

NHA POLICIES AND PROGRAMS FOR THE SEVENTIES

VOLUME 10

Consultation Procedure

**Policy Planning Division
Central Mortgage and Housing Corporation**



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Intergovernmental/Interdepartmental
Consultation - Introduction

The purpose of this paper is to explore the immediate and more long term needs for consultation on housing and allied matters with Federal agencies and departments and other levels of government. The primary focus will be on consultation concerning current issues which now are to fall within the general concerns of the National Housing Act.

It would seem appropriate to do this within the wider context of the Minister's concern and responsibility for urban affairs. The proclamation establishing the Minister's urban mandate recognizes a number of important factors:

- i) that the federal government desires to co-ordinate its own important involvement in urban affairs,
- ii) that consultation is a pre-requisite in dealing with other governments in that they too have a major role to play,
- iii) that co-operation with municipalities should be effected through the provinces,
- iv) that the federal government retains a right to initiate research and to deal directly with the public and private organizations.

In the light of these responsibilities it is assumed that

the Minister will wish to develop a high order of consultation in relation to the NHA sector both to establish the nature of his Ministry and overcome provincial concerns about future federal involvement in a constitutional area which the provinces traditionally see as their own.

The paper is divided into a number of sections, namely:

- 1) A review of various Consultation Mechanisms that might be considered both now and in the future. (Page 3).
- 2) Strategy Options that could be adopted. (Page 14).
- 3) An exploration of how time and events are acting as constraints in the Shaping of a Strategy. (Page 21).
- 4) A review of Interdepartmental Consultation. (Page 30).
- 5) A Proposed Course of Action. (Page 41).
- 6) Planning and Resources Required to support a course of action. (Page 52).

Provincial Profiles setting out current concerns and attitudes are included as Appendices. It is proposed that these be continually updated until actual consultation takes place.

Consultation Mechanisms

In this section it is proposed to review the various mechanisms that are available for consultation. Although the primary focus is likely, for the present, to be one of consultation with provincial governments, the developing demands for a municipal voice in the consultation process and the ever present and fundamental requirement for an expression of the concerns of the people of Canada must be recognized and facilitated.

The nature of Canada's federal constitution clearly requires consultation with the provinces but underlying this is a more broadly based demand and need. This need has its roots in the thought that satisfying growth and change is only likely to take place as a reflection of values expressed by the people of Canada in their various communities and within a sensitive governmental framework at all levels, which will respond to such expressed values. The nature of our future cities is yet but dimly perceived as is the inter-relationship between them which can give expression to a sense of national community and a better life. It is clearly the function of the federal government both to assist and participate in the definition of this future and to provide conceptual leadership and resources to reach commonly expressed objectives while recognizing the integrity of other governments and the multiple interests of Canadians.

The first need in the definition of "futures" for Canadian communities on this basis is the provision of opportunities for the residents of any community to take a realistic look at itself, its potential assets and liabilities, its advantages and constraints and the building of these realities into some sort of agreed framework or concept of what the community, large or small, could and should become. This, in turn, can become a framework for decision making in both the public and private sectors, including decisions related to federal spending, while enabling residents to appraise government action in a context which has a meaning for them. Decisions will not then be based on simple administrative criteria for they will be tested against the datum of the community's expression of itself.

This process is one which will take time. It is a process of evolution in which the framework of all governments can get progressively stronger. It is a process which requires federal leadership and federal assistance to spark it off and maintain its momentum. It is also a legitimate concern of the federal government in its seeking for a context for future policies in that it must know the real nature of the urban communities that make up Canada and is entitled to provide research resources to this end, research resources to aid people to better know the realities and possibilities before them and, in the sharing of such common knowledge, to develop a "future".

It can be anticipated that some governments may resist this type of searching review with its portents of criticism and change for local government structures and a moving away from traditional roles of providing basic services and rules for civic housekeeping.

The impact from a federal point of view could be no less substantial across the whole range of federal programs that relate to urban affairs. It will emphasize processes rather than programs and the building of a decision making ability more local or regional in context - but more relevant to the values expressed within communities. It moves away from old concepts based solely on economic and reactive considerations and demands programs that are flexible enough to meet local requirements, wherever feasible, as opposed to being bound by administrative criteria related to "national" concepts of program delivery requirements. It implies almost a reversal of traditional approaches to national programs as well as requiring strong Ministerial leadership coupled with a high degree of decentralized decision making. But it does accept that Canada is made up of a kaleidoscope of varying patterns in varying stages of development with consequent varying program needs.

In brief, consultation should be aimed at finding out

what are the felt needs of the Canadian people and in creating policies and programs to respond to them. Consequently, the consultation process requires to be mounted not at one but at several levels so as to maximize the opportunities for an expression of community values.

Tri-Level Conference

The communiqué issued in August following a meeting with the Provincial Ministers of Municipal Affairs appeared to have underlying it considerable concern regarding potential future municipal involvement in urban affairs, the procedure for on-going Federal-Provincial cooperation and the potential for a Tri-level Conference involving Federal-Provincial-Municipal consultation. The recent conference of First Ministers did not reach complete accord on the subject. Although many provinces acknowledged the need to consult with municipalities the primacy of the provincial governments in relation to urban affairs was clearly maintained. Accordingly, the future potential and timing of a Tri-level Conference remains clouded at this time and this forum may not be immediately available for a review of new federal policies except in particular cases where timing is not so important. It may also be unreasonable to expect that such a Conference will, at least in its first two or three meetings, "shake down" into an

effective consultative process.

If it can be anticipated that a Conference can be mounted following further negotiations, perhaps by mid-1972, the introduction of a policy direction such as Land Assembly and Infrastructure for discussion would seem to be appropriate. The timing would allow of extensive interdepartmental discussion, which the proposed new concepts require. It is also a "hard" yet manageable topic which is generally understood and a convenient reference point for wider questions of urban growth as well as ecological protection. The subject of land and servicing costs is a critical one across Canada and is a key question relating to housing supply as well as the nature of future housing forms. In addition, considerable material already exists (such as the Spurr Report) which can be edited and distributed as a background document for the Conference to give substance to the discussion.

Federal-Provincial Conference

A national conference with appropriate Provincial Ministers, if undertaken at this time, may run counter to the current thrust of endeavour to develop a tri-level forum. It could harden provincial resistance to the inclusion of municipal representation in future conferences.

National conferences may also not be sensitive to the expression of regional differences and needs with domination by some individual provinces and consequent lack of participation and involvement by others.

Regional Conferences

Although not a usual style for Ministerial consultation, such conferences could more readily focus on common concerns and lead to more sensitive debate. It could serve to express federal acknowledgment of and concern for the varying characteristics of Canada and may avoid feelings of domination by central Canada and begin to answer criticisms of "national" policy not being appropriate for regional needs. Regional conferences on NHA matters could assist the Minister to come to grips with related federal programs such as DREE, in his wider responsibilities for co-ordination. There is a danger, however, that some provinces might perceive this as a "divide and conquer" tactic although this may well be balanced by the occasional national conference.

In view of the fact that there are for practical purposes only two natural groupings of provinces in the regional sense, the Atlantic and the Prairie provinces, this may not be a real alternative at this time although such "common interest" forums could develop in the future if the provinces involved desired to identify in this way.

Bi-lateral Consultation

Individual discussions between federal and provincial Ministers and officials allows of more personal and intimate contact which minimizes the need and opportunity for those public stances which are likely to be an element in more national forums. It also maximizes the opportunity for the resolution of political concerns and may provide a greater opportunity for the Minister to consult with a wider range of interested provincial Ministers, perhaps even with a whole provincial Cabinet.

To the extent that personal contacts and relationships develop during the course of reviewing common concerns related specifically to local needs the opportunity for future co-operation and co-ordination is enhanced.

Discussions between senior civil servants can either precede or follow consultation at the Ministerial level, or both depending on the nature of the circumstance. Consultation at this level can be useful if there are time constraints, particularly in relation to testing policies which are generally thought to be acceptable. Conversely, it may be a useful device for testing controversial policy options prior to a political commitment to a course of action.

While recognizing that a bi-lateral approach to each

province makes heavy demands on the personal time of the Minister and requires an extensive input in organization, preparation and participation by officials, it is recommended as the preferred option at this time and is further developed as a proposed course of action on page 41 . It is viewed as the first stage in a continuing process which will seek to establish not only a consensus related to current and immediate concerns, but develop a process of continuous consultation, co-ordination, review and evaluation for the future which in turn will benefit and support action in other regional or national forums as they develop.

A range of potential ongoing mechanisms are reviewed in a separate paper and it is proposed that these be introduced for discussion during the first round of meetings to assist in formalizing future action.

Municipal Consultation

Assuming that difficulties are still inherent in a process of direct political consultation with municipalities, there remains to be considered alternatives which might be available.

While the Canadian Federation of Mayors and Municipalities could not claim to be representative of all municipal interests, the associated development of the Joint Municipal

Committee on Intergovernmental Relationships is an attempt to develop an effective voice to speak on behalf of local government. To the extent that the Committee, or the CFMM, can fill this role it would seem legitimate to encourage the presentation of briefs from this body which would result in consultation on the national concerns expressed by it. In addition, continuing liaison can be developed and extended at the official level, with possible representation on CFMM committees, etc.

Finally, the provision of assistance to the CFMM to conduct research on urban matters, including a deliberate and consistent process of program evaluation, can develop into an effective form of consultation.

In relation to individual municipalities, consultation is still possible via the already established links at program levels. CMHC field officers already maintain such liaison and officials of the Urban Ministry are rapidly developing similar working relationships. Much can still be done to develop and formalize a systematic "intelligence" service stemming from these contacts so as to improve the flow of information about attitudes, concerns and issues relevant to the municipal scene.

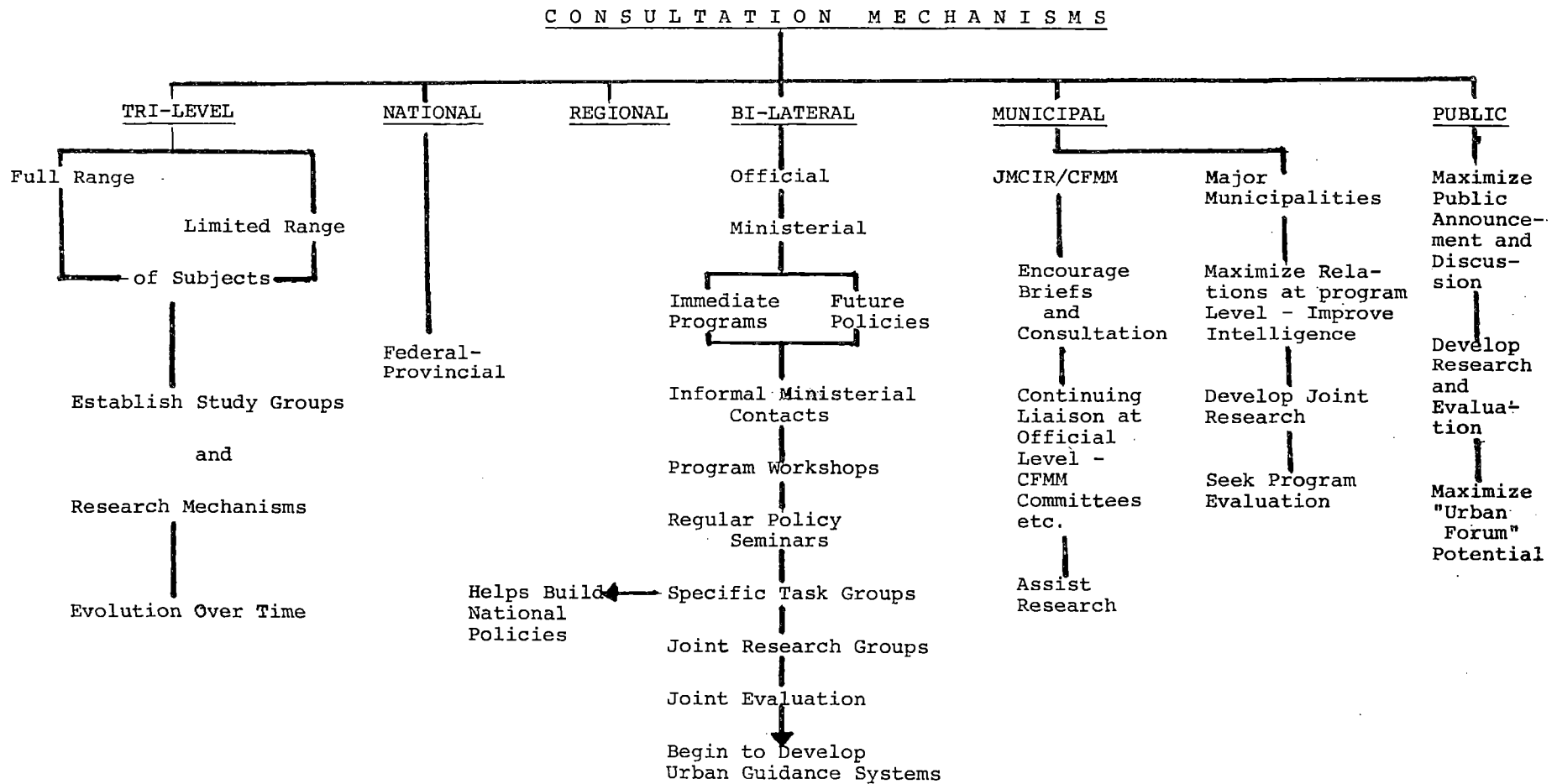
In addition, joint representation on technical committees

and the development of joint Research and Demonstration Programs concerned with local issues can stimulate communication and over the longer term may prove to be an effective lever for shaping the future.

As suggested earlier in relation to the national representation of municipal interests via the CFMM, a continuous process of program evaluation undertaken with municipalities is likely to have a positive influence on the development of effective and cooperative policies.

Public Consultation

Recognizing that the views expressed by formal structures of government, whether provincial or municipal, may not always be a realistic reflection of urban concerns because of political fears and stances of the moment, it is necessary to maximize opportunities for the expression of more public views and discussion. Again the stimulation of research and program evaluation on behalf of the public interest and consumer groups is an important element as well as measures to encourage the development of local "Urban Forums" wherever initiative or potential exists for this. Aid for this purpose can be channelled either through the mechanism of a provincial, regional or municipal agency or if such governments are unwilling, through a more neutral but



well sanctioned agency such as the Dalhousie Institute of Public Affairs or the Institute of Urban Affairs in Winnipeg, etc.

Although the development of Urban Forums may not be revelant to the immediate consultation needs, the adoption of a deliberate policy to stimulate action in this field can have far reaching effects in the long term and give real meaning to the evolution of participatory democracy. It is closely associated with new directions in the planning process and seeks to bring into positive play the expression of concern by citizens and citizen groups which are so often seen as negative and destructive.

Strategy Options

In reviewing strategies which may be adopted in relation to a process of consultation, there are two basic options for consideration.

The first is a "Package Deal" which attempts to present the whole spectrum of current considerations in order to provide an opportunity for each policy sector or program to be reviewed in a relative framework.

The second is a "Selected Program" approach which deals only with specific programs.

The former is a preferred course of action as it is likely to offer more benefits and opportunities. Not only does it provide a context for each individual program and indicate their interrelationship, it also is an expression of the range of federal concerns about urban matters. It facilitates the formation of a strong coordinated policy position, provides a foundation for consultation so that all governments can become committed to the same goals of urban efficiency and effectiveness, allows for the identification of gaps and unnecessary duplication and leads to the rational allocation of resources at all levels. It also provides a wide range for negotiation and "trading off" leading to the

classification of programs according to a workable framework and an effective process of policy and administrative decision making.

The benefits of the "Package Deal" approach become the weaknesses of the "Selected Program" option. A piece-meal approach could result in a government getting locked into particular programs with little or no resources left for the mounting of another range of programs at a later date. However, it must be recognized that political pressures, concern about the future availability of resources and problems of interdepartmental relationships etc. could militate against the effective mounting of a wide range of programs at this time. Nevertheless, even within such restricted parameters, every opportunity should be taken to open up exploration of potential future policies and programs for discussion and later resolution.

Within each of the basic options are other options about the approach to be taken to the process of consultation. These are:

- (a) a "High Risk" strategy which stems from a strong public announcement of federal proposals followed by federal-provincial consultation and a weighing of public reaction to the proposals, and
- (b) a "Low Profile" approach which restricts

consultation in the first instance to review with the provinces before making public announcements about agreed programs.

The former provides opportunity for a wider range of reaction, particularly from municipalities and the public, although it may take time to gather and weigh the feedback of opinion. In addition, it may provide a short-term political pay-off to the extent that it can demonstrate a sharp and penetrating profile of federal concerns. In the longer run and to the extent that negative feelings are aroused in the provinces, by what might be seen as unilateral federal action, consultation and program application are likely to be frustrated.

The publication of a White Paper or equivalent statement or the introduction of a Bill for first reading are devices which can be considered. They both invite public discussion of the federal approach to urban concerns and allow municipalities to respond as part of the public while, at the same time, providing a background for consultation. In either case, a strong acknowledgment of the need to consult with the provinces must be dominant.

A White Paper can acknowledge the reporting by the Urban Assistance Study Group (the Milne Report). The work of

this Group is well known and there will be some anticipation that the Minister will make a statement on its findings. It can also begin to answer some of the criticism of the Lithwick Report in that the latter was considered by many as failing to give direction for the future.

A possible additional benefit of a White Paper is the setting of an example of encouraging public debate on public policy in the hope that other levels of government will be prepared to adopt a similar style leading to the more sensitive programs. Finally, an expression of local concerns rising from debate can itself shape and mould government policy at all levels.

The introduction of a Bill for first reading can be followed by consultation but it may well be resented by provinces as going too far in the legislative process before they have an opportunity to review with the Federal Minister the general nature of policies before programs are developed in any detail. Provinces also require sufficient lead time in developing their own budgetary resources and complementary legislation. Accordingly, the use of this technique is not favoured unless it is restricted to programs which relate, in the main, to direct federal funding.

Both courses of action require a substantial time element

in order to be fully effective as instruments aimed at reaping the benefits of a wide range of public opinion and such time may not be available.

While unilateral action can be a legitimate strategy in the case of programs which have a direct federal delivery system and where it may be desirable to coerce a reluctant province by public announcement, the effect on opportunities for other coordinated action cannot be minimized. Should circumstances be such that no choice is left but to go in this direction, the impact can be reduced by putting the appropriate material in the hands of each province to coincide with the public announcement and stating in the announcement a willingness to consult and adapt the proposed program after experience is gained.

The "Low Profile" approach, requiring a round of consultation prior to public action, although subject to the constraints of a narrower audience which may not necessarily represent long-term public needs, is likely to have the greater administrative and coordinative pay-off for the future. It more fully honours current expressions of need and willingness to approach urban problems on a common front and although not necessarily erradicating confrontation and difficulties of negotiation, provides for this in a forum which is likely to avoid major confrontation.

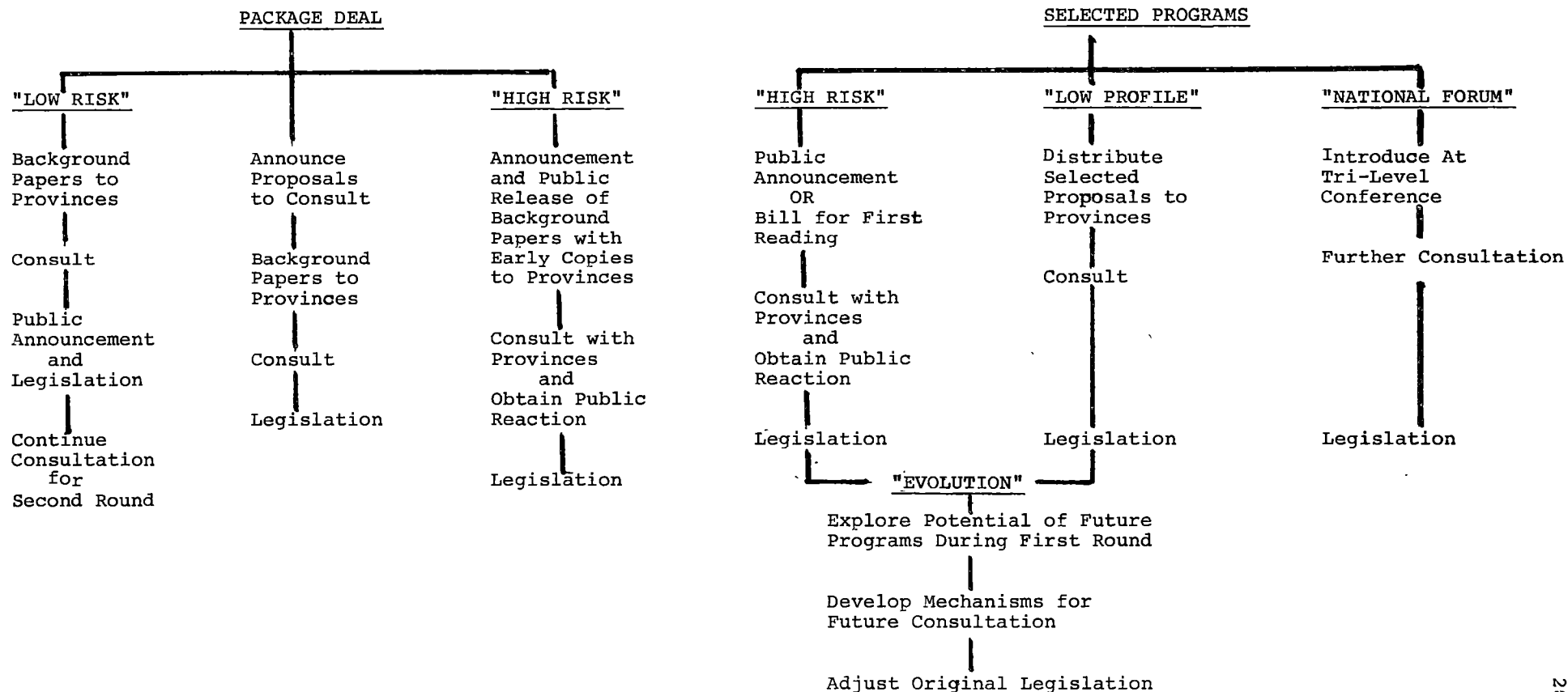
This approach does not entirely deny opportunity for public announcement. Indeed it may optimize them in a more subtle way through the release of communiqués and the answering of questions in the media and in the House which will spring from the fact of a meeting. This opportunity is particularly relevant to a series of bilateral provincial meetings where there can be a more local expression of ideas and a more intimate interface between federal and provincial or regional concerns. This would emphasize a willing recognition of the multi-faceted nature of the Canadian urban scene and the need for flexible processes and programs to answering differing problems. In addition, the opportunity is one in which both parties can join thus removing any feelings of threat which can stem from a strong announcement prior to discussion.

A possible middle course is to announce the intention to consult with a low key reference to the range of subjects likely to be involved in an attempt to stimulate some public reaction without creating unfavourable reaction from the provinces.

For the reasons given in the previous section, opportunities for introduction of new policies at a tri-level conference appear to be limited for the present as the timing may not be appropriate and the nature of a first conference may not allow for a wide ranging and

useful debate. Notwithstanding this, the introduction of one or more "hard" subjects may be appropriate for this forum.

STRATEGY OPTIONS



Intergovernmental/Interdepartmental Consultation
- Time and the Shaping of a Strategy

The government is strongly committed to consultation in the development of urban policies, a process which takes time. There are other counter-pressures relative to time, namely those related to public expectations, particularly those concerned with a replacement program for urban renewal, and political requirements regarding the introduction of legislation. The resolution of these counter-forces requires a major political decision as to the trade-offs to be made and the strategy to be adopted.

The three major elements to be considered are:

- 1) the time required to process legislation
- 2) the time required to consult with other
Federal Departments
- 3) the time required to consult with other
levels of government.

These are graphically represented on the attached diagram (Plate No.3 -- page 29A). Although this is based on assumed times it endeavours to illustrate an optimum condition and relate programs to various time frames in order of the likelihood of obtaining a reasonable level of acceptance. Its objective is to focus on the elements involved so that competing needs can •
be weighed with an assessment of their cost and benefits.

It must be assumed that all things are possible. If the government wished to force the pace of clearance through Cabinet it could clearly do so in a comparatively short period but this could give rise to later resistance on the part of individual Ministers or Departments. Similarly, consultation with provinces could be at a minimum level or even ignored prior to introducing legislation but this could result in resistance to the passage of the Bill as well as having important negative effects on the potential for later co-operation, not only in relation to urban programs but in other areas as well.

At the other end of the scale consultation could be taken to such a level that there are unacceptable delays in getting legislation on the Order Paper, resulting in increasing public demand for action. The search, therefore, is for a strategy which balances these factors.

The nature of Interdepartmental Consultation and the options available are set out in the second part of this section.

Intergovernmental Consultation can be approached at three different levels, each of which dictate a potential time

frame which, in turn, dictate a range of program possibilities. These are:

- 1) "Inform", which envisages a very shallow degree of interchange as it is based upon a concept of telling provinces what is proposed and simply taking a reading of their reaction which, if not entirely negative, allows the proposals to proceed. Adjustments to existing traditional programs and those which clearly respond to known needs and capabilities are appropriate for these circumstances. In addition, experimental programs which can be adapted to many varying circumstances can also be included as their application in practice can be jointly developed at a later date.

The following programs fall into these categories:

- i) Co-operative housing¹
- ii) Non-profit housing. Although the proposals include a potential for matching provincial grants, it is not exclusive in this regard
- iii) Section 15 NHA - Entrepreneur
- iv) Mobile homes
- v) Experimental housing projects
- vi) Urban demonstration projects
- vii) Native housing. This is included in this category on the assumption that the Minister will wish to push this program as a Federal

objective although it is hoped that provincial participation and co-operation will be possible in operation.

This process would take a period of about three weeks and although the pace could be forced, the limited program potential involved, with its lack of "high profile" elements, leads to a conclusion that something more substantial is required.

2) "Negotiate". This process covers a greater degree of consultation and although it would be based upon specific Federal proposals for action, it recognizes the need to take into account provincial opinions and capabilities which can, in turn, lead to adjustments. A high degree of Ministerial involvement is desirable, following adequate preparation and staff work at the official level.

A process of bi-lateral negotiation is proposed, not only on account of the benefits to be gained but also with the realization that it would be impractical to mount a national forum and obtain the required results within the time available.

In addition to the programs listed under (1) above, the following can reasonably be the subject of negotiation:

- i) Assisted home ownership
- ii) Rehabilitation. Although present proposals envisage Federal funding, the success of the program is dependent upon provincial and municipal involvement in mounting the operation
- iii) Community assistance. Provincial and Municipal delivery mechanisms and the nature of citizen involvement are critical issues for resolution during consultation
- iv) Day care centres. Although Federal funds might be provided for physical facilities, the impact of on-going program requirements requires acceptance by other orders of government
- v) Aid to citizen groups. While intended as an experimental program in the first instance, the parallel proposal for assisting municipalities demands resolution with the provinces
- vi) Municipal research and development and urban management and manpower programs falling, as they do, into provincial fields of jurisdiction relating both to municipalities and education etc. must gain the approbation of the provinces and be compatible with provincial ideas of municipal development if they are to be effective.

In addition to these program items, the very relevant questions of co-operative research, the efficient use of joint resources, future program evaluation and on-going co-ordination and consultation objectives require discussion and resolution.

A period of 7 weeks is suggested for this process to allow for the necessary staff work and provincial assessment and for the Minister to touch base in each province, having regard to the other likely demands on his time.

