H. Moore, well known in Ontario as landscape architect, desires to raise a fund of \$5,000,000 for this great purpose, and already has won the support of a large

company of distinguished men and women on both sides of the border who have been formed into an international committee to carry out the project.

After the ghastly misery of the last war all the stock arguments for wholesale murder, such as "the moral discipline of war" should be branded by every civilized person as the cant of a military clique. Yet five million people in Germany, described as "young Germany," immediately respond to the call of the latest military megalomania.

William James once wrote a wise essay entitled "The Moral Equivalent for War" in which he visualized the foundation of some means that would give to youth the stimulus needed for the expenditure of physical energy on a great cause that should make the same appeal to the youth of nations as the call to war. There should be training and discipline but also endless opportunity for the expenditure of energy on a great and worthy cause. One can imagine, for instance, a two years national and compulsory service for the youth of Canada devoted to the clearing of government-owned lands—between the termination of the school period and the entry into the business or professional life of the nation. Such sites, when cleared, might be used for the foundation of garden cities with the land in perpetual public ownership and buildings erected for prosecution of infant industries where men without much capital but abundance of skill could acquire buildings for their adventures with cheap leases and cheap power.

And we are inclined to ask whether some such "moral equivalent for war" could not be immediately captured in connection with this fine movement for an international peace garden. If the project should develop into a dual proposal, one peace garden for the east and another for the west, and rough lands were chosen at present in need of clearing and draining and endless engineering service, it would not be at all impractical to call for voluntary service on the part of the sturdy youth of Canada just leaving school to submit to training and the discipline of work in the place of goose-stepping and button-shining, say for a period of two years. In such a project the Boy Scout organization might find a solidity of purpose beyond present aims and might inaugurate the discovery of practical means for providing "a moral equivalent of war" that would be a god-send to civilization.

It is a common complaint that the school and college period, sometimes extending for twenty years, leaves the student with no practical knowledge of the discipline of physical work, other than the business of crossing a football goal line. In the clearing of a peace garden a hundred problems in engineering and landscape work would be met and hundreds of young men would receive practical training in the preparation of land for important social uses as well as in the translation of waste areas into places

of beauty and delight. Civilization is waiting for the exercise of massed power applied to social questions and not merely to the dreadful madness of organized murder.

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#### A NATIONAL HOME FOR BOY SCOUTS—"THE MORAL EQUIVALENT FOR WAR"

Sir Robert Borden, speaking to the Professional Institute of Civil Servants, forecast a time when there would be "created in world affairs . . . so paramount a sense of public right and international faith, so deep an abhorrence of the waste, the destruction, the savagery and horror of war, that war will be virtually outlawed."

"Bugles and drums drive intelligence out of Englishmen's heads" says Young England in the person of Oliver Baldwin, M.P. But everybody knows that passive resistance and the refusal to fight, advocated by young Baldwin, cannot stand against the madness when it comes. The refusal to fight is called cowardice and few young men can stand that. Even the returned soldier who had passed through the torment of war—in the "All Quiet" screen play, was called a coward by the school boys because he tore away "the glory of war".

Civilization must find some peace substitute for flaming youth and the organizers of the substitutes must be held in honour, by a transvaluation of values, not less than the agents of war.

Many forms of sport, and especially professional sport, do not provide this substitute. Rugby football, for instance, on this continent has become almost as crazy as war. From a boy's or a man's play game it has become a contest in horse power for the crossing of a succession of lines and the competitive yelling of crazy crowds, who yell by habit, whether there is anything to yell about or not. The fine flexibility of the original game has been sacrificed at the bidding of professional and financial "managers" and "trainers" who treat the players as though they were draft horses.

Noulan Cauchon, of Ottawa, is planning an island, two miles long and a mile broad, in the Quebec hinterland as a national domain for boy scouts. The movement is really the finest conception to enlist the energies and intelligence of Canadian youth in the cleaning and planning of a glorious island, one of several in a blue water lake some sixty miles from Ottawa, and to enlist the sympathies of all who see the need of stimulating organized work and play for the youth of Canada.

Out in the distance there is a vista of mountain scenery as entrancing as anything in Killarney and the opportunities for boating, swimming and fishing are practically unrivalled; with entrancing canoe and hiking routes to adjacent lakes and mountains.

But the original feature of the scheme and the point of connection with this Journal is Mr.

Cauchon's intention to plan the island for social uses.

The approach of "civilization" to some of the great scenery in Canada, as on the Gaspe highway, is often quite deplorable. Great scenes of entrancing beauty are subjected to a ruthless shack development which devastates the natural endowment year by year. It is intended that the human approach to the Happy Isle (Insula Felix) shall not carry such unhappy results. A large part of the constructive work will be done by the boy scouts under expert direction. Timber will have to be cleared; cabins will have to be built; cottages will be needed for the instructors and some road making will have to be done in order to provide satisfactory means of access.

The owners of the timber limits, the James McLaren Company, have generously signified their intention to forego their timber rights, and the Quebec Government have expressed sympathy with the movement and it is expected will arrange helpful land tenure.

