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## Good Roads and Transportation.

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ADDRESSING the Canadian Club on the foregoing subject, Mr. A. W. Campbell, C.E., Deputy Minister of Public Works for Ontario, said:

*Mr. President and Gentlemen:* The roads of the Province of Ontario are made and maintained by the local municipalities; cities, towns, townships and villages, each looking after those within their own limits.

The object of the "Act to Aid in the Improvement of public Highways," is to organize these municipalities into county road districts, giving the county councils jurisdiction over the leading roads, with a view to carrying out the work of road improvement in a more comprehensive manner, and make leading roads through the several townships in the county, connecting with the leading roads of other counties, and thus leading up to a connected system of leading roads for the Province.

There are forty counties in the Province, already fifteen of these have taken advantage of this Act, and 3,000 miles of road is now being constructed under it. One-third of the cost is being borne by the Provincial Government. Other counties have the matter under consideration and are arranging for the adoption of the plan.

Much energy is now being given to the improvement of country roads, the people are beginning to realize that they are an essential part of the greater transportation system.

The transportation system of the country is composed of wagon roads, railroads, canals, lake ways and the high roads of the sea. In Canada there are 21,000 miles of railroads, built at a cost of \$1,564,000,000. There are 8,400 miles of steam railroads in Ontario. There are about 60,000 miles of wagon roads in the same territory. These, combined, make up the interior transportation system of the province. The 8,400 miles of railroads have cost about \$400,000,000, and are being carried by the whole community. The 60,000 miles of wagon roads have been built and brought to their present con-

dition by the farming community—under a system which makes it difficult and impossible to estimate their cost.

The railroads cover Ontario, forming a complete network. The equipment, service and management are efficient and serviceable. Notwithstanding this, these lines are being rectified where grades may be avoided, the roadbed and bridges are being strengthened to provide for greater loads with the same power; and everything is being done to shorten distance by increasing speed and rendering travel more comfortable. These are the aims and objects of railroad companies in working out their end of the transportation system. While much has been accomplished by railroads in this connection, the same energy and business methods have not been directed toward the improvement of the wagon roads.

The building of country roads is a difficult task in this respect—that if true physical laws and principles are not recognized, the work is largely thrown away. That is what happened in Ontario, and is what the Government has endeavored to overcome by establishing a Highway Division, through which advice in roadmaking and bridge building is given to the municipalities. Much better work is undoubtedly being done by this means, and a better general idea of the importance of good roads has been created. County systems are a direct outcome of this work, in which good engineering principles are being followed. Townships are steadily doing away with statute labor, and are establishing a better system of management in its place. It is useless, however, to do away with statute labor until the people are united in an endeavor to put a good system in its place and carry it out energetically—and this is where the campaign of education lies. It is unsafe to spend more money until we know how to make the best use of the present expenditure.

The building of country roads in an adequate manner is a great and expensive public work, of which the rural districts alone should not be expected to bear the burden. The tendency of the city residents is to say that they have expensive pavements to build which the farmer may use in return for their occasional use of the country roads. On the contrary, the relative cost of the two works per unit of population is wholly out of proportion. The cost of the city street to each property owner is but a fraction of the cost of country roads to each farmer. Apart from all this, country

roads are as much a part of the machinery of commerce as are canals and railways, and it is an equally good investment on the part of the cities to aid in their construction.

As a result of the narrow and local view taken of the value of country roads, we find that the cost and responsibility of building them has rested upon one class of the citizenship—the farmer. He hauls his produce to the railway; he draws your manufactures back to his farm. Because he supplies the wagon and team, and does the driving it does not follow that he should pay for the roads as well—nor does it follow that it is in your own interest to throw this responsibility upon him.

Railroads have not made country roads of one iota less importance. In their relation to country roads railroads take the place of a few old through roads along which produce was formerly carried in wagons to the nearest lake and ocean ports. The vast network of common roads feeding the railroads, or distributing from them are still essential. Railroads, with their more rapid and effective transit, if they mean anything, mean greater development, greater population, and these demand more and better country roads.

In the great question of transportation you can no more separate the wagon roads from the railroads than you can separate the railroads from canals and ocean highways.

Nor can this statement be taken to mean that the wagon part is the least part, is the least important. Close up the wagon roads, and your railroads, canals and ocean freighters would be reduced to idleness.

I have referred to Ontario roads as a part of our transportation system, an essential part, of greater necessity, in a sense, than are the railways and canals to which so much thought is given, upon which we pride ourselves, upon which we pour out expenditure with a lavish hand. Close up the country roads, and the great carrying system, railroads and steamships, would starve in idleness. Great civilizations have lived and prospered without railways. They had, what was more important, good country roads.

In a more local view, the City of Toronto has a direct interest in the roads of York, and other adjacent townships. A city's interests cannot be restricted by arbitrary boundaries, any more than a citizen's comfort is limited to the house he occupies, irrespective of the street conditions around him. It

is absurd to suppose that limits fixed for municipal purposes, to define the jurisdiction of municipal councils, can also be a barrier dividing their mutual interests. It is unreasonable to suppose that Toronto should build expensive roadways and pavements within the city's municipal limits, and be unaffected by the condition of the roads outside of these limits.

What would improved leading roads to Toronto mean? and that typical of every other centre.

Improved roads would mean better farming facilities, the removing of farming isolation, better farming conditions, better farmers, more farmers on the same land, more intense farming, greater production, more regular delivery of the produce at lower prices, more profit to the producer, less expensive to the consumer, a greater and more prosperous farming community, and as the city is the product of the farm, greater and more prosperous cities. Better and more communication between urban and rural communities, more happiness, enlightenment, a better civilization.

The entire rural population of York County (exclusive of incorporated towns and villages) is 43,000. In addition to statute labor the total expenditure in 1905 on roads, according to the last published statistics, was \$95,965, of which York Township spent \$31,575. It may be said in reply that property around Toronto is of more value than that farther distant, and the population more dense. While it is true that York township has about one-fifth of the entire rural population of the county, and its equalized assessment is about one-fourth, yet it is making about one-third of the total county expenditure on roads, an amount in excess of its fair share, and still far short of the requirements of traffic.

Under the Highway Improvement Act, certain provincial aid is given to country roads, of which the cities and towns may be said to contribute a portion. Yet this is small in comparison with the road measure of New York State, where a bond issue of \$50,000,000 has been voted for road improvement. Of this large sum, more than one-third will be paid by the City of New York, while such cities as Albany, Buffalo, Troy, will also contribute. Moreover, all is met by direct taxation, whereas the revenue of Ontario is largely derived from natural resources.

The amount of freight shipped from Toronto stations is tremendously influenced by the condition of the country roads. This freight represents the trade and manufacture, the com-

merce, the very life of the city; it is to the city what the harvest is to the farmer. The entrance of a new railway to Toronto is eagerly sought, as it means new and enlarged markets for the manufacturer and wholesaler. Yet there is more to be gained in this respect by the fuller development of the field already served by railroads. The common roads are the feeders of the railroads. Close up the common roads and the railroads will die of starvation, the ocean freighters will rust at their moorings. To double the efficiency of the country roads means a much greater country population, it means that farms ten miles from the railroads will be as valuable as farms now only five miles away, with a consequently increased range of prosperous territory which the city can supply. No part of Ontario will be so greatly benefited by a general system of good roads throughout Ontario as will Toronto, where all railroads (and consequently their feeders, the wagon roads) may be said to converge.