3) "Introduce and Consult" is envisaged as a high order of consultation which begins with the definition of a problem and allows of the joint exploration of policies and programs relative to them. The following programs, not yet fully developed, fall into this general category and require further exploration during consultation. In some cases, they could be readily transferred to the "Negotiation" range if it is desired to accelerate their application.

- i) Land banking
- ii) Infrastructure
- iii) Regional planning
- iv) Planning new communities
- v) New communities servicing
- vi) Urban amenities
- vii) Non-residential area revitalization

- viii) Rural housing
- ix) Senior citizen service centres

In terms of time, this process is likely to be an extensive one which will vary depending upon the nature of the subject matter. It is, indeed, an on-going framework within which new problems and new policies can be dealt with. It can conveniently include the referral of appropriate subjects to a Tri-level Conference. But with a potential time frame of six months or more, and the expectation that the introduction of new legislation will be required as soon as possible in 1972, it is concluded that this form of consultation is not feasible in the light of current needs.

As a result of this analysis, the optimum course of action proposed is:

- a) To adopt the "Negotiate" level of consultation on a bi-lateral basis, as described in (2)
- b) To include a selected range of program proposals which can reasonably be dealt with by this process and within the time constraints allowed, leading to a 1st Round of NHA amendments
- c) To set in motion during this process mechanisms for continuing consultation which will deal

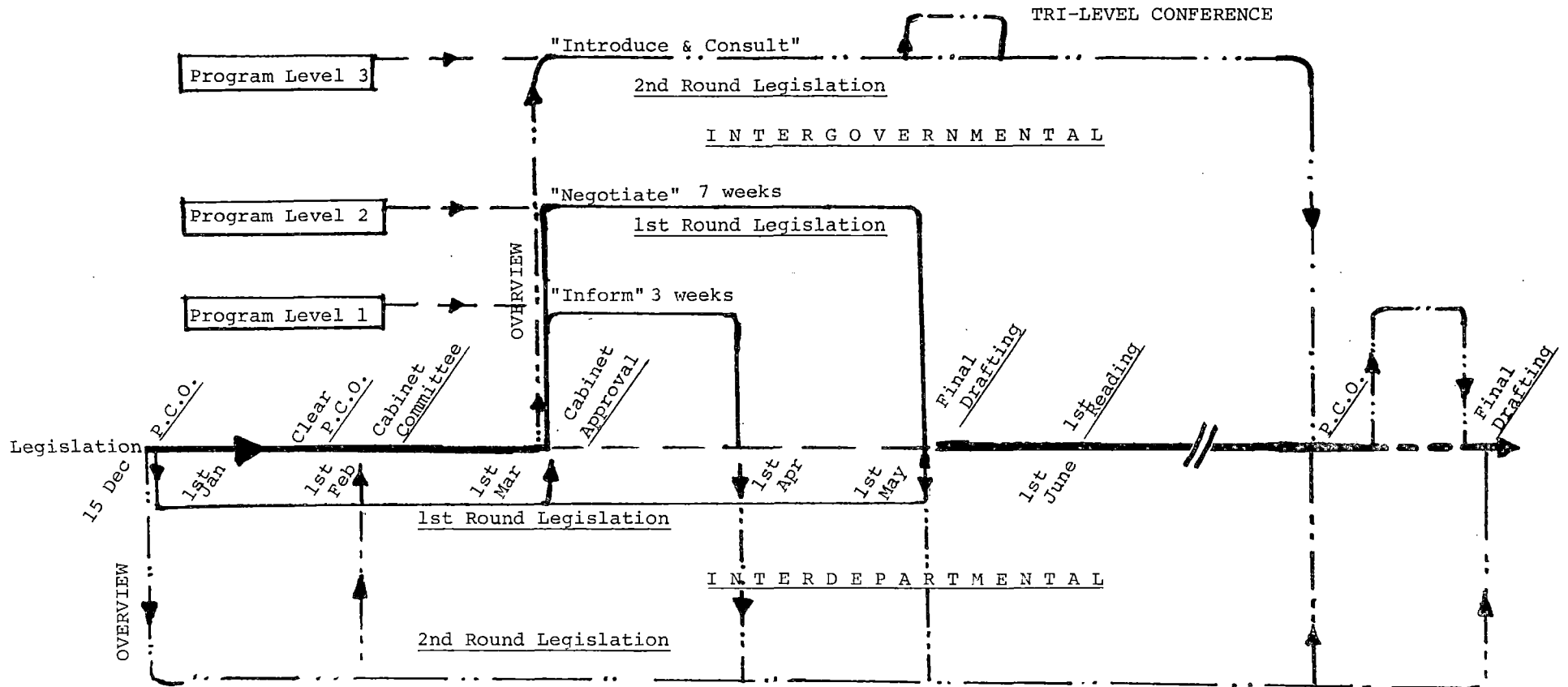
with the development of other policies and programs which, in turn will lead to a 2nd Round of legislation.

It is estimated that this process could lead to the introduction of a Bill for first reading at the end of May or beginning of June. It will require an effective marshalling of forces and careful planning which should begin now if the desired results are to be obtained, within the suggested period.

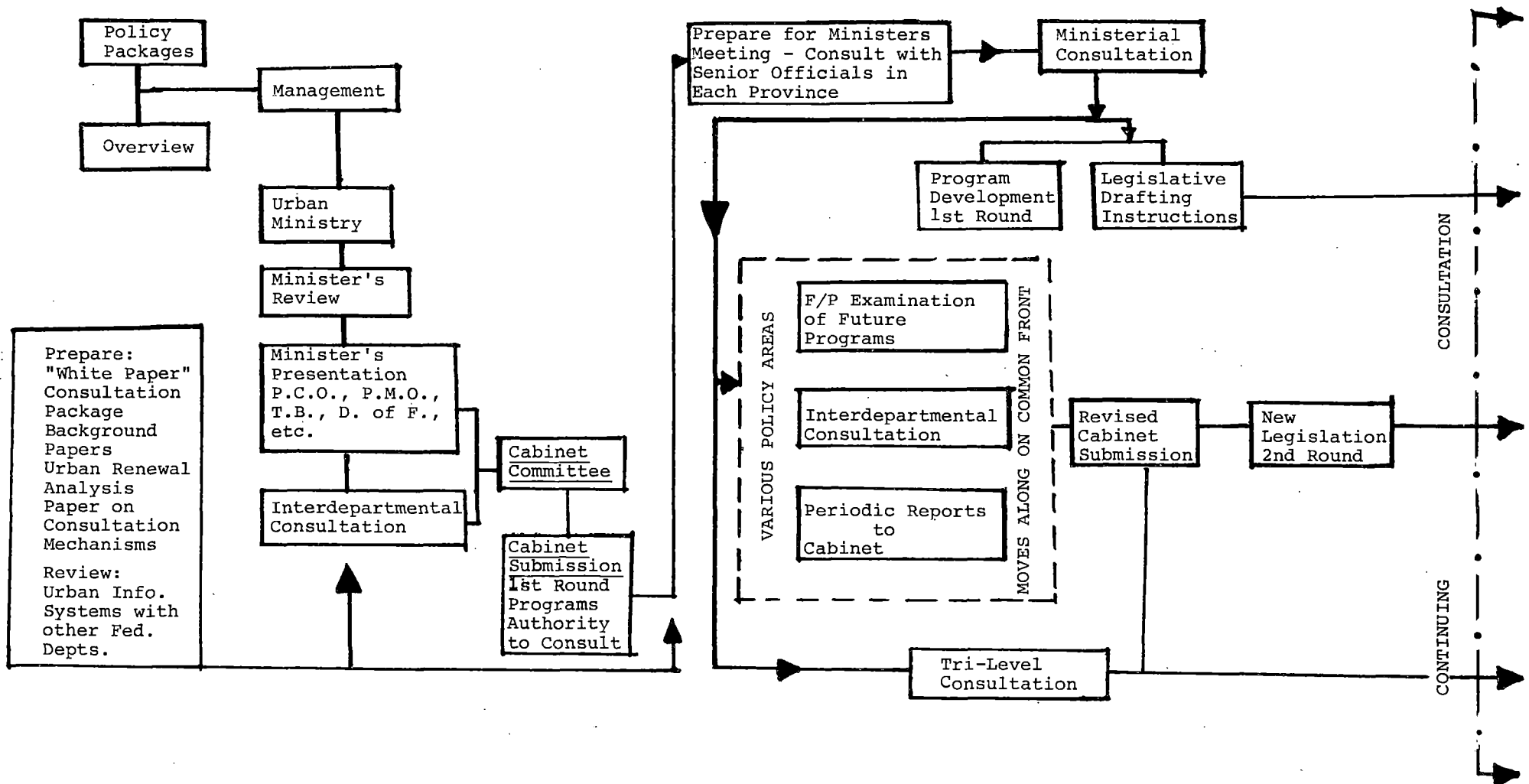
Although reduction of the amount of time spent on Inter-departmental consultation and obtaining Cabinet Approval to consult could be contemplated, this would shift the time of Intergovernmental Consultation into February. This is a month when the majority of the provincial Legislatures begin a Spring session and provincial Ministers and senior officials are heavily engaged in preparing for them. Consequently, organizational problems occur in getting adequate consideration by provincial representatives leading to consequent delays in obtaining decisions.

The time required for consultation with the provinces could be shortened by the conduct of exploratory and informal discussions prior to Cabinet approval, a process of "kite flying". Although joint discussions of this type would be welcomed by provincial officials,

there is a danger that the reflections obtained would represent only the popular departmental view of the subject. But a greater danger exists if expectations are created which cannot be fulfilled if the Federal Cabinet does not approve the policies being proposed and the resources necessary to put them into effect. This could well undermine continuing negotiations at a later date. Although having some potential this approach should only be adopted after weighing these risks.



LEGISLATIVE STEPS
AND
CONSULTATION REQUIREMENTS



Interdepartmental Consultation

Federal departmental concurrence in the general direction of the Minister's policy exploration is a prerequisite to extended federal-provincial negotiations. Nevertheless, the nature of the process does not require or call for detailed agreement or prolonged interdepartmental review prior to consultation with the provinces. Such a prolonged review could be a barrier to mounting early provincial consultation. In some instances, however, it may be appropriate to include federal departmental representation in the Minister's discussions with the provinces. In other circumstances, it may be sufficient to keep respective federal departments informed as the various stages of consultation proceed so that the total process moves along concurrently.

Considerations of timing are critical in the establishment of the consultative process and in choosing between alternative consultative strategies. With the objective of a presentation to Cabinet on March 1, 1972, the question becomes what are the best consultative strategies open to him. Choices of this kind require to be seen in the larger arena of political forces, and for this reason the Minister himself is a major contributor to the process of mapping consultative strategies. Decisions will be required on the following:

- a) the essential legislative items for inclusion in the Minister's first presentation to Cabinet;
- b) the limits on the amount of time available to the Minister for initiating bilateral discussions

on legislative amendments with senior federal officials and provincial Ministers:

- c) the anticipated role of the Minister's policy recommendations within the larger and more visible national framework of concerns, which include substantial unemployment, investment uncertainty and an impending federal election.

Notwithstanding the need to resolve these points with the Minister, the implications and requirements for interdepartmental discussions regarding the legislative amendments are set out below.

Federal Departments and Agencies

The Federal departments most concerned with the various policy areas contained in the Minister's proposed amendments are shown in Plate 6 (page 40B). While it is anticipated that only selected items from this list of policy areas will be presented for legislative amendment by the Minister at this time, it is proposed that these be presented within the framework of a context document which will touch upon the full range of policy areas. Those policy areas which are not subject to immediate legislative amendment will thus become a focus for more prolonged interdepartmental consultation.

In addition to PCO, PMO and the Urban Ministry not shown on Plate 6, it is clear that both the Treasury Board and the Department of Finance will be directly concerned with the legislative and budgetary implications of all the Minister's proposals. The departments such as DREE, the Ministries of

Environment, State and Transport will be vitally interested for example, in the implications for administrative coordination stemming from the proposals. Other departments, including DPW and DIAND, NHW, will be interested in only certain aspects of the policies.

What appears to be of strategic importance for all federal departments however, is a policy context document. Such a document would give direction and continuity to the task of bridging the first and subsequent presentations of legislative amendments to Cabinet and should cover the following:

1. Identification of Problems.
2. Federal Responsibilities.
3. Federal Objectives.
4. Issues - Restraints.
5. Policy Framework - Economic, Social, Urban Context, etc.
6. Program Areas.
7. Resources Required.
8. Anticipated Impact
9. Strategy for achieving objectives.

Interdepartmental Consultative Strategies: Alternatives.

Against the background presented above, the following alternatives are available for interdepartmental consultation within the time constraint of ten weeks, or the period December 15 through March 1, 1972. (See Plate 5-- page 40A)

Alternative I

Continue staff work on the policy proposals by the Corporation and the Urban Ministry together with such discussions with other federal departments as can be arranged before the Minister's presentation to a cabinet committee early January 1972 and to Cabinet February 1.

Advantages :

1. The Minister's presentation to Cabinet might be advanced possibly to February 1. It would include the presentation of a relatively narrow range of NHA amendments.
2. The limited NHA amendments could be accepted without problem.

Disadvantages:

1. The legislative policies would be presented to the cabinet committee without an adequate overview document.
2. Contentious policy issues inherent in an inadequate overview document could jeopardize the early acceptance of the proposed NHA amendments. In this eventuality, the policy proposals for NHA

amendments could run the risk of being deferred because of a need for intensive federal departmental and provincial consultation.

3. A narrow initial legislative program runs the risk of having insufficient political visibility. It might not sustain later legislative development.

Alternative II

Following the Minister's review of the various policy proposals, the presentation of an overview to selected colleagues and senior departmental officials, particularly PCO, PMO, Treasury Board and Department of Finance. This initial overview would then be modified for subsequent presentation in support of the Minister's presentation to a cabinet committee on January 15 and the Cabinet on February 15.

