

NHA POLICIES AND PROGRAMS FOR THE SEVENTIES

VOLUME 3

Urban Assistance Policy



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

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SUMMARY

INTRODUCTION

The problem of urban change, of the growth and deterioration of cities, has come to be widely recognized. In fact, during the past year and a half, the Minister has expressed the Federal government's concern about urban problems and he has advanced the concept of an "Urban Policy for Canada" -- a national consensus about the future of our cities as a basis for planning that future. The proposals for Federal assistance to the cities and towns via the NHA outlined in this paper are important as immediate practical steps in what may be a longer term approach to urban change. They are also "hypotheses" about the urban system which may contribute to such an approach.

Further to this, a framework for urban assistance policies rests on the following assumptions:

- (1) in the urban assistance field we need action and an overall rationale simultaneously;
- (2) given the diversity of interests and perceptions involved, an overall rationale and set of objectives can in the foreseeable future consist only of a "minimum common program", i.e. what can be agreed upon by the major actors concerned;
- (3) because of the limited talent, skills, resources and will, at all levels of government, a "staging" of increased control over urban forces is needed;
- (4) governments can have only limited effects on the basic direction of society. Governments themselves are subject to the prevailing value systems and contradictions of society even more than other sectors are;
- (5) the institutions of government need to be reshaped as well as the programs they provide. In fact, the primary crisis of urban change in Canada seems to be that present institutional arrangements are no longer capable of bearing the weight of demands being placed upon them.

Although there are obviously limitations of current information and analysis, it is possible to shape an urban assistance policy to promote certain strategic objectives for the decade. The following objectives have been identified:

- (1) To promote government innovation, to increase the level of urban democracy, to develop the capacities of urban institutions.
- (2) To promote a shift away from current patterns and process of urban region development and decline which are proving costly and to create alternative technologies, processes and systems to those of the present.
- (3) To increase national control over the macro-determinants of urbanization -- economic development, transportation, technological innovation, immigration, etc.

Since the phasing out of urban renewal in 1969, various important trends and events have produced a somewhat different policy environment for urban assistance measures:

- * The Federal government has become increasingly involved with the provision of new units of low income housing;
- * The Federal government has also committed itself to a new and presumably broader urban role, and to the increased coordination of its effects on urban centres;
- * In the cities themselves, citizen organizations on a wide range of issues, and composed of income groups not normally given to activism, have sprung up;
- * In Canada many professional urbanists have forsaken previous notions about comprehensive planning in favour of a more "interest-based", tactical concept, or in favour of systems concepts;
- * A variety of factors have moved values in the direction of conserving residential areas near the core.

Although some aspects of the policy environment have changed, others remain that presented difficulties in the past and will continue to do so.

For example:

- * Provincial planning capabilities remain relatively underdeveloped in several of the provinces. Any new programs will need to either contribute to the strengthening of these or relegate them to a formalistic role;

- * Municipal zoning and development politics can be expected to continue in present patterns for some time to come, although contrary pressures appear to be mounting in some centres;
- * While a "learning process" undoubtedly took place for all major interests concerned in the wake of urban renewal, how valid, extensive, and long-lasting this is in terms of resolve not to repeat difficulties, remains to be seen;
- * The emergence of relatively strong citizen group politics in many centres does not mean that such groups are capable of fully participating in planning, nor that they will be allowed to do so;
- * Varying perceptions of what is needed now, of what is wanted -- money, power, improved conditions, etc., will persist.

Within the new trends and existing problems that comprise the policy environment, there are certain key problems and pressures which must be dealt with, as minimum requirements of any urban assistance policy. Briefly stated these include:

- (1) The need for assistance for physical rehabilitation of dwellings;
- (2) Provision for mandatory citizen involvement in planning;
- (3) Avoidance of the tendency to unnecessarily designate "blighted areas" (a major source of citizen discontent);
- (4) The need to avoid creating increased costs to municipalities;
- (5) Application of leverage to deal with underlying causes of urban deterioration and discontent as well as symptoms;
- (6) Provision of a firm set of minimum Federal objectives and a vehicle for consultation;
- (7) Control of Federal costs;
- (8) A need to relate to other Ministry and CMHC policies and programs;

- (9) Provision for a suitable strategy to deal with the specific concerns of interests involved and difficulties generated by the cancellation of the urban renewal program.

PROGRAMS

Within a definition of urban assistance as including aids to central cities, to urban regions, and to the governments of both, the following program concepts have been developed.

A. In-City Programs

These programs aim to compensate for the shortcomings of urban renewal with respect to the need to conserve and rehabilitate stable and transitional areas of central cities and smaller centres, to promote human scale amenities in downtown redevelopment, and to revitalize non-residential areas which are in decline. Specifically, there are three programs:

- (1) Community Assistance Program
- (2) Urban Amenities Program
- (3) Non-Residential Areas Revitalization Program

B. Urban Region Programs

These programs aim at new urban region growth by encouraging and assisting provinces in developing urban region planning including the creation of new communities. Specifically, there are three programs:

- (1) Urban Region Planning Assistance
- (2) New Communities Planning Assistance
- (3) New Communities Land and Servicing Assistance

C. Institutional Assistance Programs

These programs aim to improve the capability of urban governments and important non-governmental agencies at all levels to cope with emerging prob-

lems and programs. Specifically, there are three programs and a Federal initiation process, respectively:

- (1) Urban Management and Manpower Assistance
- (2) Municipal Research and Development
- (3) Urban Demonstration Program
- (4) Assistance to Create an Urban Information System

A. IN-CITY PROGRAMS:

Objective: To replace urban renewal

1. Community Assistance

The target areas for this program are primarily older residential areas of cities occupied by low and middle income people and smaller centres of under 20,000 population.

The operational objectives of this program are:

- (a) To transfer resources to municipalities via the provinces for improvement of the physical fabric of the central city residential areas and smaller communities on condition that they adopt certain processes for defining needs, objectives, priorities and modes of action.
- (b) To provide for mandatory citizen involvement in the process of setting priorities within selected areas.
- (c) To limit ahead of time the costs to the Federal government.
- (d) To detach the Federal government as much as possible from the detailed administration of projects.
- (e) To limit the use of expropriation power strictly to individual sites for definable and agreed upon purposes.
- (f) To support and encourage locally developed initiatives underway prior to program announcement.

- (g) To provide for a regular monitoring and evaluation process which checks performance against objectives and avoids abuses of program funds.

The program elements include:

(a) Planning Assistance for:

- municipal needs and resources surveys
- citizen planning activity
- municipal site offices
- training of municipal staff
- conduct of planning process

(b) Rehabilitation Assistance for:

- housing rehabilitation
- non-residential rehabilitation and conversion
- spot acquisition and clearance
- temporary relocation
- removal of noxious, non-conforming uses
- technical advice
- preparation and enforcement of standards
- housing condition surveys
- staff training

(c) Basic Infrastructure Assistance for:

- rehabilitation of local streets, sewers, sidewalks
- upgrading of sewers and parking facilities for future redevelopment

(d) Community Facilities and Relocation Assistance for:

- multi-service centres
- open space
- relocation assistance for dislocated people

The proposed planning process within community assistance is a tactical approach in which action and planning can proceed simultaneously. The basic principles of this approach are:

- * Municipalities and area residents are jointly involved.
- * The two parties operate on the basis of a "minimum common program;" they do as much as they can jointly agree upon.

- * Agreements and funding arrangements are embodied in a "phased contract" in which a known dollar amount over a known time frame is subject to successive action plans.

Areas for action can be chosen in a number of ways. The basic options are:

- (a) Area designation as in urban renewal;
- (b) On the basis of resident proposals for action;
- (c) By specific components of a city-wide plan;
- (d) By entire municipality.

To ensure citizen participation, it is proposed that planning funds be provided to citizens according to a two step process:

- (a) On an initial "seed" money basis to groups intending to develop proposals.
- (b) Subsequently, to citizens via the municipality as joint action develops - with recourse by citizens to direct federal or provincial assistance.

The models for citizen involvement should be subject to agreement by provinces and municipalities, and can vary according to the needs of selected areas.

The two basic options for provincial-municipal financial participation are:

- (a) A shared-cost program
- (b) Bloc grants and loans without shared cost requirement.

The proposed direction for funding of Community Assistance is option (b) with:

- i) variable provincial-municipal contribution, committed prior to Federal funding to a project for the non-infrastructure portions of the program elements;
- ii) infrastructure rehabilitation elements to be supported on a 50% grant basis, with a possible further 50% loan at CMHC discretion;
- iii) sewer and parking facilities upgrading to be supported on a 90% loan basis, and to be individually checked by CMHC along current lines;

- iv) a 1 year period for an evaluation moratorium, after the 5 year allocation of funds has expired;
- v) total amount of funds for the 5 year period to be stated in the legislation.

With respect to CMHC resources, they are to be provided, on invitation, to all levels, with the understanding that CMHC be reimbursed for operating costs.

2. Urban Amenities Program (Pilot Basis)

The primary target is the central city redevelopment area where pressures of growth threaten to reduce the availability of urban amenities - especially open space.

The program objectives include:

- (a) to encourage municipalities to provide an increased level of public amenities in the form of parks, malls, pedestrian walks and along-street furniture;
- (b) support improvement of commercial and institutional areas of cities as a result of private/public cooperation.

A small pilot program is envisaged initially to illustrate the potential of a longer term approach to upgrading amenities.

The program elements include:

- (a) Federal grants to municipalities for planning and for 25% of the cost of implementing pedestrian walks and malls, parks, courtyards and along-street beautification program supported by private interests.
- (b) Loans to commercial establishments for improvement of the exteriors of their premises.

3. Non Residential Areas Revitalization (Pilot Basis)

The target areas for this program are non-residential sites contiguous to the core areas of cities and towns whose acquisition and conversion or rehabilitation is critical from the point of view of wider area improvement.

The objectives of this pilot program are:

- (a) To support the development of plans for preservation or conversion of non-residential buildings into commercial or residential uses, and the comprehensive redevelopment of non-residential sites.
- (b) To assist affected industrial, institutional, commercial and other concerns with relocation to other parts of the urban region when this is occasioned by the program.
- (c) To assist employees of such concerns with readjustment where necessary.
- (d) To encourage the re-use of suitable non-residential sites for low and moderate income housing and for urban amenities.

The program elements include:

- (a) Limited grants as planning assistance.
- (b) Grants for employee relocation, where appropriate.
- (c) 90% loan, on pilot basis, to municipalities for acquisition, clearance and rehabilitation/conversion of critical non-residential sites.
- (d) 25% "forgiveness" for land acquired and subsequently used as open space amenities or low income housing.

This program can be linked to the urban amenities proposals. One or two small projects are contemplated for the first year of operation.

B. URBAN REGION PROGRAMS:

1. