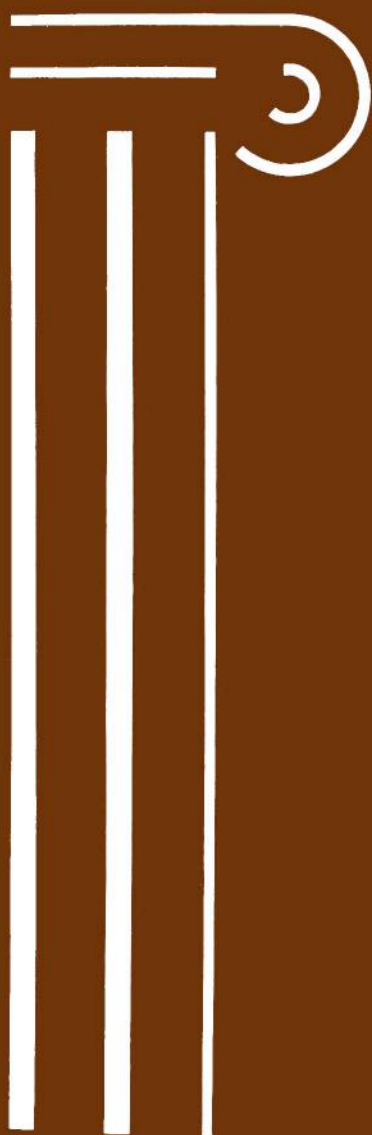


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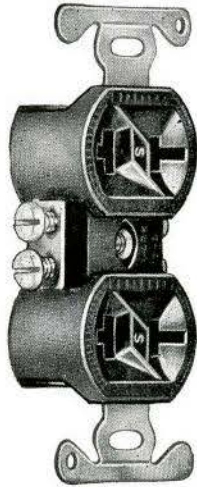
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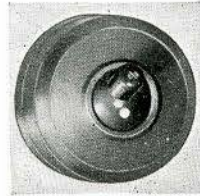
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TORONTO, AUGUST, 1940

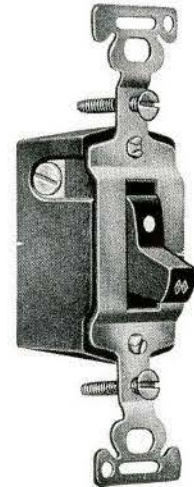
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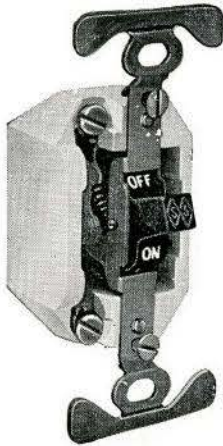
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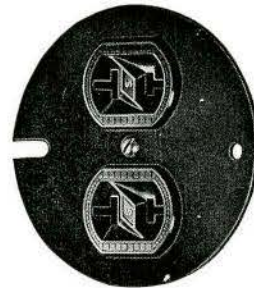
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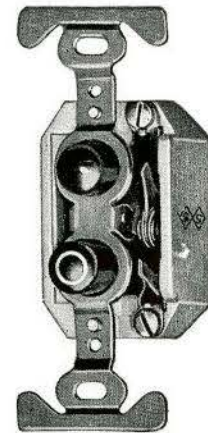
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# JOURNAL

ROYAL ARCHITECTURAL INSTITUTE OF CANADA

Serial No. 180

TORONTO, AUGUST, 1940

Vol. 17, No. 8

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Canada and Newfoundland—Three Dollars per year. Great Britain, British Possessions, United States and Mexico—Five Dollars per year. All Other Countries—Six Dollars per year. Single Copies—Canada 50 Cents; Other Countries 75 Cents.



**O**CTAGON HOUSE in Washington is the headquarters of the American Institute of Architects, and is shortly to be open to the public as a museum. It is a very handsome 18th century house beside which the R. I. B. A. building looks distinctly nouveau riche, and the R. A. I. C. office at 74 King Street East, Toronto, like a poor relation just one step away from the work-house. Octagon House also has atmosphere. On the right night the authentic ghost of a murdered slave girl runs screaming through the house and there is the positive historic fact of the beautiful daughter of the first owner leaping to her death from the top of the main stair for love of an Englishman (1812 variety). With such a romantic background we wonder why the A. I. A. ever leaves home for its annual meeting. We can imagine the annual dinner of that august body on a night when the lights fail and all the ghosts decide to run, and bodies drop with blood-curdling shrieks from the top of stairs. It would be something to remember.

In the "Dark Invader" (Penguin Series) the only part we recall distinctly is where the Kaiser made some marginal notes to orders forbidding his zeppelins to bomb Buckingham Palace. The quite fantastic thought occurred to us that architects all over the world might appeal to Hitler to spare St. Paul's Cathedral, Westminster Abbey, and a number of other buildings, in return for which we would respect the new Munich Art Museum and national monuments selected by the Germans. Whether Hitler is an architect or not, there is no doubt about his interest in architecture, and such an appeal from an Institution like the A. I. A. in Octagon House, might not go unheeded. Both countries would be the poorer for the loss of those national monuments in which their culture, their history and their great men are enshrined.

One aspect of the war which must have struck many who gave up their time to housing in the last fifteen years, is the apparent ease with which money can be raised for war purposes. We were fighting a war then too, or so we thought, against disease, crime and ignorance, but the paltry millions necessary seemed as remote as the stars. Perhaps we laid our plans badly because in other parts of the world like Britain, New Zealand, Holland, and the U. S. to mention only a few, slum clearance was a major post war Government effort. We were faced with a cold and indifferent press, and a frigid government. What made us feel the futility of attempting anything in Canada was when we met in committee an individual speaking for labour. He said that it would be over his dead body that rehousing would be done in Canada. To him the subsidy necessary would be a lever to depress wages. In spite of the fact that it was shown to him that such had not been the case in other countries, his objection to the rehousing of the very people he represented remained an obstacle to a great work.

Fortunately, housing people, expert or amateur, are never wholly discouraged. They will be back when the war is over with worse slums, new data and a firmer attitude toward expenditure of public funds for an obviously useful object.

Britain does go into the war with the rather comfortable feeling that whatever her faults may have been in other matters, she has, in the destruction of slums and the building of new houses for the working classes, done an exceedingly good job. The solid support of labour behind the Government in the prosecution of the war may not be unconnected with the fact that shelter and other benefits, which the last century would have considered Utopian, were provided in the last brief interval of peace. It is not generally known that Germany's fine attempt at housing ceased abruptly in 1933 with the arrival of Hitler. We can guess that the industry was diverted to less noble purposes.

We have been asked to extend to all architects within driving distance, an invitation to the house at Grafton, which has been restored, and will be opened by His Honour the Lieutenant-Governor of Ontario, on August 21st. The Ontario Association of Architects, the Canadian Society of Landscape Architects, the Society of Interior Decorators of Ontario, and the Canadian Handicraft Guild, Ontario, have all assisted in the restoration.



# THE SIROIS REPORT

## A DIGEST AND COMMENTARY

By JAMES H. CRAIG

In August of 1937, the Dominion Government appointed a Royal Commission to investigate the relations between the Dominion and the provinces and to make recommendations for bringing them into line with present needs and providing flexibility for the future. The Commission's Report puts forward proposals of such vital importance to the country at large that the Editorial Board has asked Mr. James H. Craig to prepare a digest and commentary for publication in the Journal.

Mr. Craig has divided his work into two papers, the first of which is mainly concerned with the historical factors which have combined to produce the instability and inefficiency of our existing national structure. He has kindly consented to the use of the following brief and very inadequate outline of it, in order that the subject may be presented in one issue of the Journal. The second paper, which deals with the recommendations themselves, is printed in full.

The Commission's Report contains a lengthy and detailed analysis of the forces which shaped the structure adopted at Confederation, and of the subsequent course of events which brought about a progressive impairment of its effectiveness. In the comparatively brief space of half a century revolutionary changes took place—mostly in the economic field—which nothing short of a miracle could have revealed to the Fathers in 1867. Of these the most important was the phenomenal development of the country, from a simple organization of small and more or less self-sufficient units to one infinitely more complex and sensitive, largely industrialized and greatly dependent upon world markets. By this metamorphosis the economy provided for at Confederation disappeared, and with it went the balance so carefully established between the responsibilities laid upon the several divisions of administration and the sources of revenue allotted to them.

For example, the Dominion assumed control over trade and commerce and the provinces were made responsible for social welfare, at a time when unemployment was almost a meaningless term and a machine a nine-days' wonder. Who could have guessed that mass unemployment—deriving largely from uncontrolled industrial operation—would one day strain even the combined resources of the Dominion and provincial governments?

This is only one of a number of cases where the functions of the provincial governments expanded to an altogether unexpected extent. Public welfare and education is another. In 1866 it required considerably less than one per cent. of the total income of the nation; whereas by 1937 the figure had risen to 10.5 per cent. Yet all the most productive sources of revenue were allotted to the Dominion, in the belief that it would always be the dominant partner; whereas its position has actually been weakened, to some extent, by a strengthening of provincial loyalties and by the overlapping of functions due to increasing complexity in economic and social relationships.

With the growth of industrialization and the wheat boom in the prairie provinces, new factors were injected into a situation already unsatisfactory enough. Violent disparities in the relative wealth of different sections of the country were set up, changing from time to time with the crop, the world market or the flow of investment from foreign sources; bringing in their train periods of acute distress, which often fell

upon those sections where financial resources were weakest. Then came the war of 1914, with all its strains and dislocations, its mountain of debt and aftermath of temporary prosperity—followed by the deflation of 1929-30 and the Great Slump.

This last period has both intensified many of the national problems and sharpened the general realization of their nature, and of the wide cleavage of interests which impedes their solution. The construction industry finds itself the worst and most continuous sufferer, opposed by business and the banks whenever an expansionist monetary policy is proposed for its assistance. The public at large, deprived by modern organization of its old-time opportunities for self-help, begins to wonder why the subordination of private interests to the common weal is not as sound in peace as in war.

Consideration of the historical background and of the evidence placed before it has prompted the Commission to emphasize the need of an integrated financial and social policy covering the entire nation. It concludes, however, that existing inequalities in the division of powers and responsibilities, as between the Dominion, the provinces and municipalities, make the development of a generally acceptable policy extremely difficult. Its recommendations, therefore, are designed to restore, as far as possible, the equilibrium which the events of seventy years have destroyed.

—Gladstone Evans.

### *The Allocation of Jurisdiction*

FOUR cardinal principles have guided the Commission in devising the most appropriate allocation of jurisdiction in the light of present conditions and probable future developments. They are the following considerations:—

- "(a) the presumption that the existing constitutional arrangements should not be disturbed except for compelling reasons;
- (b) existence of pronounced difference in social philosophy between different regions in Canada;
- (c) the need for economy and efficiency in administration;
- (d) the suitability of different jurisdictions for carrying the financial burdens involved."<sup>66</sup>

### *Social Services*

The disparity between jurisdiction and financial resources due to the new responsibilities of government unforeseen in 1867 is perhaps the mainspring back of the Commission's recommendations. Previously we have contrasted the costs of education and public welfare in 1867 as compared with the costs in 1937, and whereas the cost of these services, together with related debt charges, amounted to forty-one per cent. of the total expenditure on current account in 1937, the Report anticipates an increase in these costs.

"Existing relief scales are rarely adequate to achieve their objective efficiently, i.e., to maintain the unemployed workers in a physically fit condition, and to ensure that their children are properly brought up. To some extent this is due to the lingering tradition that the individual should be responsible, in part at least, for his own welfare and that of his dependents; to some extent to the general practice of basing relief



allowances on former poor relief standards, which were calculated with the object of maintaining non-workers alive, rather than of maintaining unemployed workers in good condition; to some extent to the fact that in early years of the depression many of the unemployed had certain reserves of their own—some savings, clothing and household goods, reasonably good health, etc.; and to some extent to the financial pressure on governments. Certain groups of the unemployed such as the transient and migratory labourers, and those who lived in areas where the local finances were in particularly bad condition, were worse off than the average, for no fault of their own, and suffered disproportionately and inequitably. Consequently, it is only realistic to assume that once the state accepts the responsibility of maintaining its unemployed under conditions which will keep them from becoming unemployable the cost will be higher than it has been in the past.<sup>70</sup>

The Report offers no permanent solution to the problem of unemployment but accepts the recommendations of the National Employment Commission. That unemployment relief will be a permanent institution, would appear to be implied by the Report, and that some better solution might be found does not appear to have had consideration.