Advantages:

1. This approach would attempt to enlist solid "policy" support behind the proposals before they are introduced to Cabinet.
2. Provides the Minister with an opportunity to discuss consultative strategies regarding the development of the legislative program.

Disadvantages:

1. Federal line departments may not have been included in the policy deliberations. As a result, certain departments may find some of their policy options closed-off without an opportunity to be heard.

Alternative III

Following the Minister's review of the various policy proposals, the presentation of these documents to selected federal departments and agencies. Hopefully, this step might begin early in December. The key federal departments and agencies asked to review such documents would include PCO, Treasury Board, Finance, DREE, National Health & Welfare, Ministry of State, Ministry of Environment, Transport. Other more specialized departments reviewing the documents would include Public Works, DIAND. A study of the overview with selected colleagues and senior departmental officials, particularly PCO, PMO, Treasury Board and Finance could thus proceed concurrently with reviews being conducted by other departments. The Minister's presentation to a cabinet committee could be on February 1 and to Cabinet on March 1.

Interdepartmental consultation to marshal support for the proposals, is both to inform and to set in motion cooperative action where required. The strategy for interdepartmental consultation might be one or a combination of several of the arrangements listed below:

- a) A declaratory conference: Senior officials from some fifteen to twenty federal departments would be invited to attend a six hour presentation by the Minister and senior Corporation and Urban Ministry officials on the policy proposals. This step would be followed by intensive intra-departmental staff consultation on issues of mutual concern contained in the Minister's policy proposals.
- b) Functional groups: The Minister's policy package could be divided into six functional areas. Each functional area

would then be distributed to those federal departments which have a major concern or contribution to the subject under consideration. The suggested functional groups are as follows:

- i) Housing Alternatives: Finance, Health & Welfare, Transport, DREE
 - ii) In-City Problems: Finance, DREE, Secretary of State, Transport, Environment,
 - iii) New-Growth Problems: Finance, DREE, Transport, Environment, DIAND, Science Council, NRC.
 - iv) Support for Social Development: Finance, Ministry of State, DREE, NH & W.
 - v) Urban Knowledge & Competence: Finance, Labour, DREE.
 - vi) Evaluation: TB, Finance, DBS, Science Council, Environment.
- c) Bilateral discussions: Early in December a series of bilateral discussions could be initiated on the Minister's proposals between senior Corporation and Urban Ministry officials and Deputy Ministers and Assistant Deputy Ministers in various federal departments. These consultations might proceed initially in the following order: PMO, PCO, TB, Finance, DREE, Transport, Environment, Ministry of State, Health & Welfare, Public Works, DIAND.
- d) Standing Interdepartmental Committees: Since the Corporation is represented on numerous interdepartmental committees, certain of these committees might become a vehicle for discussing aspects of the Minister's policies. The interdepartmental

committees on Urban Transportation, Urban and Regional Research, Water and Natural Sciences, and Aids to Voluntary Organizations would probably be the most relevant.

Advantages:

1. A "policy" review of the Minister's proposals could proceed on parallel with other forms of review by federal departments.
2. The Minister's policies would be subject to wide scrutiny by federal departments.
3. Departments would be given an opportunity to express their views in advance of the Minister's Cabinet presentation. To this extent, the various line departments could feel that they were participating in the policy formulation process.

Disadvantages:

1. Each of the different forms of interdepartmental consultation listed above would in turn result in different means whereby the Minister's policies might be perceived as ready for consultation by the formal hierarchy in any federal department. Shown on a time scale, a declaratory conference would probably take the least time to promote consultation, while the Standing Committees would probably take the most time to promote consultation. On the other hand, if the Minister's proposals do not appear to have a high political profile, interdepartmental discussions could be delayed or assigned a low priority by department officials.

2. A declaratory conference might present the impression of considerable policy solidarity on the part of PCO, PMO, TB in support of the Minister's proposals. This may or may not be warranted before the overview and proposed NHA amendments are presented for discussion by Cabinet.

3. The limited amount of time available for interdepartmental consultation (to say nothing of provincial review) leads to a conclusion that problems could emerge which could frustrate the mounting of too large a package of major NHA amendments.

Alternative IV

Following the Minister's review of the various policy proposals, the documents would be distributed to federal departments and agencies with such overview document as could be prepared by late December or early January.

This would then set the stage for interdepartmental consultation, both to inform and to invite cooperative action where required. The strategy for interdepartmental consultation could conform to the arrangements set out above and listed below:

- a) declaratory conference.
- b) functional groups.
- c) bilateral discussions.
- d) standing interdepartmental committees.

In mid-February the Minister would review the findings of the interdepartmental consultation with selected colleagues and senior departmental officials particularly PCO, PMO, Treasury Board and Department of Finance. This would be followed by the production of an overview document and a presentation of the Minister's proposal to a cabinet committee on March 1, and to Cabinet on April 1.

Advantages:

1. The Minister's policies would be subject to review in turn by both line and policy departments.
2. The line departments would be given more time to express their views than under Alternative III.

Disadvantage:

1. The relative primacy of any one department in a particular field could appear threatened by the Minister's policy proposals. There would be no broad overview document to provide a context for discussions with departments. Thus departmental concern of various kinds could build up into obstructionism.

Conclusion and Recommendations

It is recommended that the Corporation adopt Alternative III and aim for interdepartmental consultation commencing early January. Since this would leave only a month for the initial round of interdepartmental consultation before the

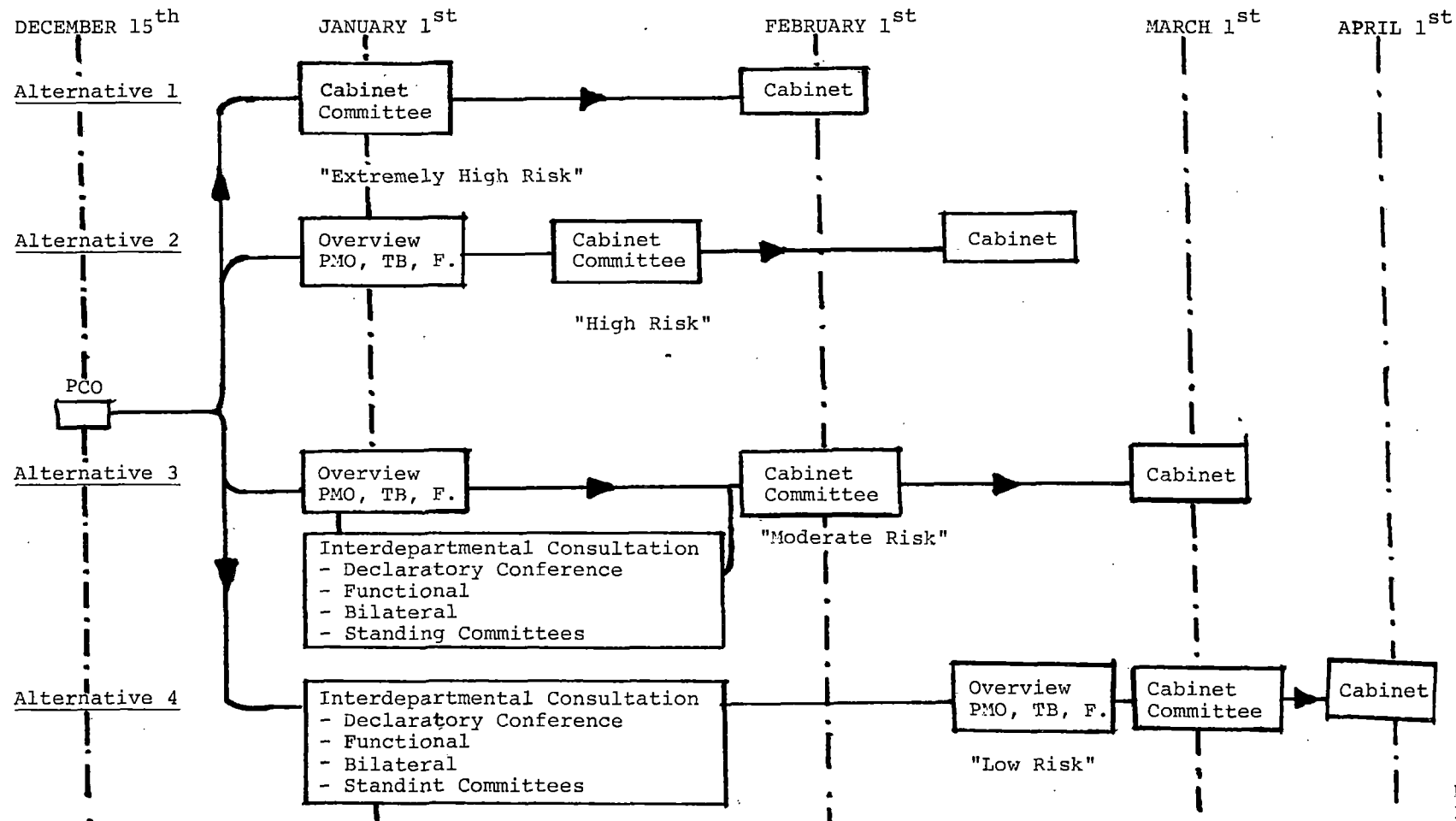
Minister's presentation to a cabinet committee on February 1, intensive discussions would be called for. In preparation for this, working papers will need to be developed as indicated in plate 10 (page 55D)

NOTE: The qualifying comments on "Risk" associated with each alternative are based on the assumption that a substantial number of the Policy areas shown in Chart I are to be included in the Minister's First Presentation to Cabinet

Plate No. 5

C H A R T I I

ALTERNATIVE INTERDEPARTMENTAL CONSULTATIVE STRATEGIES



MT
Dec. 1970

C H A R T I

POLICY AREAS	FEDERAL DEPARTMENTS														
	TREASURY BOARD	FINANCE	D.R.E.E.	HEALTH & WELFARE	SECTY OF STATE	MANPOWER	LABOUR	ENVIRONMENT	D.P.W.	TRANSPORT	MINES	D.I.A.N.D.	I. TRADE & COMM.	SCIENCE & TECH.	N.R.C.
Assisted H.O.	X	X													
Rehabilitation	X	X													
Community Assistance	X	X	X		X			X							
Day Care	X	X		X											
Aids to Citizen Groups	X	X			X										
Municipal R & D	X	X													
Urban Management	X	X													
Co-ops	X	X													
Non-Profit Loans	X	X													
Entrepreneur Loans	X	X													
Mobile Homes	X	X													
Native Housing	X	X	X	X	X	X					X				
Developmental Projects	X	X													
Urban Demonstration	X	X	X					X							
Land Banking	X	X	X						X						
Infrastructure	X	X					X		X				X	X	
Regional Planning	X	X				X	X		X			X	X		
New Communities	X	X	X		X	X	X		X	X	X		X	X	
Urban Amenities	X	X													
Non-Residential Areas	X	X	X												
Senior Citizen S.C.	X	X		X											

Intergovernmental Consultation
A Proposed Course of Action

The underlying assumption of these proposals is that the Minister will wish to develop a high order of consultation with the Provinces both to establish the nature of his Ministry and overcome provincial concerns about future Federal involvement in a constitutional area which the provinces traditionally see as their own.

Although many assumptions can be made about provincial attitudes to the various proposals put forward in the current policy reviews, at best these must remain uncertainties until tested out in actual negotiation. It is apparent that the changing and complex relationships inherent in federal-provincial affairs have strong influences on the ability to mount programs in the urban scene, even in traditionally accepted areas of lending and banking. When coupled with the incidence of a number of new provincial governments whose urban policies are not clearly discernable, these influences argue for a strong investigative and co-operative approach. This is not to deny the need for Federal leadership and the clear definition of Federal objectives and how it would like to approach the process, but the situation does require a maximum of flexibility, particularly in program application coupled with decentralized decision-making to meet expressed local needs.

In this type of climate, the nature of future action is seen as essentially developmental which, in turn, will shape both the approach to the Federal Cabinet, Federal Departments and to the Provincial Governments. In this context can be seen two main elements:

1) The need to respond quickly and in a firm manner to today's demands in political, economic and social terms, especially as they may influence employment opportunities. Housing, rehabilitation and community assistance, native housing and day care programs fall into this category.

2) The need to explore desirable policies with other levels of government to ensure that they answer real needs and that associated programs can be effectively mounted having regard to available resources and delivery capabilities.

While the objective of the first element would be to mount agreed programs at a very early date, requiring a commitment to action and the allocation of resources, the nature of the second element is of a different order. Although exploration will necessarily give rise to some expectation, it need not, of itself, commit the Federal Government to a prescribed course of action at this time but does maximize the opportunity for joint review and assessment which is likely to lead to more realistic proposals. The role of the Minister here is

seen as one of an "honest broker" who, with the approval of the Cabinet, will make proposals to the Provinces to see how they fit, develop and adapt them and take them back to Cabinet to see what can be delivered. This process does not require the actual commitment of resources (although the potential magnitude needs to be assessed) until there has been an opportunity to judge the nature of local priorities and the ability and willingness to deliver. Consequently, the commitment of scarce resources can eventually be approved with heightened assurance.

Although requiring the agreement of related Federal Departments to the general direction of the policy exploration, the nature of the process does not require or allow of detailed agreement or prolonged joint review prior to federal-provincial negotiation. Such a prolonged review could be a barrier to mounting early consultation with the provinces within a comprehensive framework. Indeed, in some instances, it may be appropriate to join the Federal Department in the consultation process so it is a part of it. In other circumstances and with particular relevance to the Department of Finance, the process is visualized as a dynamic one with Cabinet and other Federal Departments being kept informed as the various stages of consultation proceed so that the total process moves along concurrently.

The principal factors to be considered in approaching consultation are:

- a) Initial contact -- this must be at the right level.
- b) Openness -- expressing a willingness to discuss frankly and at a level of generalities that does not put pressure on the provinces.
- c) Relativity -- proposals must be relevant to a province or region.
- d) Flexibility -- willingness to consider change.
- e) Structure -- a proper forum for meaningful consultation.
- f) Decision Making -- there must be a capacity to make decisions.

