

lems but more co-ordination and constructive planning is needed. The four things that come directly within the purview of the federal government are:—

(1) Preparation of topographical maps; (2) waterways, railways and main highways; (3) subdivision of areas in undeveloped territory, and land settlement in connection with such areas; (4) co-ordination of provincial schemes of land settlement, railway extension and highway improvement.

#### Need for Topographical Maps

We greatly need accurate topographical maps in Canada. The gain to local authorities by having such maps would be enormous. Every structure, field and fence and the physical conditions and levels of the land have been accurately mapped in Britain. The result is that local authorities are saved the expense of local surveys to ascertain existing conditions, and to enable them to carry out local improvements economically. Only national governments can adequately undertake that work. Canada and the United States are so large and scattered that the preparation of complete topographical maps could only be undertaken gradually, but it should be undertaken in respect of large extents of area—especially those that are well populated—without delay.

We have effective means of controlling the working of our waterways and railways, but no constructive policy of directing new extensions as a part of a national scheme of development. The interest of the community needs to be safeguarded to a greater extent in connection with the planning of railway enterprises.

We are giving large sums from our federal government for highway construction, but need to keep in mind that the chief interest of the federal government in good roads is in co-ordinating and assisting the provincial schemes of main highways so as to form the skeleton of a national scheme.

The federal government has a direct interest in controlling water powers and directing commerce, and, therefore, in the establishment of new centres of industry. In Canada it owns large sections of unorganized territory and is responsible for the planning of that territory for settlement. In its control of immigration it should have regard to future development according to plans as well as to existing needs.

#### Scope of Federal Planning

In federal planning we should deal only with the applications of definite principles to matters affecting the country as a whole, such as those I have mentioned. In state or provincial matters the federal authorities should, by consent, help to co-ordinate state functions and schemes, and always be available as a fountain-head of expert advice. To enable it to discharge that duty we need national surveys of existing conditions, such as were advocated in the United States by the Country Life Commission of the late President Roosevelt, and these surveys should include accurate topographical maps on a workable scale.

There should be set up a federal bureau of planning and development to carry out investigations and provide co-ordinating and advisory services. Only such a body could afford to subsidize investigations that go beyond what is of immediate practical utility, and only a government that will go beyond that stage will accomplish greater progress than other governments. In the domain of physical science little progress would have been made if men like Newton had restricted their work to what was of immediate practical utility; but still the "practical" man fails to see that he is deriving his success from the scientific work of those former days and only in a lesser degree from his own organizing ability.

The planning of the state or province follows the general lines of the planning of the nation. It does not get down to details, and should not interfere with local discretion. In all matters already referred to, it can supplement the work of the nation. It should have its state or provincial bureau of the nation. It should have its state or provincial bureau to act in concert with the federal bureau in preparing topographical maps and surveys; planning waterway, railway and highway extensions and deviations; and planning new territory for permanent settlement. It must, however, go further,

without encroaching on the rights of incorporated local authorities.

The state or province is the legislative authority in connection with matters of dispute between municipalities. In Canada the province is the court of appeal in connection with extensions of municipal boundaries. Again, when the rights of owners of property come in conflict with public or local government rights, the power of settlement rests with the state. To develop a proper town-planning policy, you must have co-operation between adjacent local authorities; means of bringing together urban and rural authorities to control properly the "buffer" areas between them; and means of maintaining a balance, in the interests of public welfare and freedom of contracts, between public and private interests in property. Here the power and value of the state or province are supreme.

Moreover, the application of a uniform code of by-laws or ordinances in regard to city and country planning is essential and can only be achieved by state legislation. Subject to state or provincial planning laws that determine the procedure and general principles to be followed in local schemes, especially in regard to the matters of over-lapping jurisdiction and rights of eminent domain, the power of the municipality should be supreme.

#### Regional and Town Planning

The federal bureau, as an advisory body and the directing agency in regard to topographical maps and inter-state or interprovincial means of communication, and the state or provincial planning and development boards operating under state or provincial planning laws to co-ordinate local schemes and regulate legal procedure, give us the centralized machinery we need. To be effective, each such machine would have to include a skilled director of planning and development to give his whole time to administration, and especially to give aid to the councils of the smaller local authorities.

We now come to consider the local work and machinery, and this brings us in contact with the real work of planning, which must always be dealt with by the local unit of administration. The local units will be incorporated areas except where regional schemes are necessary, and the surveying and planning of areas must be dealt with by joint boards representative of adjacent incorporated areas, in co-operation with the several local councils within the region.

As an example I might cite the regional area comprising five cities and towns known as the Border Cities and a portion of a country area in southwestern Ontario. These cities and towns are growing up side by side, serving the same industrial needs; unable to deal effectively with their public utilities except by co-operation; having a system of transportation and natural conditions that disregard incorporated boundaries; and all lacking control over the sanitary and industrial conditions overflowing their boundaries.

#### Essex Border Utilities Commission

The best way to illustrate the respective character of regional and town planning schemes is to describe the kind of scheme suggested by the Federal Office of Town Planning for this area. These five authorities have a Border Cities Utilities Commission which exercises some control over their public services. It is proposed that this commission should prepare a regional survey and plan for an area comprising the whole areas of the five cities and towns, and such part of the rural area outside as may be affected by their future growth. This regional survey and map would provide an exhibit of all existing conditions—physical, industrial, means of communication, buildings, local improvements, land values, etc. We thus get the essential foundation on which to plan.

The commission, having secured the survey and map, goes further and suggests the skeleton plan for dealing with the future growth of industry, transportation, residences, park areas, etc. This is only a tentative and skeleton plan of the region and is confined to main features which are common to the six authorities. It binds no one authority and conforms to no definite legal requirement.

When the regional survey and plan is completed, the next step has to be taken by each of the local councils. These