This failure to view the problem from a broader perspective can doubtless be explained by the limits imposed by the terms of reference, and further by the Commission's acceptance of the recent findings of the National Employment Commission. The palliatives recommended therein such as timed public works programmes to cushion the severity of depressions on employment in construction, and the provision of adequate government employment services are concurred in by the Commission. However, the chief recommendations have to do with the shift in jurisdiction. With Federal control of trade, commerce and finance, responsibility for employment naturally rests with the Dominion. Under the present arrangement, control of national economy rests primarily with the Dominion which alone can tax the major sources of revenue, whereas the support of the unemployed is substantially shifted to the provinces and municipalities which have limited sources of revenue, and exercise a relatively small part in the control of economic activity.

"In 1937 the total expenditures of all governments in Canada on social welfare, exclusive of education and war pensions and after-care exceeded \$250 million. This was more than one-fourth the total expenditures of all governments (Dominion, provincial and municipal) on current account—even as late as 1921 the total was little more than \$36 million. Although the total reached \$83 million in 1930, the greatest increase occurred in the next few years when the expenditure was tripled; it has remained around this level ever since. This enormous increase—has been primarily responsible for the breakdown in the fiscal independence of many municipalities and certain provinces during the past decade. Nor can the breakdown be considered merely a temporary phenomenon. Although 'relief' costs may be cut with the return of 'better times', the rise of other expenditures and their probable increase in the near future, and the contingency of recurring crises in unemployment, has rendered precarious the fiscal position of many municipalities and all provinces."<sup>71</sup> Thus "a redistribution of the burden of social welfare has become of paramount importance."<sup>72</sup> The portent of this forecast to the social and economic future of Canada is of such gravity that to the writer it would seem desirable that a standing Commission be appointed to study and recommend constructive policies which would tend to cure the problem at its source.

"The social problem was three-fold: mass unemployment of industrial workers; mass destitution in the wheat area of

Western Canada due to crop failure combined with low prices; and a greatly increased number of unemployables becoming public charges because of the sudden inability of their relatives to care for them."<sup>73</sup>

"At the outset the problem was regarded as a municipal responsibility, and this assumption has coloured the whole system ever since.—Senior governments came to the aid of municipal and local governments by a system of short-term grants-in-aid, but the municipalities were left the responsibility of administration including costs. All governments, however, regarded the situation as an emergency, and financial and administrative arrangements were hastily made on this assumption. Makeshift arrangements expected to be temporary have tended in the course of a decade to become permanent."<sup>74</sup>

In many cases the burden of unemployment relief was greater than the municipalities could carry. It fell very unequally on different urban centres. In 1935 for example, while agricultural relief was concentrated in the three Prairie Provinces, fifty-three per cent. of the number on relief were concentrated in the large communities which comprise some thirty-two per cent. of the population, and the total direct relief costs in these communities were seventy-five per cent. of the total for all Canada. Working class municipalities in many cases became completely bankrupt because of the huge load which suddenly fell upon them, at a time when real property values were shrinking and taxes on real estate were becoming increasingly difficult to collect.<sup>75</sup>

The Commissioners indict the whole system of handling relief, most seriously because "it has prevented the concentration of responsibility for remedial policies."<sup>76</sup> The recommendation that the Dominion Government should assume full responsibility for the relief of employables, if implemented, should result in a stronger incentive to adopt vigorous remedial policies and policies to prevent unemployment from arising, than under the present system of divided financial responsibilities.

#### *Provincial Welfare Functions*

It is the intent of the Report that the residual responsibility for social welfare functions should remain with the provinces. "Poor relief" has been the traditional responsibility of the provinces and municipalities, and in the opinion of the Commission, it should so remain. "Those to be provided for by this service will include many who are totally and even permanently unemployable, and many who are partially employable, but who cannot become fully self-supporting, and, at any given time, men and women who are not without some claim to be employable, but who, for one reason or another, may be refused a place on the employment roles of the Dominion."<sup>77</sup>

Such services as widows' pensions, mothers' allowances and child welfare are, in the opinion of the Commission, of particular interest to the provinces since they involve questions of social policy with respect to the preservation of the family unit and the care of children. As their administration involves detailed supervision, they are to remain the responsibility of the provinces.

With reference to old age pensions, the recommendations are of a flexible nature. Whereas non-contributory old age pensions remain the responsibility of the province, "the Dominion may extend the scope of its services from time to time."<sup>78</sup> If the Commission's general recommendation for a clause in the British North America Act is adopted, per-

<sup>70</sup> Report, Book II, p. 13.

<sup>71</sup> Report, Book I, p. 210.

<sup>72</sup> Report, Book II, p. 15.

<sup>73</sup> Ibid.

<sup>74</sup> Ibid.

<sup>75</sup> Ibid.

<sup>71</sup> Ibid.

<sup>72</sup> Ibid.

<sup>73</sup> Ibid., p. 22.

<sup>74</sup> Ibid., p. 30.

<sup>75</sup> Ibid.



mitting the delegating of jurisdiction "by a Province to the Dominion or vice-versa there would, of course, be nothing to prevent any province from delegating exclusive jurisdiction for old age pensions to the Dominion with the latter's consent."<sup>76</sup> If our legislators grasp the full significance of the story of Confederation and subsequent events as outlined in the Report, they doubtless, will be impressed with the wisdom of this general recommendation.

"At present old age pensions are paid under an arrangement between the Federal Government and each province, terminable on ten years' notice."<sup>77</sup> The Federal Government pays seventy-five per cent. of the expenditures exclusive of administration costs. Persons over the age of seventy may receive these pensions without any prior contribution from the recipients provided they have no incomes or very small incomes.

No change is contemplated in the present jurisdictional situation with regard to public health. The provinces should accept responsibility for "field" activities of public health generally, institutional care except for special groups, and policy as to the method of providing state medical services. They also assume responsibility for health education, preventive medicine, research into local conditions affecting public health, together with responsibility for professional qualifications for the practise of medicine, etc. Recommended health activities for the Dominion are also clearly set out in the Report.

#### *Social Insurance and Contributory Social Services*

Whereas the administration relating to non-contributory old age pensions should for the present remain the responsibility of the provinces, the Commission recommends that the administration of contributory or partially contributory old age pensions be assumed by the Dominion.

To offset the probable rapid increase in the cost of social services, the Report forecasts a measure of relief to the general taxpayer by assessing part of the cost of these services against those who are most likely to benefit from them and part "against those from whom a direct contribution can be conveniently and equitably exacted."<sup>78</sup> If contributions are exacted from individuals by way of premiums for old age pensions, the Commission points out, the capacity of these individuals to pay taxes will be reduced accordingly and it is likely that they will have to be relieved of some of the taxes which at present fall most heavily on low income groups, (e.g. wages taxes, some forms of sales tax and some excise taxes). "The resulting deficiency in the general revenue will then have to be made good by increasing those taxes which fall on higher income groups."<sup>79</sup> Attention is called to the fact that employers have been required to contribute to the cost of workmen's compensation and an extension of this principle would require contributory payments on the part of employers toward an old age pension fund for their employees.

"It may be contended that the employer should be compelled to treat the cost—or part of the cost—of the unemployment incidental to his industry as one of its costs, just as he must treat the cost of keeping his plant idle. It may be argued that the minimum wage in industry should be one which will maintain the worker, on the average, in sickness and in health, for the duration of his life, out of the earnings of his working years and that an employer's contribution to health insurance or to old age pensions may constitute the most practical means of insuring that his employee's wages are adequate for this purpose and that (by this means and by his individual contribution) they are actually made to accomplish it."<sup>80</sup>

Practical difficulties will arise in the fields of many types of employment. Inequitable burdens however, would be ironed out by employee and national contributions through the income tax.

The report stresses the importance of uniformity throughout Canada and, therefore, that all such contributory services should be under the jurisdiction of the Dominion which would collect all contributions. "The principal reason for this uniformity lies in the readiness of industry in one province to complain if it is taxed for social services which are provided out of general taxation in other provinces, or are not provided at all in other provinces."<sup>81</sup>

Administration difficulties of adjusting accounts between different provinces on behalf of an individual who during his work life might have lived in many provinces, would be overcome by Federal administration of contributory old age pensions.

With regard to unemployment insurance, the report recommends that the Dominion should have the power to enact a measure of unemployment insurance in order to reduce the burden to its general taxpayers. This recommendation is ancillary to the recommendation that it provide for the employable unemployed. Quick action on this recommendation has been taken by the Federal Government. An amendment to the British North America Act has passed Parliament and has been approved by the British House of Lords permitting the government at Ottawa to enact national unemployment insurance legislation.

The Commission, however, questions the effectiveness of unemployment insurance, pointing out that "no system of unemployment insurance will take care of the unemployed at all times."<sup>82</sup> In the second place "there will always be unemployment insurance premiums which in essence tax those in safe employment for the benefit of those in exposed positions, and yet exempt other and richer groups from contribution to this purpose."<sup>83</sup>

However, no such considerations limit the recommendation contained in the report "that the Dominion be given jurisdiction to institute a compulsory system of old age annuities."<sup>84</sup> The one stipulation provides that the adoption of such a system should be "accompanied by appropriate changes in the general tax system,"<sup>85</sup> with a shift in the "emphasis from taxes on costs to taxes on income."<sup>86</sup>

Health insurance is not specifically recommended by the Report, but if adopted must be under the jurisdiction of the provinces. "We think that regional differences in Canada militate against an acceptable national scheme."<sup>87</sup> The Report, however, suggests that should a province institute such insurance "it might be found convenient to entrust the Dominion with the collection."<sup>88</sup>

The Commission concludes that the interests of national unity will be best served if every province should be able to provide the social services assigned to it "in accordance with average Canadian standards."<sup>89</sup>

#### *Labour Legislation*

The Report cites Professor Grauer's opinion that "upon the basis of the number of conventions of the International Labour Organization which have been ratified by various

<sup>76</sup> *Ibid.*, p. 32.

<sup>77</sup> *Ibid.*

<sup>78</sup> *Ibid.*, p. 35.

<sup>79</sup> *Ibid.*

<sup>80</sup> *Ibid.*, p. 36.

<sup>81</sup> *Ibid.*

<sup>82</sup> *Ibid.*, p. 38.

<sup>83</sup> *Ibid.*, p. 39.

<sup>84</sup> *Ibid.*

<sup>85</sup> *Ibid.*

<sup>86</sup> *Ibid.* The result of recently published research by P. Ackerman, a Montreal consulting engineer,

would indicate that the solution of the problem of unemployment may be found in the adoption of this principle together with an automatically controlled retirement age so operated as to provide employment for each new succeeding generation, but with increased retirement allowances.

<sup>87</sup> *Ibid.*, p. 43.

<sup>88</sup> *Ibid.*, p. 42.

<sup>89</sup> *Ibid.*, p. 44.

<sup>90</sup> *Ibid.*, p. 45.



governments, Canada is relatively a backward country."<sup>90</sup> The chief impediment to legislation in line with that adopted elsewhere has been the constitutional difficulties arising from the present division of legislative power. Uniformity throughout Canada is essential.

The Commission recommends that the Dominion and provinces together should decide how international labour conventions should be implemented in legislation, but that the Dominion should have the power to legislate. It recommends further that "the Dominion Parliament should have jurisdiction to establish basic minimum wages and maximum hours of labour, and to fix the age of employment, leaving to any province jurisdiction to raise minimum wages, lower hours of labour or raise the age of employment if it so desires."<sup>91</sup> Additional recommendations provide that, in the case of industrial disputes, provinces should be empowered to delegate jurisdiction to the Dominion. Frequent and regular conferences between the Dominion and provincial departments of labour are also recommended.

#### *Education*

Subject to certain controls, education was expressly assigned to provincial jurisdiction in 1867, when education was concerned only with the instruction of the young. Adult education, the training of adolescents, "the development of the radio and of organized research has brought new techniques into educational activities. Thus education, like the social services, has developed aspects which have led to action by the Dominion and which have been the grounds for many representations."<sup>92</sup> Military training, agricultural training and the training of unemployed youth are all spheres in which the Dominion Government might function.

However, participation by the Dominion in the field of education is not recommended on any broad scale by the Report. Its financial proposals would place "every province in a position to discharge its responsibilities for education (on a scale that is within the means of the people of Canada)."<sup>93</sup> The Report suggests that a small Dominion grant, under certain circumstances in rough proportion to the population of the provinces might be advanced to the provincial universities contingent on the maintenance of high academic standards.