Against this background, the following action is proposed; being further illustrated on Plates 4 (page 29B) and 7 (page 55A).

Step 1 Following the Minister's final review of the various policy proposals, the presentation of an overview to selected colleagues and senior departmental officials, particularly PCO, PMO, Treasury Board and Department of Finance. The objective would be to introduce and develop an appreciation of the policy directions being taken as well as to facilitate further action at the Federal level.

Step 2

Interdepartmental Consultation to marshal support for the proposals, obtain reflections on them and to set in motion co-operative action where required. Intensive consultation with Treasury Board and the Department of Finance will be required while consultation with other Departments will proceed on a parallel and continuing basis, rather than requiring conclusion before Steps 3 and 4 are completed.

Step 3

Presentation to Priorities and Planning Committee of Cabinet to explain the policy contexts and which, if agreed, would facilitate later submissions to Cabinet.

Step 4

Cabinet Submission seeking authority to consult with the provinces. There would be two main emphases, as previously discussed. The first related to a selected number of "hard" programs related to present needs and which, subject to consultation with the provinces at an early date, would lead to legislation in 1972. The second related to potential policy and program areas which require development as part of the process of consultation. The objective would be to reach this stage by March 1, 1972.

Step 5

Subject to approval by Cabinet, preparation for a series of meetings by the Minister with each province. This bi-lateral approach is proposed at this time so as to:

1. provide for a more intimate contact with a potentially wider range of provincial ministers,
2. allow a better expression of provincial difference and needs,
3. reduce the need and opportunity for public stances which are likely to be an element in more national forums,
4. maximize the opportunity for resolution of political concerns.

It is proposed that such meetings be preceded by discussion between senior Federal officials and officers of the Provincial Planning Secretariats or equivalent groups.

(Departments of Intergovernmental Affairs, etc.). This is to recognize the changing nature of provincial governments structures relating to policy development and the wide ranging nature of the policy proposals which cut across several traditional line departments. Early contact at this level will allow the provinces to arrange for appropriate interested ministers and officials to participate in various levels of discussion and would overcome any problems the Minister may have in relation to whom he should approach. It is conceivable that, in some instances,

a particular province may wish to join the Premier, the whole Cabinet or a selected Cabinet Committee in the more formal discussions.

It is envisaged that this initial meeting between senior officials would explore, as a preliminary step, the full range of concerns. This would:

1. Provide a context or framework for more detailed discussion
2. Allow the provincial officials to begin consideration of the various policy areas so that further reviews are conducted in a atmosphere of joint exploration.
3. Stimulate policy development by provinces in areas where insufficient thought and attention has been given in the past so as to encourage participation in policy development instead of simple reaction to Federal programs.
4. Bring to light concerns and issues that may not have been sharply perceived including issues other than those related to the National Housing Act which the Province may wish to raise with the Minister.
5. Provide an opportunity for each province to explore its capacity to respond to proposed changes, with particular relevance to resources,

skills, legislation, etc. and further, to begin to adapt its own current policies should it so desire.

6. Begin to isolate areas of ready agreement and identify the main issues and areas of concern so as to make ministerial consultation and negotiation effective.

In addition to these benefits and of major importance is that such initial meetings would provide an opportunity for an early reflection of potential provincial attitudes in order that the Minister can be made fully aware of these prior to entering into consultation.

This type of approach is likely to be welcomed and acceptable in each Province except perhaps British Columbia in which case it may be necessary for the Minister to make the first contact in order to set up the initial meeting between officials.

Following the first contact, there may develop different patterns of activity in each Province including the setting up of preliminary working groups to review various policy or program sectors. It is conceivable that such groups could include municipal representatives if the province concerned so desired

The basic objective of these preparatory meetings, possibly under the auspices of a Joint Committee, would be to

make firm arrangements for a meeting of Ministers, recommend an agenda and prepare any required briefing papers.

Step 6

Ministerial Consultation to:

1. review and, if possible, to reach accord on desirable policy directions,
2. reach agreement as to present needs and Federal proposals for immediate legislative change,
3. set up future consultative mechanisms to
 - a) flesh out agreed program areas and procedures,
 - b) continue consultation relating to areas not readily agreed on,
 - c) develop potential future policies and programs,
 - d) review program impacts and evaluate effectiveness,
4. isolate suitable subjects for discussion at a Tri-level Conference.

The objective would be to complete this stage by April 22, 1972.

Step 7

Official Consultation to develop program details and implementation procedures to be put into effect immediately following NHA legislation and complementary Provincial legislation where required.

Step 8

Official Consultation to develop potential future policies and programs. This process could well include representatives of other Federal Departments, where appropriate, as an essential characteristic of it is the theme of moving negotiations along on a common front: that is, to review issues and related policies, identify priorities, consult with other departments and report periodically to both Federal and Provincial Cabinets so as to ensure support and the likelihood of resources being made available for the direction being taken. In due course, these measures would lead to further proposals for changes in legislation.

Implicit in this process is again a potential for including municipal representation subject to the desire of the province, and an opportunity for building regional consultation mechanisms where appropriate.

Underlying the process is a strong potential for the development of joint or complementary research projects, the sharing of information and the development of evaluation techniques to ensure that necessary adaptations can be made to programs, procedures, policies and institutions to meet changing needs.

Although the above proposals tend to be mechanistic as they are addressed to the form of consultation the nature of ensuing discussions and negotiations will be fundamental to success. As mentioned earlier, the Federal approach must essentially be one of firm objectives but flexible programs and delivery systems to meet local needs if such objectives are to be met. Springing from Cabinet Approval to consult their needs to be a clear sanction for diversity and a willingness to mount and test new processes which will explore the frontiers of urban development problems and knowledge if meaningful urban policies are to evolve for the future.

It is to be hoped that at least some of the provinces will provide an opportunity for municipal representation during this first round of consultation. Notwithstanding this it is recommended that both CMHC and the Urban Ministry develop a more formalized "Intelligence System" to ensure that the policy making process remains sensitive to community realities and that, as a matter of deliberate policy, liaison with the CFMM and its committees is maximized.

It is further recommended that the Urban Ministry and CMHC commence forthwith a joint review of the nature and requirements of an Urban Information System in order to give some shape and form to discussions with other levels of government on this subject.

Planning and Resources Required

In order to mount the process of consultation reviewed in previous sections, careful preparation and marshalling of resources will be required. Proposals for this are set out on the following plates.

Plates 7 (page 55A) and 8 (page 55B) illustrate the process of bi-lateral consultation with each provincial government as reviewed in Step 5 and onwards in the previous section.

Plate 9 (page 55C) sets out a time schedule covering seven weeks following Cabinet Approval. It indicates that four consulting teams will be required to accomplish the task within this period to cover the Atlantic provinces, Quebec, Ontario and the Western provinces. Four weeks have been allocated for the Minister's involvement to allow time to spend at least one day in each province to consult with provincial Ministers. This, in turn, has implications for the consulting teams of officials to accomplish the necessary staff work ahead of time in order to sort out the main issues requiring negotiation.

The format of initial exploration by a Joint Committee, analysis by Working Groups, final review by the Joint Committee leading to briefing of the Minister, has been adhered to in each case except in the Atlantic provinces.

Because of time pressures, it is suggested that the Joint Committee and Working Groups try to accomplish their preliminary task over a two day period in each of the eastern provinces, recognizing that there is some reserve time to sort out any particular problems following ministerial negotiation.

It is suggested that the Federal component of the proposed Joint Committee comprise:

CMHC Vice-president or Executive Director

CMHC Regional Supervisor

Staff member from PPD

Local Branch Manager, where appropriate

Co-ordinator from the Urban Ministry.

These should be backed up by PPD staff and for representatives of Operating Divisions, particularly in the policy areas of Housing and Urban Assistance.

A critical concern is the number of people appearing on the scene in the smaller provinces as an impression of federal domination must be avoided.

The Quebec consulting team must potentially be able to negotiate in French and all working papers will require translation.

Consultation with Ontario may require more resources in anticipation that this province will probably be more sophisticated and analytical in its approach. Fortunately, reserve personnel can easily be made available in Ottawa to meet the Ontario and Quebec needs as they arise.

The focus for consultation, particularly on-going requirements, will rapidly shift to regional and branch offices. Consequently, early immersion of field offices in the background of policy developments will be critical.

Plate 10 (page 55D) sets out work requirements prior to Cabinet approval, much of which needs to be put in hand forthwith if deadlines are to be met.

The Policy Context Paper to be prepared to provide a framework for consultation with the provinces should be at a different level from the Overview required for consultation at the federal level. It should be at a level of generalities which does not dominate or threaten the provinces.

One of the major benefits the Minister will gain from visiting each province will be the opportunity for an expression of public interest about local needs and concerns. Consequently, a strategy and supporting material for local news media will have to be developed.

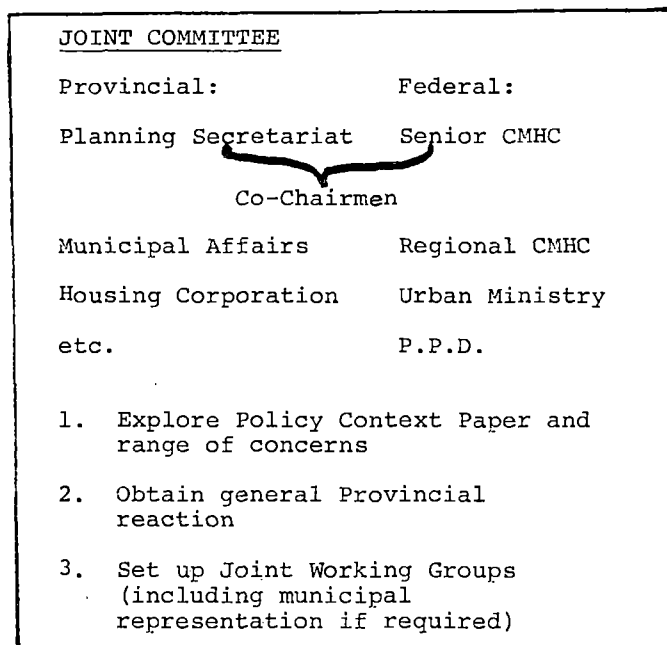
The Minister will also have to be briefed on current activity in each province, both from CMHC and Urban Ministry points of view. This will require preparation of a briefing book from both sources.

Finally, because of the tight time schedule for consultation following Cabinet Approval some preliminary exploration of arrangements to set up the meetings will be required ahead of time. This could be done once a submission has been made to Cabinet Committees and there is some indication that the overall package is likely to be accepted.

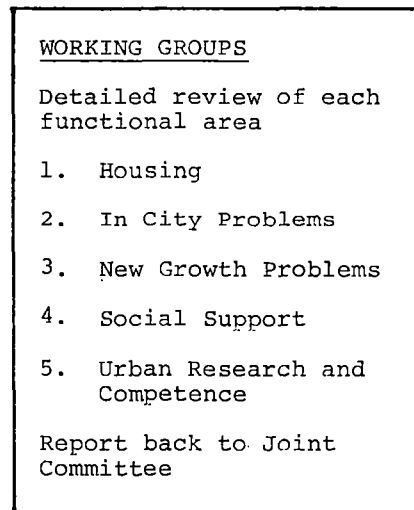
Intergovernmental Consultation (1)

