

# **Content Analysis Comparing Canada's Two Earliest Town Planning Journals**

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A Master's Report submitted to the School of Urban and Regional Planning in partial fulfillment  
of the requirements for the degree of Master of Urban and Regional Planning

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### **EXECUTIVE SUMMARY**

The Commission of Conservation was created in 1906 to optimally utilize and conserve Canadian natural resources. Dr. Charles Hodgetts was appointed in 1910 to lead the Commission of Conservation's Health Branch and became a medical advisor and key author in its journal, the *Conservation of Life (CoL)*, which addressed public health issues. He advocated appointing a town planning expert for preventive planning measures and to address the land speculation in towns. Thomas Adams was appointed as the town planning advisor in 1914 and quickly began writing articles in the *CoL* journal. When the *CoL* ceased publication in 1921, Adams shifted his writing to the *Journal of the Town Planning Institute of Canada (JTPIC)*, which was the journal of the professional institute founded by Adams in July 1919. The *JTPIC* was published from 1920 to 1931, ending when membership funds from the Town Planning Institute of Canada were depleted due to the Great Depression.

This report provides tools for future researchers including indices, graphs, a spreadsheet, grouped subjects, titles lists, and a chronological timeline. A content analysis formulated from these research tools enabled a comparison of two early Canadian town planning journals to answer the main research question of this report: What are the key differences and similarities, journal topics and themes, and organizations' focus between the *Conservation of Life* journals and the *Town Planning Institute of Canada* journals?

The introduction of Adams as town planning advisor to the *CoL* was pivotal to shaping the content of its articles. Adams gradually shifted away from public health topics that had been under the guidance of Hodgetts to a more town and rural planning perspective, clearly conspicuous by the forefront changes in the cover pages and titles of the *CoL* (Image 3.1).

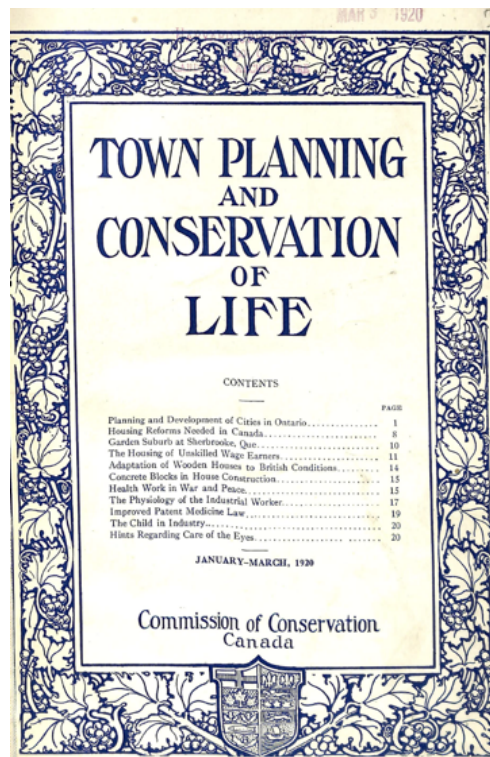
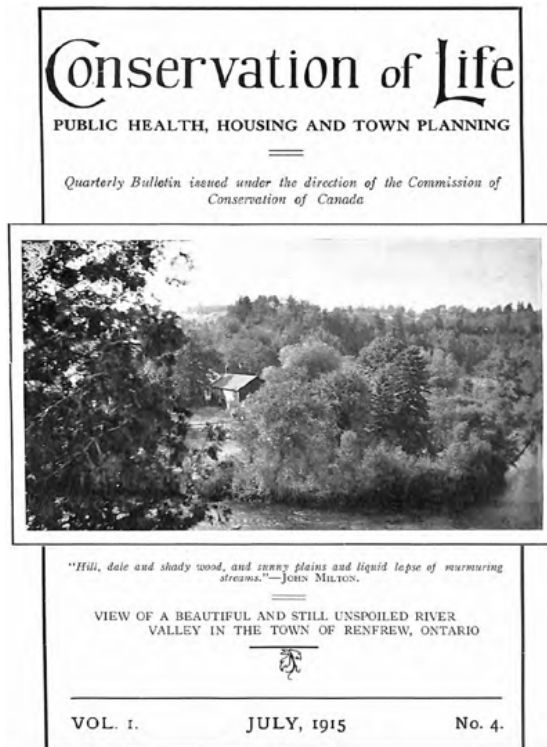
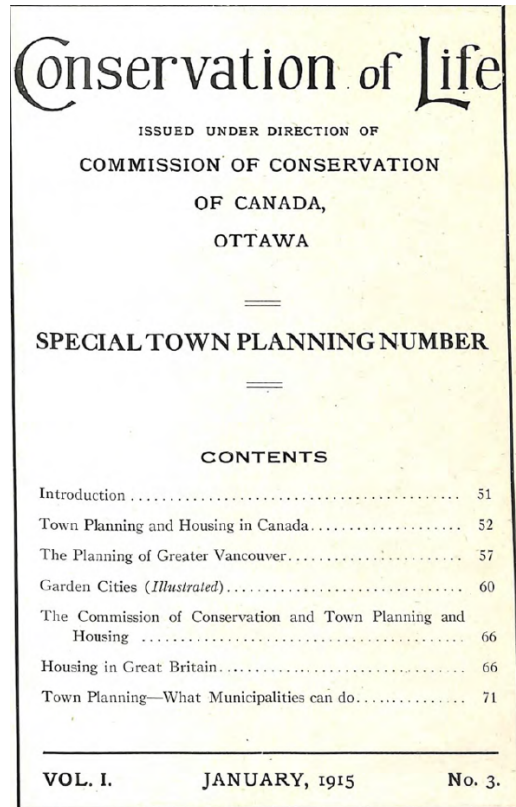
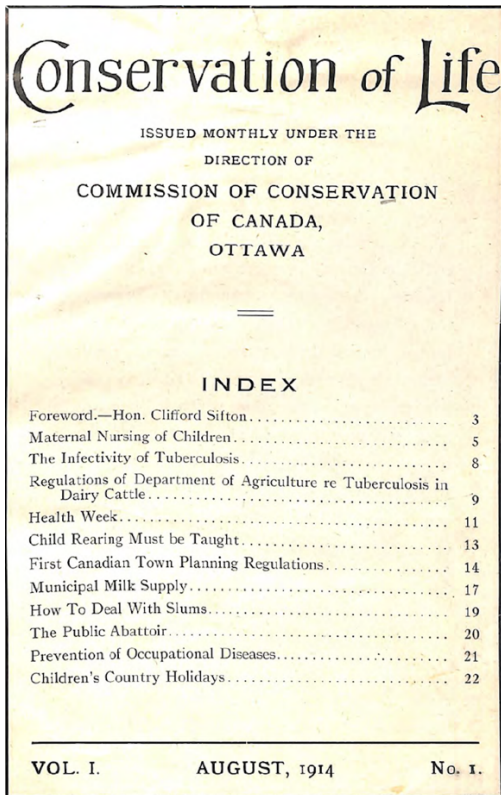


Image 3.1: Changing of titles and shifting article topics in the *Conservation of Life*, 1914-1920.

This report’s comparative analysis of Canada’s two earliest town planning journals reveals the evolution of planning during the nation’s rapid urban expansion from 1910-1930. Six grouped topics were analyzed – aesthetics, economics, environmental, health, social, and planning. As Figure 3.1 shows, there was a marked difference in the frequency of topics mentioned by each journal. With Hodgetts as the medical advisor, the *CoL*’s primary concern was public health, with an emphasis on social, health, economic, and environmental topics. In contrast, with Adams as the town planning advisor, *JTPIC* articles focused predominantly on town and rural planning regulations, zoning, and building codes.

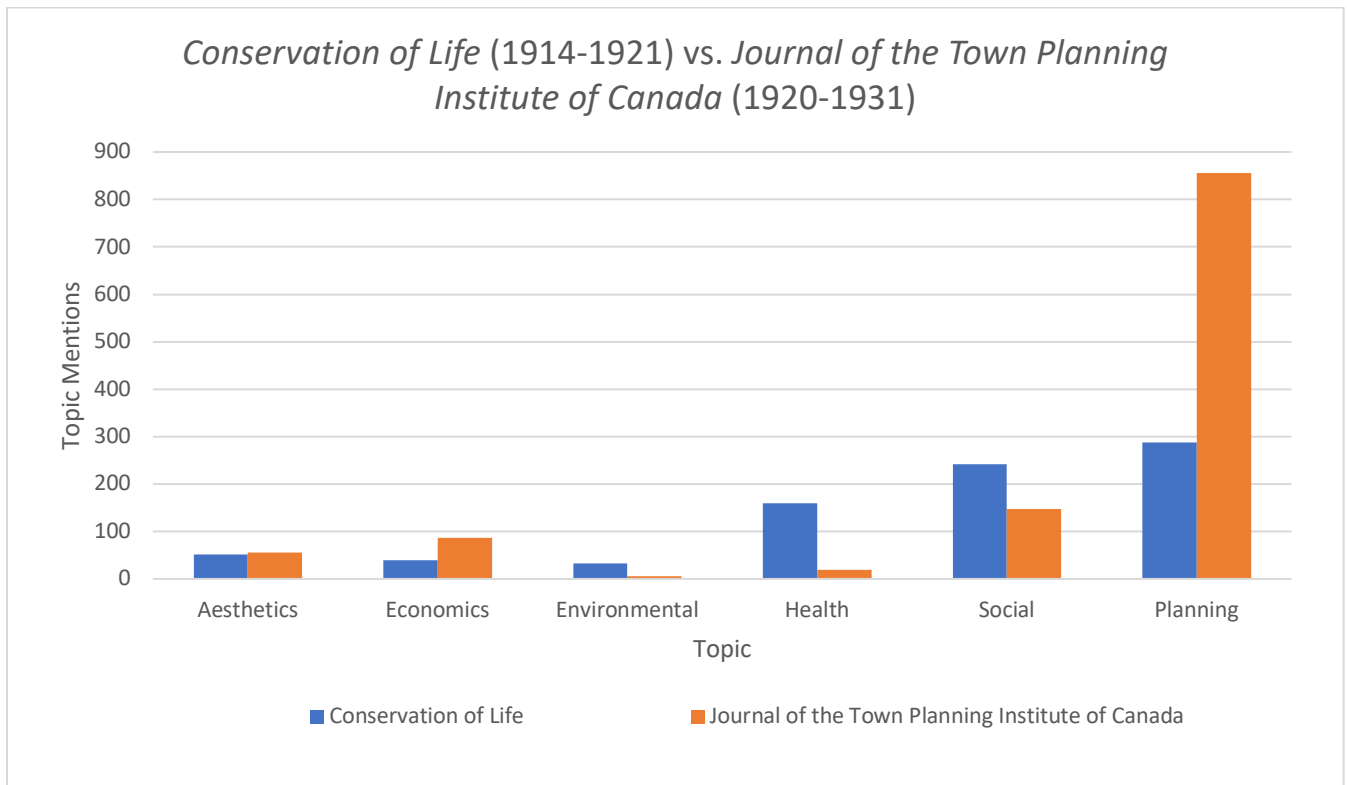


Figure 3.1: Topic comparison between the *Conservation of Life* (1914-1921) and *Journal of the Town Planning Institute of Canada* (1920-1931).

Still, the different professional focus of Hodgetts and Adams influenced an overlap in public health and town planning topics. To meet their respective goals, both professions collaboratively addressed how incorporating urban planning can help solve the underlying urban

problems from a rapidly expanding industrial society. Accordingly, earlier articles in the *JTPIC* indicate that planning was closely linked with public health. By 1920, however, with a vision of modern planning through the City Scientific/Practical concept, later articles in the *JTPIC* signify how the planning profession gradually separated from the public health profession. This shift coincided with town planning in Canada becoming established as a profession working under legislations of various provincial Town Planning and Development Acts. At the same time, the *CoL* continued with its tradition to address conservation and environmental concerns, having successfully leveraged town planning to tackle public health issues. Thus, outcomes of the key differences and similarities between the two journals highlight how the planning and public health professions initially merged and then diverged in early Canadian town planning. Overall, this report's historical content analysis of the earliest planning journal archives provides an intriguing glimpse in the evolution of the planning profession in Canada.



Four storey tenement house in a Canadian city occupied by eight families.

Image 3.3: Crowded unsanitary conditions in an urban slum, both a public health and town planning concern (Adams, "Housing Conditions in Canada," 1916).

## ACKNOWLEDGEMENTS

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A special thank you is extended to Erik Backstrom for his valuable critique into refining the report.

This work is a tribute to my father, Gunnar Agust Goodman, for our annual coast-to-coast family camping trek across Canada and his ongoing encouragement to fulfill all my academic pursuits.

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## Chapter 1: Introduction

This project provides researchers with the tools for Canadian planning history. It includes indices, graphs, grouped subjects, titles lists, and a chronological timeline to aid in future research. These tools assisted in the comparison between two journals, the *Conservation of Life (CoL)* and the *Journal of the Town Planning Institute of Canada (JTPIC)*. Comparing these early Canadian town planning journals illustrated the roots and histories of Canadian town planning and public health, revealing the gradual shift with the changing trends at that historical epoch. The *CoL* especially exemplified the ongoing progressive change from a public health focus in addressing a newly industrial society's health and social problems, such as congested living conditions, disease, fires, mortality rates, and factory occupational hazards, towards one where town planning regulations, zoning, and building codes would address the underlying urban problems and solutions.

The 1881 census in Canada indicated an urban population of 1.1 million, increasing to 4.3 million by 1921.<sup>1</sup> In a short amount of time, one quarter to one half of the population lived in cities. This rapid urbanization was so unexpected that Canadian cities were unprepared for the drastic changes this demographic revolution would bring. Urban dwellers were confronted with the ills of modern society clearly visible and concentrated in highly populated urban centres – crime, disease, prostitution, unsanitary dwellings, slums, and poverty. These fears sparked the desire for urban reform when it became apparent that contagious diseases and public health-related matters like clean water supply affected all citizens, including the upper classes.

The reform movement took four decades until it became an influential source at the national level. Reform drew leadership from the new prominent middle classes in Canada's

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<sup>1</sup> Paul Rutherford, "Tomorrow's Metropolis: The Urban Reform Movement in Canada, 1880-1920," *Historical Papers* 6, no. 1 (1971): 203.

cities: professionals such as architects, landscape architects, town planners, engineers, and doctors; businessmen aiming to efficiently exploit the nation's resources; and women (usually the wives of the first two groups) wanting to improve the lives of others due to Christian morality or to make a name for themselves in a male-dominant society. Early reformers revolved around the redemption of the urban environment, urging for civic improvement by emphasizing the construction of beautiful public buildings to bolster the prestigious image of the city. Citizens created village improvement leagues and began beautifying their communities with the planting of street trees and commissions for civic arts. In the 1880s, several journalists uncovered the corruption and incompetence of municipal government. At this time, moral reform and social welfare also became the foci of improvement by clergymen, temperance societies and women's organizations. There was a strong emphasis on improving the lives of children, such as protecting their innocence from the moral corruption of the city with its slums, prostitution, and rampant gambling addictions, while also investing in molding the child's character through the advocacy of clean playgrounds, new schools, recreational centres, and camps. By replicating Great Britain's model, public health reformists in Canada understood the sanitary ideal to purify water supply. Public water works were targeted to improve citizens' lives, with a major municipal project that cost \$2,000,000 in Toronto in 1870.<sup>2</sup>

The appearance of the city, the local government structure, and urban social ills soon amalgamated into the idea of town planning after 1900. Urban reformers were inspired with the new town planning movement, aware of its various solutions to the many targeted problems. Two key early town planning concepts inspired many town planning schemes in Canada: The City Beautiful and its origins from Chicago, United States in 1893, and Ebenezer Howard's

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<sup>2</sup> Ibid., 205.