The Report commends such educational activities of the Dominion Government as the research in the physical sciences under the National Research Council. It suggests "that analogous research work in the social sciences might be organized, and that, in addition to the Dominion Bureau of Statistics, we might have a Social Science Research Council which would co-ordinate and in some degree direct the research work in these sciences which is being done in Canadian universities and elsewhere."<sup>94</sup>

As the terms of reference limit the scope of the Report to Dominion-Provincial Relations, no recommendations are made for a shift in the tax base for the support of education.<sup>95</sup>

#### *The Regulation of Certain Economic Activities*

Throughout the Report, the Commission stresses the importance of removing those factors which at present tend to restrict the national income and replace them by legislation which would logically tend to permit an increase in the national income. Evidence submitted indicated a growing demand for governmental interference in commercial matters with the object of favourably affecting that income.

Under the B.N.A. Act "the provinces had no power to legislate concerning interprovincial and foreign trade, but in this trade the need for uniformity of standards and accuracy of grading may be even more essential than in local trade"<sup>96</sup> over which the provinces were given control. Limiting its

discussion to the field of natural products the Commission recognizes the need for clarifying the legal position of the provinces and the Dominion with reference to jurisdiction over marketing legislation.

After citing various reasons why complete and exclusive jurisdiction over marketing legislation cannot be vested appropriately in either the Dominion or the provinces, the Report recommends concurrent jurisdiction over the grading and marketing of a list of defined products with powers to add to the list. Again the Report cites the advantages to be gained by the delegation power by a province to the Dominion or vice-versa.

The Commission does not recommend that exclusive jurisdiction to incorporate companies should be vested in the Dominion, but believes that "the advantages of substantial uniformity in the ten Companies Acts would be very great."<sup>97</sup> Dominion-provincial collaboration should suffice to achieve the desired uniformity without any reallocation of legislative power.

Some steps have already been taken to follow this procedure and a Dominion-Provincial Committee appointed in 1935 has taken some action in this regard and also in the direction of achieving uniformity in investigation and licensing in order to facilitate the sale of securities.

Lack of uniformity of returns required from corporations doing business in several provinces gave rise to a lot of complaints during the taking of evidence. Also the costs and inconvenience resulting from duplication of inspections and audits resulted in recommendations that all governments reduce and keep to a minimum the nuisance to business required by compliance with governmental demands.

No specific mention of insurance appears in the British North America Act, but in the last seventy years this new business "has grown enormously and governmental regulation has grown with it in extent and variety."<sup>98</sup>

The Commission found that a need existed for defining the field of insurance regulation not only according to function but according to type of company. Jurisdiction to regulate the incidents and conditions of insurance contracts should remain with the provincial legislature as should licensing of insurance agents, brokers and adjusters. The supervision of provincially-incorporated mutual and other companies doing business only in the province of their incorporation also should remain with the province, except when a request comes from a province for their supervision by the Dominion.

In cases of companies doing business in more than one province, duplication and overlapping in the matter of licences, annual returns, and statistical reports adds unnecessary expense which must be passed on to the policyholders. The Report recommends that "there should be only one supervision of that insurer concerning matters of solvency,"<sup>99</sup> e.g., the Dominion Superintendent of Insurance. Companies licensed under a Dominion Charter should be subject only to the financial supervision of the Dominion Department of Insurance.

Provincial protectionism promoted by the levying of direct taxes "applied in such a way as to weigh more heavily on 'outside' products than on local products"<sup>100</sup> was purposely dealt with vaguely in the Report. It is recommended, however, "that all the legislatures concerned should agree whole-

<sup>91</sup> Ibid., p. 49.

<sup>92</sup> Ibid., p. 50.

<sup>93</sup> Ibid., p. 51.

<sup>94</sup> Ibid., p. 52.

<sup>95</sup> It will remain with the provinces to determine how a more equitable tax base for the support of education can be established. Otherwise the property owner of limited means who has no children will continue to finance the education of the children of the

wealthy man who owns no property, and deflated property values, obsolescence of buildings and unemployment in the construction industry will persist.

<sup>96</sup> Ibid., p. 54.

<sup>97</sup> Ibid., p. 57.

<sup>98</sup> Ibid., p. 59.

<sup>99</sup> Ibid., p. 61.

<sup>100</sup> Ibid., p. 63.

<sup>101</sup> Ibid., p. 67.



heartedly to some review of their legislation,"<sup>101</sup> preferably by a Dominion-Provincial conference. Mutual agreement, in future, "to abstain from unfair or discriminatory use of legislative power"<sup>102</sup> it was thought, would probably prove the most effective method of dealing with this problem.

#### *The Canadian Economy and Public Finance*

The fiscal plan devised and recommended by the Commission, in its opinion, "will best effect a balanced relationship between the financial powers and the obligations and functions of each governing body, and conduce to a more efficient, independent and economical discharge of governmental responsibilities in Canada."<sup>103</sup>

Due to the Canadian economy made up of a number of diverse and highly specialized areas, the income resulting from their joint efforts is not evenly distributed. "On the contrary, it is a distinguishing feature of the Canadian economy,—that a very large proportion of the surplus—and taxable— income of the country is concentrated in a few specially favoured areas.—This state of affairs did not exist in 1867."<sup>104</sup>

The Report stresses the profound effects of fiscal policies on the magnitude and distribution of the national income and the importance of centralized control for action or inaction with the breakdown of integrating forces. Some regions of the Dominion seemed to have been left outside the organized national economy, and have become more and more dependent on specialized activities and on assistance from the Government; thus "the national income is substantially decreased."<sup>105</sup>

"The possibility of offsetting the impact of world-wide disturbances and depressions on the Canadian economy by financial and monetary policies has been virtually annihilated by the lack of co-ordination in governmental policies. In brief, the present distribution of public finance powers, both sabotages any effective action to increase the national income and actually depresses that income."<sup>106</sup> Another defect noted by the Commission in its analysis of public finance "is the incentive to rely on taxes on costs instead of taxes on surpluses. By taxes on costs we may include not only direct taxes on business imposed without reference to the net incomes of the business owners, but also consumption taxes (including property taxes on residential and commercial buildings) which affect costs of living, wages and eventually all costs of production. Consequently, many resources which would be used at lower production cost levels must be left idle, and the tendency to increase taxes on costs during times of depression greatly weakens Canadian competitive power abroad, and increases rigidities and difficulties of adjustment at home. The effect of this pressure on marginal enterprises, on the general level of economic activity, and on the national income cannot be calculated."<sup>107</sup> Consequently the Commission has attempted, in its financial proposals, not only to provide for a more equitable distribution of governmental burdens and social service benefits throughout the Dominion, but to make possible a revenue system and a general fiscal policy designed to stimulate rather than depress the national income.

"The Commission's proposals will inevitably place on the shoulders of taxpayers in the more prosperous provinces heavier burdens than those which they bear today, but these burdens will not be so heavy as those which they will have to bear directly from increased taxation and indirectly through restriction of the national income, if present conditions continue."<sup>108</sup>

#### *Tax Transfer Recommendations*

"The personal income tax is the most highly developed modern instrument of taxation. It can be more delicately

adjusted to individual circumstances, and thus made fairer in its incidence, than any other tax. It adjusts itself automatically to economic fluctuations. It can raise a given revenue with less burden on the national economy than any other tax because it is drawn from surplus income rather than made a burden on costs."<sup>109</sup>

By taxing income exclusively, no obstacle is put in the way of employment at wages or salaries not exceeding the subsistence level, and the Commission is of the opinion that probably in these marginal fields of employment, the major solution of our unemployment problem lies. The tax is collected directly and relatively inexpensively. There are no hidden costs and no waste.

"It is the most effective method yet devised, within the framework of the capitalist economy, for achieving the social and humanitarian objectives of our civilization; for applying wealth which is made possible only by organized society for the benefit of society as a whole; for preserving the freedom of individual initiative and at the same time making possible the financing of those services which can be most economically provided by the community as a whole."<sup>110</sup>

However the income tax has failed to fill a role in Canada commensurate with its possibilities. It is crippled and distorted by the present division of jurisdiction. That the income tax should be used in accordance with modern practice, as an equalizer and chief instrument of adjustment in the whole tax system is a primary recommendation of the Commission. If Dominion employment insurance or old age pensions should be put upon a contributory basis, the premiums could be co-ordinated with the general income tax and the whole tax system. If provincial levies of this character are made, the recommendations provide for their collection jointly with the corresponding Dominion levies.

The Commission proposes "that the provinces should withdraw from all corporation taxes except bona fide license taxes, taxes on real estate, and consumption taxes applicable to corporations and other consumers."<sup>111</sup> This recommendation is based on the finding that business itself has been made an object of taxation and that corporations pay Dominion and provincial taxes to the extent of some \$20 millions which bear no relation to the net income.

Although the Dominion has the legal right to levy inheritance taxes, until the present time this field has been left to the provinces. Each province "now imposes death taxes on all property situate within the province and also on all transmissions within the province of personal property situate outside it."<sup>112</sup> Great unfairness and inequality in the amounts exacted in taxation from estates of the same size has resulted. Administrative regulations result in delays and other abuses which are frequently not only vexatious but a source of serious hardship. The existing confusion and unfairness and resulting effect on the national income cause the Commission to recommend that the inheritance field of taxation be transferred entirely to the Dominion.

Thus the Commission recommends that the provinces should withdraw entirely from the tax field of: the Income tax (except for premiums collectable for social insurance); Corporation taxes and Inheritance or Succession Duty taxes.

As compensation for the loss of national resources, the Commission recommends "that a rebate be made to the provinces of an amount equal to ten per cent. of all profits of

<sup>102</sup> *Ibid.*

<sup>103</sup> *Ibid.*, p. 77, quoted from Order-in-Council, appointing the Commission.

<sup>104</sup> *Ibid.*, p. 77.

<sup>105</sup> *Ibid.*, p. 78.

<sup>106</sup> *Ibid.*, p. 79.

<sup>107</sup> *Ibid.*

<sup>108</sup> *Ibid.*

<sup>109</sup> *Ibid.*, p. 111.

<sup>110</sup> *Ibid.*

<sup>111</sup> *Ibid.*, p. 115.

<sup>112</sup> *Ibid.*, p. 117.



mining (including oil development), and smelting and refining of native provincial mineral products."<sup>113</sup>

### *Dominion and Provincial Debts*

Where there are debtors there are also creditors. If all the creditors were domiciled in Canada, much of the money paid out by governments in interest and debt retirement would re-circulate to increase the national income. Funds which became frozen in savings accounts would not circulate, nor would the funds paid to banks which would be cancelled with the surrender of the securities against which the credits were originally advanced. Nevertheless, the country would benefit by confining borrowing when possible, within the national boundaries and by avoiding exchange premiums through repayment only in lawful money of Canada. With these considerations doubtless in mind, and specifically the added costs incurred in debt repayment through unfavourable foreign exchange fluctuations, the Commission recommends that all future borrowing be repayable in Canadian funds.

"At Confederation the expediency was recognized of pooling in the hands of the Dominion \$70 millions of largely non-self-supporting provincial debt."<sup>114</sup> The policy of Confederation is again recommended in Plan One of the Report. In the most serious case of provincial debt, that of Saskatchewan, the Dominion has already assumed a large part of the provincial debt created by relief, but the debt structure of other provinces demands immediate attention.