B I - L A T E R A L M E E T I N G S A T S E N I O R O F F I C I A L L E V E L

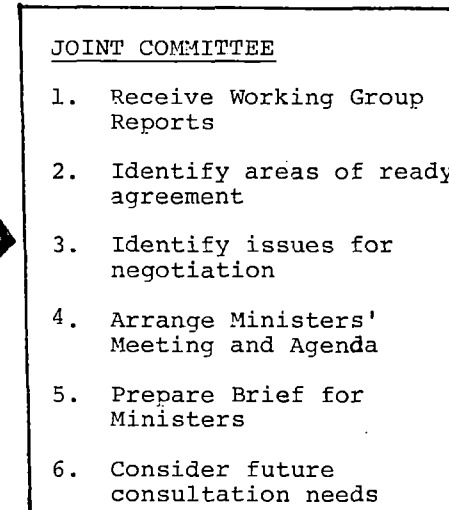
PRELIMINARY REVIEW



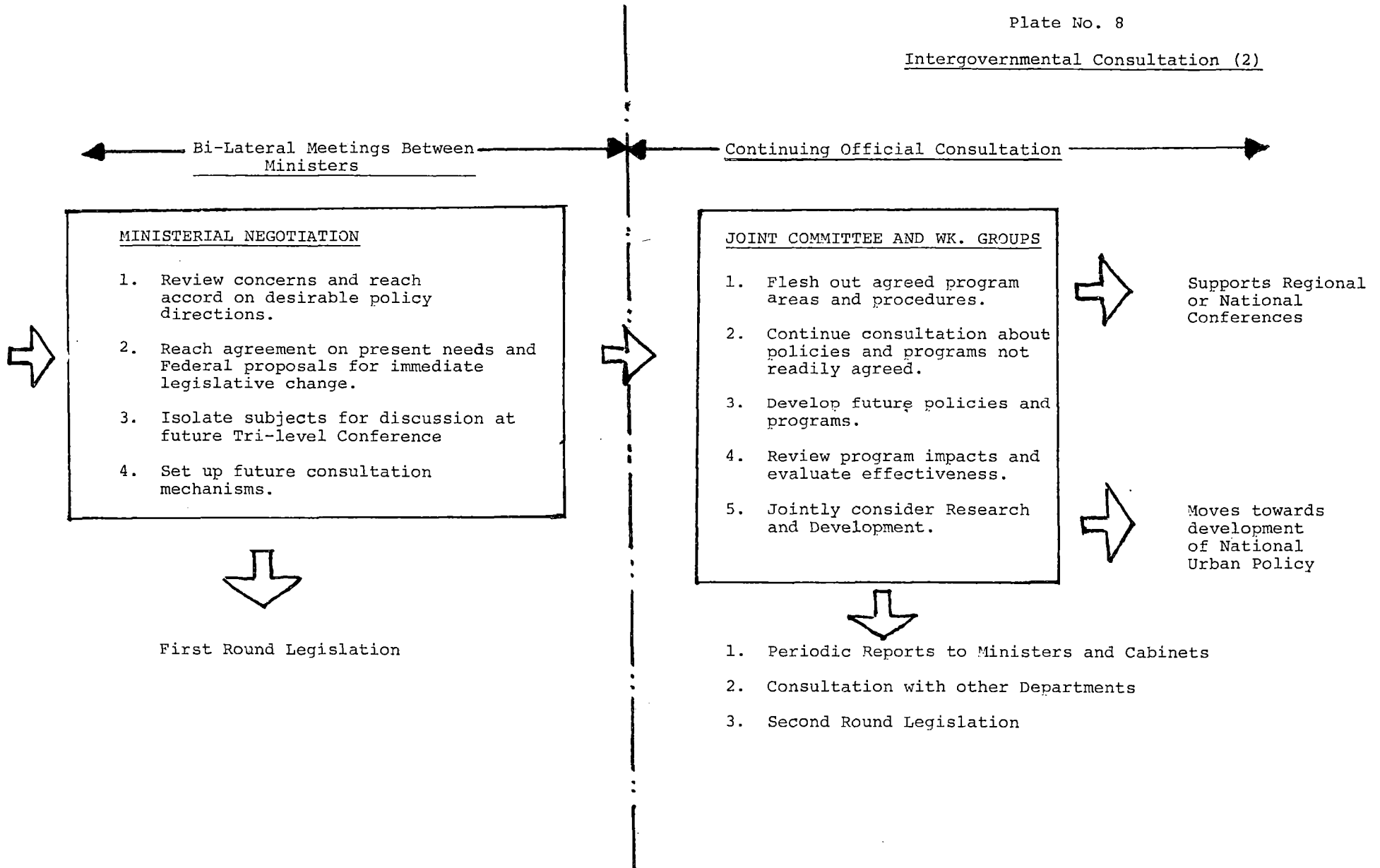
ANALYSIS



FINAL REVIEW



Intergovernmental Consultation (2)



C O N S U L T A T I O N S C H E D U L E

Following Cabinet Approval

CABINET APPROVAL

March 1st

Preliminary
Exploration of
ArrangementsFormation of
Four
Consultation
Teams

1

2

3

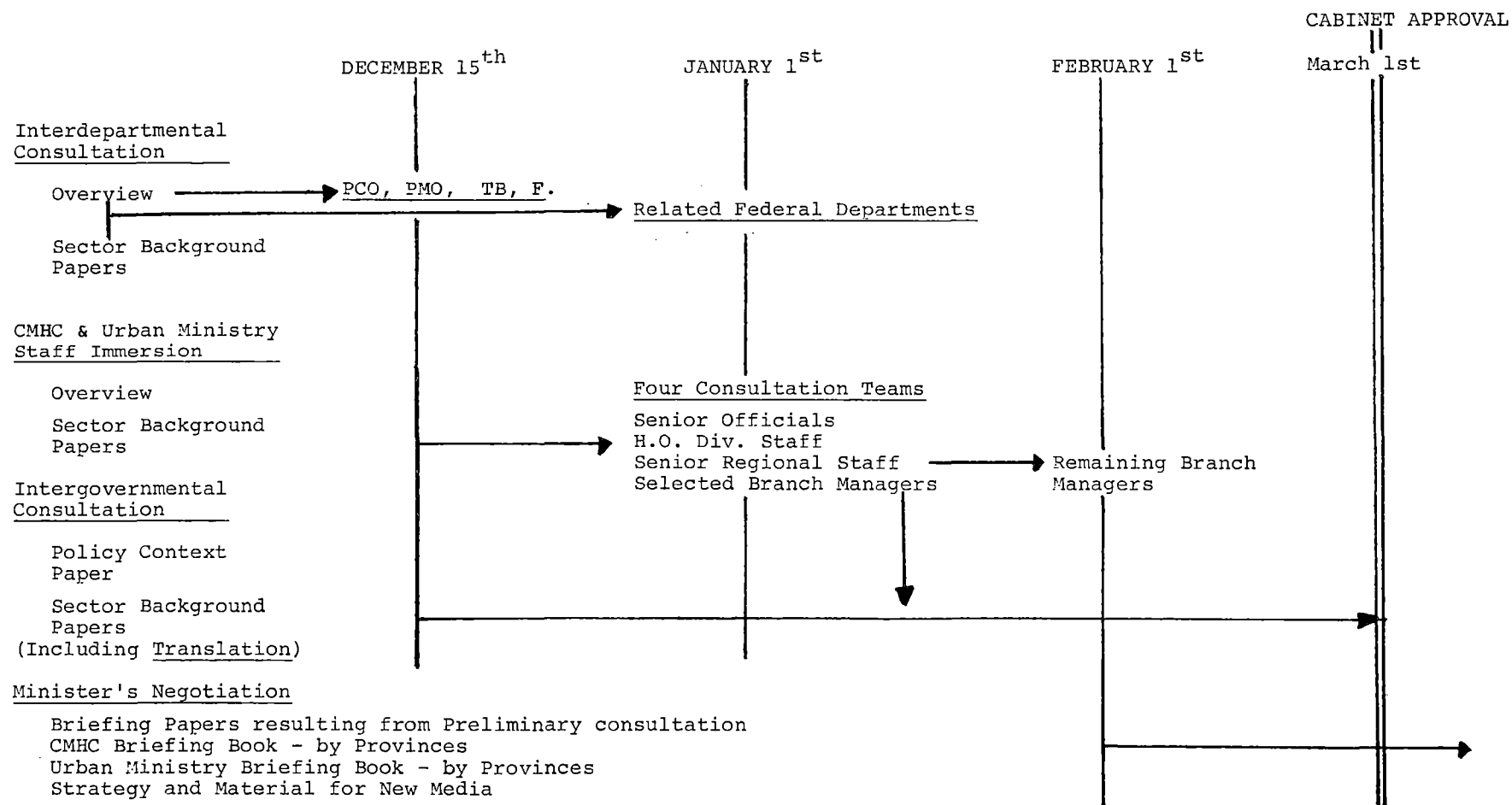
4

WEEK 1.	WEEK 2.	WEEK 3.	WEEK 4.	WEEK 5.	WEEK 6.	WEEK 7.
Arrange Meetings with:						
Newfoundland	GP		M	← Reserve Time →		
P. E. I. GP			M			
Nova Scotia	GP		M			
New Brunswick		GP	M			
Quebec	JC WG	→			JC M	
Ontario	JC WG	→			M	
Manitoba	JC		WG	JC		M
Saskatchewan	JC		WG	JC		M
Alberta	JC	WG		JC	M	
B. C.	JC	WG	JC		M	

NOTE: GP Group Approach - Senior Officials and Working Groups
 JC Joint Committee

M Minister
 WG Working Groups

WORK REQUIREMENTS PRIOR TO CABINET APPROVAL



NEWFOUNDLANDOVERVIEW

As with all the Atlantic provinces, Newfoundland wants to take advantage of any tools and financial assistance measures available to it and this province has been in the forefront.

Newfoundland has a severe provincial debt position and therefore tends to favour the partnership type of public housing program rather than loans to be covered by the issue of debenture. It also wants to benefit from the higher subsidy. On the other hand, land assembly developed under Section 42 is attractive to the province when quick results and little risk is anticipated in smaller communities. Section 40 is attractive when there is to be a large investment of capital or where there is some risk involved.

In general, the province would react against the curtailment of any NHA program, particularly Section 58 which is heavily relied upon. It looks for an expansion of NHA aids on a progressive basis and preferably tailored to relate to local incomes. The province supports increasing government participation in the housing market based on a realization that the private sector in the province is not meeting the needs of the people.

Administratively, it prefers to see the eventual federal involvement as one of a banker, leaving operational

decisions to the provincial and local levels of government. It has been suggested that a good information centre, involving the three levels of government, is urgently needed.

HOUSING

The province has a growing concern about the cost of public housing and is beginning to seek alternatives. This resettlement program has a considerable impact on their overall housing policies.

The province would prefer a major thrust toward rehabilitation as an alternative to public housing. The Newfoundland and Labrador Housing Corporation is interested in the possibility of instituting a mortgage payment supplement (either recoverable or otherwise) to home-owners, sufficient to reduce mortgage payments to an acceptable level for those in certain lower income groups, but this has not as yet been accepted by the Provincial Cabinet. It also tentatively suggested an interest reduction of up to 4% in association with CMHC's assisted home-ownership programs when discussing housing problems with displaced persons from the Blackhead Road urban renewal area.

The province considers that housing problems in Newfoundland cannot be met by conventional means to the same degree as in other parts of Canada as incomes are lower and construction costs are higher. It believes that NHA programs and requirements are often too inflexible to meet the real needs in small communities and rural areas.

The N & L Housing Corp. has suggested on several occasions that the Province would like the Corporation to put up bulk loan funds with which they could service their numerous small communities. The development of co-ops, on a cost-shared basis if necessary, is also being explored.

Newfoundland would like to make shelter loans available where titles to houses are non-existent. Apparently in small communities, legal titles to houses do not exist. The province may be looking for a Part V grant to investigate a system for establishing titles. The province may also approach CMHC for Section 40 financing of these shelter loans.

A special provincial program geared to the homeowner wishing to build his own home has been introduced. Loans are for a maximum of \$6,000 and enable borrowers to purchase basic materials for a house. The construction and requirements are no less stringent than those of CMHC and mortgageable title is required.

REHABILITATION

There is an increasing need for more mortgage money for purchase and rehabilitation of existing homes. Newfoundland would consider cost-sharing arrangements for this purpose and has already offered to reduce mortgage

interest by up to 4% in association with CMHC loans to encourage owners to undertake rehabilitation in the Mundy Pond urban renewal area.

LAND ASSEMBLY

Land assembly, particularly in the area of St. John's, has been an effective tool in controlling land prices. The province wishes to continue the development of land assembly schemes and is interested in the subsidization of serviced lots in small but growing communities in an attempt to avoid having to construct public housing in such areas. A cost-sharing arrangement with the Federal Government has been raised in this regard.

The province has also initiated its own program of assistance to small communities for the purpose of developing lots with minimum service requirements. The loans are for servicing land quickly and are directed at municipalities where it may be difficult to substantiate need under NHA provisions without prolonged negotiations.

Land assembly developed under the lending provisions of Sec. 42C NHA is attractive to the province when quick results and little risk is anticipated. On the other hand, the federal-provincial partnership arrangement under Sec. 40 NHA is favoured when there is a need for a large investment of capital or where some risk or long term holding requirement is involved.

A satellite community is under development at Mount Pearl, 5 miles from downtown St. John's, with funds for basic infrastructure outside the boundary of the community and the industrial part of the development being provided by DREE.

SEWAGE TREATMENT

Newfoundland has suggested that the forgiveness feature of the sewage treatment program should be changed into a conditional feature sensitive to the particular needs of each area (debt position, fiscal capability, extent of servicing needs).

PLANNING

The province provides a planning service to municipalities but this has severe constraints due to lack of resources. The cost of consultant services in special development areas is met in a large measure by DREE.

November 30, 1971.

PRINCE EDWARD ISLANDHOUSING

P.E.I.'s capability in matters related to housing and urban affairs is extremely limited. It depends very heavily on an input from the FRED development plan to support both staff requirements and financial capability. A sum of \$7 million was set aside under the plan to support housing and this is being used to provide: a) Home Improvement Loans up to \$1,000 and b) a grant to low-income purchasers of new dwellings amounting to a maximum of \$4,000 for families having an income not in excess of \$4,000. The province is currently preoccupied in administering these two programs while supporting a modest co-op housing program and endeavouring to put in place a limited number of public housing units. The emphasis is, therefore, largely in the area of home-ownership. Some shell housing is also being built.

New legislation covering Landlord-Tenant relationships has been proposed for introduction in early 1972.

URBAN ASSISTANCE

In terms of urban assistance, the province would probably be anxious to tackle the old residential core of Charlottetown where dwellings are crowded and in poor condition. There is a need for rehabilitation and the replacement of some of the housing stock. A program of spot clearance and progressive redevelopment to keep the

present tenant population in the same area would likely be favoured. The use of public or quasi-public land on the waterfront to provide a first instalment of new housing stock may be a key to this type of operation.

PLANNING

The province and member municipalities have practically no planning capabilities although some effort is being made to make a start on the preparation of outline plans for Summerside and Charlottetown through the involvement of the FRED operation.

LAND ASSEMBLY

A major constraint on development, particularly in the main centre of Charlottetown, is the lack of serviced land. This is aggravated by a lack of accord between local municipalities and the absence of a development policy coupled with a development plan for the area. There is a need for land assembly to overcome these problems.

SEWAGE TREATMENT

Sewage treatment facilities have been generally lacking on the Island and efforts are now being made to catch up. Consequently, there is an expectation that the NHA will continue to provide loans and grants through Part VI B. The provision of trunk services for both sewer and water supplies are needed.

DAY CARE

The Speech from the Throne early in 1971 indicated that the government intended to support pilot projects for Day Care centres.

November, 30 1971

NOVA SCOTIAOVERVIEW

Nova Scotia has made some recent efforts to develop a longer-term housing policy. In the Throne Speech of December 1970, recognition was given to the need for the construction of housing units to provide adequate housing accommodation and increased opportunities for families to own their own homes.

The White Paper on Housing tabled in the legislature in April 1971 gives some indication of provincial attitudes. The emphasis of this document is almost entirely on individual home ownership. The theme running through it is the importance of working with the private sector, with government assuming a complementary or residual role.

The White Paper's emphasis on home ownership reflects current trends in the province toward increasing emphasis on home ownership. Support has been indicated for some form of subsidization to facilitate home ownership for lower income groups although the Provincial Minister has stated that he expects the province to keep active in the financing of public housing.