Garden City idea from Letchworth, England in 1903. The City Beautiful targeted the ugly disarray and disorganization of the city while the Garden City idea promoted the efforts to move Back-to-the-Land, a return to the countryside away from the social ills, pollution and congestion of the city while also bringing city attractions such as employment and social life into the countryside. The nostalgia for rural living attracted many advocates for town planning, but many town planning experts such as Thomas Adams were wary of this trend and thus disassociated nostalgia from town planning projects.

The Town Planning Advisor, Thomas Adams, and the Commission of Conservation attacked Canadian urban grievances at the root of the problem – disorganization, lack of any town planning scheme, disjointed civic topography leading to slums for immigrants, and thus emphasized the pressing economic and health problems rather than just the aesthetic value of towns. With the help of Adams, the community-based village improvements soon grew into Civic Improvement Leagues of their own, with the official status and affiliation with the Civic Improvement League of Canada.<sup>3</sup>

Town planning was interdisciplinary, seen as practical and economical, involving the doctor, the engineer, the businessman, the artist and the architect. Leading up to World War I, many municipal and provincial authorities converted to the reform movement, inspired by a series of speeches by Adams throughout Canadian municipalities. Appropriate town planning schemes were reflected in the development of zoning by-laws, particularly the Halifax reconstruction scheme after its disastrous explosion in 1917, and the design of various new towns such as Ojibway, Kipawa and Timiskaming. After World War I, the mass return of soldiers reinforced and exacerbated the need for proper housing in Canada. Adams co-ordinated

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<sup>3</sup> Commission of Conservation, “Civic Improvement League of Canada,” *Conservation of Life* 2, no. 2 (January-March 1916): 26.

a joint federal-provincial loan scheme to meet this need, providing loans to returning soldiers for inexpensive single dwelling family homes.

The Commission of Conservation was partly created due to the pressing need for a national response to urban problems by the reformers and became a federal advisory committee in 1906. Municipal government structure was a key focus to the reformists, with the aim to restructure the government so that privately-owned utilities such as telephone lines, electricity lines and water works could be transferred to the municipalities, raising the issue of taxation for municipalities. Thus, while dealing with problems inherent to new urban and industrial cities, it was likely due to the Commission of Conservation's interference with government departments that led to its demise in 1921.<sup>4</sup>

With a priority on conservation and optimal utilization of natural resources, members of the Commission of Conservation included federal ministers of the interior, agriculture and mines, and provincial ministers of natural resources and university professors.<sup>5</sup> Dr. Charles Hodgetts was appointed in 1910 to lead the Commission of Conservation's Health Branch under Dr. Peter H. Bryce, who was the Chief Medical Officer of the Department of the Interior. Hodgetts soon became the medical advisor under the Commission of Conservation and was a key figure in shaping early Canadian town planning before 1914.<sup>6</sup> He advocated in appointing a town planning expert for preventive planning measures and to address the land speculation in towns. Thomas Adams was appointed as the town planning advisor in 1914, who quickly began writing articles

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<sup>4</sup> Rutherford, "Tomorrow's Metropolis," 203-224.

<sup>5</sup> Charles A. Hodgetts, "The Canadian Commission of Conservation and Public Health," *Journal of the American Public Health Association* 1, no. 6 (1911): 400.

<sup>6</sup> Catherine Mary Ulmer, "Of crossings, conduits, networks and channels: the circulation of foreign planning innovations within English Canada, 1900-1914," *Urban History* 44, no. 4 (2016): 6.

for the *CoL* journal. When the *CoL* ceased publication in 1921, Adams shifted his writing to the *JTPIC* and other commercial journals.<sup>7</sup>

The Town Planning Institute of Canada (TPIC) was founded by Adams in July 1919 and early members included engineers, architects, landscape architects, and surveyors.<sup>8</sup> The *JTPIC* was published by the TPIC, with consulting authors from town planning experts, most notably Horace Seymour and A. G. Dalzell.<sup>9</sup> The *JTPIC* was created in 1920 and published articles until its cessation in 1931, when membership funds from the planning institute were depleted due to the Great Depression.<sup>10</sup>

Both organizations and journals were influenced by a pressing need to address the dire shortage of decent housing in Canada, which was widely recognized as an urgent issue in 1912. Early national planning conferences included the “First Canadian Housing and Town Planning Conference” held in 1912 in Winnipeg, and the “National Conference on City Planning Convention” held at the University of Toronto in 1914. These planning forums sparked the movement for housing reform, addressing housing shortages and poor housing options, and overpriced land prices due to faulty subdivisions and speculators. Since these were common pressing issues across Canada, the idea was that preventive town planning for all provinces would be a viable solution to these problems.<sup>11</sup>

With Hodgetts as the medical advisor to guide the Commission of Conservation, he was instrumental for the early predominance of public health and social issues in the *CoL*. When Adams was introduced in 1915 as an author to the journal, he began to implement more

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<sup>7</sup> Ian Cooper and J. David Hulchanski, *Canadian town planning, 1900-1930: A historical Bibliography – Volume I, Planning*. Bibliographic series no. 7, University of Toronto, 1978.

<sup>8</sup> *Ibid.*, 23.

<sup>9</sup> Walter Van Nus, "Sources for the History of Urban Planning in Canada, 1890-1939," *Urban History Review* 5, no. 1 (1976): 6-9.

<sup>10</sup> Wolfe, Gordon, and Fischler, “Our Common Past? A Re-interpretation of Canadian Planning Histories,” 28.

<sup>11</sup> *Ibid.*

planning-related approaches to address these health and social problems. When Adams later became a major actor to guide publications for both the *CoL* and the *JTPIC*, he incorporated several articles on town planning topics into both journals, gaining inspiration from town planning overseas in Europe and especially Great Britain, as well as closer locales such as towns and cities in the Canadian provinces and the United States.<sup>12</sup>

The Methodology section of this report provides details of outcomes of tools that can be of potential use to future researchers. Following Cooper and Hulchanski's index and chronological timeline as a guiding method,<sup>13</sup> this report investigated the early town planning stages of Canada's past by comparing the frequency of content topics between the *CoL* and *JTPIC* journals. A simple comparison was made using a spreadsheet, counting the instances of aesthetic, economic, environmental, health, social, and planning terms. The content analysis formulated from the resulting chart can be used as a foundation for future research. The table and graphs used in this report can also assist in comparing the two journals by giving a quick overview of the findings from indexing the *CoL*. A list of titles for each journal can also be useful for future researchers, as well as the chronological timeline for the *CoL*.

The Analysis section of this report provides a brief historical context overview on the planning and public health issues during the late 19<sup>th</sup> to early 20<sup>th</sup> century period. It reviews *CoL* and *JTPIC* articles as primary sources and various secondary sources to illustrate the overarching themes in the early town planning period in Canada. Using the method of content analysis, multiple themes were extracted from the compared terms of each journal in the graphs, table, excel chart, titles list and indices. The shifting topics from a public health perspective to a town

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<sup>12</sup> Michael Simpson, "Thomas Adams in Canada, 1914-1930," *Urban History Review* 11, no. 2 (1982): 2.

<sup>13</sup> Cooper and David Hulchanski, *Canadian town planning, 1900-1930: A historical Bibliography – Volume I, Planning*, Bibliographic series no. 7.

planning focus can be explained from the introduction of Adams to the *CoL*, further evidenced by his change in the title and cover of the journal (Image 3.1).

With Adams's involvement in both journals, the predominant topic was on the utilization of planning measures to address the ongoing development and urbanization of Canada (Figure 3.1). However, with Hodgetts to guide the health branch of the Commission of Conservation, articles of health, environmental and social topics were more prevalent in the *CoL* (Figure 3.2) than the *JTPIC* (Figure 3.3). As the Garden City movement was a popular planning, health and social topic during this era, both journals prominently discussed plans and ideas involving garden suburbs and the like. The aesthetic and economic topics were roughly even across both publications, but with the decline of the City Beautiful ideology in favour for the City Scientific, the *JTPIC* had limited this topic under a nationalist lens in developing impressive capital cities.<sup>14</sup> With the advent of the City Scientific ideal, both journals evolved to more economic topics, such as funding plans, budgets, planning projects, and strategies to improve the economy, industry, and business districts of a city. In contrast, while the *JTPIC* contained more economic topics, the *CoL* covered more environmental topics to align with the Commission of Conservation's guidance towards a sustainable development and settlement plan for Canada.

Outcomes of the data analysis generate a discussion and implications to this report. Overall, the direct influence of Adams as the town planning advisor and Hodgetts as the medical advisor greatly shaped how both journals synthesized city planning and public health with aesthetics and economics. The collaborative effort of their divergent expertise was instrumental to the settlement of Canada in the midst of rapid industrialization and urbanization. Once the

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<sup>14</sup> Walter Van Nus, "Toward the City Efficient: The Theory and Practice of Zoning, 1919-1939," in *The Useable Urban Past: Planning and Politics in the Modern Canadian City*, eds. A. Artibise and G. Stelter, (Toronto: Macmillan, 1979): 226-246.

*CoL* and *JTPIC* journal articles become readily accessible online, future researchers can use this index, content analysis, comparison, and tools (chronological timeline, titles list, and indices) as a foundation for further research. The *CoL* offers plenty of research potential as it has been nondigitized and inaccessible to previous researchers. The Commission of Conservation and the Town Planning Institute of Canada were key organizations that by founding their respective *CoL* and *JTPIC* journals, established planning's immense influence in shaping the rapid expansion of Canada. Thus, these two publications to early town planning history in Canada provide profound insight and material in understanding early public health and town planning issues. Discovering the roots of the past may assist in explaining and gaining insight and knowledge on current problems. As Canada continues to evolve, these historical journals exemplify how the planning profession remains key to developing and implementing solutions to health, social, economic, and environmental changes.

## Chapter 2: Methodology

This research report compares the similarities and differences between two early town planning journals in Canada, namely the *Conservation of Life* (1914-1921) and the *Journal of the Town Planning Institute of Canada* (1920-1931). The main objective for this research was to create an indexed digital collection for the two journals and make a simple comparison. Findings from this research will enable future researchers to find trends amongst the convergence and divergence of public health and town planning as a profession within a Canadian context. In addition, outcomes will support future researchers in their analysis of early planning organizations in Canada, their roles in the development of the planning profession, and the various early policies and regulations of municipalities in their infancy. This methodology section assists in the understanding of Canadian urban planning origins through an analysis of its past, and in recognizing the intersectional nature of how public health and urban planning addressed the same urban problems but from a different lens. For example, while the public health approach is to directly confront disease versus the planning solution is to improve regulations in building codes, these different means nevertheless are intended to achieve their common goal to protect public health and wellbeing.

The main research question asks: What are the key differences and similarities, journal topics and themes, and organizations' focus between the *Conservation of Life* journals and the *Town Planning Institute of Canada* journals? Research findings has led to discovering the different approaches each organization had taken to approach Canadian planning issues in their respective time periods.

***i. Research Techniques:***

The research technique for this report includes a brief historiographical review of the selected time period (1910-1930), including secondary sources and primary sources. The primary sources have been indexed individually with a common subject list, allowing for ease of comparison between journals and across volumes. In addition to an index list for topics, a titles list for the *CoL* and *JTPIC* allows ease of use when creating a bibliography for future researchers.

From these indices, a basic content analysis was used by cross analyzing the most commonly used key terms and concepts in each journal. Content analysis is commonly used in print and archival materials, with the methodology of coding techniques applied.<sup>15</sup> This method helps to formulate patterns, trends, changes and consistencies across the years on focused planning themes/issues. The scope of this project is between the years 1910-1930 approximately, as this time period covers both journals. The focused topics include Canadian town planning and public health concepts, terms, and issues relevant to the times of the journals. Specifically, the *CoL* journals occur between 1914-1921, and the *JTPIC* journals appear between 1920-1931. In addition to indexing, a chronological timeline dating important events in Canadian planning history, and the documentation of certain key planning and public health issues over time, have been included as a tool to assist future researchers in studying this era.

***ii. Indexing:***

Modelled after Cooper and Hulchanski's excellent bibliographies of early references to Canadian town planning, this report utilizes indexes organized under common subjects.<sup>16</sup> Each

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<sup>15</sup> Robert Mark Silverman and Kelly L. Patterson, *Qualitative Research Methods for Community Development* (New York, NY: Routledge, 2015), 95-105.

<sup>16</sup> Ian Cooper and J. David Hulchanski, *Canadian town planning, 1900-1930: A historical Bibliography – Volume II, Housing*. Bibliographic series no. 7, University of Toronto, 1978.

term and concept have been organized alphabetically in an index, providing counts of each term throughout a journal. The index consists of important terms, concepts, places, people, and authors (Appendix B). Since each journal revolves around a certain theme, not all terms will be present in each journal as some terms had not been created yet in the earlier publications. A master list based upon Cooper and Hulchanski's bibliographies has been used, with each journal number corresponding to instances where the term shows up (Appendix C). The report also uses latent content analysis, in which the underlying meanings in narrative documents are interpreted, particularly when comparing the appearance and disappearance of a term throughout time, or the evolution of a term into a new term.<sup>17</sup> The indices will help assist future researchers in tracking the overall evolution of planning and public health ideas, in addition to being an easily accessible search tool for journals and their terms.

### ***iii. Content Analysis:***

Content analysis is a predominant form of research methodology that is particularly useful for historians when analyzing numerous data.<sup>18</sup> The analyst conducting content analysis must infer and interpret the content of primary sources beyond what is written, using information from secondary sources to assist in its interpretation, thus granting a fuller picture of ongoing trends at that point in time in history. Thus, content analysts should look beyond the text rather than taking it at face value. In addition, content is not what is *inside* the text, but rather what can be inferred from the available texts.<sup>19</sup> By using word processing software tools, content analyses have been conducted by searching for certain phrases across volumes and journals to be compared, and then indexed in the indices. The count of terms has been sorted in a spreadsheet

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<sup>17</sup> Silverman and Patterson, *Qualitative Research Methods*, 101.

<sup>18</sup> Klaus Krippendorff, *Content Analysis: An Introduction to its Methodology*, (Los Angeles, CA: Sage Publishing, 2018), 6-10.

<sup>19</sup> *Ibid.*

(Appendix A) and has been sorted by a topic or a theme related to aesthetic, economic, environment, health, social, and planning. The outcomes were then depicted in a bar graph (Figure 3.1), pie graphs (Figures 3.2 and 3.3), and a table (Table 3.1) to easily represent a visual comparison of topics between the two journals. Content analysis has also been informed by a titles master list created for both journals (Appendix D).

**iv. Chronological Timeline:**

A chronological timeline has been constructed for the *CoL*. A chronological timeline is a method used by historians to help assist in organizing research chronologically and can assist in a time-series cross analysis.<sup>20</sup> The chronological timeline used in this report helps the reader to recognize the changing trends and issues in the planning and public health professions from the late 1800s to 1921 (Appendix E). This timeline can become a useful tool to assist in future research.

The indexing and chronological timeline have been modelled after Cooper and Hulchanski's (1978) historical bibliography. The indexing has assisted in this report's analysis and comparison of each journal's topics and themes. A master list of numbered journal entries and the occurrences of each term has been modelled after Cooper and Hulchanski's method.

**v. Limitations:**

Due to limited time, a simple content analysis and indices have been made with word processing tools for this report. However, a content analysis using software, such as N-Vivo, would be the optimal methodology to use for future researchers who have more time, given that data from archival documents on town planning and public health are now highly accessible. Journals that had been previously scanned from the archives at the universities of McGill,

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<sup>20</sup> Yin, Robert K Yin, *Case Study Research: Design and Methods*, 5th edition (Los Angeles: Sage, 2014), 155.

Queen's, and Harvard will be uploaded on a website accessible to future researchers. The indexed collection created for this project will be an ideal platform for detailed content analyses by future researchers. These documents have also been fully scanned and Optical Character Recognized (OCRed) for accessible searches.

A limitation to this methodology is that since data is accessible only to documents that had been selectively scanned from past archives, some essential documents may have been overlooked. Additionally, due to COVID-19 pandemic restrictions at the time of this report, access to research material was limited only to resources that are available online. Furthermore, the original indexer for the *JTPIC* had incompletely indexed all its journals, omitting volumes 6, 8 and 10. As such, the indexed volumes are not completely and accurately aligned as the original indexer had intended.

### Chapter 3: Analysis

This chapter describes the background for the period when health and social planning merged with town planning. The Commission of Conservation initially prioritized health and social planning. Its gradual progression to an emphasis on town planning led to a title change to *Town Planning and Conservation of Life (CoL)*. Yet, the *CoL* still retained topics of health and social concerns, focusing on rural planning and countryside living. In contrast, the *Journal of the Town Planning Institute of Canada (JTPIC)* concentrated on regional planning and rural planning, predominantly on their impact to the development of urban cores and city centres. Thus, the origins of health and social planning were instrumental to incorporating strategies to improve the health and wellbeing of residents in the development of new town plans.

The Analysis section of this report illustrates similarities and differences between the *CoL* and *JTPIC* during the early 20<sup>th</sup> century. Of the six topics (aesthetics, economics, environmental, health, social, and planning), aesthetics was the only common topic for both journals. It is noteworthy that in the 1920-1931 period, the *JTPIC* focused mostly on the City Scientific concept when this epoch in planning had moved beyond the City Beautiful schemes that had been popular in the earlier days of planning, as reflected in the *CoL*. The aesthetic mentions in the *JTPIC* focused mainly on the national ideal to create an impressive capital city for a proud nation in Ottawa rather than to beautify the ordinary city. At this time, the City Beautiful movement was gradually ending, superseded by the City Scientific approach.<sup>21</sup> The previous vision to erect large monuments, grand architectural edifices, and impressive giant squares mostly never came to fruition upon the realization that cities would endure massive

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<sup>21</sup> Thomas Adams, "Town Planning is a Science," *Journal of the Town Planning Institute of Canada* 1, no. 3 (April 1921): 1.

expenses and debts under these ideals.<sup>22</sup> Proud citizens further discovered that the simple solution to beautify still would not remove the underlying plight of slums, a pervasive urban condition that had been vainly fought against by advocates.

Instead, it was recognized that city slums would be more effectively tackled through the City Scientific approach, utilizing engineering expertise to install sewage systems, ensure proper road building, and set strict building code standards. In turn, this new planning approach would promote the health and wellbeing of citizens, a common theme frequently addressed and discussed in the *CoL*.<sup>23</sup> While planning was the predominant topic in both journals (Figure 3.1), its frequency vastly differed, as indicated by 35% of planning articles in the *CoL* (Figure 3.2) compared to 73% of planning articles mentioned in the *JTPIC* (Figure 3.3).

The higher prevalence of planning topics in the *JTPIC* is most likely due to the involvement of Thomas Adams, the town planning advisor, in both journals. However, the additional participation of Dr. Charles Hodgetts as the Commission of Conservation medical advisor shaped a greater frequency in health and social topics in the *CoL* than in the *JTPIC*. While the *CoL* articles contained 20% health and 6% social topics, the *JTPIC* only covered 2% of health-related and 5% social-related articles (Figure 3.2).

The *CoL* and *JTPIC* addressed not only the issue of slums, but also focused on housing for soldiers returning from WWI<sup>24</sup> and housing conditions for workers.<sup>25</sup> Adequate housing was considered the foundation to economic success for industries, envisioned as the backbone to economic success for cities across Canada. Accordingly, economic topics for both journals dealt

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<sup>22</sup> Van Nus, "Toward the City Efficient," 226-246.

<sup>23</sup> Alfred Buckley, "The Housing of Unskilled Wage Earners," *Town Planning and Conservation of Life* 6, no. 1 (January-March 1920): 11-14.

<sup>24</sup> Commission of Conservation, "Soldier Colonies," *Town Planning and Conservation of Life* 6, no. 3 (July-September 1920): 53-57.

<sup>25</sup> Louis Simpson, "Housing of the Industrial Worker," *Conservation of Life* 2, no. 1 (October 1915): 17-20.

mostly with funding plans, projects, and budgeting for each respective organization, or strategies to improve the economy, industry, and business districts of a city. Economic topics were more frequent in the *JTPIC*, citing many planning projects and town plans in its articles and newsletter updates on its organization. In contrast, environmental topics were more frequent in the *CoL* due to the Commission of Conservation’s guidance towards a sustainable development and settlement plan for Canada. Although the *JTPIC* mentioned conservation topics to protect and create Canada’s parks and parks systems, these topics were not as extensive as its priority on town plans.

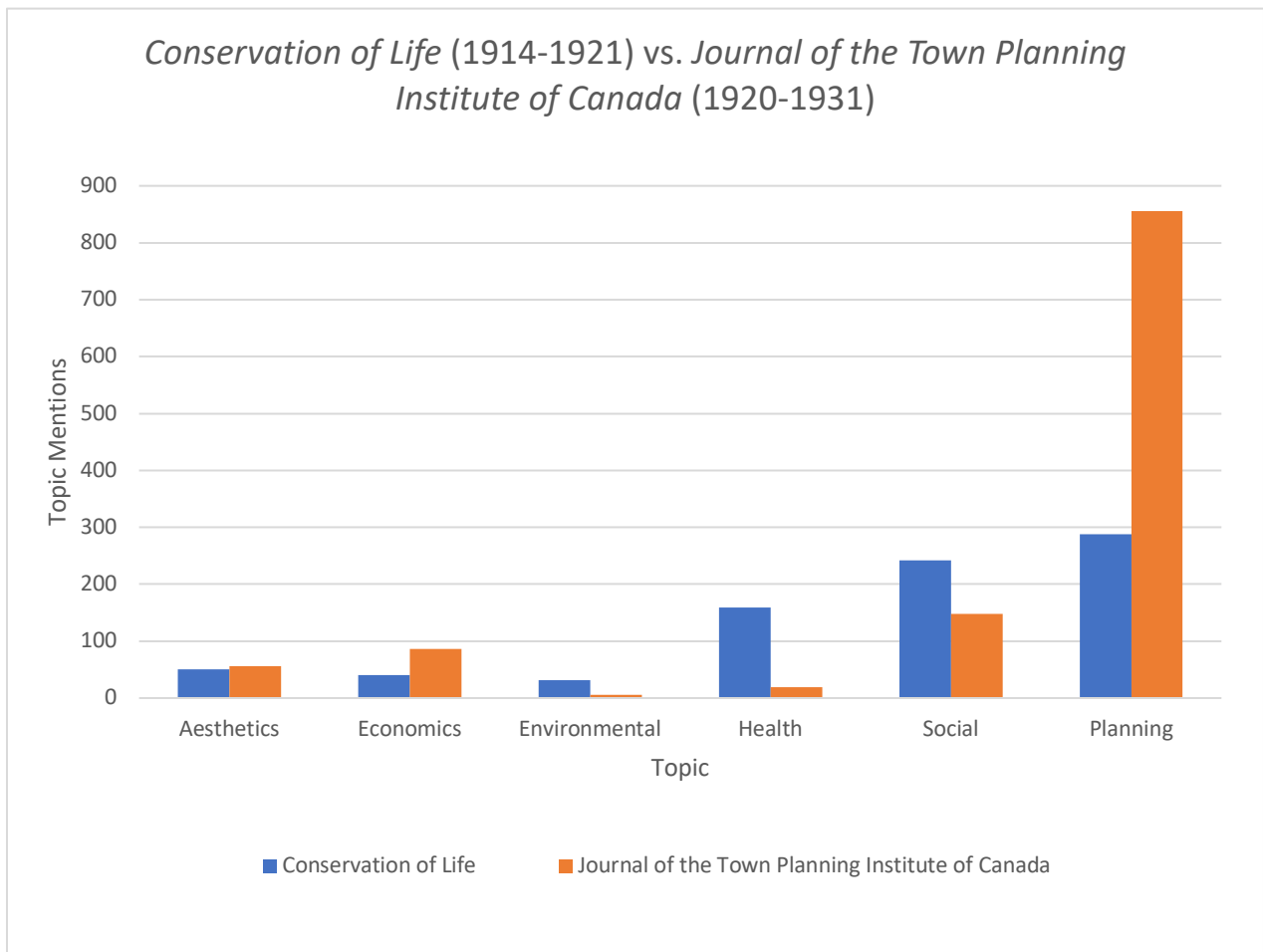


Figure 3.1: Topic comparison between the *Conservation of Life* (1914-1921) and the *Journal of the Town Planning Institute of Canada* (1920-1931).

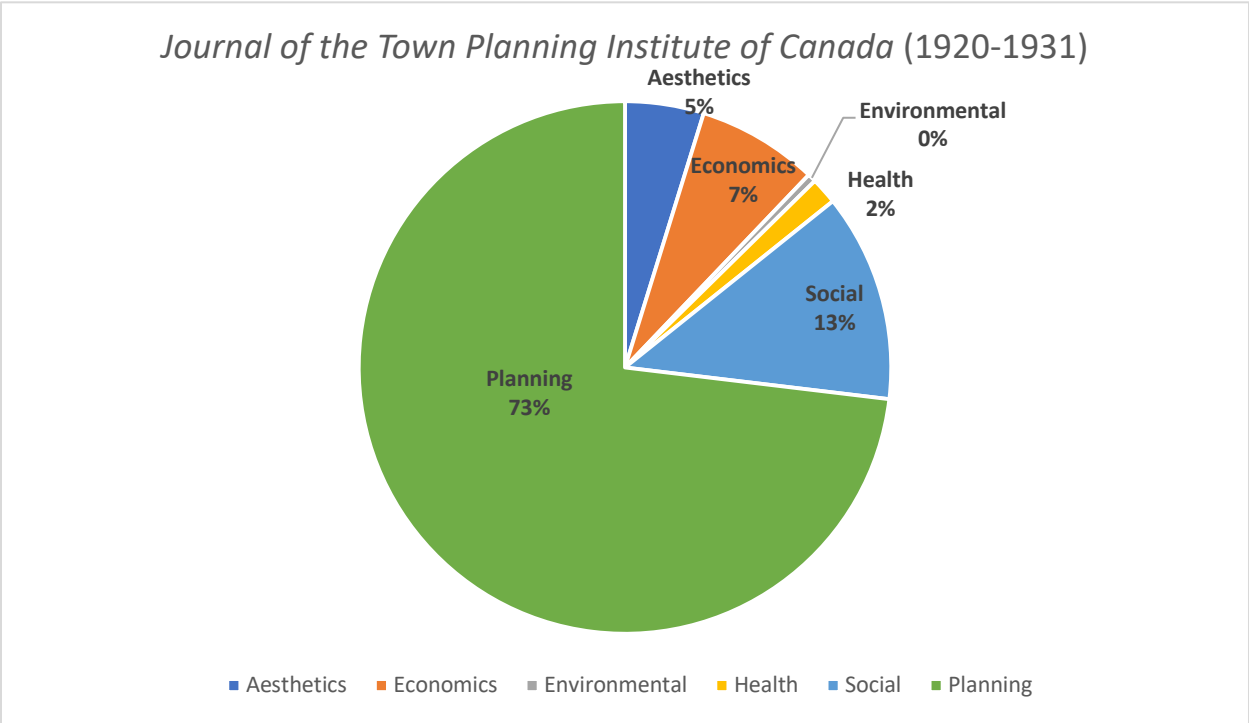
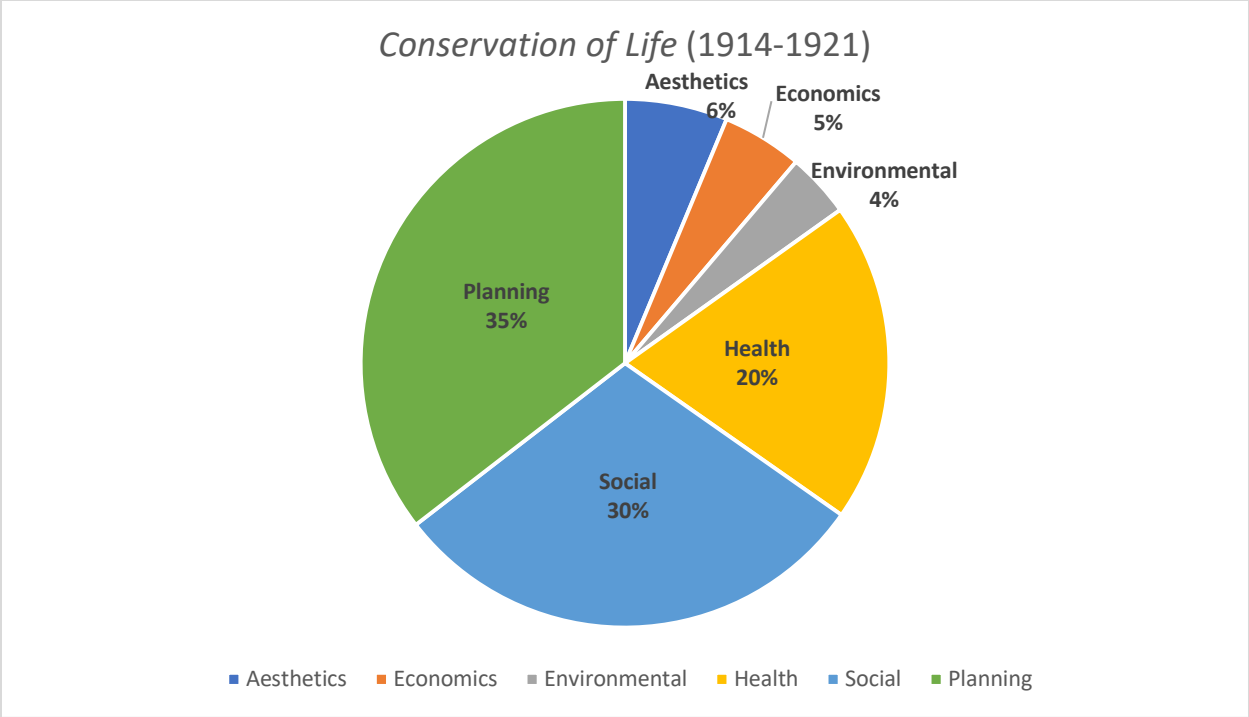


Figure 3.2: Percentage of topics in the *Conservation of Life* (1914-1921) in comparison to the *Journal of the Town Planning Institute of Canada* (1920-1931).