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#### FEDERAL DISTRICT IDEA DISCUSSED ONCE MORE

A public meeting was called by the Professional Institute of Civil Servants at the Chateau Laurier November 24th to discuss the idea of a Federal District for Ottawa, Hull and environs.

As usual, the Washington example was quoted extensively and the popular concern about the loss of franchise was manifest and assurances were given by all advocates of the scheme that such loss of personal franchise was not necessary and was not contemplated.

A tentative Resolution was presented stating that the time has arrived for the drafting of a Constitution for the proposed Federal District and that the Governor-General in Council be memorialized to appoint a Royal Commission to have authority to confer with the Governments of Ontario and Quebec and to secure the views of all interested parties and that such Constitution be submitted by the Dominion Government to the electorate concerned. The Resolution contemplated the abolition of municipal government in the proposed area.

The Town Planning Institute was invited, among other organizations, to send representatives, and Mr. Noulan Cauchon was personally invited to address the assembly. An emergency committee of the council drafted a Resolution in anticipation of events.

Mr. Cauchon's proposals for a Federal District have been published in the Journal from time to time and need not here be repeated at length. He proposes that the physical features and public services of the two cities be under a District Com-

mission but that certain other duties be retained by the various municipal councils. His main contention at the meeting was that if such a commission were appointed it should be mainly composed of technical men of outstanding ability, selected from all parts of the Dominion, and should not be composed merely of business men.

Finally both Resolutions were withdrawn, at the request of the meeting, and the intention was expressed of calling a further gathering at some future date.

An effort was made to persuade the Professional Institute of Civil Servants to appoint a committee to undertake a programme of constructive publicity. It is well known that the American Civic Association performed valuable services of this kind in bringing the Washington plan to its present state of achievement and promise.

Senator Belcourt, who has studied this question for many years, suggested that there were difficulties which the meeting has not considered and which might prove very serious in further consideration.

Indeed they may well prove insuperable at the present advanced stage of development of both cities. Washington was founded as a Federal District on practically virgin territory. The Australian capital has been founded in the same way. Possibly the way out may be a Regional Plan, superimposed upon present municipal government with the specific function of saving the environs of the capital city from further unregulated and uncontrolled development. Since the municipal councils have final authority in all municipal matters, it is very unlikely that they will abolish themselves.

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#### THE WINNIPEG TOWN PLANNING "HOLD UP"

The latest news from Winnipeg is that, by a vote of ten to eight, a Town Planning Commission is to be created, comprising six members of the city council and three "outsiders". Some weeks ago a similar vote "split even" and was defeated by the casting vote of the Mayor who is known to favour a commission with independent citizens in the majority but with city council representation.

It is well known also that private citizens, experienced in town planning matters, will not serve on a commission overweighted with busy aldermen occupied with a multitude of detail council matters such as fill the columns of the daily press.

We have before us a printed record of the "First Canadian Housing and Town Planning Congress" held at Winnipeg in 1912. It was a three days conference. At one of the meetings the Duke of Connaught, then Governor-General of Canada,

presided. He offered two pieces of valuable advice which have been steadily ignored by the successive city councils from that time to this. He said—

Money and thought expended now while your city is young, and while whole districts are covered with buildings of a temporary character, will pay you a hundred-fold in saving the great expense of remodelling the city when its buildings have assumed a more permanent character.

You must remember, however, that town planning is a special branch of art, and that before committing yourselves to any general scheme, it is advisable to call in the best expert advice which can be procured.

All the newspapers in Winnipeg have steadily opposed the creation of a town planning commission such as is now proposed; the Board of Trade passed a special resolution asking the city council not to appoint such a commission; the civic progress association is opposed to it; the town planning fraternity, embracing some of the most significant citizens in Winnipeg, are opposed to it. If this is not—what is—public opinion? One city alderman, nominated for the proposed commission, has publicly declared that while town planning is all right to talk about on a platform and as a theory, as a practical matter it is not worth a hoot! The successive city councils in Winnipeg, which should have been more alive than the average citizen to the essential conditions of progress in Winnipeg, as the chosen representatives of the people, have resisted the will of the people in town planning matters for eighteen years (always excepting an intelligent minority) and are no nearer to a rational concept of the advantages of town planning than their predecessors in 1912. As the newspapers have suggested more than once, it seems to be high time for the electors in Winnipeg to look around for a twentieth century city council. Winnipeg had the best chance of taking the lead in Canadian planning. As it is it is still grubbing at the A.B.C. of the movement. All because the city council can't do the job and won't let anyone else.

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#### TOWN PLANNING COMMISSION AT PEACE RIVER

The Alberta Planning Movement is making rapid progress but it will meet occasionally the familiar type of city council which will brook no interference with its precious prerogatives to do nothing at all for the orderly development of the community area. The Peace River Town Planning Commission has resigned in a body "until such time as the town council is ready to lend an intelligent interest to the work". We like the plain speaking and have pleasure in quoting the protest of the Peace River Town Planning Commission—

Whereas the local Town Planning Commission has experienced a total lack of co-operation from the Town Council, amounting almost to direct an-

tagonism to the purpose of the Alberta Town Planning Act, as evidenced in the inactivity of Council in effecting such improvements as have been recommended with a view to enhancing the appearance of the town's streets, river frontage and other public places;

And whereas the expenditure of public monies on the purposes of Town Planning is not in the public interest until such time as the town council is willing and ready to lend an intelligent interest to the work:

Therefore the members of the local Town Planning Commission feel that the services of this Commission cannot be continued to any good purpose, and we herewith tender our resignations as members of the said commission.