The Nova Scotia Housing Commission is in the process of adding technical professional staff to increase

competence in policy development and program administration.

The Throne Speech also stated that the government will work towards the integration of social welfare policies and economic development policies to overcome poverty.

HOUSING

Nova Scotia has expressed preference for programs geared to assisted home ownership, and has recently initiated a program of its own. Assisted home ownership is preferred to rental public housing because of the high subsidy levels necessary to operate the projects. And because Nova Scotia Housing Corporation does not want to assume the role of landlord in any extensive way, the province also supports sale of public housing units in keeping with its thrust toward ownership.

The province gives full support to the concept of shell housing, particularly for those earning less than \$5,000. Shell housing is considered a preferable alternative to public housing. The new subsidized home ownership program which provides a 2% interest rebate and allows municipalities to do the same has been tied to shell housing for the present. Municipal response to the program has apparently been poor in some areas of the province. The provincial 7% sales tax on building materials is also rebated to new home owners up to a

maximum of \$500.

Interest has been expressed about a rent supplement program, but no initiative has been taken by the province to date.

Nova Scotia has always been active in the field of cooperative housing. The present thrust in this program is toward joint federal/provincial sharing of losses in relation to an income payment scale adopted under the cooperative housing program.

The province has suggested that the co-op housing program should permit conversion of the units to individual ownership upon completion and occupancy.

The attitude towards native people is that provision for their needs is the responsibility of the Department of Indian Affairs; thus special housing-related programs at a provincial level do not exist, nor are they being contemplated.

The province plans to play an increasing role in the provision of senior citizens' accommodation. It is shifting towards use of Section 40A and 43 of the NHA as rents under the Section 15 program are too high for the majority of senior citizens.

REHABILITATION

The provincial government has no concrete plans

for a rehabilitation program. The Executive Director of the NSHC feels that for most housing, it would be too expensive. However, in view of the existing need for rehabilitation in the province, federal encouragement of rehabilitation might be acceptable, depending on the financing arrangements.

URBAN ASSISTANCE

In the realm of urban assistance, nearly all communities have needs relating to rehabilitation, the provision of community facilities and the spot clearance of derelict structures. A program aimed at such needs would likely receive provincial support. It should be noted, however, that no mention of a rehabilitation program was made in the White Paper on Housing.

PLANNING

The province has built up a planning department which has largely focussed its activity on regional planning and regional needs but progress towards the consolidation of local government is slow. There is some reluctance to press the development of regional government, but rather, to encourage such trends on a evolutionary basis. Consequently, there has been little real progress in the adoption of master plans to guide development.

LAND ASSEMBLY

In the absence of an adequate supply of serviced land for housing the province is making a strong thrust for land assembly and land banking for the future. It is interested in subsidizing lots to stimulate the provision of land for co-ops and similar undertakings. It would also favour conditional loans to private developers for land assembly purposes as the shortage of lots is seen as a barrier to the mounting of an extensive housing program.

The province is also concerned about the servicing component of land assembly and would like an expanded program to make provision for infrastructure development. The Halifax Home Builders' Association has also referred to the unwillingness or inability of local municipalities to provide trunk services.

The provision of municipal services in relation to sewer and water supply trunks and sewage treatment is of serious concern in Nova Scotia. Many small communities cannot develop because of a lack of adequate basic services and an inability to finance them. DREE is providing some massive assistance in this area to supplement the present provisions of the NHA although the administrative arrangements of such multi-government and multi-department activity is complex and difficult. Conflict apparently exists between DREE and the

provincial government.

SEWER LOANS

There is strong reliance on the continuation of present Part VI B, sewage loan arrangements and the introduction of any less favourable arrangements would be met with resistance. Federal aid for infrastructure other than sewage treatment and main trunk projects would be welcome as a "catch-up" program is badly needed.

DAY CARE

A Day Care Services Act was enacted in 1971. In addition to program licensing standards, financial provision is made to assist non-profit organizations under the terms of the Canada Assistance Plan. A sliding fee scale is used to determine the cost to parents and the amount paid by the government.

November 30, 1971

NEW BRUNSWICKOVERVIEW

The provincial Speech from the Throne in March '71 emphasized expansion of the provincial economy and employment opportunities, the establishment of a Cabinet Secretariat for the co-ordination of government policies and programmes as well as the desire to achieve greater citizen participation in government planning and create wider opportunities for social equity for all citizens.

Regional development is the main priority of the government in New Brunswick in its search for substantial financial support to bolster its limited financial capacity. Financial constraints have tended to limit its capacity to develop extensive housing and urban programmes.

One of New Brunswick's main concerns is that it cannot afford its share of federal housing programmes, because of low per capita income and a correspondingly greater need for housing assistance.

The province would like to see federal/provincial cost-sharing agreements based on provincial ability to pay. N.B.'s suggested formula, based on relative per capita income, indicates that while the Federal share in Ontario would be 50%, it would be 86.1% in New Brunswick.

HOUSING

Although New Brunswick has been acquiring land in various locations for future housing, there is growing concern about the annual cost of this programme.

Assisted home-ownership is favoured as an alternative, in this province where the philosophy of home-ownership is strong. The provincial Minister of Municipal Affairs recently indicated that subsidized housing for families and senior citizens would be constructed on a lesser scale than in the past on the basis that "demand was on the decline".

As a direct result of its financial difficulties, N.B. prefers subsidized home ownership to public housing because it constitutes a smaller drain on provincial resources. In order to lower the costs of housing and to facilitate a subsidized home ownership programme, the province proposes that the price of land assembly lots be written down, with the write-down to be shared with the federal government on a 90% federal - 10% provincial basis. The provincial sales tax on building materials has been removed and a second mortgage programme has been introduced providing for loans up to \$5,000 for applicants who cannot fully qualify for CMHC loans. It is estimated that 200 such loans will be made in 1971.

Most of New Brunswick's public housing was done under 42 because it allows greater independence

and because it is cheaper for municipalities. The province would like to have 42 units for sale to tenants, both to reduce subsidy costs and to remove the negative incentive for income improvements that exists in public housing.

More emphasis is likely to be given to cooperative housing schemes and shell housing programmes and the Premier has recently referred to the need to improve the general quality of life as well as commenting on the impact from residents and tenants' association in advising on what is needed to improve housing conditions.

In November, 1971, the Honourable P. Leblanc requested the Regional Superintendent to meet with him and the President of the N.B.H.C. to explain and discuss total rent supplement for the whole province. He now has a committee actively studying the implications of this program for the province.

REHABILITATION

The Premier has indicated that consideration is being given to the introduction of a home improvement programme in 1972. The Province is hopeful of an early announcement of federal legislation for rehabilitation aids as it is thinking in terms of either cost-sharing arrangements or a complementary parallel lending programme involving long term loans at low interest rates.

A large percentage of the Province's housing stock is in need of immediate attention. Because of the problems associated with the older urban areas and because of the financial needs of the province, urban renewal came to be viewed as a source of funds to be tapped as much as possible. As in the case of the other Atlantic provinces it sometimes became a pretext for the financing of municipal services and programmes directed at extensive community based needs were slow to develop.

As DREE has now become involved in infrastructure support attention is now being given to older residential neighbourhoods. The Premier has spoken favourably of the work of citizen groups such as the South End Tenants' Association in Saint John in this connection.

REHABILITATION

The Premier has indicated that consideration is being given to the provision of some form of home improvement assistance to provide long-term financing to families wishing to improve their accommodation.

PLANNING

Outside the main cities planning is extremely weak and has tended to be of a permissive nature. The regional aspects of planning in the Saint John and Moncton

area are as a result of DREE assistance although the provincial Minister of Municipal Affairs, in a recent address, referred to the need for municipal planning within the context of regional plans. The Provincial Planning Act is now being re-written and emphasis will be placed on Regional Planning. The Provincial Government will look to the Federal Government for financial assistance to develop and support regional planning organizations and programmes.

November 30, 1971

A20

QUEBEC

(To Follow)

ONTARIOOVERVIEW

While recognizing a requirement for continuing economic expansion, Ontario has emphasized a concern for the development of values related to the quality of living and responsiveness to the needs of cultural and social objectives of its residents.

The government intends to give increasing attention to balanced transportation systems with emphasis on the total transportation systems of the larger cities and their commuter areas. It also expresses concerns about the problems related to population pressures, urbanization and recreational demands as well as the problems of rural dwellers and the equality of services in rural areas.

Ontario clearly recognizes the need to develop and strengthen its structure of municipal government to deal with future problems in an effective and meaningful way. It has embarked upon an integrated programme of consolidating units of local government, assisting the development of regional government, preparing regional development plans, stimulating economic expansion, coordinating plans and activities of various provincial departments and agencies and assuming the assessment

function relating to real property taxation. In concert with this, is action to modify provincial municipal financial structures to place municipalities in a better position to carry out their responsibilities.

Indicators are that the province would be willing to encourage the involvement of citizens during planning and implementation and to explore means of developing more meaningful techniques to ensure citizen participation as a positive force in community affairs.

In Federal-Provincial matters, Ontario has clearly stated its objection to shared-cost programmes. It would be interested in negotiating a bulk agreement with the federal government relating to NHA matters, similar to that signed by Quebec. It is also sensitive to problems created by the suspension of the former urban renewal programme and tends to look for a commitment of resources over a known period of time for any future programme.

HOUSING

Although there has been a continuing heavy emphasis on the development of public housing in the province, Ontario is becoming concerned about the magnitude of its portfolio and its consequent landlord position. It feels that it has been forced into this

position by the high cost of land and construction and the inability of low income families to house themselves on the open market. Although its own initiatives to develop alternatives have been limited to the sale of HOME lots and a mortgage loan programme directed largely to financing condominium projects, it would likely be willing to seriously consider federal proposals for other measures to relieve the situation. Ontario would also like to expand the sale of public housing where it is appropriate to do so.

The province feels that the processing of housing projects would be more efficient if, following direct negotiations between Ontario Housing and the Ontario regional CMHC office, final decisions could be made at that level.

The province supports the objective of including, in the future publicly sponsored housing, recreational and community facilities commensurate with the size of the project, it is suggested that financing of these facilities should be included in the capital cost of the development. When project size does not warrant such facilities, the province has indicated that it would assist municipalities in the financing and construction of facilities for the larger community.

The Ontario government is interested in experimenting

with aids for native people. In 1970, Ontario initiated its first programme to provide housing for native people. The province gave a \$200,000 grant to Ontario Housing Corporation for the construction of 25 houses for rental or ownership in isolated communities in Northern Ontario. Although the province has no concrete suggestions for changes in the National Housing Act to assist the province in providing such housing, it appears that they will react positively to a CMHC initiative for experimental purposes.

REHABILITATION

There has been interest expressed in rehabilitation aids combined with spot clearance programmes. The recent announcement by the Province of a moratorium on tax increases resulting from residential improvements may stimulate the potential for rehabilitation activity.

The Ontario Association of Mayor and Reeves has also called for a rehabilitation programme and couples this with a call for the adoption and enforcement of by-laws concerned with commercial and industrial premises.

URBAN ASSISTANCE

Since the curtailment of urban renewal activity, provincial officials have been waiting for federal moves rather than developing new approaches; thus, it will

likely be possible to negotiate new program objectives. The province will emphasize the need for long-term commitments to facilitate planning.

Ontario recognizes the need for a review of the former urban renewal program and although officials still tend to argue that it offered the greatest hope for core areas to facilitate central business district development, the view is expressed that clearance should only be undertaken on a selective basis when other measures are clearly inadequate. There is a willingness to become more deeply involved in the neighbourhood rehabilitation process coupled with the involvement of citizens during planning and implementation. The province also intends to insist that municipalities adapt officials plans and adequate development and maintenance controls prior to future funding for urban improvement.

Toronto has de-emphasized clearance programs and is providing for an annual budget of one million dollars for "neighbourhood housekeeping" aimed at community improvement. Rehabilitation on a neighbourhood basis is also being brought into focus in cities such as Ottawa, Hamilton, London, Sault Ste. Marie, etc.

The main demands of Ontario are likely to be for assurance of a continuing program and known financial

contribution over a period of time, possibly five years, to enable the province to plan with and around a stable federal position. The Department of Municipal Affairs is anxiously looking forward to early announcement of the federal urban assistance program so they can arrange complementary programs.

PLANNING

Regional planning in Ontario is of a high order although the associated development of regional governments is meeting difficulties. Planning is dominated, in a large measure, by the provincial government which is taking deliberate steps to direct future growth and requiring that local plans conform with its direction.

LAND ASSEMBLY AND INFRASTRUCTURE

The Ontario government is interested in broadening the scope of the land assembly programme to include land banking and is likely to request federal assistance for the acquisition and control of land in the core areas of new communities.

The province is now assuming a very dominant role in shaping the future development of the Toronto-Centred Region. It intends to use to the full such devices as land-use controls, greenbelt developments,

infrastructure programmes including the location of trunk sewers and hydro lines transportation corridors and the acquisition of substantial land holdings in core areas of new or expanded communities. It has expressed concern about the escalation of land prices and may eventually seek to introduce further measures to affect the market. The recent provincial budget included the sum of twenty million dollars for strategic land purchases and this can be expected to increase in future years. It is likely that Ontario will seek federal assistance to support many of these measures associated with the development of regions undergoing rapid urbanization.

In the light of the current agreement to clean up pollution in the Great Lakes basin, there is a strong expectation that Part VIB, NHA will continue to be a vehicle for federal aid. The forgiveness feature of this section is not so much an incentive for action but rather, is seen as a useful way of reducing municipal borrowing. Its removal would be bound to bring criticism. Most municipalities would like to see federal aid directed also at water supply systems.

DAY CARE CENTRES

Ontario provides substantially aids for the provision of Day Care Centres and provides up to eighty

percent of the required financing (one hundred percent over the winter period in 1971/1972).