The Commission of Conservation initially focused on health and social planning. Of significance is that the subtitle of *Public Health, Housing and Town Planning*, which first appeared in July 1915 for volume 1, no. 4, occurred only *after* Adams's introduction as an employee under the Commission of Conservation (Image 3.1). In the first three issues of the *CoL*, Hodgetts was the primary author of many articles, as evident by the journal's emphasis on public health. Hodgetts viewed planning as a vehicle to promote the health of Canadian citizens and to combat the ills of a post-industrial society, turning towards British town planning ideas to improve sanitation, housing, and proper town planning in Canada.<sup>26</sup> In volume 1, issue 2, Adams was introduced with a special article as the "Town Planning Advisor" to the Commission of Conservation, with Hodgetts serving as the "Medical Advisor" and still writing the majority of articles from a public health lens.<sup>27</sup> It was not until issue 3 of volume 1 that Adams was introduced as an author, and his guidance in shifting the journal's priority towards town planning is exemplified by the *CoC*'s subtitle *Special Town Planning Number* in 1915 (Image 3.1). By this time, Adams had visited all Canadian provinces by October 1914, providing him with the contextual basis to guide Canada's early urban development.<sup>28</sup>

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<sup>26</sup> Catherine Mary Ulmer, "Canadian Planning Through a Transnational Lens: The Evolution of Urban Planning in Canada, 1890-1930" (PhD diss., McGill University, 2017): 81.

<sup>27</sup> Commission of Conservation, "Town Planning Adviser to the Commission of Conservation," *Conservation of Life* 1, no. 2 (October 1914): 27.

<sup>28</sup> Ulmer, "Canadian Planning Through a Transnational Lens," 80-82.

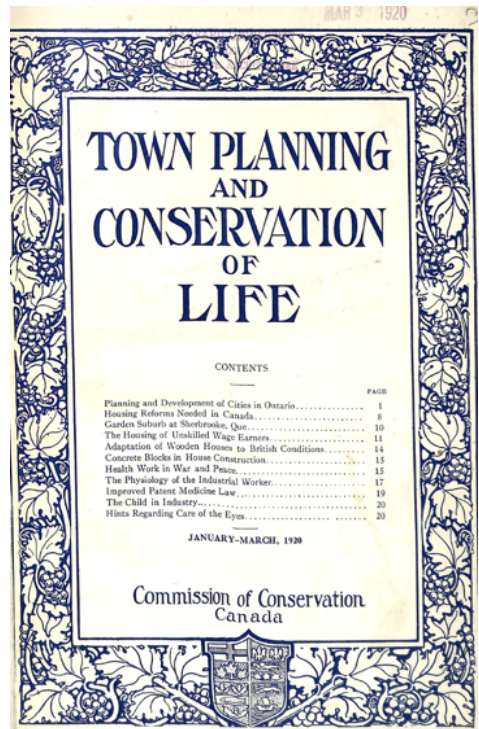
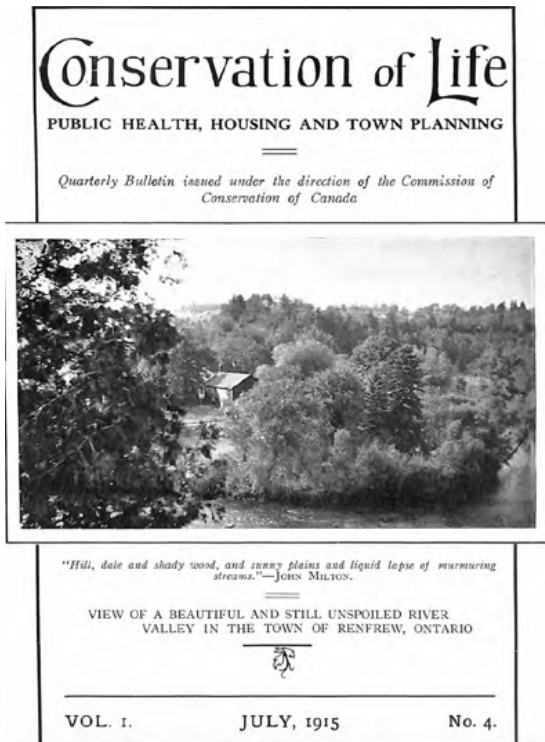
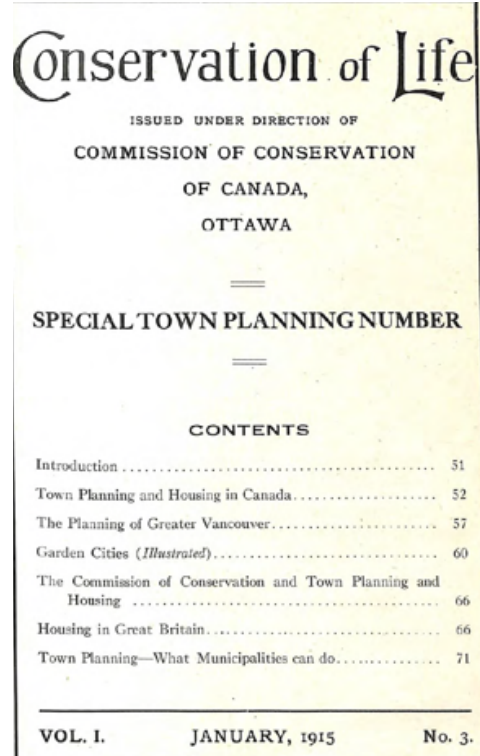
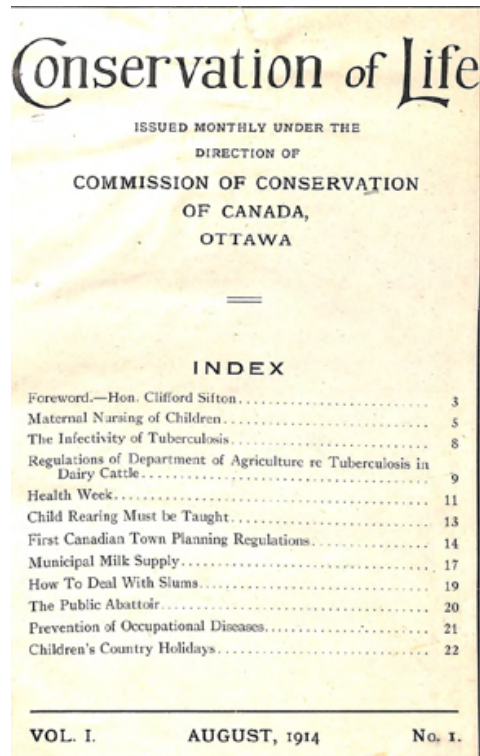


Image 3.1: Changing of titles and shifting article topics in the *Conservation of Life*, 1914-1920.

In the January 1920, volume 6, no.1 edition, the journal’s title changed to *Town Planning and Conservation of Life*, revealing its emphasis on town planning topics. Yet, its concern with health and social topics still remained with retention of the words *Conservation of Life* (Image 3.1). Meanwhile, the newly-founded *Journal of the Town Planning Institute of Canada* prioritized town planning issues, with 73% of articles specific to planning topics during the 1920-1931 period (Table 3.1). Hodgetts primarily focused on health topics, with 20% of total articles discussing public health matters (Table 3.1).

<b>Topic</b>	<b>CoL Count (n)</b>	<b>%</b>	<b>JTPIC Count (n)</b>	<b>%</b>
Aesthetics	51	6%	56	5%
Economics	40	5%	86	7%
Environmental	32	4%	6	1%
Health	159	20%	19	2%
Social	242	30%	148	13%
Planning	288	35%	856	73%
<b>Total References</b>	812	100%	1171	100%

In its earliest issues, many of the *CoL* articles concentrated on tuberculosis and tuberculosis prevention for Canadians,<sup>29</sup> protecting dairy cows and their important milk supply,<sup>30</sup> and improving sanitation in housing to prevent diseases and promote worker morale.<sup>31</sup> With Hodgetts’s aim to improve the lives of Canadian citizens, 30% of *CoL* articles focused on social topics (Table 3.1). Several articles relayed proper childrearing methods in the development of

<sup>29</sup> Peter H Bryce, “Tuberculosis: A Disease of Insanitary Living,” *Conservation of Life* 4, no. 1 (January 1918): 15-21.

<sup>30</sup> Commission of Conservation, “Regulations of Department of Agriculture re Tuberculosis in Dairy Cattle,” *Conservation of Life* 1, no. 1 (August 1914) 9-10.

<sup>31</sup> Commission of Conservation, “Reaching the Home Through the Factory,” *Conservation of Life* 1, no. 2 (Oct 1914): 38.

robust citizens to secure a strong foundation and future for Canada. For example, articles accompanied by vivid images warned how the prevalence of infant morbidity, infant formulas, lack of breastfeeding, and women uneducated in proper childrearing techniques were preventable factors contributing to the increased rate in infant deaths (Image 3.2).<sup>32</sup>

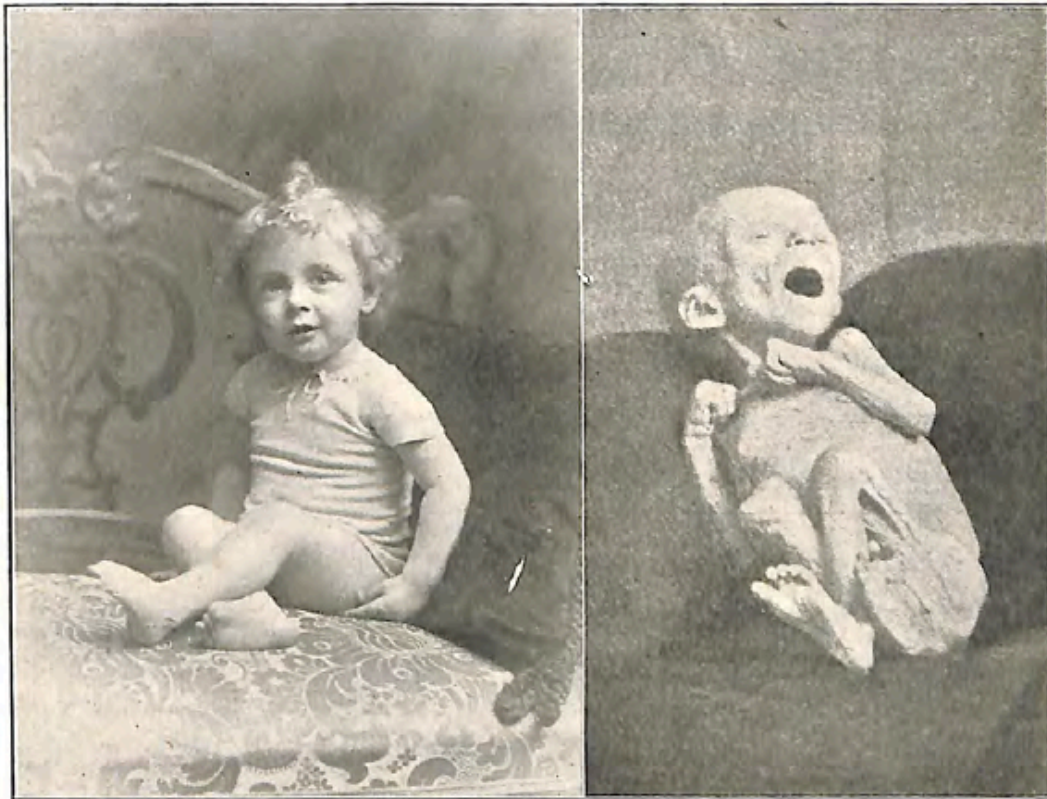


Image 3.2: Infant mortality, a primary public health concern in Canada in 1914 (Commission of Conservation, “Maternal Nursing of Children,” 1914).

In the early issues of the *CoL*, town planning causes were also taken into consideration but were filtered through a more social lens. Many homes of the working class had very poor conditions, with slums as a major source of blame for poor living conditions and morale.<sup>33</sup> Children lived in filth, inhabited crowded homes with poor ventilation, and played in narrow

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<sup>32</sup> Commission of Conservation, “Maternal Nursing of Children,” *Conservation of Life*, 1 no. 1 (August 1914): 5.

<sup>33</sup> Commission of Conservation, “Women and the Slums,” *Conservation of Life* 5, no. 2, (April 1919): 30-33.

back alleys and muddy streets filled with house refuse and garbage, all of which contributed to unhygienic surroundings that facilitated the rapid transmission of diseases (Image 3.3).<sup>34</sup>



Image 3.3: Crowded unsanitary conditions in an urban slum (Adams, "Housing Conditions in Canada," 1916).

It was believed that these destitute conditions would also contribute towards juvenile crime rates in slum areas.<sup>35</sup> It was widely recognized that poverty affected not just children, but also adult workers. However, rather than generated by altruism, concerns for the working class stemmed from the need for productivity in factories. A worker living in poor conditions resulted in lesser productivity, an extremely important deficit for the industry during wartime.<sup>36</sup> Accordingly, the goal to improve workers' living conditions was later incorporated into improving their working

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<sup>34</sup> Thomas Adams, "Housing Conditions in Canada," *Conservation of Life* 3, no. 1 (December 1916): 10-12.

<sup>35</sup> Commission of Conservation, "The Urgency of the Housing Problem in the Province of Quebec," *Conservation of Life* 5, no. 1 (January 1919): 4-9.

<sup>36</sup> Adams, "Housing Conditions," 10-12.

conditions, with an emphasis on occupational safety hazards and preventative measures, such as a cleaner factory setting and an analysis on optimal working hours for each gender.<sup>37</sup> Thus, several articles discussed preventative measures and solutions to combat prevalent health issues. For example, a travelling baby clinic made home visits in Montreal, in which a trained paediatrician and nurse taught overburdened female workers/mothers proper childrearing methods, including feeding fresh milk rather than condensed milk to their children (Image 3.4).<sup>38</sup> Improving the lives of children further emphasized the need for recreational spaces with fresh air and sunlight, away from the dreary bleak congested alleys in which children were so accustomed to playing and the overcrowded streets where child fatalities were common (Image 3.5).<sup>39</sup>

With the rapid expansion of Canada's industrialization, Adams implored that "as we enlarge our cities we must enlarge their lungs" citing the need of "healthy occupation for the leisure time of the workers as a means of maintaining industrial efficiency."<sup>40</sup> These insights reflect his intention to raise worker morale and health, and to combat bleak living conditions due to the lack of governmental control over zoning and building regulations. In addition to building parks for worker morale, a town planning priority was to improve the living conditions of workers. The Commission of Conservation was strongly determined to replace slums with various town planning schemes, housing schemes, and the implementation of Ebenezer Howard's Garden City ideas in new satellite towns for Canadian workers.<sup>41</sup> The Garden City had "its origin as a practical protest against the disgraceful housing and living conditions which

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<sup>37</sup> The Town Planning Institute of Canada, "The Physiology of the Industrial Worker," *Town Planning and Conservation of Life* 6, no. 1 (January-March 1920): 17-19.

<sup>38</sup> Charles A. Hodgetts, "Travelling Baby Clinic," *Conservation of Life* 5, no. 3 (July 1919): 60-61.

<sup>39</sup> Charles A. Hodgetts, "Playgrounds for City Children," *Conservation of Life* 5, no. 3 (July 1919): 60.

<sup>40</sup> Thomas Adams, "Parks and Playgrounds in Cities," *Town Planning and Conservation of Life* 6, no. 2 (April-June 1920): 21.

<sup>41</sup> Commission of Conservation, "The Garden City: Its Origin and Purpose," *Conservation of Life* 1, no. 2 (October 1914): 33.

prevailed among the working-class inhabitants of the populous industrial centres of [England]”,<sup>42</sup>  
a notion that grew exponentially throughout the early years of town planning.<sup>43</sup>



VAN OF THE TRAVELLING BABY CLINIC



NURSES VISITING BABIES AT THEIR HOMES

Image 3.4: Travelling baby clinic making visits to women workers' homes in Montreal (Hodgetts, "Travelling Baby Clinic," 1919).

<sup>42</sup> Ibid.

<sup>43</sup> Peter Hall, *Cities of Tomorrow: An Intellectual History of Urban Planning and Design Since 1880* (New York: John Wiley & Sons), 91.



WELL FURNISHED SCHOOL PLAYGROUND

A place where mind and body can find wholesome recreation.



A CONTRAST TO THE ABOVE

Where the children of our slums must 'play'. Why not give them a real playground?  
In any case, why not clean up such places?

Image 3.5: Children playing in front of fresh open green space versus congested dreary alleys (Hodgetts, "Playgrounds for City Children," 1919).

The *CoL* was also influenced by the Back-to-the-Land movement, where advocates encouraged workers to live in the countryside with its fresh air and clean surroundings. By leveraging this popular crusade at the same time as the Garden City ideal, the journal urged better worker living conditions away from cities in the countryside in the form of new towns. Concurrently, natural disasters such as the Spanish Flu, tuberculosis, and uncontrollable fires ran rampant in the congested slums in the city. Collectively, these escalating public health concerns triggered the urgency to plan for suitable homes and to implement and enforce strict building by-laws, pivotal factors to usher in the new town planning profession.

Compared to the *JTPIC*, the *CoL* focused significantly on environmental factors, reflecting its strong ties to the Commission of Conservation whose purpose is to “[stand] consistently for careful and scientific utilization of [Canada’s natural] resources.”<sup>44</sup> Conserving Canada’s natural resources and developing the land with foresight were essential goals of the Commission of Conservation. The committee foresaw Canada as a leading nation, a blank slate full of opportunities and lessons to be learned from the older cities of Europe that faced ongoing challenges in the modern era, cities that vainly try to adapt an incompatible older infrastructure to the exponential growth of urbanization.<sup>45</sup>

It is important to note that Canada was still a rural nation during the course of the *CoL* and *JTPIC* journals from 1910-1931. The 1931 census was the first instance when the urban population of Canada exceeded its rural counterpart.<sup>46</sup> This demographic shift placed rural planning as a priority, with the Commission of Conservation seeking to carefully manage

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<sup>44</sup> Commission of Conservation, “The Commission of Conservation,” *Conservation of Life* 6, no. 2 (April-June 1920): 21.

<sup>45</sup> Commission of Conservation, “The Commission of Conservation and Town Planning and Housing,” *Conservation of Life* 1, no. 3 (January 1915): 66.

<sup>46</sup> Leroy Stone, *Urban Development in Canada* (Ottawa: Dominion Bureau of Statistics, 1969): 26.

Canada's vacant lands for future economic success.<sup>47</sup> In subsequent *JTPIC* articles, regional planning and rural planning became topics of interest alongside city planning and town planning, showcasing the continuation and evolution of town planning ideas.<sup>48</sup> The emphasis on rural planning in the *CoL* is evident by its eleven articles on planning the countryside, compared to the *JTPIC*'s eight rural terms identified in its articles. Instead, the *JTPIC* contained 63 articles concerning the topic of regional planning. This prevalence highlights the evolution of planning for the countryside in a more holistic approach, in which the effects of rural planning on urban cores and city centres were increasingly being considered (Appendix A).

Later publications in the *JTPIC* from 1920 to 1931 reflected newer planning ideas, with a major focus on zoning. In particular, New York's zoning was emulated as a model by the *JTPIC* versus the *CoL*'s prototypical zoning modelled after Berlin, Germany.<sup>49</sup> In addition, the *JTPIC* increasingly introduced newer issues in town planning, with an emphasis on modern planning and the City Scientific/City Practical themes as the vision for future planning, including ample articles on how to plan for, and around, skyscrapers.<sup>50</sup> Although both journals have the same number of articles concerning aesthetic features, the *JTPIC* mostly described aesthetics through an economical and town planning lens. It envisioned grand civic centres for capital cities like L'Enfant's Washington, D.C.'s capital plan, using it as a model for future Ottawa capital plans.<sup>51</sup> Meanwhile, the *CoL* supported Civic Improvement Leagues and Village Improvement Societies

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<sup>47</sup> Commission of Conservation, "The Commission of Conservation," *Conservation of Life* 6, no. 2 (April-June 1920): 21.

<sup>48</sup> Adams, Thomas. "Town and Regional Planning in Relationship to Industrial Growth in Canada." 1921. *The Journal of the Town Planning Institute of Canada* 1, no. 4 & 5 (June-August 1921): 9-15.

<sup>49</sup> The Town Planning Institute of Canada, "Regional Plan for New York," *The Journal of the Town Planning Institute of Canada* 1, no. 11 (August 1922): 9-15.

<sup>50</sup> The Town Planning Institute of Canada, "Skyscrapers," *The Journal of the Town Planning Institute of Canada* 9, no. 1 (February 1930): 18-19.

<sup>51</sup> The Town Planning Institute of Canada, "The L'Enfant Plan," *The Journal of the Town Planning Institute of Canada* 6, no. 5 (October 1927): 171-172.

as a way to encourage citizens into caring for their community's physical appearances, such as refining street improvements, implementing street-lined trees, encouraging front-lawn maintenance, incorporating community gardens, and creating aesthetically pleasing boulevards on busy business streets. The Civic Improvement Leagues across the provinces later shifted into town planning advocacy with the guidance of Adams.<sup>52</sup>

Adams pushed for legislation across Canada by reporting on the advocacy of Civic Improvement Leagues in earlier issues of the *CoL*. Similarly, the *JTPIC* reported updates and the creation of Town Planning Commissions in Canadian cities. Furthermore, the *CoL* provided updates on Town Planning and Development Acts, similar to how the *JTPIC* reported amendments to zoning by-laws and the adoption of relevant bills and other legislative acts. Both journals reported updates on town planning schemes, later coined as 'town plans' in the *JTPIC* across various Canadian cities, as well as reports on housing strategies to provide homes for returning soldiers and the rapid influx of city workers.<sup>53</sup>

Of significance is the concern over immigration, specifically in bringing over 'desirable' immigrants, namely from the British Isles, the Netherlands and Scandinavia, to settle lands in the cold harsh west.<sup>54</sup> It is noteworthy that omitted from both journals is any concern over Indigenous lands and peoples. The discourse at the time was not on assisting and addressing Indigenous issues as it is today, but rather focused on settling Canada with immigrants deemed to be acceptable and easily assimilated in the founding of a new nation, particularly those from the British Isles.

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<sup>52</sup> Commission of Conservation, "An Example of Village Improvement," *Conservation of Life* 2, no. 1 (October 1915): 8-10.

<sup>53</sup> The Town Planning Institute of Canada, "Proposed Soldier Settlement at Kamloops," *The Journal of the Town Planning Institute of Canada* 1, no. 4 & 5 (June-August 1921): 27-28.

<sup>54</sup> W. F. Burditt, "Immigration After the War," *Conservation of Life* 3, no. 4 (October 1917): 91-93.

Thus, the difference in topics between the *JTPIC* and the *CoL* indicates the evolution of Canadian town planning, from its initial merging with public health and environmental concerns to its eventual separation towards the advocacy for planning legislations, zoning by-laws, and building codes. The *JTPIC* prioritized town planning topics, with social, environmental and health topics as secondary interests. On the other hand, the *CoL* emphasized social, health, economic and environmental topics. By focusing its main concerns on public health and bettering the lives of its citizens, the *CoL* leveraged town planning as a means to meet its end goal. The prominence on social, environmental and economic topics in the *CoL* was an early example of sustainable development that helped to shape the planning profession in its infancy. Still, an analysis of volume 7 no. 1 onwards indicates that under the guidance of Adams in its later publications, town planning in the *JTPIC* had evolved to the forefront with minimal mention of public health and environmental issues at 2% and 1%, respectively (Table 3.1). This transition demonstrated the divergence of the planning profession from public health.

## Chapter 4: Conclusion

This report analyzed the beginnings of town planning in Canada using its two earliest professional journals. Its purpose is to examine the similarities and differences between two key early town planning journals in Canada: the *Conservation of Life (CoL)*, and the *Journal of the Town Planning Institute of Canada (JTPIC)*. For urban planning to continue to be meaningful, innovative and responsive to Canadians' future needs, it is critical to analyze the roots, origins, and start-up of Canadian urban planning through a historical lens. It is particularly significant to recognize how public health and town planning were simultaneous new disciplines in the origins of community planning in Canada. The Appendix section of this report includes new tools to assist future researchers in exploring Canadian Planning histories: a spreadsheet of total counted terms for comparing both journals, an index for the *CoL*, a master list of terms for the *CoL* and *JTPIC*, a titles list for each journal, and a chronological timeline for the *CoL*.

By using a content analysis formulated from these tools, this report was able to compare similarities and differences between the *JTPIC* and *CoL*, their respective focus on journal topics, and key approaches to Canadian town planning from the late 19<sup>th</sup> to early 20<sup>th</sup> century. Six grouped topics were analyzed – aesthetics, economics, environmental, health, social, and planning. Of these six topics, aesthetics was the only topic that had an almost even count for both journals – with 51 instances in the *CoL* and 56 counts in the *JTPIC* (Table 3.1). Despite the similarity, it is important to note that by the time the *JTPIC* began publication in 1920, the City Scientific/City Practical concepts had superseded the City Beautiful movement as the leading town planning method to address the pressing slum problem many cities faced.<sup>55</sup> Thus, most articles in the *JTPIC* advocated for the beautification of only capital cities, far more practical

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<sup>55</sup> Van Nus, "Toward the City Efficient," 226-246.

than beautifying every city street across the nation. Whereas the *CoL* focused on providing sustainable economics in rural towns, supporting local industries, and beautifying business streets, the *JTPIC* focused more on providing funds for the operation of municipalities. Thus, the topic of economics was evenly distributed in both journals, with the *JTPIC* having slightly 2% more articles than the *CoL* (Figure 3.2). The Commission of Conservation was predominantly concerned over the careful planning and management of Canada's natural resources and guiding the nation's lands to a prototypical sustainable development. Accordingly, the *CoL* had far more counts for environmental topics with 32 instances versus the *JTPIC*'s 6 articles, as the latter treated environmental topics strictly through a town planning lens such as managing parks and park-systems and preserving nature's beauty (Table 3.1).

Shaped by the influence of Hodgetts, the *CoL* started with the purposes of conserving life, preventing diseases and illnesses, and increasing morality (Image 3.1). This medical focus explains why the *CoL* had far more articles discussing social and health topics than the *JTPIC* (Figure 3.2). Still, while the *JTPIC* initially had a miniscule 2% of topics dealing with health issues (Figure 3.2), as the City Scientific/Practical ideal surpassed the City Beautiful movement, discussions on a sanitized pure clean water supply and proper sewage and drainage for cities became a health theme common to both journals.<sup>56</sup> The *JTPIC* mostly leveraged zoning as a planning topic and argument for the betterment of a healthy population. As such, most health issues were a peripheral topic that utilized planning as a focus and tool to improve the health and lives of the Canadian populace.

Given the timing of both journals, the frequency of social topics was not widely different from health and environment topics (Figure 3.2). Both journals were published during the crisis

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<sup>56</sup> Robert Kingery, "Planning the Chicago Region," *Journal of the Town Planning Institute of Canada* 6, no. 3 (1927): 108.

of a housing shortage with soldiers returning from World War I, a need for improved rural settlements in a time when the rural population exceeded its urban counterpart, and a fight against slums with the rapid expansion of industrialization. Thus, both journals dealt with many housing topics and discussed Garden Cities and Garden Suburbs.

The Commission of Conservation and the *CoL* turned to Europe for inspiration and advice on managing town planning, whereas for the Town Planning Institute of Canada and the *JTPIC*, the United States became a major source for ideas on housing, zoning and plans – specifically Chicago and New York. However, since the *CoL*'s main theme was to conserve the life and health of the Canadian citizen, social topics were prominently featured in its articles. Topics were geared especially to immigration, such as helping immigrants to settle the Canadian west, housing schemes, establishing gardens to boost morale and be a food source for the working class, legislating factory welfare, improving the lives of workers, ridding slums, and providing parks, playgrounds and recreational spaces for children and adults alike.

With the introduction of Adams in 1915, the *CoL* shifted its focus towards integrating planning topics to combat the underlying issues caused by poor unregulated housing and zoning plans. Town planning schemes and town planning acts were popular journal topics, with zoning incorporated into later volumes. However, most of the planning topics were filtered through a health and social lens with the guidance of Hodgetts, resulting in only about 35% of articles written on planning (Table 3.1). By comparison, the *JTPIC*'s priority on planning topics showed that at more than twice the *CoL* frequency, 73% of *JTPIC* articles were devoted to the discussion of town planning schemes, zoning, and town planning legislations and acts (Table 3.1). The transition towards a predominant focus on planning makes sense because by this time, in 1920, town planning in Canada had evolved into a profession with a push for planning legislation and

strict building regulations. Adams and the Commission of Conservation guided the *JTPIC* to provide regular updates on zoning, and significantly on the mandate for all cities to develop a town planning scheme under the *Town Planning and Development Acts*.

Thus, a comparative content analysis of articles in the *CoL* and *JTIPC* journal archives from 1914-1931 provides a deeper appreciation of the historical synthesis in public health with urban planning, and the gradual shift towards a separate planning profession. Overall, the early influences of aesthetics, economics, environmental, health, and social factors in planning were instrumental in the evolution of planning in Canada. In turn, the guidance from these articles became the springboard to the health and social-economic development of a young nation of settlements in the early 20<sup>th</sup> century.