Some citizen groups will need to be organized in such places who will make town planning intelligence a test of qualification for town and city councils. We believe the town planning intelligence of most communities is considerably in advance of town council intelligence and doubt very much whether it is always true that people get the kind of city government they serve. There should be some "reccurds" tested in Peace River at the forthcoming elections and some plain speaking such as is sounded in this virile protest.

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#### HOUSING AND UNEMPLOYMENT

At one of those sensible quarterly meetings held by the Alberta Town Planning Commissions for conference and discussion, Mr. J. H. Doughty-Davies, Town Planning Engineer to the city of Calgary presented a paper recently, entitled "Housing and Unemployment".

An animated and interesting discussion followed and resulted in a Resolution recommending each commission to consult with its respective city council on the possibility of using some of the Federal Government unemployment grant for the purpose of building houses for working families on modern town planning lines. In 1918 Alberta was one of two provinces which did not participate in the Federal Government loan of \$25,000,000 for the promotion of a working class housing movement. Perhaps the time has come for a reconsideration of the subject.

Mr. Doughty-Davies attempted little more than an introduction of the subject. He manifested some little concern about cutting into the "perfectly legitimate field of private enterprise," but mildly admitted that "there are times, of course, when private enterprise does not seem to be particularly active" in the business of providing homes for working families.

We should have preferred a simpler and more direct treatment, such as that everybody would be glad if private enterprise would take on the job of providing houses for working families of low income

for rent, since so many cannot afford to buy houses and really do not wish to buy houses because of the mobility of labour conditions, but that since the job was not being done by private enterprise, could not the province take on the job and accomplish it by the massed power which can forge on to success where private enterprise has failed?

Said Mr. Doughty-Davies:

If there is a class, or if there are classes of housing accommodation which private enterprise fails to provide, and if such class or classes of housing are needed, there is where our consideration is needed.

I do not think that there is any doubt as to the existence of a lack of proper housing for the small but more or less continuous wage earner who can afford to pay but a few dollars. Even the smallest town usually has its shack town, down by the tracks, north of the tracks, or down by the gas works, names of localities which, all over North America, have acquired a descriptive suggestion. These, or similar localities may not be slums but it is very certain that no one regards them as districts of desirable homes.

Mr. Doughty-Davies quoted the late Geo. B. Ford as declaring that "It is impossible to build satisfactory homes for the lowest wage earner in the United States on an economic basis," and Alfred E. Smith, ex-Governor of New York, who thinks something may be done by his New York Housing Association on the principle of limited dividends. This Association, however, has yet to prove itself, though the principle of limited dividends has done much for European housing and was one of the first conditions of garden city success.

Mr. Doughty-Davies gave a sympathetic review of the social consequences of slum housing:

It is universally admitted, I think, that crime generally has its origin in the mean quarters of a city. What it costs the nation to contend with it, together with other ills arising from the same cause—impaired health and vitality and social and moral evils, there is no means of knowing. It appears to me that it would be worth considering whether even in our smaller western towns and cities it would not pay to follow a definite policy in providing for the very poor.

That a need exists for this class of housing is shown by a visit to the outlying or older parts of any of our cities. There we see "handed down" one family houses now occupied by many families, repaired to the barest minimum required by law, insanitary and over-crowded, dark, damp and cold.

He reviewed the European situation, not with complete knowledge, it is to be feared. He was apprehensive that municipal housing might lead to serious arrears in payment of rent. But surely the same argument applies to any form of taxation.

Municipalities manage for the most part to get their taxes paid unless they have permitted some wild system of gambling in needless subdivisions where people get tired of paying taxes on unused lands. We have read a large number of reports on European housing and have met with no great outcry concerning unpaid rents. It is largely a question of good or bad management and a woman, Octavia Hill, taught the lesson of good management of rented houses while Ottawa men have shown a terrible example of the worst kind of management.

Mr. Doughty-Davies knows all about the orgy of gambling in subdivisions in western Canada and rightly pointed out that municipalities have wasted vast sums of money in providing public utilities for scattered development.

Finally he reached the conclusion that where the real needs of a community are not being supplied by individuals the community must supply them itself.

As we have suggested, the address was not much more than an introduction to the subject and it appears to have carried so many "fears and scruples" that our correspondent seems rather doubtful whether it will lead to a provincial housing movement in Alberta, even though the need is admitted and though such a movement would assist greatly in relieving unemployment.