"The primary purposes of the Commission's recommendation that the Dominion should assume the responsibility for servicing all non-self-supporting provincial debt are to put all provinces in a position to proceed with reasonable borrowing for productive purposes and to put the debt problem in the hands of the government which can most efficiently and advantageously handle it."<sup>115</sup>

The Dominion is in a better position to obtain low interest rates than either the provinces or municipalities. "Canada should try to avoid the vicious cycle of high interest rates because of frequent defaults, and frequent defaults because of high interest rates."<sup>116</sup>

The Report recommends that if the provinces choose to borrow directly on their own credit, the service of the loan must be met entirely by the province and will be excluded in calculations for Adjustment Grants. It however, recommends that "after a province submits its loan proposal to the Finance Commission, and secures the approval of that body, it would be equally unaffected if the loan proved self-supporting. But if the loan should fail to be self-supporting, the province would be able to include the charges of the loan should it be entitled to present a claim for an increase in its National Adjustment Grant."<sup>117</sup>

The assumption by the Dominion of the non-self-supporting debt of the provinces will throw a substantial burden on Federal finances, but it would appear likely that future increases will, in any event, tend to become Dominion liabilities. It is the deliberate intention of the Commission "that the Dominion, and only the Dominion, can and should bear the fixed deadweight charges which have arisen from unproductive developmental policies and from the depression expenditures largely beyond the control of the individual provinces."<sup>118</sup> There are positive advantages arising from this proposed consolidation and unified management of Dominion and provincial debts. Substantial savings would be achieved over a period of time by refunding and "debt management would be in the hands of the government responsible for monetary and exchange policy."<sup>119</sup>

### *Tax and Real Estate*

Briefs were received complaining of unduly burdensome or inequitable taxation on real estate from forty different organizations, including many governmental bodies. Citations were made of people having been ejected from their homes because they were unable to pay the taxes. Others found that property which had ceased to yield an appreciable income was still subjected to heavy taxation resulting in the surrender of the property to the taxing authority. In other cases buildings were demolished because they could not command rents in keeping with their assessments. The Commission finds that the method of assessment in such cases may be at fault rather than the property tax itself. Other complaints were made that the income from real property was more heavily taxed than income from other investments. In one sense, the Commission admits that this is true, and points out that "a property tax, once imposed, tends to be capitalized so that the value of the property is reduced once for all by the capitalized value of the tax.—Any subsequent purchaser pays the reduced price and presumably gets the same net return on his investment as if he made alternative investments."<sup>120</sup>

"For these various reasons the cry arises on all sides that the taxation of real property is too high, but this is an opinion which cannot in most cases be proved or disproved by any objectively determined scientific criteria."<sup>121</sup>

Notwithstanding this conclusion by the Commission, the Report itself records that but twenty-one per cent. of the revenues on current account, collected in the fiscal year of 1866, was derived from realty,<sup>122</sup> whereas the proportion of the national revenue borne by real property increased to more than 27.7 per cent. of the revenues of all governments in 1937.<sup>123</sup>

However, the Commission believes that there is weight in these general contentions even when they cannot be statistically established, and in this connection the benefit to municipalities of the Commission's recommendations should be noted. "On the 1937 base they would provide a net saving to municipalities of some \$20 million, or eight per cent. of the real property tax. This saving, of course, would not be evenly spread, but largely concentrated in the chief distressed areas."<sup>124</sup>

### *Municipal Debts*

The Commission recommends that the "provinces should be given specific power to legislate in respect to municipal debt whether or not the municipality concerned is solvent."<sup>125</sup>

The municipalities are created by the provinces and they are delegated certain revenue powers and responsibilities. It should be the responsibility of the provinces to see that they are efficiently managed. "Indeed, there is even a stronger case for a province to stand behind the credit of the local government bodies which it has created than for the Dominion to stand behind the credit of the provinces."<sup>126</sup>

Supervision of borrowing would include not only an examination of the purpose and need for the loan, but also determination of the best form and terms, together with continuing regulation of sinking funds or repayment provisions.

### *Conclusion*

Space will not permit a discussion of many other features dealt with by the Report. A thorough study was made of

<sup>113</sup> *Ibid.*, p. 121.

<sup>114</sup> *Ibid.*, p. 123.

<sup>115</sup> *Ibid.*

<sup>116</sup> *Ibid.*

<sup>117</sup> *Ibid.*, p. 124.

<sup>118</sup> *Ibid.*

<sup>119</sup> *Ibid.*

<sup>120</sup> *Ibid.*, p. 144.

<sup>121</sup> *Ibid.*, p. 145.

<sup>122</sup> Report, Book I, computed from Table 6, p. 44.

<sup>123</sup> *Ibid.*, computed from Table 84, p. 216.

<sup>124</sup> Report, Book II, p. 145.

<sup>125</sup> *Ibid.*, p. 148.

<sup>126</sup> *Ibid.*



the proposal that certain provinces be united to defer administrative costs. The suggestion that the three Prairie Provinces, Alberta, Saskatchewan and Manitoba, be brought together was examined in detail and also the proposal that the three Maritime Provinces be united under one provincial government.

The Commission concluded that little promised saving could be expected from such unions, possibly four to five per cent., but these savings would be offset by other costs and disadvantages which would not permit a definite recommendation. The conclusion with regard to this proposal was that this was the affair of the provinces themselves.

When the Commissioners approached the problem set by Order-in-Council, August 4, 1937, being human, they each had preconceived opinions as to the probable trend their findings would follow. In the interests of Canada their preconceptions disappeared before the volumes of studies and evidence submitted, and their conclusions were given the added force of unanimity.

Through the evidence submitted the Commission has traced the disastrous effects, which have resulted from the policy of *laissez-faire*, which was good enough in 1867 but should long ago have been discarded. "Rugged individualism" as a guiding principle served tolerably well when the family or village unit was self-sufficient and independent of changes in the national economy, and when new frontiers always beckoned those who found it impossible to procure an adequate livelihood at home.

The division of labour which came with the industrial era and made each, in a measure, dependent on the integrated efforts of all, brought new problems which could no longer be solved by reliance on the *laissez-faire*. Moreover, efforts to find new frontiers for exploitation where they did not exist, as in the case of the drought areas of Saskatchewan,

have penalized the entire nation for failure to recognize reality.

The more or less united provinces of the Dominion will become integrated as a first-class nation, only when these realities become generally accepted. Moreover, the claims of those provinces which are most vulnerable to economic unbalance must be satisfied by the provinces which enjoy more uniform prosperity if a spirit of nationhood is to survive.

"Canada needs to recognize frankly that some parts of the Dominion are more prosperous than others and that it is imperative to organize efficiently an internal distribution of the national revenues which will permit the maintenance of an approximately equal standard of living across the country."<sup>127</sup>

A new national policy with regard to unemployment must replace that which produces unemployables, deprives industry of its reserves for war or other emergencies, demoralizes the recipient of relief and overburdens the taxpayer. Money as an instrument of national policy must play an important part in effecting the necessary reforms.

The Commission has produced the most momentous document in the history of Canada. Can a government which has inherited the tradition of *laissez-faire*, and which is faced with the urgent necessity of promoting a total war, implement the recommendations of Plan One in their entirety? A start has been made and perhaps the stimulus of the national emergency may result in further speedy action. Doubtless such immediate action will be taken as will at once tend to unite the people of Canada in the national war effort, but the tottering frame of Confederation can be transformed into a dependable national structure only by the complete adoption of the thoroughly considered recommendations contained in the Report.

<sup>127</sup> Dr. Bartlett Brebner in his presidential address before the Canadian Historical Society, 1940.

## FURTHER LIST OF MEMBERS OF THE R. A. I. C. ON ACTIVE SERVICE

### *Ontario*

Lieut. John T. Bell,  
Royal Hamilton Light Infantry  
(W. R.)

Flying Officer C. J. Carroll,  
Royal Canadian Air Force,  
Headquarters Ottawa

J. G. Hedges,  
Royal Canadian Air Force,  
Camp Borden

Lieut. John A. Willis,  
Essex Scottish Regiment

Major J. D. Wilson,  
2nd Divisional Signals,  
Barriefield

Wilburn Workman,  
Royal Canadian Air Force

Pilot Officer John L. McFarland,  
*Graduate Student*  
Royal Canadian Air Force,  
Camp Borden

### *Quebec*

Lieut. P. C. Amos,  
R.C.N.V.R.,  
Admiralty House,  
Halifax, N.S.

J. Paul Bastien,  
Paymaster R,  
Montreal Depot, C.A.S.F.

Flying Officer E. C. Cox,  
Royal Canadian Air Force,  
Camp Borden

Major Paul Lambert,  
État-Major General,  
Military District No. 4,  
Montreal, Que.

Lieut. E. W. Tremblay, A.D.B.A.,  
R.C.A., C.A.S.F.,  
Aldershot.

*This list is an addition to that of May, 1940, page 83.*



# A BUILDING CONTRACTOR ON ARCHITECTS' SPECIFICATIONS—A SATIRE

## *General:*

The plans and specifications are to be taken together. Anything shown in the plans and not mentioned in the specifications and not shown on the plans is to be considered as both shown and specified; and anything wanted by the Architect or any of his friends or anybody else (except the Contractor) shall be considered as shown and specified, implied and required, and shall be provided by the Contractor without expense to anybody but himself. If he can do the work without expense to himself, the work shall be taken down and done over again, until the expense is satisfactory to the Architect.

## *Architect:*

The term "Architect" herein appearing shall be understood to mean the architect or any engineer that he foolishly but courteously employs to assist in making trouble for the Contractor.

## *Plans:*

The plans are to be considered diagrammatic and are to be followed only where space conditions make it possible to avoid so doing. Coincidence between plans and executed work shall not be considered a claim for extra compensation. The Architect is not required to recognize coincidence. Anything that is right on the plan is to be considered right: anything that is wrong on the plans shall be discovered by the Contractor and shall be made right without telling the Architect. Anything that is forgotten or missed out of the plans or specifications, but which is necessary and required for the comfort and convenience of the owner, shall be provided by the Contractor, to the satisfaction of everybody (except the Contractor) and in full accord with the evident intent and meaning of the specifications, without extra cost to anybody but the Contractor.

## *Rules and Regulations:*

The work throughout shall comply with all the rules and regulations, caprices and whims of all City, County, State, National and International departments, bureaus and officials having and not having jurisdiction, Tammany Hall shall be considered an official department.

## *Materials:*

All materials shall be the best of their several kinds. The contractor is expected to know and provide the best, irre-

spective of what is specified in detail. The architect reserves the right to change his mind about what is best. Any change necessary to make the work and material fit the mind of the Architect, shall be made by the Contractor without extra charge.

## *Permits:*

The Contractor shall obtain and pay all fees, annual dues, assessments and subscriptions to masked balls, organizations, and coat and hat checks.

## *Guarantee:*

The Contractor shall guarantee and does guarantee that he will keep complete in working order, anything that the Architect asks him to attend to, so long as there is more work in sight in the Architect's office.

## *Arbiter:*

In case of any dispute arising as to the nature, character or extent of work shown, specified or implied, the matter will be decided by referendum and recall, after which the decision shall be set aside and reversed by the Architect and designer-in-chief of the National Government.

## *Payments:*

Payments, if any, shall be made on the Architect's certificate. Architect's certificates shall not be considered negotiable, nor are they legal tender. When once issued, the architect assumes no responsibility for their future usefulness. Partial payments shall be made as the work progresses in the amount of 85% of the value of the work done as judged by the Architect. In no case shall the judgment of the Architect cover more than enough to pay the workman and helpers every Saturday night. The material men must take the customary chances. The final payment, if any, shall be made when everybody is satisfied (but the Contractor). Any evidence of satisfaction on the part of the Contractor shall be considered a just cause for withholding final payment.

The Contractor shall accept and does accept the conditions herein before appearing, for himself, his ancestors and progenitors, his family, heirs, executors, his ox, his assignee and the stranger within his gates.

—R. H. Macdonald.

## THE RENAISSANCE IN ENGLAND

*As seen by sundry students under the stress of examination.*

Sir Christopher Wren was a man of noble birth and a born architect. He was interested in Scientific Studies and gave up a good Seat at Oxford to become an architect, which was an obscure position.

The dome of St. Paul is wood on the outside and thus gets over the difficulty of appearance from inside and outside.

An example of Sir Christopher Wren's Gothic type is St. Mary on the Bow. Inigo Jones was the first great English architect.

Wren's steeples are not rigid or severe in design, but have a classical tang. He also built St. Mary's Oxford, Whitehall, which resembles the early architectural features of England, and Wollaton and Blickling Hall are two of his later works.

After a University education and travelling in France and Italy, Wren was given a high position in the astronomy

department at the London University. In Paris he met and was good friends with Bellini.

Hartford Hall in Hertford is an example. Cardinal Wolsey sent for Italian craftsmen and they brought with them Renaissance architecture.

The architects (in Elizabeth's time) were imported from the continent because there were no great ones in England.

After Henry VIII the moulding took on the Classic Egg and dart, and in Elizabeth the moulding was of grotesque forms and heads of men and women.

This leisurely form came in after Henry VIII's hard rule, and when the people could relax under Mary and then under Elizabeth, so that with more freedom and wealth there was a demand for building.