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Appendix A:  
 Microsoft Excel Spreadsheet  
 Comparison Between the *Conservation of Life* (1914-1921) and the *Journal of Town Planning*  
*Institute of Canada* (1920-1931)

<b><u>Aesthetics</u></b>	<b><u>CoL Count</u></b>	<b><u>JTPIC Count</u></b>
Alleys	1	0
Architecture	0	8
Arterial Roads	1	2
Boulevard	1	0
City Beautiful	4	20
Civic Art	0	2
Civic centre	2	6
Civic Improvement	15	1
Civic Improvement League	17	3
Congestion	3	2
Memorial	0	1
Radial	1	1
Signs/Advertising	0	8
Street improvement	1	0
Street trees	1	2
Sunlight	1	0
Village improvement	3	0
<b>Sub-Total Aesthetics</b>	<b>51</b>	<b>56</b>

<b><u>Economics</u></b>	<b><u>CoL Count</u></b>	<b><u>JTPIC Count</u></b>
Acquisitions	2	0
Agriculture	6	3
Business	0	8
Chamber of Commerce (London)	1	0
Classification	3	0
Construction	3	1
Debts	0	1
Economics	0	4
Efficiency	1	1
Employment	0	3
Finance	2	19
Industries	6	16
Land assessment	1	3
Land values	3	6

Loan	2	1
Manufacturing	1	0
Market values	1	0
Property values	1	4
Real estate	3	7
Speculation	1	4
Taxation	2	0
Taxes	0	5
Tax reform	1	0
<b>Sub-Total Economics</b>	<b>40</b>	<b>86</b>

<b><u>Environmental</u></b>	<b><u>CoL Count</u></b>	<b><u>JTPIC Count</u></b>
Commission of Conservation	28	1
Conservation	1	5
Resources	3	0
<b>Sub-Total Environmental</b>	<b>32</b>	<b>6</b>

<b><u>Health</u></b>	<b><u>CoL Count</u></b>	<b><u>JTPIC Count</u></b>
Board of Health	1	0
Breastfeeding	2	0
Child-Bearing	1	0
Diabetic	1	0
Disease	6	0
Disinfection	1	0
Factory	5	0
Fire	6	1
First Aid	3	0
Food Security	0	1
Goitre	1	0
Health	14	11
House refuse	1	0
Hygiene	3	0
Industrial Hygiene	1	0
Industrial physiology	1	0
Influenza	3	0
Mental disease	1	0
Milk	2	0
Occupational Diseases	1	0
Prevention	4	0

Public Health	46	0
Safety	2	0
Safety First	1	0
Sanitary	9	0
Sanitary Science	2	0
Sanitation	13	3
Sewer	4	1
Tuberculosis	7	0
Ventilation	8	0
Waste	2	0
Water supply	7	2
<b>Sub-Total Health</b>	<b>159</b>	<b>19</b>

<b>Social</b>	<b>CoL Count</b>	<b>JTPIC Count</b>
Back-to-the-Land Movement	2	0
Children	26	7
Cooperative building movement	1	0
Crime	1	0
Dwellings	4	0
Factory welfare	1	0
Gardens	3	2
Guilds	1	0
Housing	71	59
Housing schemes	17	0
Immigrant	4	0
Immigration	2	5
Infant	6	2
Miners	1	2
Mortality	3	1
Mother	1	0
Motherhood	2	0
Nurseries	1	0
Open spaces	2	0
Parks	7	10
Playgrounds	9	1
Railway	3	4
Recreation space	2	5
Slums	23	17
Social service	0	2
Social welfare	1	3

Soldier Colonies	2	0
Soldiers	7	0
Survey	2	18
Tenement	2	0
Tenement Buildings	1	0
Tenement House	1	0
Toronto Housing Company	1	0
War	27	1
Workers	5	9
<b>Sub-Total Social</b>	<b>242</b>	<b>148</b>

<b>Planning</b>	<b>CoL Count</b>	<b>JTPIC Count</b>
Administration	3	0
Amendment	1	1
Arterial Roads	3	5
British town planning	1	9
By-laws	6	28
Canadian Town Planning and Development Acts	1	1
City planning	11	30
City Practical/City Scientific	0	7
Community	0	4
Compensation	1	0
Condemnation	2	0
Congestion	0	6
Countryside	1	0
Density	4	0
Department of Municipal Affairs	3	0
Development	0	1
Euthenics	0	2
Exhibition	0	3
Express Highway	0	4
Garden city	10	31
Garden suburb	11	0
Garden village	1	1
Grade Separation	0	1
Hamlet	1	1
Hexagonal Planning	0	11
Housing Act	1	0
Housing Act (Ontario)	3	0
Legislation	0	23

Lex Adickes	0	2
Local Government	2	0
Map	2	1
Modern Planning	1	9
Municipalities	4	0
Municipality	2	0
New Town	10	13
Photography	1	1
Planning	5	0
Planning and Development Act	2	0
Planning and Development Act (Ontario)	1	0
Policy	0	1
Political Platform	0	2
Quebec Housing Act	2	1
Rectangular City Block	0	1
Regina Town Planning Association	0	3
Regional Plan/Planning	0	63
Roads	3	8
Rural	11	8
Science	0	4
Satellite towns	1	4
Settlement	10	4
Skyscrapers	0	11
Streets	20	12
Sub-division	6	18
Suburbs	3	1
Suburban	8	9
Topography	2	2
Town Plan	0	35
Town Planners	0	6
Town Planning	55	237
Town Planning Act	14	9
Town Planning Act (Alberta)	0	1
Town Planning Act (British Columbia)	0	7
Town Planning Act (Ontario)	6	3
Town Planning Act (Saskatchewan)	0	5
Town Planning Act (Quebec)	2	1
Town Planning and Development Act (Ontario)	1	0
Town Planning Bill (Ontario)	0	1
Town Planning Bill (Vancouver)	0	1

Town Planning Commission (Burnaby)	0	1
Town Planning Commission (Edmonton)	0	1
Town Planning Commission (Kingston)	0	1
Town Planning Commission (Montreal)	0	1
Town Planning Commission (Ottawa)	0	1
Town Planning Commission (Peace River)	0	2
Town Planning Commission (Quebec City)	0	2
Town Planning Commission (Regina)	0	1
Town Planning Commission (Toronto)	0	1
Town Planning Commission (Vancouver)	0	7
Town Planning Commission (Winnipeg)	0	1
Town Planning Institute of Canada	0	40
Town Planning Scheme	31	32
Traffic	6	8
Transportation	6	8
University town planning	0	9
Utopia	0	1
Van Horne Scheme	1	0
Women	0	10
Zoning	6	76
<b>Sub-Total Planning</b>	<b>288</b>	<b>856</b>
<b>Total References</b>	<b>812</b>	<b>1,171</b>

Appendix B:  
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Commission of Conservation. "The Infectivity of Tuberculosis." *Conservation of Life* 1, no. 1 (August 1914): 8.

Commission of Conservation. "Regulations of Department of Agriculture re Tuberculosis in Dairy Cattle." *Conservation of Life* 1, no. 1 (August 1914) 9-10.

Commission of Conservation. "Health Week." *Conservation of Life* 1, no. 1 (August 1914): 11-12.

Commission of Conservation. "Child Rearing Must be Taught." *Conservation of Life* 1, no. 1 (August 1914): 13.

Commission of Conservation. "The First Canadian Town Planning Regulations." *Conservation of Life* 1, no. 1 (August 1914): 14-16.

Commission of Conservation. "Municipal Milk Supply." *Conservation of Life* 1, no. 1 (August 1914): 17-18.

Commission of Conservation. "How to Deal with Slums." *Conservation of Life* 1, no. 1 (August 1914): 19.

Commission of Conservation. "The Public Abattoir." *Conservation of Life* 1, no. 1 (August 1914): 20.

Commission of Conservation. "Prevention of Occupational Diseases." *Conservation of Life* 1, no. 1 (August 1914): 21.

Commission of Conservation. "Children's Country Holidays." *Conservation of Life* 1, no. 1 (August 1914): 22.

Commission of Conservation. "Town Planning Adviser to the Commission of Conservation." *Conservation of Life* 1, no. 2 (Oct 1914): 27.

Commission of Conservation. "Home Test for Dirt in Milk." *Conservation of Life* 1, no. 2 (Oct 1914): 28.

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Commission of Conservation. "The Back-to-the-Land Movement." *Conservation of Life* 1, no. 2 (Oct 1914): 30.

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Commission of Conservation. "The Garden City: Its Origin and Purpose." *Conservation of Life* 1, no. 2 (Oct 1914): 33.

White, William Charles. "Early Childhood and Problems in Tuberculosis." *Conservation of Life* 1, no. 2 (Oct 1914): 34.

Commission of Conservation. "Military Hygiene and Sanitation." *Conservation of Life* 1, no. 2 (Oct 1914): 37.

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Commission of Conservation. "Sanitary Engineers on Health Boards." *Conservation of Life* 1, no. 2 (Oct 1914): 38.

Commission of Conservation. "Danger from Communicable Diseases in Winter." *Conservation of Life* 1, no. 2 (Oct 1914): 39.

Commission of Conservation. "War and the Eugenist." *Conservation of Life* 1, no. 2 (Oct 1914): 39.

Momtizambert, F. and Fagan, C.J., "Recommendation of Dominion Public Health Conference." *Conservation of Life* 1, no. 2 (Oct 1914): 40.

Commission of Conservation. "Air Supply for Sleeping Rooms." *Conservation of Life* 1, no. 2 (Oct 1914): 45.

Commission of Conservation. "Industrial Accidents and their Causes." *Conservation of Life* 1, no. 2 (Oct 1914): 46.

Commission of Conservation. "Safety in Electrical Industries." *Conservation of Life* 1, no. 2 (Oct 1914): 47.

Commission of Conservation. "Introduction." *Conservation of Life* 1, no. 3 (January 1915): 51.

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Adams, Thomas. "The Planning of Greater Vancouver." *Conservation of Life* 1, no. 3 (January 1915): 57-59.

Commission of Conservation. "Garden Cities." *Conservation of Life* 1, no. 3 (January 1915): 60-65.

Commission of Conservation. "The Commission of Conservation and Town Planning and Housing." *Conservation of Life* 1, no. 3 (January 1915): 66.

Commission of Conservation. "Housing in Great Britain." *Conservation of Life* 1, no. 3 (January 1915): 66.

Commission of Conservation. "Town Planning – What Municipalities can do." *Conservation of Life* 1, no. 3 (January 1915): 71.

Commission of Conservation. "Public Health and the War." *Conservation of Life* 1, no. 4 (July 1915): 73.

Commission of Conservation. "The meaning and Practical Application of Town Planning." *Conservation of Life* 1, no. 4 (July 1915): 74-80.

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Adams, Thomas. "Report of Civic Improvement Progress." *Conservation of Life* 3 no. 1, (December 1916): 19-24.

Beer, Frank. "Housing Experience in Toronto." *Conservation of Life* 3, no. 2 (March 1917): 25-28.

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McCullough, J. W. S. "Public Health in Ontario." *Conservation of Life* 3, no. 2 (March 1917): 32-35.

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Hastings, J. "The Modern Conception of Public Health Administration." *Conservation of Life* 3, no. 3 (July 1917): 49-54.

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George Phelps, "Need for Government Organization of Land Settlement." *Conservation of Life* 4, no. 1 (January 1918): 3-8.

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Commission of Conservation. "Fuel From House Refuse." *Conservation of Life* 4, no. 1 (January 1918): 10-11.

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Bryce, Peter H. "Tuberculosis: A Disease of Insanitary Living." *Conservation of Life* 4, no. 1 (January 1918): 15-21.

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Leach, Edith E. "Settlement of Trained British Women Workers in Canada After the War." *Conservation of Life* 4, no. 2 (April 1918): 38-40.

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Adams, Thomas. "The Housing Problem and Production." *Conservation of Life* 4, no. 3 (July 1918): 49-57.

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Adams, Thomas. "Should Governments Conscript Land or Regulate its Use?" *Conservation of Life* 4, no. 3 (July 1918): 59-61.

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Commission of Conservation. "The Urgency of the Housing Problem in the Province of Quebec." *Conservation of Life* 5, no. 1 (January 1919): 4-9.

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Commission of Conservation. "The Civic Spirit of the New Chambers of Commerce." *Conservation of Life* 5, no. 1 (January 1919): 22-23.

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Commission of Conservation. "A Field for Maternity and Baby Welfare Work." *Conservation of Life* 5, no. 2 (April 1919): 28-30.

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Hodgetts, Charles A. "Lessons of the Influenza Pandemic." *Conservation of Life* 5, no. 3 (July 1919): 45-49.

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Adams, Thomas. "Partnership-Ownership Building Societies." *Conservation of Life* 5, no. 4 (October 1919): 69-79.

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Commission of Conservation. "Tuberculosis Work in Birmingham." *Conservation of Life* 5, no. 4 (October 1919): 82.

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Commission of Conservation. "Health of Women in Industry." *Conservation of Life* 5, no. 4 (October 1919): 86-88.

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Hodgetts, Charles A. "Urgency of Slum Problem." *Conservation of Life* 5, no. 4 (October 1919): 92.

U.S. Consular Report. "Swansea Housing Scheme." *Conservation of Life* 5, no. 4 (October 1919): 92.

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Buckley, Alfred. "The Housing of Unskilled Wage Earners." *Town Planning and Conservation of Life* 6, no. 1 (January-March 1920): 11-14.

Buckley, Alfred. "Adaptation of Wooden Houses to British Conditions." *Town Planning and Conservation of Life* 6, no. 1 (January-March 1920): 14-15.

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Hodgetts, Charles A. "Health Work in War and Peace." *Town Planning and Conservation of Life* 6, no. 1 (January-March 1920): 15-17.

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Craw, Ethel D. "Canada's Frontier Workers." *Town Planning and Conservation of Life 7*, no. 1 (January-March 1921): 21-22.

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Appendix E:  
Chronological Timeline *Conservation of Life* (1914-1921)

Timeline

**1875:** England's Public Health Act passed.<sup>i</sup>

**1889-1990:** First wave of the influenza epidemic. Public health and public health awareness in preventing the spread of influenza.<sup>ii</sup>

**1893:** City planning originates in the grouping and spacious layout of buildings displayed in the Chicago Exhibition in 1893.<sup>iii</sup>

**1900:** Civic Improvement Society in Hamilton organized to promote a clean and beautiful city.<sup>iv</sup> An association called the Canadian League for Civic Improvement was formed in Toronto around this time, with its main objective to promote outdoor art and public beauty, and town, village and rural improvement.

**1901-1911:** Back-to-the-Land movement and Garden Cities were discussed as an innovative approach to rapid urbanization. In this decade, Canada's urban population increased 62%, with its rural population increasing only by 27%.<sup>v</sup>

**March 1908:** In Westmount, Montreal, a by-law passed to prohibit the display of advertisements on fences, buildings or otherwise except for professional and trader notices on stores, shops and dwellings.<sup>vi</sup> An amendment was made on July 1910 to increase fines and extending the term of alternative imprisonment.