The province of Alberta, however, is doing so much better than any other province in tackling the town and rural planning problem as a provincial task that it may be inspired also to show what can be done in provincial housing initiated and managed by an expert staff, including some capable women who know something about the subject. It would be an interesting adventure for this progressive province to carry through: a vigorous provincial housing movement under the guidance and management of its town planning staff with the additional expert assistance necessary to such a great social end. We do not believe that in Alberta or anywhere else the supply of homes for low renting will be undertaken by any trade agency whose sole incentive is regard for financial dividends.

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#### NATIONAL COUNCIL OF WOMEN WANT NATIONAL TOWN PLANNING

The National Council of Women have taken Cinderella—meaning the Town Planning cause—by the hand, and are anxious to introduce her to the constituted authorities as a "person" quite as much worthy of notice as her more fortunate sisters.

A comprehensive Resolution was passed at their recent annual meeting praying for extended recognition of the national value of town planning and better housing, which we understand will be presented in due course to the constituted authorities. We quote the resolution below.

It will be seen that their thinking is comprehensive so far as town planning is concerned. They desire a rebuilding of the Federal Town Planning Bureau back to the status of ten years ago when it was practically disbanded under the stress of war time economy. They would like to see Canada represented at the International Town Planning Congress where something like thirty-five nations send their delegates to indicate national interest in the housing and town planning movement; they understand the relation between town planning and national health and would like to see a closer co-operation between the two agencies and they see how gravely Canada is suffering by the general lack of provincial executives to make town planning a predominant provincial activity, as in Alberta. We quote the resolution:—

Whereas Legislative duties in regard to Housing and Town Planning rest first with the Provinces in the passing of suitable acts, and with the towns and cities in putting these acts into operation, and

Whereas, Canada as a young and growing country has great need of watchful care that she grow on right and well-considered Housing and Town Planning lines, and

Whereas, Housing and Town Planning are matters of public health and welfare—(and in England are happily under the Department of Health) and,

Whereas, Canada has no representation at International Housing and Town Planning Congresses, where thirty-five other nations are represented,

We, the National Council of Women of Canada, earnestly request that the Federal Housing and Town Planning Bureau be re-organized and made a central bureau to carry on more completely the work of education and guidance in those subjects, and that those provinces whose acts are not cohesive or have become inoperative may be energized, so that Canada may grow aright on both constructive lines and avoidance of costly mistakes with regard to the Health and Welfare of her people and may also take a respected place in the Housing and Town Planning Councils of the Nations.

In regard to national housing for working families of low income—who can no more buy the middle-class houses that are being built at six to eight thousand dollars than they can buy a mansion in the skies, and can only afford to pay rent for houses that should cost no more than \$3000 and that are not being built, the National Council of Women have clearly no policy to offer. They do not seem to have studied the solution offered by European countries, that is, that nothing but the massed power of governments, informed by disinterested experts concerned only with vital social needs can solve this

problem of housing for working families of low income. If the old and sterile doctrine of the exclusive right of private enterprise to take on this works occupies their minds, they are as likely to be disappointed as the Americans have been for about 100 years.

Private enterprise will not take on the job of providing houses for rent for working families because there is not enough money in it. Octavia Hill demonstrated that there is a vast field for woman's social work in collecting rents and preventing the easy corruption in this direction of which we know too much. It is inconceivable that a woman's committee could have tolerated the mess of mismanagement by which the government-assisted housing in Ottawa has cursed the cause of national housing.

We recommend to the National Council of Women an intensive and much deeper study of the housing question: which means housing for families who can only pay rent and that within the limits of \$100 monthly income. Middle-class housing will look after itself so far as the structure is concerned, though town planning has much to offer in the disposition of houses everywhere and the preservation of residential environment.

But the rigid fact must be met that private enterprise will not take on this work. It does not know how to do it; it has not the resources for massed production and proper planning; it is obsessed by the deadly hypnosis of profit and will not move until the profit is adequate and more than reasonable. Even Mr. Hoover has said that governments must enter the business field "as a by-product for some great major purpose" and there is no greater major purpose than providing decent homes for working families who produce the wealth of the country: not as a gift, but as an opportunity for decent home life, the costs of which they can mostly discharge by rent payments or rent-ownership payments. There is no trade enterprise in this field.

Birth rates are declining everywhere and the young married couple of severely limited resources has to choose a midget flat or the over-crowded lodging house as a substitute for a home. The Woman's Council will have to grapple with new ideas in this relation or their housing discussions will end in futility. It does not follow that because a few men have botched the cause of Government assisted housing that women of the type and character of Octavia Hill could not and cannot lead it to success.

Meanwhile the Hamilton Local Council of Women has passed the following sensible Resolution on town planning:

That the Local Council of Women in Hamilton ask the Provincial Legislature of Ontario to appoint a Provincial Director of Town Planning who should be the executive member of a

Provincial Town and Rural Planning Advisory Board to encourage and assist the social and economic welfare of the Province along the lines of Town and Rural Planning, and also

That to this end there should be an Act to consolidate and amend the Statutes relating to Town Planning and the preservation of Natural Beauty in Ontario.

The Town Planning fraternity has pressed such resolutions upon the Ontario Government for many years, but without success, "Haply a Woman's voice may do some good."