November 30, 1971

MANITOBAOVERVIEW

The Speech from the Throne in April, 1971, indicated that Manitoba places a strong emphasis on social concerns and a responsiveness to local citizens' interests in its thrust for economic development and concern for regional disparities. Measures were proposed to assist disadvantaged communities, ease the financial burdens on local government and strengthen the competence and autonomy of local government in urban areas.

Proposals for the urban reorganization of Greater Winnipeg have been implemented with an emphasis on the establishment of community committees and the opportunity for residents to participate in reaching decisions about plans for the community.

The government has underscored its conviction that the Federal Government must participate fully if the modern urban challenge is to be met adequately. It has also criticized the arbitrary rules established to limit federal limitations in financial and programme commitments, particularly in the health, social development and post-secondary education fields. The preference appears to be for provincial priority option grants within agreed programme objectives.

HOUSING

The provincial government considers housing a major priority after the limited initiatives taken by the previous government. The Provincial Housing Corporation has substantially increased its staff and has assumed responsibility for all low-cost housing, suspending municipal participation and responsibility.

Present emphasis is on a massive public housing programme with a target of 21,000 units over 5 years. It is a policy to place public housing throughout the Greater Winnipeg area, to encourage housing and income mix and to provide public housing tenants with needed community facilities.

Although the present emphasis is on public housing and quantity, there is some indication that the province would favour home-ownership oriented programmes. Tentative steps have been taken to develop modest housing for resale to families having incomes between \$5,800 and \$8,500. The sale of public housing has also been suggested with a federal subsidy to assist tenants to achieve ownership. Housing is also required to support the development of northern resource communities and the province will probably look for maximum flexibility under the NHA and a good deal of experimentation including

some form of forgiveness to meet the needs of low income rural families.

Manitoba intends to increase its initial efforts to provide housing for native families through its Remote Housing Programme and is looking for funds to double the programme to 200 units in 1972. The province is interested in experimenting with this type of housing and would welcome federal initiatives. Assistance has been suggested for research and the construction of prototype homes to be built in conjunction with trade school programmes.

Manitoba has initiated a programme of purchasing existing units, both in small centres and in major cities, for occupancy by Métis and Indians. In addition, the Métis people themselves, with provincial and CMHC co-operation, are purchasing and renovating existing units for Métis people. This project was begun under the 1970 special low cost housing programme and has been continued into 1971.

REHABILITATION

In view of the need to conserve existing housing stock, both in Winnipeg and smaller communities, assistance for residential rehabilitation would be welcomed. The Manitoba Housing and Renewal

Corporation is undertaking a small project of rehabilitation in the North Point Douglas area.

URBAN ASSISTANCE

The focus of urban renewal in residential areas in Winnipeg has now turned away from extensive clearance programmes and is centering more on neighbourhood concerns, the need for community facilities and the removal of blighting and non-conforming industries from residential areas. There still remain problems related to major traffic arteries and what to do about old industrial and warehousing buildings in the city centre. There has also been some demonstrated willingness to work with citizen groups in the resolution of these problems. Winnipeg is anxiously awaiting new federal programmes to deal with these problems.

Smaller communities also have needs related to infrastructure support, community facilities and spot clearance etc. In some locations this support is being provided by DREE. In the case of regional service centres facilities may be provided through the PFRA programme for essential basic services.

PLANNING

Planning capability in Greater Winnipeg is adequate but the rest of the province is served only by a very limited provincial service and there is little focus on regional development. There is little commitment to long term regional planning and indeed, this may not be effective until such time as the provision of resources over a long time can be assured.

One criticism of the former urban renewal programme is that federal assistance was not available to develop a plan without a commitment of additional funds for implementation. Many communities outside Winnipeg require a planning service; such a service would make urban renewal studies and schemes unnecessary. The Manitoba government presently provides a planning service but expansion is not feasible due to limited financial resources.

LAND ASSEMBLY AND INFRASTRUCTURE

Although Manitoba has previously shown little initiative in developing land assembly schemes, there are indications that it now proposes to move forward more vigorously, hoping to commit \$6 million in 1972 for a 2-year supply of land for its housing purposes.

The province has also suggested that there should be a write-down relating to land acquired in urban renewal areas and that land required by the province for its own use should be sold at less than market value.

Manitoba anticipates getting into a 10-year programme related to sewage treatment projects and the extension of interceptors, etc. and will be looking for continuing federal assistance in this endeavour.

DAY CARE CENTRES etc.

The Speech from the Throne indicated that initiatives would be taken to develop a Day Care Centre service as well as increased attention to the needs of the elderly and infirm.

November 30, 1971.

SASKATCHEWANOVERVIEW

The new government has not yet developed any firm housing policy although this is now under review.

Uncertainties about the level of general economic activity and the exodus of residents in the labour force are the priority concern of the moment. In this regard, the provincial government is looking for all possible assistance from federal sources and there may be a desire to step up the housing program to provide employment opportunities.

Traditionally, Saskatchewan has relied very heavily on federal initiatives and leadership both in the development of policies and program operation. Consequently, it has relied very heavily on the partnership style of operation and has not built up its own staff capabilities which are limited. Consideration may now be given to the creation of a provincial housing corporation.

The government has pledged to support the family farm and the small service center communities. It can also be expected to be more socially oriented.

HOUSING

Because of the success of the assisted home ownership program, home ownership tenure appears to be preferred. The provincial program to provide a grant of \$500 for new home owners has now been extended to May 31, 1972. In view of the good results obtained from this, public housing projects are not being pressed. There is some indication that legislation providing for interest subsidies may be introduced in 1972. Housing for senior citizens remains a concern of the new government and policy is under review.

A Cabinet committee is considering ways and means of stimulating cooperative housing in major centers as well as the small centers.

The new government appears to be more receptive to programs being developed by the Métis Association. There appears to be more sympathy towards citizens groups generally but there is no evidence to date suggesting that financial support will be provided.

REHABILITATION

In the light of the governments concern for the quality of life, stabilization of rural

communities and a desire to halt the outward migration of its residence, a program aimed at residential rehabilitation would likely be supported.

URBAN ASSISTANCE

For the same reasons, a Community Assistance program would also find favour. Most communities in Saskatchewan do not need urban renewal and the emphasis is more likely to be placed on community revitalization.

Because of the often unplanned growth that occurs in resource areas in the province, Saskatchewan would welcome assistance in promoting the design and development of new town sites.

PLANNING

The province has a limited planning capability and has suggested that CMHC should provide assistance for the preparation of regional plans for physical development and for the administrative services required to implement the plans. A new planning act is in the process of being drafted. Individual communities also require resources to carry out community wide planning. Saskatchewan also wants funds for land use and transportation studies and to acquire transportation corridors.

LAND ASSEMBLY

There has traditionally been a heavy public involvement in the supply of serviced land and this thrust is expected to continue although not many new land assembly projects are expected in the immediate future. Section 42 is preferred as negotiations are less cumbersome.

DAY CARE

Regulations governing day care services were consolidated under the Child Welfare Act in July 1970. The province may provide financial support to licensed centers which offer day care services for periods of not less than nine hours per day and not less than five days per week.

November 30, 1971

ALBERTAOVERVIEW

The new government in Alberta has not yet given any indication of new policy directions and, for the moment at least, is tending to maintain the status-quo. It is probably likely to reflect a more liberal approach to urban concerns and be willing to experiment in social change. The Premier has indicated that he intends to establish a ministry of inter-governmental affairs to create initiatives in federal-provincial relations as well as revising other government structures and encouraging public hearings on important matters.

To understand and cope with the forces that threaten the quality of rural and urban life, the province and 10 of its cities have sponsored "The Task Force on Urbanization and the Future". The function of this task force is to bring together interested groups to develop solutions to problems associated with urbanization and to consider the resulting quality of urban and rural life in Alberta. The work of the Task Force will be carried out by Task Committees. Each committee will study one of the following problem areas; regional planning effectiveness, potentials of smaller cities and towns, urban form and urban government effectiveness and suggest solutions to appropriate governments and organizations. The work of the Task Force will continue until March 31, 1974.

The new Minister responsible for Housing, the Hon. Dave Russel is an architect and has expressed interest in diversifying land use, limiting property tax, Indian and Metis housing, preserving small communities and the impact on the urban scene of major traffic arteries.

HOUSING

Alberta has always had strong tendencies to favour home-ownership but admits that public housing may be necessary in large cities. Because of increasing costs and resultant rentals, more requests for senior citizen housing are expected under the public housing sections of the NHA. It would prefer to sell its current stock of public housing to tenants as soon as possible. A provincial programme provides a 2% interest rebate coupled with CMHC's assisted home-ownership programme. A residual lending programme was also introduced to provide mortgage loans up to \$18,000 where financing could not be obtained from private lenders or CMHC. This was particularly directed at northern rural areas.

The province has been moving towards strong support for assisted home-ownership as an alternative to public housing and as a measure to encourage integration of low-income families into the community. It would also favour a programme of rent supplements to this end.

There has also been strong emphasis on the need for

special housing measures to support social and economic development in the northern parts of the province, especially as they relate to Indian and Metis people. The varied nature of federal support for housing native peoples has always been of concern to provincial officials.

REHABILITATION

Alberta has initiated a home improvement programme of its own, up to a maximum of \$6,000.

URBAN ASSISTANCE

Concern about urban assistance has tended to focus on neighbourhood revitalization rather than clearance programmes. Edmonton and Calgary are both showing initiatives in this area and Edmonton, in particular, has deliberately set out to work directly with local residents in preparing plans. The new government appears to be going along with these schemes.

PLANNING

Alberta has strong provincial and regional planning services and both major cities have effective planning staffs.

LAND ASSEMBLY AND INFRASTRUCTURE

Land banking, particularly around strong growth points has been seen as desirable, including some form of assistance for transportation corridors to encourage the development of satellite communities.

November 30, 1971

BRITISH COLUMBIAOVERVIEW

British Columbia has traditionally maintained a strong stance of independence in relation to federal programs. Although it allows municipalities to utilize NHA facilities, the province itself does not actually promote public housing or urban renewal. Private enterprise receives the strongest support.

Federal-provincial relations tend to be cool in the light of the province's prosperity. There is also some evidence of a lack of rapport between major cities and the provincial government and some distrust between them. Consequently, the provincial government tends to resist direct federal contact with municipalities. The current political system appears to place more emphasis on rural rather than urban needs.

Provincial priorities are largely concerned with fostering industrial growth with emphasis on highway, rail and power developments, etc., although references were made in the Speech from the Throne in January, 1971, to the government's concern for measures to improve the environment and support for social services.

HOUSING

There is a strong orientation towards private enterprise and home-ownership programs. The province makes substantial grants in this connection, including grants for

senior citizens' accommodation and rest homes. The initiative for the development of public housing and land assembly is left entirely to the municipalities rather than on real housing needs on a provincial basis. Municipalities, in turn, have been criticized for standing in the way of housing developments for low and moderate income families and again, municipal attitudes tend to favour a private enterprise approach backed, if necessary, by governmental subsidies. A broader approach to publicly-assisted housing programs may develop in the Greater Vancouver Regional District as a result of its assumption of housing responsibilities from member municipalities. In contradiction to the general provincial attitude, the province has set a target of 1,000 public housing units for 1972 although some municipalities may be resisting this thrust.

The province sees no need to devise special housing programs for native people, holding the view that they should be treated as ordinary citizens. It has shown a willingness, however, to cooperate with pilot projects initiated at the federal level.

REHABILITATION

Residential and environmental rehabilitation programs are likely to be favoured by the Province but not promoted. Projects have always to be considered on their merits.

URBAN ASSISTANCE

The view in B.C. has been that urban renewal is a less pressing problem than urban development. The money obtained for urban renewal purposes was therefore channeled into providing needed services with less emphasis on housing renewal. After the demise of the Municipal Development and Loan Fund which provided funds (with a forgiveness factor) for community wide services, the municipalities considered U.R. as an alternative source of funds. British Columbia suggests that urban renewal money could have been put to better use in financing services to reduce both land and service costs.

British Columbia is interested in seeing a program for community assistance with guidelines that are flexible enough that the municipality could manipulate them to suit their particular needs. The main cities tend to foresee higher density development forms as characteristic of the future but carefully balanced by appropriate amenities and community services. Federal aid directed towards the provision of these services would be welcomed.

Vancouver has been developing alternatives to earlier programs of clearance and redevelopment and is focusing its attention on neighbourhood projects with some element of conservation, although doubt exists about the validity of attempting this in areas where it cannot be done economically and where pressures for change already exist.

PLANNING

Development on the basis of regional districts tends to be permissive, and although the Vancouver and Victoria Regional Districts are building a strong planning capability, the provincial planning requires support. Emphasis tends to be placed on new development although problems of urban sprawl continue to abound, aggravating servicing problems and creating demands for infrastructure in municipalities with debt structure problems. Comprehensive development is also hampered by local politics and a disinclination to honour plans.

There is a great need in the province for a planning capability in smaller communities. Some (minimal) planning aid, provided by the Department of Municipal Affairs. The problem seems to be that the smaller communities are not interested in taking advantage of this assistance.

LAND ASSEMBLY AND INFRASTRUCTURE

Reservations exist, at the provincial level, about direct federal loans to municipalities for land assembly purposes. It is felt that this procedure puts pressure on councils to undertake impractical projects as the municipality is prone to take whatever money it can get; this produces a strain on the province as it controls the capital debts of the municipalities.

The province would probably favour aids directed

to the extension of trunk services rather than direct public involvement in land development through the device of land assembly. Aids for transportation corridors might also be welcomed within this pattern.

There has been a general neglect of sewage treatment facilities for many years and the provincial government is now pressing strongly for clearing the backlog by 1975. This may cost about \$80 million and there is an expectation that Part VIB, NHA, will continue to support this endeavour.

DAY CARE CENTRES

B.C. has day care legislation in the form of the Community Care Licensing Act of 1969 which covers a wide range of care facilities. The province pays costs of day care services for children of persons in need at any licensed centre and in addition contributes to the cost of servicing all children at centres operated by non-profit groups.

November 30, 1971.