**1909:** The Commission of Conservation created in 1909 by Act of Parliament, to promote the economic use of Canada's natural resources.<sup>vii</sup>

**1909:** The inspiration for a town planning act originates in Great Britain, with John Burns preparing it and Sir Henry Campbell-Bannerman (the British Premier) advocating for it.<sup>viii</sup>

**1910-1914:** Rents in Canada increased by 35.9%, out of proportion with the increased cost of labour, resulting in expensive housing options. Town planning advocates sought to remedy this by implementing town planning regulations.<sup>ix</sup>

**October 1910:** Conference attended by Dominion and Provincial health officials. Recommendations included a permanent national council of health and the creation of a national public health laboratory.<sup>x</sup>

**January 30, 1914:** First town planning regulations in Canada set by Halifax, Nova Scotia.<sup>xi</sup>

**April 6, 1914:** Great Britain's statement of urgency for tuberculosis.<sup>xii</sup>

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**May 18, 1914:** Regulations from Minister of Agriculture for tuberculosis prevention, with an emphasis on cows and milk supply protection.<sup>xiii</sup>

**May 1914:** International Town Planning Conference proposes a Civic Improvement Organization for Canada, specifically leagues in each municipality. In addition, suggestion to form a Town Planning Branch and the appointment of a Town Planning Adviser under the Commission of Conservation.<sup>xiv</sup> The Town Planning Adviser would later be Thomas Adams.

**May 1914:** At the International City Planning Conference held at the University of Toronto, plans in the creation of a special *Bureau of City Planning and Housing* in connection with the Commission of Conservation.<sup>xv</sup>

**August 1914:** First Conservation of Life journal published by the Commission of Conservation, with a foreword by Clifford Sifton.<sup>xvi</sup>

**January 1915:** “Special Town Planning Number” – town planning and housing reforms topics first discussed in-depth in the *Conservation of Life*.<sup>xvii</sup>

**1915:** Adams visits Vancouver and makes recommendations based on his site visit.<sup>xviii</sup>

**1915:** Discussions on creating a housing act and town planning act across all provinces.<sup>xix</sup>

**1915:**

*Nova Scotia:* Nova Scotia Town Planning Act is passed.

*New Brunswick and Alberta:* Town Planning Acts in New Brunswick and Alberta established. St. John, N.B., is the first to adopt a statutory town planning scheme.<sup>xx</sup>

*Ontario:* Interest in Toronto’s housing conditions. Press release in Ottawa for the Federal Town Planning Commission report. The Civic Improvement Committee of Hamilton is active, holding town planning conferences in June 1914, upon which a decision to hold an annual conference transpired. A town planning scheme for Hamilton is underway.

*Manitoba:* The Winnipeg Town Planning Commission attends conferences in May under the auspices of the Commission, discussing town planning legislation in the future.

*Saskatchewan:* Saskatchewan provincial government considers a draft town planning act.<sup>xxi</sup>

**1915:** The Commission of the Conservation’s Medical Advisor, Dr. Hodgetts, is absent in Europe. Thus, the recent journals are focused on town planning and housing, directed under the Town Planning Advisor of the Commission, Thomas Adams.<sup>xxii</sup>

**1915:** With WWI, realization occurs among Canadian citizens the importance of town planning and its benefits in addressing civic and economic problems.<sup>xxiii</sup>

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**October 1915:** Recommendation that a Civic Improvement League should be formed in each municipality in Canada. These leagues for each city/town would then form a federation for each province, and then these federations would unite in a Dominion Conference on Civic Affairs.<sup>xxiv</sup>

**October 1915:** Village Improvement encouraged among citizens, gaining inspiration from work done in a New England association.<sup>xxv</sup>

**October 1915:** A focus on healthier children through the creation of playgrounds. This would become a major reason in combatting slums.<sup>xxvi</sup>

**October 1915:** Need for improving roads and highway administration in Canada, using Great Britain and New York as exemplars for future road improvements.<sup>xxvii</sup> In particular, business street improvements strategized to generate more business in the local economy.<sup>xxviii</sup>

### **October 1915:**

*Nova Scotia:* Regulations under the Nova Scotia Town Planning Act of 1915 considered by government officers. Each local authority in Nova Scotia required to appoint a Local Town Planning Board, and the board must prepare a town planning scheme or town planning by-laws by April 1918.

*New Brunswick:* Recommendations made under the New Brunswick Town Planning Act, and addresses town planning delivered in St. John and Sussex, and progress with the St. John town planning scheme.

*Ontario:* Ottawa begins an investigation in housing conditions. A report on planning Renfrew undergoes preparation by Thomas Adams. In Hamilton, a Town Planning Commission has been appointed by City Council. Blenheim, North Bay and Kenora support passing of the Ontario Town Planning Act. Sarnia, Windsor, Sandwich, Ojibway, Simcoe, Port Credit and Berlin consider town planning. Adams plans to deliver addresses to these municipalities.<sup>xxix</sup>

**1916:** Civic Improvement League of Canada formed, purpose of improving city government and arousing a more intelligent and widespread interest in civic affairs.<sup>xxx</sup> Next steps to create local Civic Improvement League branches in municipalities.<sup>xxxi</sup>

### **March 1916:**

*Nova Scotia:* Nova Scotia's Town Planning Act is compulsory and is the leading legislation in Canada for town planning.

*New Brunswick:* New Brunswick has an optional Town Planning Act since 1912, akin to the British Act.

*Quebec:* In Quebec, a draft Town Planning Act is submitted to Parliament.

*Ontario:* Ontario representatives petition for town planning powers to be granted to local authorities, facilitating a draft act forwarded to Ontario.

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*Manitoba:* Manitoba sends a town planning bill.

*Saskatchewan:* Saskatchewan creates a draft act.

*Alberta:* The Alberta Act has been in force since 1912 but no procedure regulations had been issued until 1916.

*British Columbia and Prince Edward Island:* no introductions to a town planning bill.<sup>xxxii</sup>

**January-March 1916:** Discussion on the creation of an International Municipal Institute<sup>xxxiii</sup> and a Provincial Department of Municipal Affairs.<sup>xxxiv</sup>

**April-June 1916:** Concern for postwar problems. An anticipation of an influx of immigration from soldiers across the seas used as an argument for town planning.<sup>xxxv</sup> In addition, an urgent matter in Ontario to obtain legislation enables municipalities to effectively plan and regulate the use and development of land.

### **April-June 1916:**

*Nova Scotia:* The Halifax Civic Improvement League becomes one of the most active propagandist bodies in Canada. Nova Scotia leads the provinces of Canada in housing and town planning legislation. Town Planning Boards formed in Nova Scotia's towns and cities, with a plan to erect a model village for housing reform awareness. A Housing Act for Nova Scotia passed in May 1916. Discussions on setting up a Department of Municipal Affairs for Nova Scotia.

*New Brunswick:* Town planning scheme for Greater Saint John slowed by WWI's conditions. Town Planning Commission members elected to the City Commission.

*Prince Edward Island:* A newly appointed town planning commission created to discuss the future development of Prince Edward Island. Plans for a conference in Charlottetown to address civic problems.

*Quebec:* Considers forming a housing company under the Provincial Act to provide housing. Plans to model housing after garden suburbs. Legislation delayed. Dominion Good Roads Association conference held at Montreal in March 1916.

*Ontario:* slow progress in town planning because of unsuitable legislations, due to the federal government's failure to introduce a Town Planning Bill. Schemes deferred because of deficient legislations.

*Manitoba:* A non-compulsory Town Planning Bill passed its third reading in April 1915.

*Saskatchewan:* February 1915, Town Planning Bill introduced into the Saskatchewan Assembly by the Minister of Municipal Affairs – passed its first reading but held back for another year.

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*British Columbia:* The Town Planning Branch of the Commission of Conservation discusses civic improvement organization in British Columbia's cities. The Commission of Conservation wants to introduce a Town Planning Bill in this province but is inhibited by the war.<sup>xxxvi</sup>

### **July-September 1916:**

*British Columbia:* Vancouver Civic Improvement League formed after a conference attended by the City Planning Association and Board of Trade of Vancouver. Discussions in creating a Civic Improvement League in Victoria and New Westminster. The new city of Prince Rupert has made no steps to make a Civic Improvement League, but the Commission of Conservation compels one to be made.

*Alberta:* Edmonton wants to make a Civic Improvement League local branch and discusses the application of the Alberta Act in its relation to town planning. Discussions to create a town plan for Edmonton. Calgary follows suit to create a town planning scheme.

*Saskatchewan:* Regina, Saskatoon and Swift Current discuss civic improvement and town planning in its associations and clubs. Swift Current undergoes a study in developing its town. A draft Town Planning Act is prepared by the Minister of Municipal Affairs and awaits passing.

*Manitoba:* attempts in getting town planning legislation adopted for the province. In Winnipeg, the Winnipeg Citizen's Committee, the Housing and Town Planning Association and the City Planning Commission all promote propaganda in civic improvement.

*Ontario:* Conference held by the Commission of Conservation in April 1916, discussing the desirability of legislation being passed to establish a Department of Municipal Affairs for Ontario and give municipalities the power to prepare town planning schemes. Although current implementation is inhibited due to the war, plans are set in motion to pass the act after the war.

- Ottawa receives a Federal Plan report, but no steps are taken in executing the plan (mostly due to the war and financial constraints). Investigations are underway for housing conditions in Ottawa.
- London's Civic Improvement Committee of the Board of Trade begins. Ottawa and Port Arthur form a Civic Improvement League.
- Kingston discusses preparing a town planning scheme and forming a Civic Improvement League, but no action has taken place yet.
- St. Catharines, Galt, Kitchener, Waterloo, and Preston discuss forming a Civic Improvement League.
- St. Thomas's horticultural society undertakes much work in promoting civic improvement, town planning and addressing other civic and municipal concerns.
- In Windsor, a group of towns including Sandwich, Walkerville Ford, Ojibway and Windsor forms a joint commission and secures statutory powers to carry out a scheme of water supply and sewage for the five municipalities.
- Kitchener creates a Town Planning and Civic Improvement Association in Kitchener
- Niagara Falls forms a Civic Improvement League

*Quebec:* Annual congress of the Union of Canadian Municipalities held at Montreal on August 23-25. Montreal Civic Improvement League passes resolutions confirming its affiliation with the

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Civic Improvement League of Canada. Plans to erect homes for working classes in Sherbrooke is under consideration. A resolution was passed deploring the absence of a rational town planning system that had caused tuberculosis and infant mortality, causing the Canadian Public Health Association to urge the Quebec Government to pass a Town Planning Act.

*New Brunswick:* Town planning scheme for St. John and investigations in the city's housing conditions are underway.

*Nova Scotia:* Town planning scheme for Halifax and Dartmouth is flagged as urgent. An annual meeting of the Nova Scotia Union of Municipalities held at Halifax on August 25-26 – most discussions were devoted to establishing a Department of Municipal Affairs for the province.

*Prince Edward Island:* As an agricultural province, urbanization is not as rapid compared to other provinces. Rural planning is discussed. Proposal to implement a year-round ferry between Cape Tormontine and Cape Traverse and to widen the gauge of the PEI railway. Plans to anticipate a new town in Carleton Point. Fishing industries and summer vacations at PEI are important points of interest in relation to PEI's development.<sup>xxxvii</sup>

### **December 1916:**

*British Columbia:* An urgent need to pass the Housing and Town Planning Act and establishment of a Department of Municipal Affairs.

*Saskatchewan:* town planning bill is being considered by the legislative counsel and the Department of Municipal Affairs officials.

*Ontario:* December 5<sup>th</sup>, an important conference held in London on municipal government and land settlement.

*Quebec:* A report is recommended to investigate the passing of a town planning act. Quebec has problems in passing this act compared to other provinces because of the peculiar municipal government arrangements.<sup>xxxviii</sup>

**1917:** Report on Rural Planning and Development highlights need for housing for returned soldiers, and the idea of soldier colonies emerges.<sup>xxxix</sup>

**February 9, 1917:** Commission of Conservation convinces Premier to establish a Town Planning Act and the creation of a Department of Municipal Affairs. Two drafts for both acts prepared.<sup>xi</sup>

**March 1917:** "Housing Experience in Toronto" report published in the *Conservation of Life* by G. Frank Beer, president of the Toronto Housing Company, Limited.<sup>xli</sup>

**March 1917:** Public Health in Ontario progress report by Dr. J. W. S. McCullough, secretary for the provincial Board of Health of Ontario. Public education, infant welfare, water supplies and sewage disposal, laboratory, district officers of health sanitation inspection, and biological products such as vaccines are key topics covered.<sup>xlii</sup>

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**May 28-30, 1917:** Second annual conference of the Dominion Civic Improvement League held in Winnipeg discussing urban and rural development in Canada.<sup>xliii</sup>

Attended by:

- Civic Improvement League
- Women's Civic League
- Citizens' Research League
- Board of Trade
- Rotary Club
- Manitoba Association of Architects
- Retail Merchants' Association
- Industrial bureau
- Other Winnipeg organizations

Purpose: to stimulate public interest in broad aspects of municipal affairs and land development in western Canada.

Common themes and topics:

- returning soldiers
- Municipal Finance and Administration and Municipal and Vital Statistics
- Waterpowers and housing developments in Quebec and Manitoba
- Rural Production and Distribution
- Planning and Development of Rural and Urban Land
- Annual meeting of the League on creating resolutions to be passed and transmitted to Dominion Council of the League:
  - Settling rural land with appropriate rural development
  - Encourage co-operation with provinces and municipalities for efficient local governance
  - Uniform legislation and administration for efficient local governance
  - Federal statistics for provincial and municipal benefits in efficient public administration
  - Scientific method in laying out municipal land development
  - Creation of provincial systems for inter-provincial operations

**October 1917:** Discussion on creating a provincial policy for advertising a “desirable class of immigrants” to settle Western Canada.<sup>xliv</sup>

### **October 1917:**

*Nova Scotia:* Halifax expands due to WWI and its importance as a military and naval city. Housing accommodation for workers becomes a key focus but is difficult to achieve due to scarce resources during the war. Halifax Civic Improvement League interested in promoting a housing company to address housing problems. Halifax's City Council and Board of Health struggle with congested living conditions and unsanitary homes. Truro holds the annual meeting of the Nova Scotia Union of Municipalities on August 29-31. The creation of a Provincial Highway Board on May 1917 promises improved provincial highway administration for Nova Scotia.

*Quebec:* Development plans to build a new model town in northern Quebec.

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*Ontario:* In Hamilton, the new town planning scheme is favoured by citizens. A map of existing buildings and the physical environment is made, followed by plans for a future railway system and surroundings. London holds an annual meeting of the Union of Canadian Municipalities.

*Saskatchewan:* Draft Town Planning Act under consideration by the Deputy Minister of Municipal Affairs and the Legal Advisor of the Provincial Government in consultation with Adams.<sup>xlv</sup>

**December 6, 1917:** Halifax Explosion, invigorating town planning interest in Canadian citizens.<sup>xlvi</sup>

### **January 1918:**

*Nova Scotia:* Halifax Explosion planning and opportunities to create new scheme for Halifax.<sup>xlvii</sup>

*Quebec:* Housing Scheme at Pointe-aux-Trembles under the Quebec Housing Act carried out.<sup>xlviii</sup>

*Saskatchewan:* Town-Planning and Rural Development Act passed in Saskatchewan. As of 1918, there are 6 provinces in Canada with Town Planning and Development Acts.