# THE 72nd ANNUAL CONVENTION OF THE A.I.A.

## *A Report from the R.A.I.C. Representative*

IT was my privilege to attend the Seventy-second Annual Convention of the American Institute of Architects, which was held in Louisville, Kentucky, from May 21st to the 24th. As the official representative of the Royal Architectural Institute of Canada and the guest of the Convention, I was accorded the true hospitality for which Kentucky is justly famous. There is something about the Kentucky mint-juleps that suggests leisurely summer evenings under the high-coloured porticoes overlooking the blue-grass fields, etc., etc.—But I'm reporting the Convention and I must remember.

There were many subjects discussed that were of interest to me as a member of the profession and as a teacher of architecture. Papers given by representatives of a selected list of architectural schools setting forth their theories for the teaching of architecture were of special interest, particularly those given by Professor Weaver of the University of Florida and Professor Pickering of the University of Cincinnati. These reports will be published by the A.I.A. and might well be read with interest by the Directors of our Canadian schools.

The Convention was carried on through discussion or round-table groups—which had the advantage of dividing the large number of delegates into small units where individuals felt a greater freedom in expressing themselves. The disadvantage, I felt, was in the inability of one person to take part in the three or four discussions taking place at the same time. For example, "The Architects Equipment for Housing," "The Relationship of the Architectural Profession to Society" and "Rural Practice" were all discussed on Wednesday afternoon, and I found myself rushing from one to another in an effort to hear the reports in which I was especially interested. It is true that the action taken by the Round Table Meetings was reported to the Convention later but a cut and dried report somehow lacked the fire of the original discussions.

The matter of Student Memberships, a subject discussed at our Convention this Spring, was reported upon by the Committee on Membership. It was the unanimous opinion that Student Chapters of the A.I.A. should be formed in all architectural schools, to which all architectural students should be eligible. The various Chapters of the A.I.A. are not licensing boards as are the Provincial Societies of the R.A.I.C., and a licensed architect in the United States is not necessarily a member of the A.I.A. While the A.I.A. represents the majority of architects in the United States, its membership does not include all licensed architects, so an active interest in the Institute on the part of architectural students will probably mean the same interest when in practice. The A.I.A. has been active in the education of the public in the appreciation of the fine arts. One phase of this activity has been the setting up of schools under the auspices and the patronage of the Carnegie Foundation for the training of art teachers in art appreciation, which includes lectures on architecture and the architect's place in the community.

It was the opinion of the Convention that the publicity phase of architecture had been neglected, and various suggestions were made as to the best method for acquainting the public with the architect's accomplishments and his ability to render service. The Los Angeles Chapter has been using the radio with marked success, giving weekly broadcasts of the question and answer variety, encouraging their listeners to write in their problems, and prefacing the discussion with some well-chosen remarks on the use of an architect. Many commissions that would otherwise have gone to builders have been placed in the hands of competent architects through these radio broadcasts. Brochures on the services of the architect have been prepared for distribution to banks and loaning institutions, for architectural exhibits or other professional functions, which would attract the public.

In the discussion of the setting up of architectural bureaus within large corporations, it was suggested that chapters might send letters to those corporations employing private architects commending them for their public spirit. It was suggested, too, that chapters adopt a policy of officially and publicly commending their own members for worthwhile achievement. Since certain new projects often have their inception in social welfare groups, luncheon clubs, etc., it was suggested that the Institute offer their guidance to such organizations by an intelligent discussion of the proposed public project. Projects announced in the press should be discussed in the chapters as to their public worth and the decisions reached communicated officially to the press.

Regarding political bureaus it was conceded that they were usually the result of the methods used in securing commissions—each architect watching his own interests and fearing another may be given an advantage. They are put up in order to be rid of the embarrassment of facing competing architects, very often at higher costs than through the employment of private architects. When public boards award commissions to capable architects, it was suggested that letters of commendation be addressed to them.

I must not neglect to mention the hospitality of the Association of Kentucky Architects, who prepared an excellent exhibit of modern building materials with incidentally an accompaniment of Kentucky Burgoo, Mint Juleps, and chicken sandwiches at the Old Kentucky Inn, and the Ladies' Entertainment Committee that arranged the Garden Trip and other delightful events for the architects' wives.

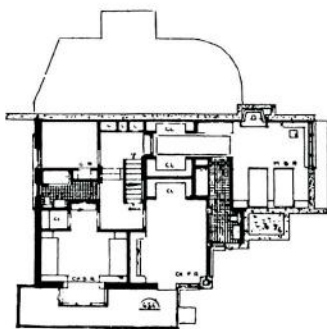
The President, Mr. Edwin Bergstrom, was a kind and gracious host throughout the Convention, and expressed the hope, which I heartily second, that this might be the beginning of a regular custom, to exchange representatives at the Annual Meetings of the two professional societies. Not only will there be mutual benefits to the profession in the form of helpful suggestions for the solution of mutual problems but there will be a better understanding that comes through personal contact of other vital problems affecting the two great North American nations.

—Milton S. Osborne.