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#### THE BRITISH MINISTER OF HEALTH ON THE SLUM PROBLEM

Mr. Arthur Greenwood, British Minister of Health, speaking at an important Housing conference in Manchester, made it quite clear that the British Better Housing Movement would proceed at all costs until slums are eradicated and the working people of Great Britain are given a chance to live in decent homes. "I cannot rest" he said, "while people as good as we are live in cottages with rough floors, tottering stairs, and walls peeling, among rats and bugs, under conditions which are not decent in a stud farm. It is no good to me if I stamp out the slums of today (I will do that before I am finished) if others are going to rise. While we have got to kill the slums as they are, we have got to prevent the creation of more."

The British people have decided that the terrible legacy of slums inherited from a past age when industrial fortune-making cared nothing at all how the people lived who made the fortunes, can only be dealt with by the massed power of governments, because private enterprise will not take on the job, for the fatal reason that there is not enough money it it.

The prevailing American view is that unless somebody can make a pot of money out of the job the job of slum clearance cannot be done and working families must still go on living in rotten tenements or stop having children.

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#### TO RE-PLAN VEGREVILLE, ALBERTA

The Vegreville *Observer* gets the right note.

Visions were conjured up at a meeting of the Town Planning Commission held in the town hall on Wednesday afternoon, of the day when Vegreville will be a city with all its industries with their belching chimneys segregated to one part of the town, while the residential sections are off to themselves in another, and interspersed here and there in the city will appear leafy parks with roads winding hither and yon and yon and hither

H. L. Seymour, Provincial Town Planning Commissioner, was present and with the co-

operation of the local commission a suggested plan was laid out. A map of the town was spread on the table and the different districts, such as industrial, commercial, park, residential and agricultural were marked out in different colored pencils for each district.

Other lands and lots within the town limits but not served by the local utilities, are classified by Mr. Seymour as agricultural. These he suggested should be sold on the acreage basis and should be assessed somewhat lower than other property, better served by the town. It was a real afternoon's work before the committee completed their task, but they will submit their bylaw for the approval of the town council sometime in the near future and thus a real step forward will have been made in the town planning work in Vegreville.

No squabble here as to whether a town planning commission can help the town council to develop an orderly town.

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#### EDMONTON APPOINTS LOCAL BOARD OF APPEAL ON ZONING CASES

In the larger cities of Alberta some discontent has been manifested at the idea of submitting zoning appeal cases to a provincial Board of Appeal. There is really a sound argument for a provincial Board of Appeal. It is that a provincial Board will be less likely to be influenced by property interests than a local Board personally acquainted with the applicants and running the risk of personal enmities following adverse decisions. But if the sentiment for home rule is dominant a town planning commission may have to consider it, and, at least temporarily, to lubricate difficult situations, concede the home rule argument. The Vancouver Appeal Board, if we remember aright, has provincial as well as civic representatives—thus conceding the validity of both arguments.

The Edmonton Town Planning Commission has conceded the home rule argument and has appointed a civic Board of Appeal. The provision for meeting appeals against the decision of the building inspector, officer of the zoning law, or of the provisions of the zoning law, seems now comprehensive enough to satisfy all concerned. There will be first an appeal to the civic Board of Appeal and if this is contested cases of protest may be carried to the provincial Board.

All the same, Mr. J. F. D. Tanqueray, Town Planner of Edmonton, speaking at a recent conference, stated the plain truth and manifest danger of City Council Zoning Appeal Boards. "If appeals were made to the Council that body could make exceptions here and there over a town or city and nullify the work of a zoning plan. An Appeal Board should have no legislative authority."

It should be a referee and interpreter of the law

and not its surgeon. Therefore a Provincial Appeal Board, detached from local affiliations would best serve public welfare.

City councils get curious paroxysms on this matter of absolute home rule. London, Ontario, has sterilized its zoning on this ground. After all, whole nations are sacrificing prerogatives for a larger good.

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#### BRANCH OF THE INSTITUTE FOR ALBERTA

The time would seem to be propitious for the formation of a Branch of the Town Planning Institute in Alberta. The argument may be stated simply. The Institute is a national organization for promoting the educational expansion of the town planning idea, but it cannot move easily to different parts of the Dominion without the assistance of local groups in sympathy with its purpose. There is a suggestion that the Annual meetings for 1931 should be held in Calgary. A Branch organization could make this practicable—as was amply proved at the Vancouver and Winnipeg meetings. Moreover a Branch organization, as representing a national association, can often command a respectful hearing from the constituted authorities when governments have to be approached for improved legislation. There is no doubt that British Columbia town planning legislation was largely won by the local Branch of the Institute. Advanced regional planning powers may be needed in Alberta in the near future. A Branch organization could undertake advanced studies in this direction.

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#### SOME ARGUMENT FOR REGIONAL PLANNING

“Ottawa has extended westward along the Britannia line to the point where there is a very large suburb without sewers or water service. At the Nepean council meeting last Tuesday night, members discussed the possibility of obtaining financial assistance from provincial or federal sources to install water-works and an adequate sewage system throughout the suburb. It is estimated that \$750,000 would be required for this purpose.