*Manitoba and British Columbia:* Civic Improvement Leagues formed in some cities and villages in British Columbia and Manitoba. Devlin Club's constitution becomes an exemplar for other small village settlements in civic improvement.<sup>xlix</sup>

*Ontario:* Proposed amendment to Ontario's *Planning and Development Act*, which previously only focused on street planning. Amendment proposes new foci, including sanitation, housing, heights, character of building and amenity.<sup>l</sup>

**February 9, 1918:** creation of a Department of Municipal Affairs with extensive powers. The Deputy Minister of Municipal Affairs to be appointed. The Minister can control municipal finances of the province and will deal with questions pertaining to town planning and housing.<sup>li</sup>

**March 1918:** Government housing during the war becomes a major topic of interest as critical awareness grows for land speculation, private builders, inadequate supply, and congested insanitary housing. War housing in Great Britain is used as an exemplar, with workmen and women's cottages at the new town of Gretna.<sup>lii</sup>

### **April 1918:**

*Nova Scotia:* Progress is slow in the provincial organization due to the requirement of a town planning controller for the province. Problems with reconstruction but there is hope the entire city will turn into a Civic Improvement League as the Halifax Explosion disaster has affected all their lives.

*New Brunswick:* St. John Town Planning scheme is partially complete, with a detailed map showing the proposed arterial highways, buildings lines, etc. Expert consultation is needed to make progress. St. John will become an exemplar town planning scheme for other Canadian municipalities. A need for improved provincial organization is still present, especially in public

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health, town planning, housing, land classification and highways. A single strong department is preferred.

*Prince Edward Island:* Adams drafts a Town Planning Act for PEI, at the request of the Premier. Once it is passed, only Quebec and British Columbia will be without a Town Planning Act.

*Ontario:* Bill introduced to incorporate amendments in the Ontario Planning and Development Act. Topics of housing, sanitation, heights and character of buildings are missing in this act and is only limited to street planning.<sup>liii</sup>

**June 1918:** Influenza case appears in Nova Scotia. October and November, an epidemic is present in every province.<sup>liv</sup>

**July 9-11, 1918:** Civic Improvement League Conference with the Union of Canadian Municipalities held at Victoria, B.C., passed resolutions. The chairman of the Vancouver Board of Health also attended.<sup>lv</sup>

- Resolution 1: advocate public aid constructing homes as private cannot meet immense demand with little supply and an urgent need for Municipal, Provincial and Dominion governments to consider housing reform.
- Resolution 2: urge British Columbia to pass Town Planning and Development Act like other provinces to secure healthy future of land value and population of cities
- Resolution 3: urge British Columbia municipalities, towns, and rural districts to form civic improvement leagues throughout province to stimulate public interest in municipal affairs to improve civic and social conditions
- Resolution 4: Investigation of Causes of High Mortality
  - o Individual and government action required to prevent mortality. Conference urges federal and provincial assistance to be given to municipalities in investigating local conditions that may cause high mortality in a community, and removing those causes
- Resolution 5: Commission of Conservation continues its work. Conference in Victoria seeks approval of CoC goals and aims and intends to uphold/reach them.

### **July 1918:**

*Nova Scotia:* Six town planning schemes for Halifax in course of preparation, one for the devastated area, one for the undeveloped portion of the city, and four for the country area around the city. New Glasgow is flagged for an urgent housing and town planning scheme.

*Prince Edward Island:* Passes the Planning and Development Act for the province.

*Quebec:* Work started in building the new town at Timiskaming for the Riordon Pulp and Paper Company.

*Ontario:* Meetings result in a strong desirability of widening the scope of the Ontario Planning and Development Act. U.S. Steel Corporation completed plans for the new town of Ojibway. Appointment of Sir John Willison as Chairman to investigate the housing problem.

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*Saskatchewan*: The Town Planning and Rural Development Act of Saskatchewan now in full force.

*British Columbia*: Draft Town Planning Act for British Columbia prepared.

**October 1918**: “Report on Ojibway Plan to the Railway and Municipal Board” published in the *Conservation of Life*.<sup>lvi</sup>

**October 1918**: Halifax town planning schemes and disaster management plan published in the *Conservation of Life*.<sup>lvii</sup>

**October 1918:**

*New Brunswick*: St. John Town Planning scheme printed and under final consideration by local councils. Department of Public Health newly created.

*Prince Edward Island*: Passing of the Planning and Development Act ensues the appointment of three development commissioners. First steps taken to prepare a scheme for the new town of Borden.

*Quebec*: Creation of Department of Municipal Affairs in Quebec.

*Ontario*: Investigations into housing problem by Ontario Housing Committee. The Ontario Government, through Premier Sir William Hearst, announces intention to lend up to \$2,000,000 to municipalities for housing purposes at five per cent interest.

*British Columbia*: Premier Oliver of British Columbia intends to establish a Department of Municipal Affairs and a Town Planning and Development Act – Draft Acts in preparation

*Manitoba*: Formation of a branch of the Grain Growers Association to deal with the transfer of farm property established.

*Saskatchewan*: Procedure regulations under the Planning and Rural Development Act of Saskatchewan under preparation. The Act came into force July 1918. Swift Current is the first city to proceed with preparation of a development scheme under the Act.

*Alberta*: Town planning schemes proposed for Edmonton, Calgary, Medicine Hat and Lethbridge.<sup>lviii</sup>

**January 1919**: Federal and provincial housing schemes – the federal government lends \$25,000,000 for workers’ homes, divided by the provinces in proportion to their population.<sup>lix</sup>

**January 1919**: The New Town of Kipawa is planned.<sup>lx</sup>

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### **January 1919:**

*Nova Scotia:* The Civic Improvement League of Halifax affiliates with the Commercial Club. Both focus on the improvement of civic conditions like housing and town planning. Erection of dwellings in the devastated area.

*New Brunswick:* The absence of accurate topographical maps of St. John halts its town planning scheme.

*Prince Edward Island:* With the new federal loans, plans are developed to erect the new town of Borden.

*Quebec:* Anticipated its Town Planning Act will be passed after successful creation of the Department of Municipal Affairs.

*Ontario:* Report of the Ontario Housing Committee is in preparation. A report issued by a committee appointed by the City Council of Toronto for the city's housing problems and mitigating them with housing schemes financed by the provincial loan. A civic centre to be built for Renfrew.

**April 11, 1919:** Department of Health Act passed, creating a Department of Public Health for Canada.<sup>lxi</sup>

**April 1919:** An Act to amend the Criminal Code Respecting Prevention of Fire issued, mainly including offences for the personal responsibility for fires.<sup>lxii</sup>

### **July 1919:**

*Nova Scotia:* Nova Scotia Town Planning Act amended to extend town schemes from 1918 to 1921 (WWI prevented schemes and bylaws from being planned). Act widened in scope from solely urban development to include rural development. Model planning by-laws for province prepared and recommended to municipalities.

*New Brunswick:* St John Town Planning Scheme approved. Housing Act of New Brunswick established, and a scheme is prepared and approved by the federal government.

*Quebec:* Quebec Housing Act passed. Provincial housing scheme prepared by Director of Housing (Dr. Nadeau). Scheme most adherent to the federal scheme. Quebec Town Planning Act has yet to be passed, with plans still in progress.

*Manitoba:* Housing scheme of Manitoba and the Housing Act are now law in Manitoba.

*Western Provinces:* Housing schemes in Alberta and Saskatchewan behind schedule – mainly because of provincial loans to municipalities will make them indebted. British Columbia the only province without a Town Planning Act.<sup>lxiii</sup>

**August 1-2, 1919:** Housing reform resolutions passed in Saskatoon, Saskatchewan.<sup>lxiv</sup>

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**January-February 1920:** Survey of board and lodging accommodation in Toronto conducted by Social Service Department students at the University of Toronto.<sup>lxv</sup> Purpose was to obtain reliable data relative to the cost of living in Toronto for women and girls of the wage-earning class. Findings to be used in proposed legislation concerning a minimum wage for women in Ontario.

**January-March 1920:** Sherbrooke garden suburb in Quebec begins from the initiative of the Canadian-Connecticut Cotton Mills Co.<sup>lxvi</sup>

**January-March 1920:** Changes to patent law for medicine – updated regulations and restrictions. For example: Illegal to manufacture, import or offer for sale proprietary or patent medicines containing opium or derivatives for internal use, and age restrictions for infants and medicine containing coal-tar.<sup>lxvii</sup>

**April-June 1920:** Commitment to improving parks, playgrounds, and athletic recreation across Canada, using Europe and the United States as exemplars.<sup>lxviii</sup> Intention to amend the town planning and development act in Ontario to include planning schemes for park and suburban lands.

**April-June 1920:** Federal Housing Project Progress, with main focus on housing for returned soldiers.

*Prince Edward Island:* Housing Act passed but no general housing scheme prepared.

*Nova Scotia:* Housing Act passed. Several towns appointed Housing Commissions and plans for at least 100 homes to begin construction in the spring.

*New Brunswick:* Housing Act passed, complying with federal housing conditions. 50 homes have been built under the act.

*Quebec:* Housing Act passed, complying with federal housing conditions. A focus on returned soldiers and workmen in towns. 20 houses are completed.

*Ontario:* Housing Act passed, complying with federal housing conditions. Provincial loan provided. 1,200 homes built with the help of the Housing Director and the local Housing Commission. 99 municipalities passed by-laws under the provisions of the Act with appointed Housing Commissions in 19 cities, 49 towns, 17 villages, 14 townships - houses built in 68 municipalities.

*Manitoba:* Housing Act passed, complying with federal housing conditions. Returned soldiers receive preference over all other applicants for loan. Winnipeg and surrounding area take advantage of the Act. Over 70 homes built and occupied, while 140 due to be erected. Manitoba plans to make a provincial grant of \$1,000,000 in addition to the federal loan.

*Saskatchewan:* Housing Act passed applying only to returned soldiers. No general housing scheme prepared to comply with federal housing conditions. Act is inoperative.

## Appendix E: Chronological Timeline *CoL* (1914-1921)

*Alberta:* No Housing Act passed yet.

*British Columbia:* Housing Act passed, complying with federal housing conditions. Special preference to returned soldiers. Free land to soldiers as defined in the Soldiers' Land Act, or to municipalities in connection with better housing for soldiers. 50 homes built and occupied, 90 houses under construction, with 200-300 homes to be built in 1920.<sup>lxi</sup>

**April-June 1920:** Discussions of planning Ottawa's public buildings and plans to make Ottawa a 'capital of capitals' like Washington, D.C.<sup>lxx</sup> Paris and Edinburgh also cities that are a source of inspiration in the planning of Ottawa.

**June 3, 1920:** Inter-allied Housing and Town Planning Congress meeting in London. 20 different countries discuss the state of housing after the war.<sup>lxxi</sup>

**July-September 1920:** To provide for housing needs unmet by loans arranged by the province, or when the federal loan is exhausted, Ontario enacts the "Municipal Housing Act, 1920." Amendments to be made on the Housing Act of 1919.<sup>lxxii</sup>

**July-September 1920:** Federal housing loans not enough in Western Canada, with more funds requested. Funding maximums need revision.<sup>lxxiii</sup>

**July-September 1920:** Kapuskasing soldier's colony fails due to technical difficulties. Crops of settlers ruined by frost. Neglect in preparation of a plan based on land classification would have otherwise circumvented this problem.<sup>lxxiv</sup>

**July-September 1920:** Ottawa garden suburb Lindenlea carried out under the Ottawa Housing Commission, creates an established standard for housing development.<sup>lxxv</sup>

**September 13, 1920:** In Quebec, the Lambert housing scheme loan passed, with draft of the first contract approved by the Provincial Director of Housing on **October 1**.<sup>lxxvi</sup>

**January-March 1921:** Advocating for a sanitary engineer on Board of Health when previously held exclusively to practising physicians.<sup>lxxvii</sup>

**January-March 1921:** The post-war -need for frontier workers from other countries grows, such as Swedes, Norwegians, Danes, Icelanders, Italians, and the Finnish.<sup>lxxviii</sup>

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<sup>ii</sup> Commission of Conservation. "The Return of Influenza." *Conservation of Life* 5, no. 2 (April 1919): 39.

<sup>iii</sup> *Ibid.*, 74.

<sup>iv</sup> Commission of Conservation. "Early Civic Improvement Leagues." *Conservation of Life* 4, no. 1 (January 1918): 9-10.

<sup>v</sup> Commission of Conservation. "The Back-to-the-Land Movement." *Conservation of Life* 1, no. 2 (Oct 1914): 30.

<sup>vi</sup> Commission of Conservation. "By-laws Relating to Bill Boards and Signs." *Conservation of Life* 4, no. 2 (April 1918): 41-42.

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- vii Adams, Thomas. "The Future of Ottawa." *Town Planning and Conservation of Life* 6, no. 3 (July-September 1920): 45-47.
- viii Commission of Conservation. "The Meaning and Practical Application of Town Planning." *Conservation of Life* 1, no. 4 (July 1915): 75.
- ix Commission of Conservation. "Town Planning and Housing Reform in Canada." *Conservation of Life* 1, no. 3 (January 1915): 52.
- x Momtizambert, F. and Fagan, C.J., "Recommendation of Dominion Public Health Conference." *Conservation of Life* 1, no. 2 (Oct 1914): 40.
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- xii Commission of Conservation. "The Infectivity of Tuberculosis." *Conservation of Life* 1, no. 1 (August 1914): 8.
- xiii Commission of Conservation. "Regulations of Department of Agriculture re Tuberculosis in Dairy Cattle." *Conservation of Life* 1, no. 1 (August 1914) 9-10.
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- xviii Adams, Thomas. "The Planning of Greater Vancouver." *Conservation of Life* 1, no. 3 (January 1915): 57-59.
- xix Commission of Conservation. "The Commission of Conservation and Town Planning and Housing." *Conservation of Life* 1, no. 3 (January 1915): 66.
- xx Commission of Conservation. "Town Planning in New Brunswick, Alberta, and Nova Scotia." *Conservation of Life* 1, no. 4 (July 1915): 83-90.
- xxi Commission of Conservation. "Town Planning Progress in Canada." *Conservation of Life* 1, no. 4 (July 1915): 95-96.
- xxii *Ibid.*, 96.
- xxiii Commission of Conservation. "Progress in Town Planning During 1915." *Conservation of Life* 2, no. 2 (January-March 1916): 47.
- xxiv Commission of Conservation. "A Civic Improvement Organization for Canada." *Conservation of Life* 2, no. 1 (October 1915): 1.
- xxv *Ibid.*, 5.
- xxvi Commission of Conservation. "Children's Playgrounds." *Conservation of Life* 2, no. 1 (October 1915): 7-8.
- xxvii Commission of Conservation. "Road Improvement in Great Britain, United States and Canada." *Conservation of Life* 2, no. 1 (October 1915): 11-14.
- xxviii Commission of Conservation. "Improvement of Business Streets in Canada." *Conservation of Life* 2, no. 1 (October 1915): 15-16.
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- lvii Commission of Conservation. "Planning of Greater Halifax." *Conservation of Life* 4, no. 4 (October 1918): 82-88.
- lviii Commission of Conservation. "Civic Improvement, Town Planning and Housing in Canada." *Conservation of Life* 4, no. 4 (October 1918): 94-96.
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