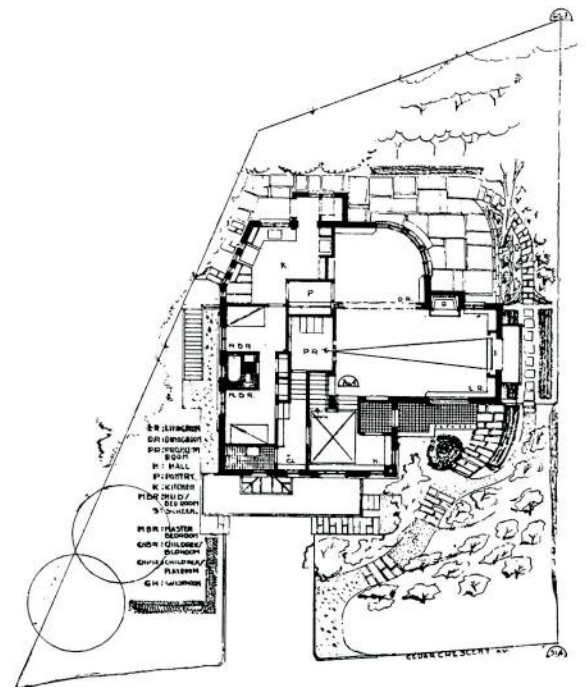




HOUSE OF MR. WALTER DOWNS, MONTREAL, QUEBEC  
 MONETTE AND PARIZEAU, ARCHITECTS

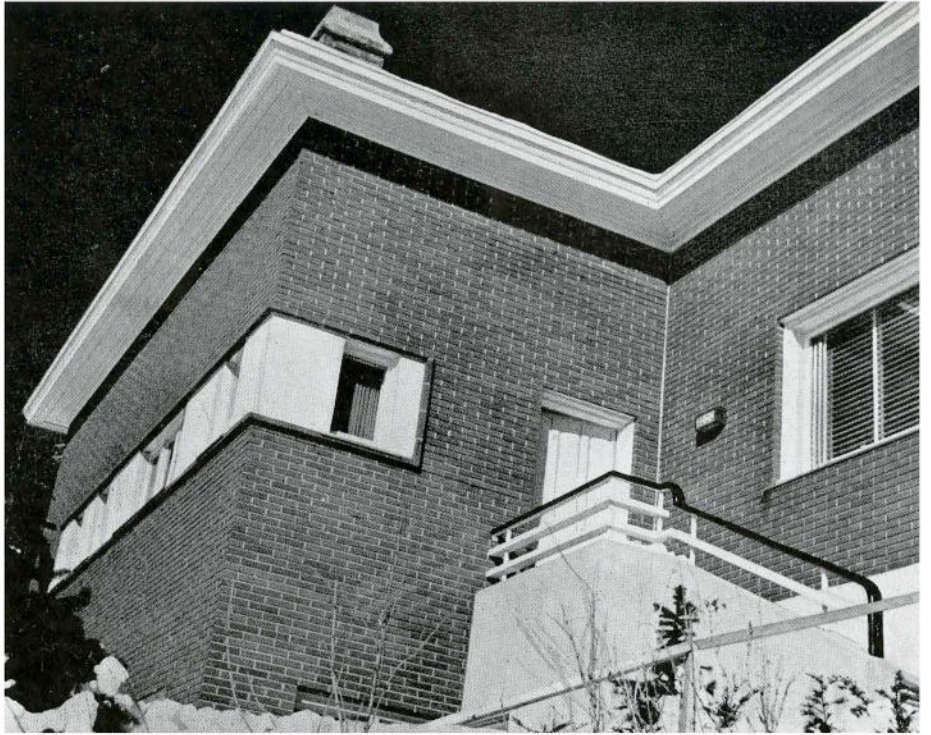


FIRST FLOOR PLAN



SECOND FLOOR PLAN



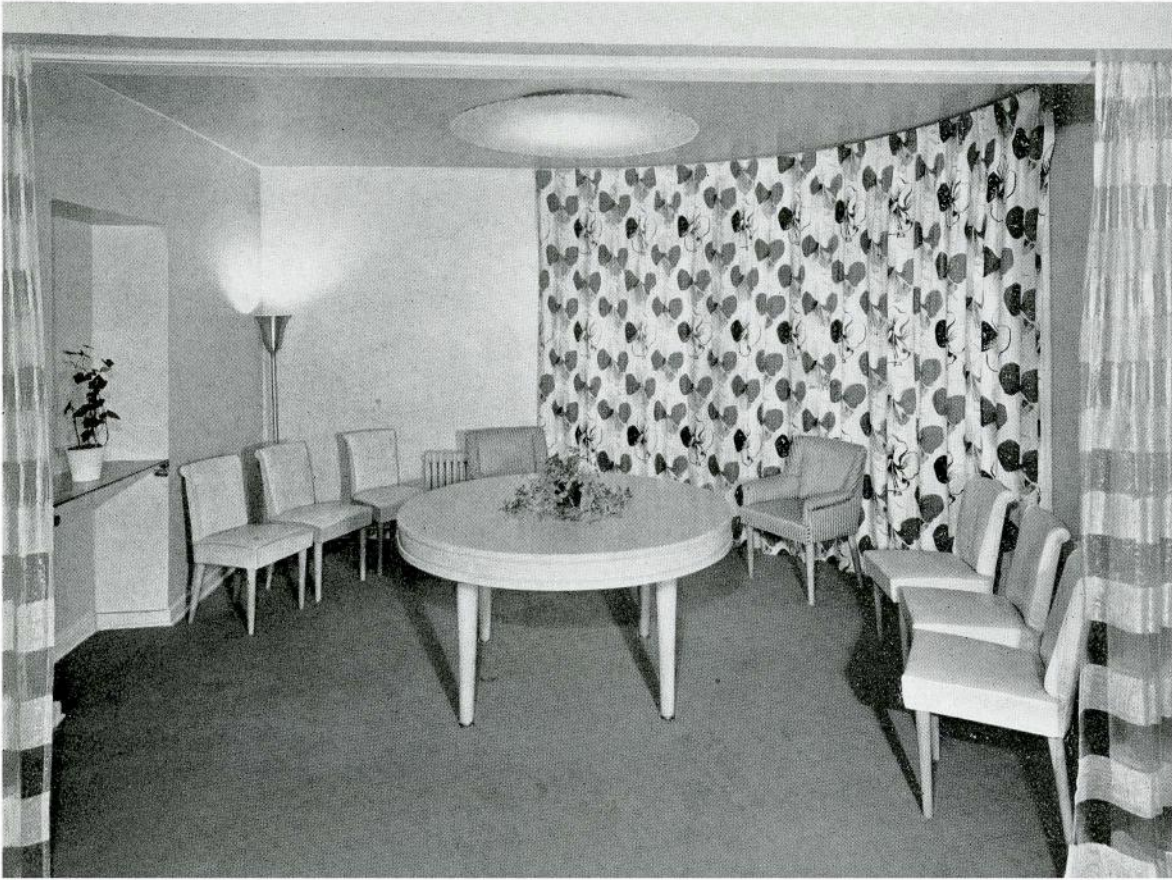


ENTRANCE



LIVING ROOM WING





DINING ROOM



LIVING ROOM

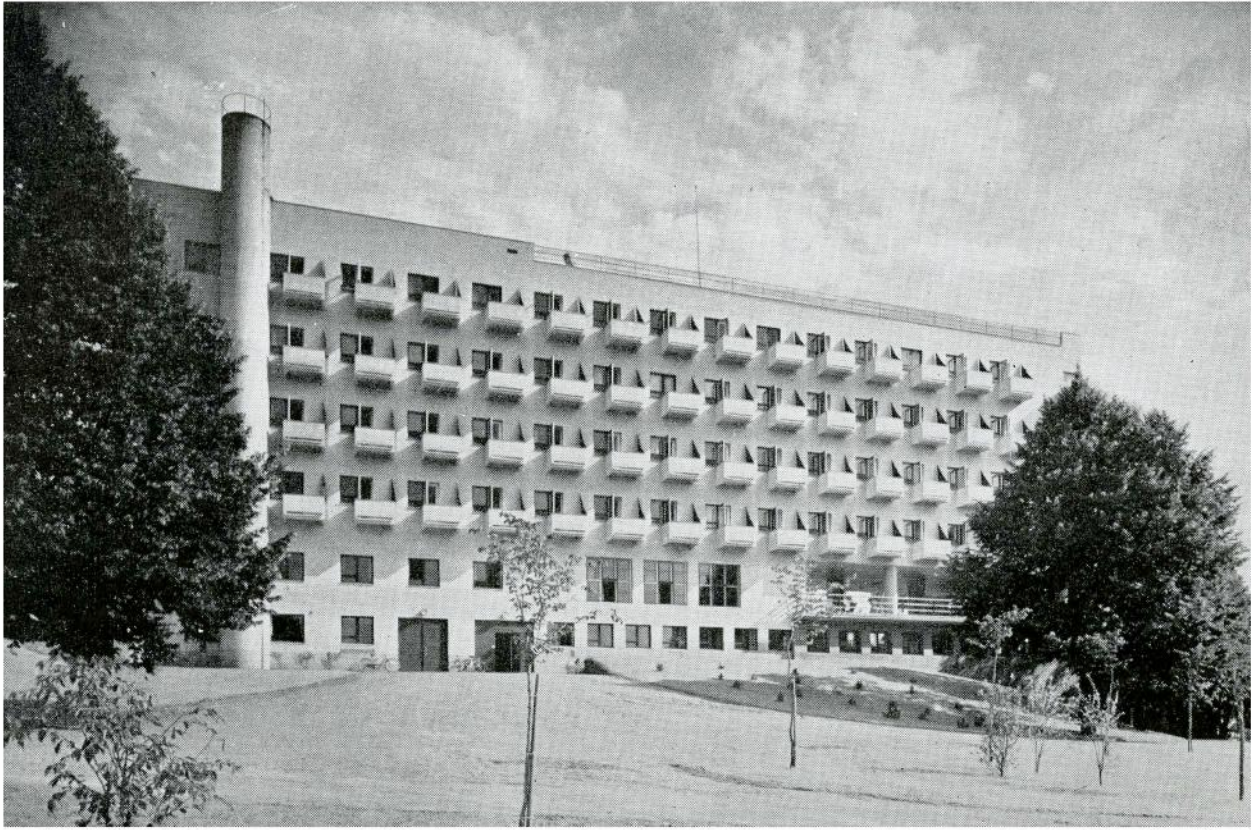




AULANKO, FINLAND  
AN HOTEL DESIGNED BY A WOMAN

MARTA BLOMSTEDT, ARCHITECT, MATTI LAMPEN, CONSULTANT

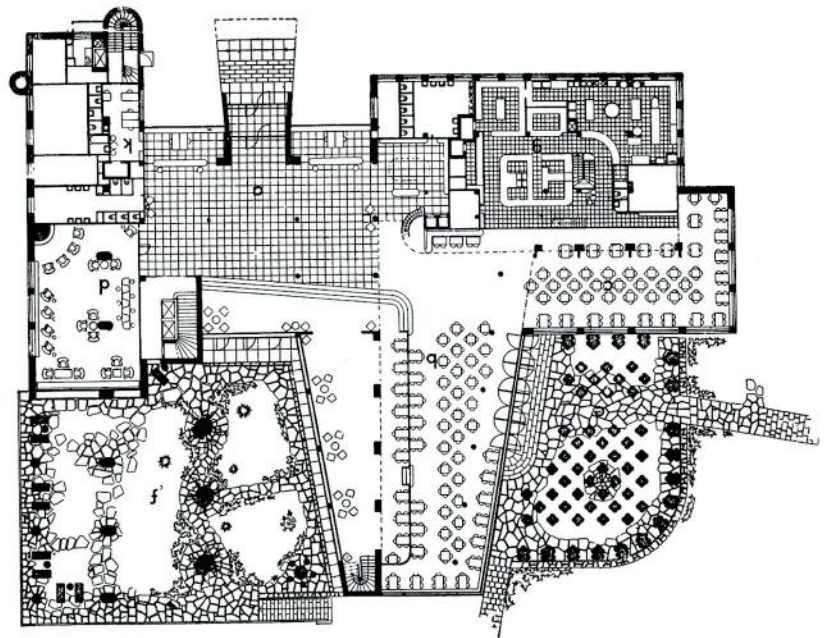
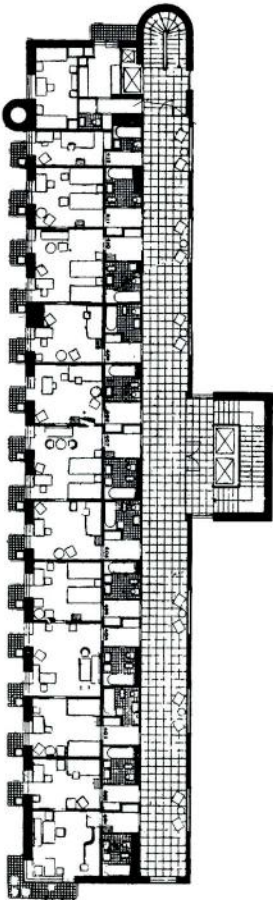




THE BEDROOM WING

BELOW: FIRST FLOOR PLAN

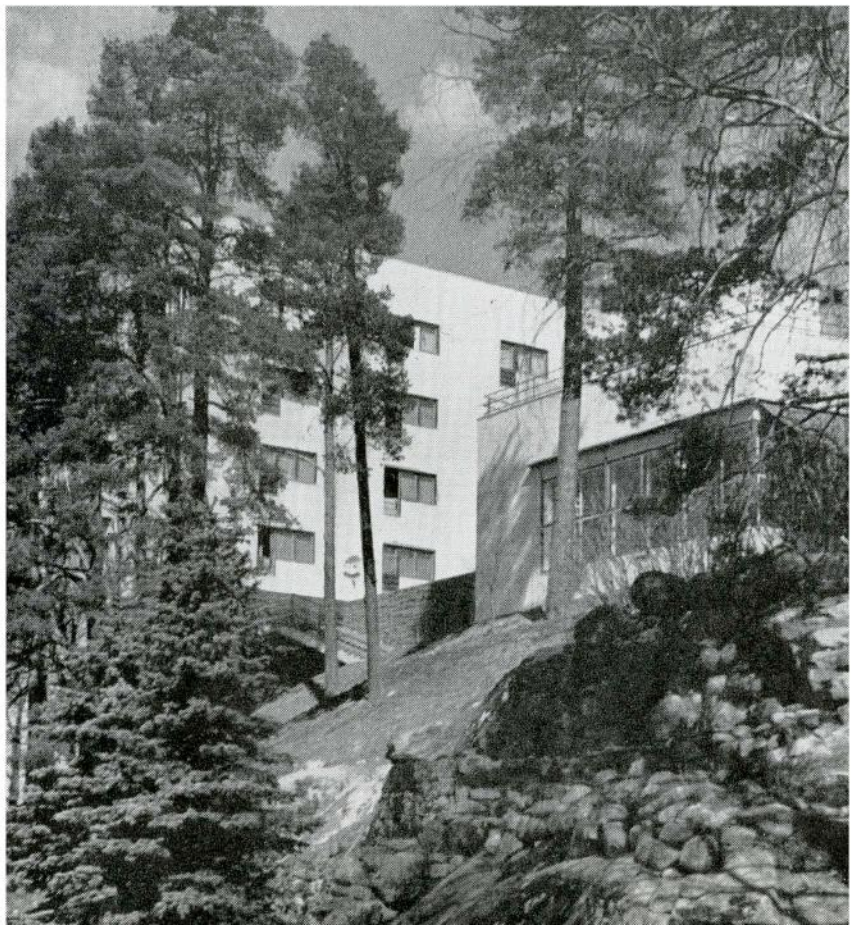
AT LEFT: TYPICAL BEDROOM FLOOR PLAN  
(TO LARGER SCALE)





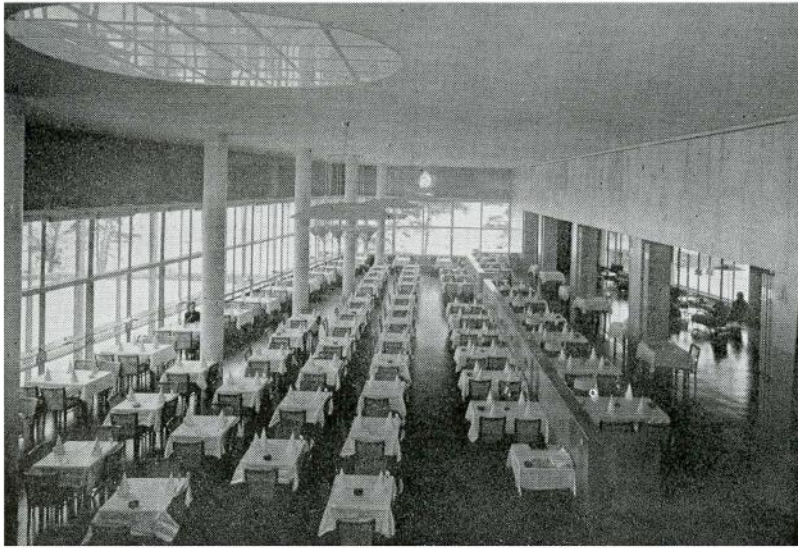


COURT BETWEEN BEDROOM  
WING AND COFFEE HALL

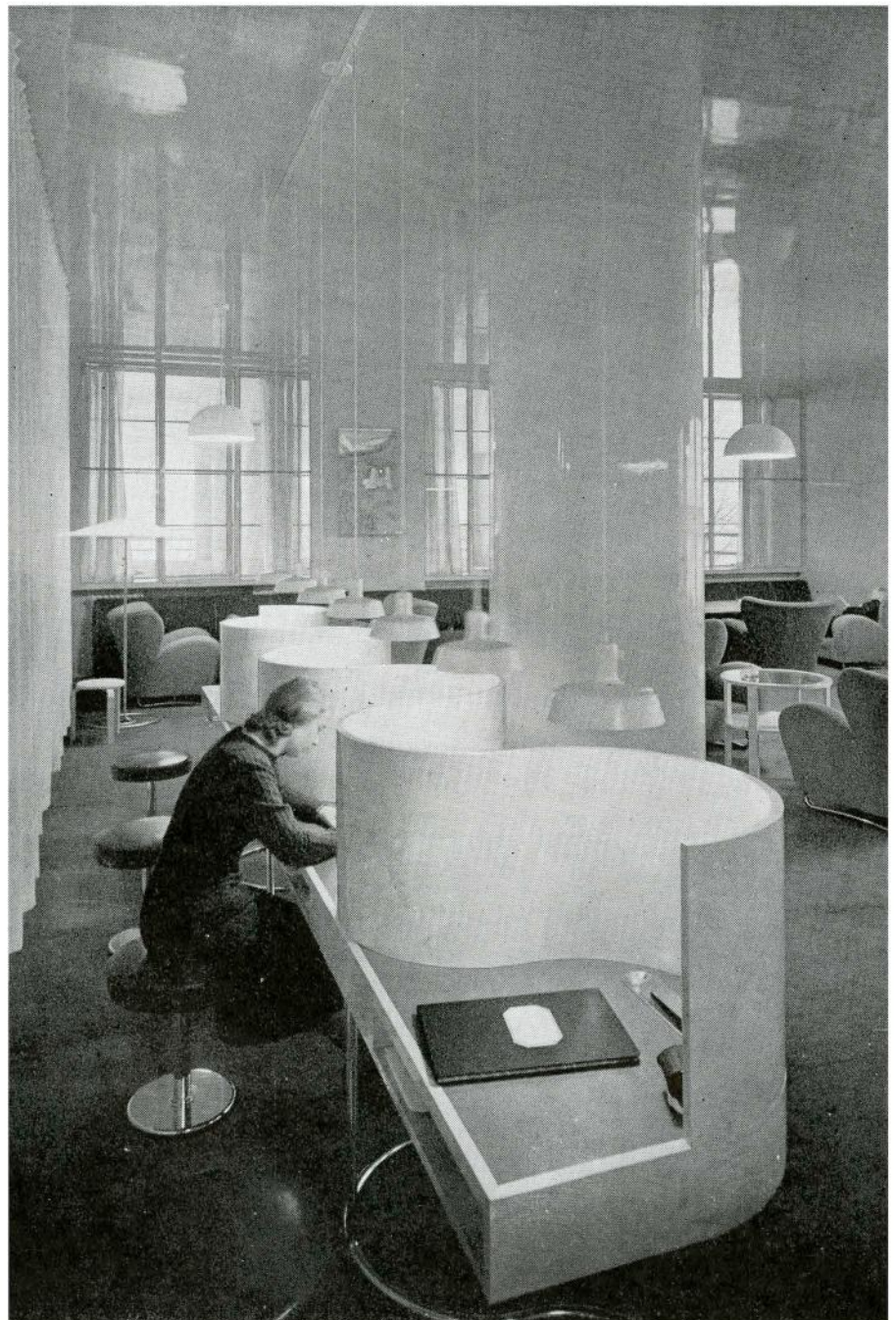


EXTERIOR OF RESTAURANT  
AND BEDROOM WING





RESTAURANT



DETAIL OF DESKS  
IN WRITING ROOM





WRITING ROOM



LOUNGE



## THERE ARE THREE ARTS

*Painting, Music and Ornamental Pastry-Making, of which (last) Architecture is a subdivision.\**

WE in the democracies have lately come to understand our chief weakness. It may be called apathy. It is the acceptance of the status quo, the tendency to leave things to others to worry about, and to treat as nuisances or at least as cranks those who attempt to look a little ahead and to prepare for what is likely to lie there. The realization of this weakness has come to us rapidly as we have watched the heretofore unbelievable events of the past few months in Europe, and seen how completely unprepared we and the other peaceable countries have been for the challenge that suddenly faces us.

Perhaps then, this is a good time to take advantage of a new attitude of the public mind and, although the main concern must be related to the war and its immediate problems, to turn part of our indignation toward other unpreparedness, which, when considered, proves to be almost as serious and deserving of immediate attention as the military unreadiness which is everyone's worry today.

Among the most apathetic members of the community, in that they consistently fail to form themselves into an effective body of opinion, are the architects; yet individually they complain loudly when their aims and interests are overlooked or forgotten by the public or the Government. When this war started, representations were made at Ottawa placing the services of the profession at the Government's disposal for war work. We have seen to what extent the Government has availed itself of our offer. Why the snub? The answer is that Ottawa, like the public, considers the architect to be a man engaged in a luxury trade, concerned chiefly with the beautifying of individual buildings; and quite rightly believe that as such he deserves no place in a hectic war effort. Had we earned ourselves the position we like to believe we should occupy—leaders and organizers of the entire building industry—the story would have been different, and we would today find ourselves responsible for the country's war building.

As a profession, we have never proved our value as practical planners; able to provide efficient solutions to the problems not only of building, but of everything which grows from building—streets, towns and regions, real estate values and slums, health, amenity and productive efficiency. The architects who are fortunate enough to be sharing, as architects, in Canada's war effort are chiefly those realistic ones who in the past have associated themselves with industrial work, and have earned themselves a reputation with industrialists as able to contribute to the solution of the exacting problems of efficient production. In spite of the already marked upturn in building volumes, however, the bulk of the profession finds itself less in demand than before.

Yet some of the most vital problems facing this country today are right up the architect's alley. There is work to be done, before this war is over, which can be properly approached only by men trained as the architect is trained. The untackled jobs of housing, slum-clearance, zoning, traffic relief, town and regional planning, which have been steadily growing more serious, suddenly demand immediate attention when considered in conjunction with some of the more probable results of the war.

Various prophecies have been made concerning Canada's post-war development. One of the easiest to believe is that our population will increase tremendously in a relatively

short period—thirty millions by 1960 is one guess. But even if it should be only fifteen millions, the implications are vast. The most obvious problem that comes to mind is housing. Even today there is a serious housing shortage in most of our large cities, and even without a large jump in the population our slum problem will soon become overwhelming unless there is a tremendous increase in the construction of dwellings.

How are we to look after even a 50 per cent. increase in the population? Is the jerry-builder to satisfy the demand, with only his accomplice architect to get the stuff past the inspector, past the public's notion of respectability, to become disreputable slum in the shortest time?

Are the thousands and thousands of necessary new dwellings to be allowed to go up anywhere, without control—rows of huge apartment blocks crowding out sun and grass from the cities, and street upon street of narrowly separated "cottages" spreading haphazardly and endlessly out into the countryside—the whole chaotic mess producing incurable traffic congestion?

And what of the industrial growth, of which we see the beginning in today's war production? Is it to be allowed to develop in ribbons along with the waterfronts and railways and roads, or in disorderly clots at the strategic transport intersections, still further destroying the approaches and amenities of our cities, and the beauty and recreation value of the country around them?

There is also the actual technique of building. There are many details of method and material to be worked out and improved to meet Canadian requirements, many economies to be effected. Our major cities should each have a building centre (based on the very successful London institution) which would not only display various building materials, methods and patents, but which would support a research bureau to investigate them and supply technical building information to all who seek it.

Another factor which is likely to affect the profession directly is prefabrication. Developing steadily in the United States, in a short time it may, and should, be adapted to Canadian conditions. There is no cause for worry on this account: if only architects will understand the implications and go at least half way to meet the newcomer, it will provide not a threat to, but further opportunities for the profession.

Every architect in the country must at some time have been infuriated by the restrictions forced upon him by obsolete building by-laws. Every city is hampered by them. They prevent the use of modern materials and methods, and thus deter progress and efficiency in both building technique and design. The architects have never shown the initiative or persistence necessary to overcome this and similar handicaps to their work. It is no good sitting back and waiting until business hums again before starting to worry about these things. Pressure of work is too legitimate an excuse for refusing the effort to overcome them. The logical time to tackle them is now, in the lull before a prospective building boom, when it should be possible to persuade architects to give time and interest to such an effort.

We suggest that each of the provincial associations should form a committee, not by appointment by the councils, but by vote of the membership after an open discussion, to study these obstacles and opportunities inherent in Canada's post-

\*"Attributed to a famous pastry-chef". *Penguin week-end book No. 2.*



war development which must be planned for now, and which all lie directly in the professional field.

Perhaps to consolidate the whole profession in the effort, all local chapters or groups of architects should form such committees. It goes without saying that they should be elected with a view to their being considerably more interested and active than the average existing standing committee. They should meet frequently and regularly and work on a definite course of study and discussion, and appear less frequently but equally regularly before general meetings of the provincial associations to report their progress and to invite general discussion. At intervals, progressive reports of the local committees should appear in the *R.A.I.C. Journal* as a means of correlating the studies and of comparing the conditions and problems of the various localities.

As the studies developed into schemes and concrete solutions for the various problems, they should be put before the public and the Government. In this way, people would be made to see the part the profession can play in planning for the things to come, and that the profession itself understands and accepts its responsibilities and is ready and able to forestall the confusion which a sudden and intensive development without such planning must inevitably bring. And all this should be repeated and repeated until it produces results, for it is only through constant repetition that such a cause will ever receive attention.

A little over two years ago, the small group which signs this article, formed itself in Montreal for the purpose of studying those aspects of architecture suggested in the fore-

going. To date we have neither completely succeeded nor completely failed in our aims. We have achieved a certain amount, though certainly nothing on the scale that is required. The war has done two things to us; it has depleted our membership, never large, to an embarrassing extent, and it has made us even more convinced than when we set out that these jobs of the architect must no longer be ignored—that the war itself has made them doubly important. And both these facts have led us to seek space in your columns in an attempt to arouse the entire profession to an active realization of its present miserable position in the community, and, at the same time, to emphasize the broad opportunities awaiting it—to urge the profession to work together effectively to prepare its own future as well as to assist in the future of Canada.

If the associations, or the older or more successful or blasé architects, can't or won't see the importance of these opportunities, these duties, to the profession, surely the younger men have enough faith left to join together and rebuild the status and the reputation of the profession. The Architectural Research Group hopes that this letter may provoke correspondence in the *Journal*, and discussion in the association meetings, in offices and draughting rooms, and wherever architects get a chance to talk shop, and that this in turn may lead to effective action. We would, above all, welcome direct correspondence with any similarly minded groups or individuals throughout the country.

A. R. G.

(*Architectural Research Group*)

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#### ASSISTANT ARCHITECTS, MALE, DEPARTMENT OF PUBLIC WORKS, OTTAWA

\$2,220 PER ANNUM.

Comp. No. 40-622.—Assistant Architects, Male, for the Chief Architect's Branch, Department of Public Works, Ottawa, at an initial salary of \$2,220 per annum. While temporary appointments only may be made at present, this examination will qualify for permanent employment. There are two vacancies at present, one requiring a bilingual appointee. In the event of permanent appointment the initial salary of \$2,220 per annum may be increased upon recommendation for meritorious service and increased usefulness at the rate of \$120 per annum, until a maximum of \$2,700 has been reached.

*Duties.*—To prepare and supervise the preparation of designs and plans of buildings and interior and exterior decorations; and to perform other related work as required.

*Examples:* Preparing preliminary plans and sketches of proposed buildings; designing special fittings and decorations; supervising the work of an architectural drafting staff; inspecting and supervising contract work; estimating and drawing up specifications and bills of materials; checking and altering specifications and quantities; preparing progress estimates; making final inspections of buildings before they are taken over from contractors.

*Qualifications required.*—Education equivalent to high school graduation; either graduation in architecture from a school of applied science of recognized standing with three years of experience in architectural design, estimate, and construction, or six years of such experience, in either case one year of this experience should have been in a position of professional responsibility; firmness; tact, and ability to manage men; bilingual qualifications for one position.

While a definite age limit has not been fixed for this competition, age may be a determining factor in making selections.

*Nature of examination.*—A rating on education and experience will be given from the sworn statements, supporting documents and other evidence submitted by applicants on and with their application forms. Applicants must give full particulars concerning their technical training and experience, especially as they bear on the qualifications for and the duties of this class of position. An oral examination may be given if necessary in the opinion of the Commission.

No examination fee is required.

An eligible list, valid for a period of one year, may be established.

#### *Time Limit*

Application forms properly filled in must be filed with the Civil Service Commission, Ottawa, *not later than August 24, 1940.*

Application forms are obtainable at all City Post Offices, the Post Offices in the larger towns, the Offices of the Employment Service of Canada, or from the Civil Service Commission, Ottawa.

*Warning.*—The Civil Service Commission has no connection with any school giving courses of instruction in preparation for Civil Service examinations, and no particular school receives preferential treatment in connection with information regarding examinations, which in all cases is only that available to candidates themselves on application to the Commission.

Ottawa, July 31, 1940.



# PROVINCIAL PAGE

## ALBERTA

By far the larger proportion of construction work now being done in Alberta is that connected with flying schools. The total under construction in various parts of the province at the moment amounts to over six million dollars' worth. On these no architects are employed. Most of the contracts for these works are being undertaken by three firms; Bennett & White of Calgary, The Poole Construction Company of Regina and Edmonton and H. G. MacDonald Limited of Edmonton. Mr. J. G. Bennett, president of the Bennett & White company, died in Vancouver on June 18th. His sons, John G. Bennett of Vancouver and Andrew Gordon Bennett of Calgary are both vice-presidents of the firm.

Other work in the province is falling off. Building permits in Edmonton during June amounted to \$207,000 as compared with \$667,205 during May. Of that amount the largest item was \$48,000 for Glenora Public School for which the contract was let to Morin Bros. Rule, Wynn & Rule are the architects. More recently a contract has been let to the Poole Construction Company for seven stores adjoining the King Edward Hotel at \$50,000. MacDonald and Magoon are the architects. A convent at Bonnyville to cost \$40,000 is to be built by Fred Allyn of Edmonton. Rule, Wynn & Rule are the architects. A new clear water storage basin is being built by the city of Edmonton at a cost of \$35,000.

There is still considerable activity in small dwellings such as are built without benefit of architects.

—Cecil S. Burgess.

