

*The Address—Mr. Givens*

the centre and the expanded metropolitan areas have grown out from these centres.

The interplay of economic and social forces has shifted people, organizations and activities from one area of the city to another. But the relatively high value of land and capital near the heart of the city at any point in time makes any large scale abandonment of the city centre virtually impossible. New needs, new technologies and restless human energies have imposed new structures on old locations.

Population pressures have far outgrown the original boundaries. The large metropolitan area of today is essentially an over-lay on the earlier city—in a sense a counterpart, but moving at a greatly accelerated pace—of the ancient cities and towns which were built layer upon layer on the actual physical remains of earlier settlements. The buildings of the modern city no longer crumble into dust; we tear them down and rebuild speedily on their old locations.

The sheer physical task of building our cities for the future is immense. Our larger cities will more than double by the year 2000. This implies that in addition to the replacement and rehabilitation of existing structures we will need to add in these cities about as large a volume of new structures as already now exist in them.

Another paradox about the city is that although it possesses certain stable features it has also become the dynamic frontier of growth and change. For Canadians, whose history has been dominated by the pushing back of land and natural resource frontiers across an immense continent, the concept of the city as a frontier is perhaps still so new as to be difficult to fully comprehend. Yet over the past two decades our cities have not only accounted for almost all of our population growth; they have accounted for a growing proportion of our total output and income.

Employment and output in our primary industries—agriculture, forestry, fishing and mining—have declined relatively and these industries now account for less than 10 per cent of total employment and output in Canada. The most rapidly growing edges in our economy are to be found in our cities. Here is where we are now pushing back new frontiers and moving into unsettled areas—not so much frontiers of territory as frontiers of technology.

Given our vast geography and our rich endowment of natural resources there will always be challenges in this country for those who would seek adventure on our physical

frontiers, especially in the north. But the pioneers of today are to be found mainly on the frontiers of discovering, developing and making effective use of our human resources rather than our physical resources. It is in our cities, in which our human resources are so heavily concentrated, that the challenges are perhaps now the greatest; the challenges to the adventurous, the imaginative, the innovative, to seek new opportunities, to meet new needs and to cope with new problems.

As we look to the future it will be in our cities, and especially in our larger cities that most of the growth will take place. Many powerful forces are working in this direction—rising levels of education and skills, increased economies of scale and specialization, advancing technology and knowledge and growing relative demand for services. Moreover, the processes of increased concentration of economic activities and population in the larger urban centres have tended to become self-sustaining. In other words, one of the most potent effects of large urban agglomeration is that it is apparently everywhere tending to encourage still greater agglomeration. The city has always been the focal point for service activities; for commerce and distribution, for banking and finance, for government and education and medical services, for entertainment and cultural activities, for business and personal services. Thus the relative growth in these service industries has acted as a powerful spur to urban growth.

Over the past quarter century employment in the service industries in Canada has surged forward at a tremendous pace, from 40 per cent of all employment at the end of the second world war to about 60 per cent. Indeed, Canada has one of the most heavily service-oriented economies in the world today. Rapid growth and change in our large urban areas are raising rapidly escalating social, economic, political and technological problems. The Economic Council of Canada drew attention to some of these problems in its Fourth Annual Review in the following terms:

—There has long been widespread concern about the mounting deficiencies of our cities and the heavy backlogs of essential improvements. Shortages and inadequacy of urban housing, traffic and transport problems, air and water pollution, the confused jumble of conflicting land uses, decaying neighbourhoods and monotonous suburbs, urban poverty and social disturbance, steadily rising property tax burdens and the frustrations of municipal administration—these are familiar problems to the average Canadian city dweller today.

[Mr. Givens.]