“There might very well be co-operation between Ottawa and the adjacent towns on both sides of the river in dealing with this question of the extension of municipal utilities. The people on both sides of the Ottawa river are directly affected.

“Ottawa drinking water is taken from the river below the point where Nepean’s sewage will be poured into it. As the towns grow along the river banks on both sides, this pollution of the river will increase. At the present time Ottawa is spending several millions on a filtration plant to purify the drinking water. At the same time, Ottawa is offending also by pouring sewage into the river.

“The time is coming when this whole question of stream pollution, sewage disposal and water service

will have to be considered from the larger aspect. Plainly, there should be one governing board to administer the municipal utilities of the whole of the metropolitan district of Ottawa.”—*Ottawa Citizen*.

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#### AMERICAN CIVIC ANNUAL

The second volume of *The American Civic Annual* deals comprehensively with the planning movement in the United States. The work promises to be an indispensable desk book for the multitude of American workers in this field. Some fifty pages are given to the national parks. The regional planning of the Federal City and environment makes an inspiring chapter of world significance. Some seventy pages are given to city planning throughout the Republic and there are sections on roadside improvement, regional progress (which seems scarcely comprehensive) and housing.

The section on housing seems to us the least inspiring. There are many organizations spending much time and energy in setting forth the conditions of good housing, but nowhere can we find a sign that houses are being built for the multitude of small-income families who cannot buy houses and can only afford to pay small rent for immediate accommodation. The patriotic fiction that there are no such families in the United States has by this time been pretty completely debunked. Nobody seems conscious in these writings on housing that it is useless to expect private enterprise to take on the job, with the ever-mounting cost of land and building materials and that some doctrines will have to be scrapped if civilized housing for the lower income groups in American cities is to be achieved. Apartments at \$25 to \$35 a room are no answer to the problem. The United States seems to us half a century behind European countries in dealing with this urgent social problem.

From Mr. Shurtleff’s chapter on “The Year’s Trend in Planning” we quote the following statement:

Of the 70 largest cities in the United States all of them having a population of 100,000 and over, all but 7 have official planning commissions, and about 40 have reasonably adequate appropriations ranging from \$5,000 to \$50,000 a year exclusively for administrative work. In at least twenty cities there has been a steady increase in yearly appropriations and in several cities the appropriations for 1929 were double the appropriations of 1923 or 1924.

A few years ago a city plan or a report containing the recommendations of the planner was just good advice which too often met the usual fate of good advice. Now an essential part of all plan reports is a financial program for the execution of major improvements.

**CIDER MAKING AND HOUSES**

The Government of Ontario is going into the cider business in a big way to show what can be done in the utilization of "cull" and damaged apples for the production of the "best quality of sparkling cider as produced and bottled in England with low alcoholic content similar to light beer". It is said that the Provincial and Dominion Governments are to share in the cost of the experiment.

And why not? If the utilization of the country's resources cannot be attained by private effort and if private effort has not the genius for co-operation, or the financial resources, or the talent, skill and imagination necessary to obtain a desirable social end, then it is surely better that this end should be achieved by the massed power of governments than that the fruit of hard labour should be thrown on the dump. This last phrase is by no means metaphorical. The present writer once had a neighbour in the farming and fruit region of British Columbia who poured a load of plums in the ditch because he could not market them or even find an organization that would collect them and give them away.

And if Government cider, why not Government houses for working families, deliberately constructed for low renting for those families which cannot buy houses and can only offer returns in the shape of rents? The answer to this in Ontario official quarters seems to be that Government housing has been tried and some cases of execrable mismanagement and of business dishonesty have been discovered. Yet there is no doubt that many families are now living in comfortable houses constructed by this means and are gradually acquiring ownership by means of a rent-ownership system and are meeting their payment obligations just as they are meeting their taxes.

European countries have studied the business of management as well as the technical process of building houses for rent. It so happens that the Ottawa experiment in government assisted house building has suffered from appalling mismanagement because the wrong man was pitch-forked into the job.

In W. L. Mackenzie King's book, "Industry and Humanity" it is insisted that three factors are necessary for all successful business, Capital, Labour, and Management. The few scandals that have followed the first experiment in government housing in Canada have all resulted from incredibly bad and corrupt management, but the law courts are showing us that the stock market is also suffering from bad and corrupt management. Yet no one proposes to kill off the stock exchange.

Europe has decided that the only way to house decently the working families of the country is by massed government power and leadership and the business of management has been studied as carefully as the creation of finance and the planning of houses and housing areas. There is now no whisper

of corrupt management, and the transactions must have covered thousands of millions of dollars.

The prevailing American doctrine is that the housing of working families is the prerogative of private enterprise and because private enterprise will not take on the job, the job is being left undone decade after decade, and condemned tenements are still offered to millions of working people where it is reported that "home is a mockery". Even Mr. Hoover has said that "there are local instances where the Government must enter the business field as a by-product to some great major purpose."