## ONTARIO

Among the items of war work referred to in our last issue is a factory for the John Inglis Company at Toronto. A general contract for this work has been awarded, at a figure said to be in the neighbourhood of \$400,000. It is also reported that plans have been prepared for a very large addition to the plant of the Canadian General Electric Company of Peterborough. Meanwhile, the bridge at Niagara Falls is not being neglected. A contract has been awarded for the superstructure of the approach span on the Canadian side, the sub-structure of which is now under way.

Many of us are unpleasantly reminded of the passage of time by the recent death of Robert Carroll, of the Toronto firm of McCormack & Carroll, upon whom more than one generation of local architects has relied for fine wood-carving. Both of the original partners are now dead, but there remains with us a great deal of beautiful and spirited work to emphasize the loss which architecture will suffer if fine craftsmanship is allowed to disappear.

The Secretary of the Toronto Chapter has received from Lt.-Col. E. W. Haldenby a letter acknowledging the greeting sent to him from the Annual Meeting. He says, in part, "My delay in answering is due to the fact that your letter reached me just as we were leaving for France *and we have been kept fairly busy since then.*"—There is one thing certain and that is that everyone is determined to keep the Hun out and if he does succeed in landing, to shove him back into the sea again."

Those who believe that governments are lacking in a sense of humour should refer to the Canadian Construction Association's recently circulated explanation of the National Defence Tax, as applied to mechanics in the building trades. From this it appears that each man's income = rate per hour

X hours per week X 50 weeks per year; and that anyone wrongfully taxed *may apply for a refund!*

The Ontario Government has appointed W. L. Somerville as its representative on the Registration Board of the O.A.A., to succeed the late Dr. John Pearson, who was Chairman until his death. The newly elected Chairman is James H. Craig and the Vice-chairman W. Bruce Riddell.

—Gladstone Evans.

## QUEBEC

Sir Raymond Unwin est mort récemment aux Etats-Unis. Architecte, il était une des pures gloires de l'urbanisme contemporain. Ses études, ses réalisations, ensembles considérables, exécutées pour le compte du Gouvernement anglais, ont donné une impulsion très vive dans le monde entier, à la science du "housing". Elles ont montré le voie.

Cet homme petit et mince, au regard bleu très doux mais observant derrière le fin cercle d'or de ses lunettes; à la voix claire et ferme; au geste discret et précis; sobre dans sa mise avec une petite note artiste dans le noeud un peu lâche et la couleur de la cravate (du moins il m'est ainsi apparu) réunissait les caractéristiques essentielles d'un type professionnel en voie de disparition: Un sens exact des réalités dans les limites d'une culture traditionnelle.

Nous adressons notre hommage à la mémoire de l'artisan illustre d'un grand oeuvre de Paix, bon serviteur de l'humanité.

Nous songeons avec mélancolie, avec une certaine amertume que l'occasion a été manquée à quelques reprises (il est venu à Montréal fréquemment) de tirer avantage et profiter de sa vaste expérience et de ses conseils.

Encore une fois, je reviens sur cette idée fixe que je voudrais voir à chacun: Ne perdre aucune chance d'avancer la cause de l'urbanisme, chercher surtout une action commune.

Je me faisais cette observation au service d'urbanisme de l'Hôtel de Ville où j'étais allé en curieux m'informer de ce qui s'y passait à votre intention. Depuis la disparition des mêmes services à la Commission Métropolitaine, c'est le seul endroit en somme où pourraient se centraliser les recherches et où l'action aurait chance de recevoir une sanction légale directe. A cause de son isolement partiel (pour des raisons venant de l'intérieur aussi bien que par l'indifférence des citoyens) ce qu'on y propose atteint rarement son but et rarement les principaux intéressés. Pour une part je parle de nous, architectes.

Sait-on par exemple que Monsieur Terrault assisté de son secrétaire Pierre Boucher, a mis sur pied un projet de règlement applicable dans plusieurs quartiers à la petite habitation. Il est prématuré d'entrer dans les détails. Il s'agit d'autoriser à Montréal même la construction en charpente de bois (madrier, colombage et planche) avec revêtement extérieur en matériaux légers incombustibles.

Encore que la pratique suggérée soit conforme à la tradition et aux règles de l'art, on peut se demander si dans un cas semblable et à l'époque instable où nous vivons il n'est pas important de généraliser davantage les termes de la rédaction afin de réserver l'accès facile de nouveaux matériaux ou de nouvelles méthodes. Nous sommes à l'aube d'une transformation grandiose des moyens d'exécution et d'édification. Nous ne pourrions pas toujours attendre comme main-



renant après les amendements aux amendements: Solution facile, paresseuse, boiteuse qui nous a menés tout droit au cul de sac.

Malgré les réserves, je souhaite que ce règlement passe tel qu'établi. Il est sain dans son principe et servira certainement une heureuse pratique. Ceci n'exclut en rien l'utilité urgente d'une collaboration consultative très étroite, à mon sens, entre les services d'urbanisme, les différentes corporations et professions intéressées. Monsieur Terrault m'assure qu'il compte sur le meilleur appui des architectes, ceci doit se répéter au sein de la profession; nous accueillons cette assurance avant grand plaisir.

D'autres modifications qui nous intéressent sont à l'étude: Nous nous plaignons de ne pouvoir obtenir le maximum de rendement et le prix de revient minimum. On cherche à l'Hôtel de Ville à serrer de près le coefficient de sécurité, à augmenter le travail efficace de l'acier; on cherche tout au moins dans la construction industrielle le moyen de nous affranchir de la pratique uniforme et obligatoire du mur extérieur portant et continu.

En somme, avec prudence, avec la préoccupation légitime de prévenir les dangers de conflagration, on s'emploie à assouplir, à faciliter la saine construction, tout en réduisant le coût, ce grand responsable de tous les accrocs aux règlements et ordonnances municipales et provinciales.

Un mot de la voirie en passant. Il est injuste d'en bannir entièrement d'architecte. De plus en plus, la voirie relève de l'esthétique; question de tourisme par exemple. Au moins pour ce motif sinon davantage, là aussi ou doit parler de collaboration. Le souci principal du moment semble le croisement à deux niveaux. On publiera dans les journaux l'esquisse d'un projet à l'angle Park Ave. et de l'avenue des Pins.

Des études de tous les points névralgiques sont en cours: Angle Sherbrooke et Guy, Sherbrooke et St-Hubert, Côte de Liesse (Boulevard Métropolitain), Boulevard Décarie et Chemin Ville St-Laurent; point de raccordement des parcs en direction du Pont de Cartierville, etc. Il y a du pain sur la planche, ceci console de cela. Nous sommes très intéressés d'apprendre que du moins puisque davantage est prohibé nos problèmes d'urgence, quotidiens, sont traités avec la conscience qui s'impose. Pour le reste, la foi soulève les montagnes dit-on.

Je consacre cet article à l'Hôtel de Ville. En terminant, jetons un coup d'oeil sur l'activité de ce mois dans le Bâtiment: Les permis de réparations au nombre de 218 pour un total de \$219,888. Les permis de construction se chiffrent à 154 pour un total de \$793,385.00 réparti de la façon suivante: 58 résidences, 195 logements, 4 magasins, 32 garages privés, 1 manufacture, 3 entrepôts, l'édifice à bureau, 6 maisons de rapport, etc.

D'un côté, l'art d'accommoder les restes en temps de crise et d'impôts très lourds; de l'autre, placement de capitaux pour la plupart moyens, avec les mêmes raisons. Ces permis sont accordés pour des sommes qui ne dépassent guère \$40,000.00, sauf une couple d'exceptions aux environs de \$200,000.00. Je suis certain que la seule confiance en l'urbanisme ferait revenir à la bâtisse des millions qui se cachent aujourd'hui peureusement.

Dans le quartier Villaray, Montcalm, Rosement, dans la partie basse de Notre-Dame de Grâce, une intense location due, semble-t-il aux conditions du moment. D'où urgence du règlement invoqué plus haut afin de satisfaire au besoin pressant; mais aussi souplesse car il semble bien qu'il s'agit d'unemigration passagère; donc ne pas engager définitivement à la légère l'avenir d'un ou de plusieurs quartiers comme il est arrivé si souvent dans le passé, créant ainsi les entraves actuelles dont souffrent et la quartier et l'ensemble de la ville.

—Marcel Parizeau.

## "THE STORY OF THE ENGLISH HOUSE"

By HUGH BRAUN, F.S.A., F.R.I.B.A.

Published by B. T. Batsford Ltd., London. Price, 10/6 Net.

IN the preface to this most entertaining and instructive little work, Mr. Braun states that his aim has been to present "the story which lies behind the struggles, not of famous architects, but of those nameless builders who for long centuries have striven, often with inadequate materials and primitive tools, to provide homes for our ancestors in the days which are past." And that is precisely what he has succeeded in doing, within the compass of little more than one hundred pages of letterpress!

He might have called the book "Nineteen Centuries of Functionalism," because it is a continuous record of the application of ingenuity, new materials and newly-acquired skill to newly-developed needs, all the way from the pre-Roman conical hut to the "chaste Sub-Georgian of the official architect" of our own time. It is positively fascinating to note how often the wheel of history turns full cycle, as mud walls give place to timber, timber to brick and stone, then to stucco and so to concrete; while the Great Hall is replaced by increasing numbers of separate apartments, until we find our modern planners producing, with a somewhat unnecessary flourish, the combination living-dining-room complete with library and day-bed.

Mr. Braun gives an equally interesting picture of the influence of economic changes and social upheavals, but to touch on them even lightly would be to run the risk of the Editor's blue-pencil. After all, the story of the English house is really the story of England; one cannot hope to out-do Mr. Braun by compressing it into a few lines.

Mr. Braun's book is profusely illustrated. The frontispiece is in full colour, and the half-tones—over a hundred of them—are not only delightful in themselves but admirably chosen for rounding out the text.

—Gladstone Evans.

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The names of two members were omitted from the list of R.A.I.C. members published last month. They were Mr. G. Leslie Russell, 610 Paris Bldg., Winnipeg, who is a member of the Saskatchewan Association as well as of the Manitoba Association; Mr. Henry K. Black, 16 Crescent Road, Toronto, of the Ontario Association of Architects. We regret any embarrassment caused Mr. Russell or Mr. Black. The lists received by the Editor were correct so far as we know, with the exception of the two names above. We will be glad to hear of any other errors, if any.

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There may be some architects who read their *Journal* so carefully that they will notice the word Toronto on the cover for the first time this month. It hurts us to do it, but it is a matter dear to the heart of the Post Master and cannot be evaded.

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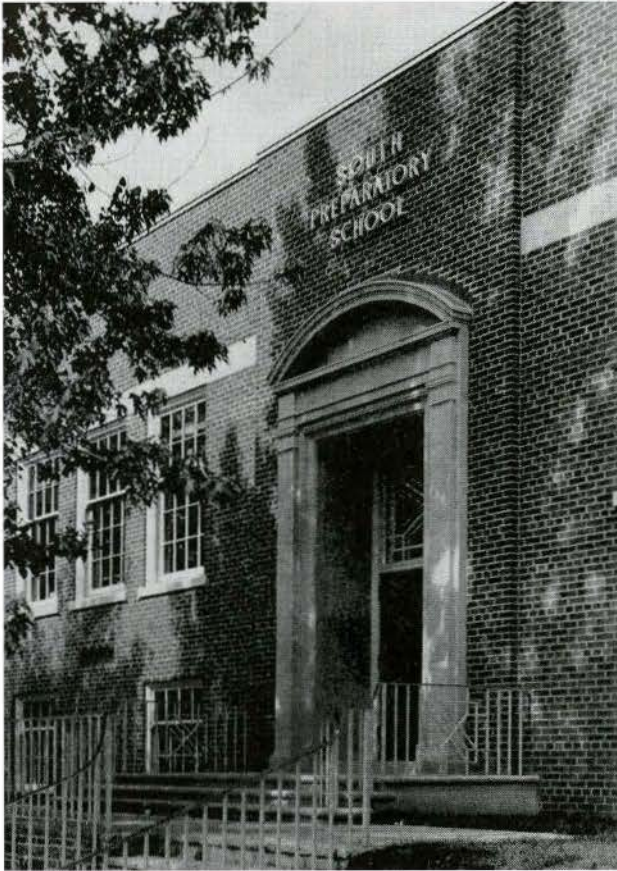
The response to the questionnaire regarding architects' children has been very good. The Council would like to point out to some who misunderstood it that the paper to be filled in was only for information in case a home was requested for a child by an architect in the United Kingdom, and was in no sense a demand.

Editor.



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