

of our democratic civilization. The homes men live in, the schools their children attend, the social institutions and cultural facilities which are available, the means of transportation and the amenities of living—including running water and sewage disposal—are the physical standards by which men judge the measure of a good society.

The attainment of these requirements is rightly the primary responsibility of each community and its autonomous local government. It is to them that we must turn to as a national community as we seek to maintain and upgrade our educational standards, improve our physical and mental health, clear our slums, build better homes and safer highways, renew and redesign obsolescent urban areas and provide the water systems, sewers, roads, parks, schools and the like in the newer suburban communities throughout the nation.

While the municipal governments must continue their independent and self-governing responsibility for local growth and development; and while the provincial governments must continue to exercise their constitutional powers and prerogatives with respect to municipal institutions; it is clear that the revenue resources of municipal governments, even when coupled with the supplementary financial aid which the provinces can make available to them, are insufficient to support the heavy financial costs entailed if our cities and towns are to keep pace with the pyramiding requirements of exploring urban growth and the consequent urgent need for major programs of housing, urban redevelopment and renewal. And that applies to the matter of watermains and trunk sewers.

In this connection, the Committee is probably already aware of the very comprehensive study which Central Mortgage and Housing Corporation made in 1956 of the sewerage services in urban communities throughout Canada as existed at that time. The three hundred municipalities surveyed embraced the places where nineteen out of twenty urban Canadians now live. The facts revealed by the survey were startling. Of the total surveyed population, 2,652,000 or 32% of the total, were living in municipalities with a low frequency of connection. The population in largely unsewered municipalities in the provinces of Ontario and British Columbia was 1,941,000, or 24% of the total surveyed. It was also revealed by the survey that many of the new dwellings constructed in the years 1951 to 1955 were located in largely unsewered municipalities. For example, of the 327,000 new dwellings in metropolitan areas 40% were located in municipalities of this type. These municipalities include many large suburbs built in recent years. To quote the report itself . . . the survey did not reveal any precise idea of the extent to which recently constructed dwellings are unsewered, but "it did indicate that under pressure of the housing boom the situation has been deteriorating."

The question raised by these facts, and to which earlier witnesses have already referred, is why and how does it happen that municipal governments have not been able to cope with the demonstrable need for constructing watermains and trunk sewers. The answer is not difficult to find. It is within the following framework of circumstances:

1. Watermains and trunk sewers are only one of the many community needs which municipal governments have been under pressure to provide.
2. Municipal governments are severely restricted in their ability to finance the capital costs of local improvements and public works. They are restricted both by the extent to which local taxpayers can carry the capital and interest burdens involved and the extent to which the investment market is willing to buy their bonds.

Two current examples will serve to illustrate the problem: Within a stone's throw of the City of Montreal are two fast growing suburban communities. One is larger than the other.