In the social and economic world sterile doctrines are the greatest enemies of progress. If a man sets up a grocer's shop for his own profit, that is a noble experiment, but if a group of men and women give their time and energy for the discovery of means by which working families can be decently housed and adventitious and unnecessary profits be cut away from the construction of such houses, they are regarded as dangerous radicals.

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**"WITHIN THE REACH OF EVERY MAN"**

Premier Brownlee of Alberta has initiated a policy of provincial planning into which the phrase "preservation of beauty" is incorporated. Some months ago, speaking at Lacombe at a Town Planning Convention, he—

spoke of Alberta's heritage of beauty, and hoped within the next ten years to see the fulfillment of his dreams in establishing a beauty spot and playground within the reach of every man.

Not a pious aspiration only, for Premier Brownlee has appointed a Provincial Parks Board to act in co-operation with the Provincial Town Planning Board, whose duty is to find out special areas of natural beauty in the province and to set them aside for preservation before they are spoilt and to take immediate steps to make them accessible and interesting to the people of Alberta.

This is statesmanship of the highest order. The great experiment in national parks was bound sooner or later to find further fulfillment in an effort to preserve similar areas nearer to the centres of civilization for those who could not reach the national park areas.

Cities, of course, can do much in this direction with municipal parks and playgrounds, but in every province some of the most charming areas of rural beauty are either in private possession as the waste lands of settlers who have no intention of using them for anything but casual pasture, or in the hands of local authorities so cramped with poverty of financial resources or with poverty of ideas that these great gifts of nature are in constant danger of permanent destruction.

The province of Alberta bids fair to establish a new order of provincial patriotism, and British

Columbia, with its magnificent resources of natural beauty, should be the first province to recognize the superb intelligence of the idea. British Columbia needs a planning bureau at a centre and the petitions of the residents to this end cannot be permanently rejected.

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#### "A ZONING BY-LAW WHICH DOESN'T ZONE"

Victoria, B.C., seems to be troubled with the kind of aldermen who will not see that the time has come for the community to exercise control over the use of privately-owned land for the protection of the community. Much time and money have been spent in Victoria in the creation of a zoning by-law but it does not seem to get under way because certain aldermen won't let it. The fact that nine hundred cities and towns in the United States have accepted zoning as a great social good and that Canadian cities who have tried zoning are declaring that they simply could not afford to be without a zoning by-law, seems to count for nothing with aldermanic minds geared to the ideas of last century.

We quote from the Victoria Times—

Alderman R. A. C. Dewar suggested that the city solicitor be instructed to draw up a by-law to repeal the present by-law, which, he said, had given the city "too much grief". Alderman J. L. Mara also favored a drastic change, giving limited protection.

"You mean you want a zoning by-law which doesn't zone," said Alderman E. S. Woodward.

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#### FIRST PROVINCIAL TOWN PLANNING BUREAU: SASKATCHEWAN

A statement originating in the Winnipeg *Tribune* to the effect that Alberta was the first province to create a "Department of Town Planning," has been copied in several Canadian dailies. The statement is not correct, since Saskatchewan has had a town planning division of the Department of Municipal Affairs for the last ten years. It does happen, however, that the Alberta town planning bureau has been staffed on more generous lines than the Saskatchewan office and can therefore cover a wider field of activity. This is not to say that the Alberta bureau has all the staff it needs for the magnificent programme of town and rural planning already sketched, not to mention the need for regional planning and housing not yet even shaped; but the Saskatchewan office has suffered more seriously in the possible scope of its work by the severely restricted staff, practically confined to one director of operations with no staff to direct. A vast amount of missionary work in town planning is needed in Saskatchewan and for this an adequate staff is absolutely essential.

#### RUSSIA ISSUES BIG ORDER IN TOWN PLANNING

The Russian Government has commissioned Ernst May, Municipal Architect and City Councillor of Frankfort-on-Main, to choose a staff of twenty German architects and contract to rebuild old towns and plan new towns in the Soviet Republics. He has chosen ten architects from his colleagues at Frankfort and among these are two government architects, one of whom is a woman. Herr May has been municipal architect in his native city for some years and has done notable work there in large building enterprises and especially in the modernist square blocks of flats to meet the housing shortage following the war.

*The Manchester Guardian* correspondent says that "if the elevations of his buildings do not conform to the accepted standards of beauty, the planning at any rate corresponds to the families' needs; and if glass panes, loggias, and roof gardens leave no space for ornament, the new gods, sun and air, have free access everywhere instead."

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#### A "LONE VOICE IN THE WILDERNESS" OF PORT ARTHUR AND FORT WILLIAM

The twin cities at the head of the Great Lakes, Port Arthur and Fort William, have suffered horribly from bad planning and land gambling. Narrow lots have been sold to immigrants at prices comparable to suburban lots within half a dozen miles of London and there are now square miles of idle lands subdivided into twenty-five foot lots, according to the testimony of a local resident, waiting for further exploitation of immigrant density. It is really no wonder that there are threats of social revolution in these cities. "Reform delayed", said Edmund Burke, "is revolution begun."

There is nothing either natural or inevitable about such crazy subdivision. In nearly all cases it means that some members of local councils are exploiting their position to get rid of rural lands for building purposes decades ahead of public need. A town like Stratford in Ontario can remain a compact and handsome town with no need for tram cars to crowd its streets and with a strong hand on taxation, because it will not allow subdivisions to be registered before they are needed and before the vacant lots within the town are properly utilized. A resident of Fort William, and of the real estate fraternity, as it happens, has written a series of letters to the local press protesting against present conditions and demanding a town planning policy both in the interests of the community and of legitimate and sensible real estate business. We are constrained to quote part of one of the letters. It is often said that a local council cannot move ahead of public demand. The trouble often is that a city council is trailing behind public demand, as in Winnipeg, and slumbering on ideas that belong to a past century.

The magic word for a bigger and better city

here at the head of the Lakes is Town Planning. The time to commence is now. I have endeavored on different occasions in recent years, by newspaper articles and otherwise to impress upon our citizens the importance of this subject in the proper development of both cities. My voice may have been somewhat a lone voice in the wilderness, but the subject is now even more important than ever, and further delay may bring upon those living at present well deserved censure from those who come after.

The question is, are you satisfied to allow your town to continue to develop in the present haphazard fashion, according as the self-interest of individuals and corporations dictate?

Are you satisfied to allow your public buildings to be placed just where the local board in control may decide, and without due consideration to future growth of your city?

Are you satisfied to continue to permit houses to be erected in any and every section of the city?

Are you satisfied to continue to permit the subdividing of land into twenty-five foot lots, and are you content to allow several square miles of twenty-five foot lots already planned in your city to remain for the homes of future citizens?

We have a great harbor front in the two cities; do you think any more planning is needed for it, or shall we be content to let the railway and elevator companies look after their own interests in this regard?

What about town-planning in other places? Town planning and housing is transforming England at the present time. The wide awake towns and cities of both Canada and the United States are planning through an advisory board in some measures for their future growth. Even Alberta has now fourteen planning commissions, ten of which must be for small towns only. But the gateway cities sit, Micawber like, waiting for something to turn up.

What do these twin cities lack to-day; not position, not natural resources but the lack is vision and inspired leadership. If we only had industries and if mining would only open up, and if a railway was built to James Bay, then things would move. But why not invest something in the spiritual realm? It will pay bigger dividends. Town planning spells "Public Welfare". When we get in earnest over public welfare movements like these, the problem of industries will be solved, and we will not have to sit on the capitalist doorstep, waiting for him to start something for us.

Town-planning is the El Dorado for the inhabitants of Thunder Bay, and is bound to prove a socializing factor of the highest importance. It is the broad avenue to a bigger and more beautiful city, and the time to launch out is now.

#### DEAN C. J. MACKENZIE

Dean C. J. MacKenzie of the University of Saskatchewan and Chairman of the Town Planning Commission of Saskatoon, has been elected President of the Association of Professional Engineers of Saskatchewan.

As Chairman of the Town Planning Commission of Saskatoon, Dean MacKenzie has piloted a zoning law for the city through all its stages with the consent and co-operation of the city council and competent technical colleagues such as Mr. J. E. Underwood in the minimum of time and with absolutely no friction with the constituted authorities, so far as we know. The city council were wise enough to place the matter in the competent hands of the Chairman of the Commission and had the good taste to respect the voluntary labour contributed by Dean MacKenzie to this end. The consequence is that Saskatoon has now a town planning scheme as a permanent guide for all future development of the city, a result in no small measure due to the intelligent co-operation of the city council.

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#### NEW DIRECTOR OF SURVEYS FOR MANITOBA

Mr. S. E. McColl, Winnipeg surveyor, has been appointed Director of Surveys for Manitoba.

Mr. McColl will head a new engineering division, under the department of mines and natural resources, recently formed, following the return of natural resources to the province.

Mr. McColl's duties will involve the planning of the town of Churchill, of the mining areas and the fur ranching territory.

An enviable job, indeed, which would seem to demand an extensive staff, if the ground projected is to be properly covered. Economy in staff, in this case, will be a misfortune and some of the younger men, with new ideas, should have a chance. The planning of Churchill itself, on the new lines indicated in government forecasts, would seem to be a career in itself, since a firm hand is to be placed on the old-time methods of crazy land gambling, if the forecasts of permanent government ownership of land are to be fulfilled, and a man of modern ideas and modern social outlook will be needed on the spot to exercise, if not eternal, at least constant vigilance.

Churchill would not seem to be a case where a plan can be flung on to paper and left to be neglected or "filed" by men who don't know the first thing about the science and art of planning.

Expectations of Churchill have been formed, which, if disappointed will be a real blow to the scientific hope that something better can be done in the "rationalization" of land uses than has been done in the past. And the responsibility will rest with the technical chiefs who have been trusted with the executive job. Mr. McColl has been given a task that may make an exciting advance chapter in the social history of Canada—or a dreary disappointment of cherished hopes, and an argument for the continuance of an obsolete and disastrous method of dealing with national land. Surveying at Churchill should give a new lead, not in surveying for land gambling, at public expense, but in surveying for the best economic and social uses.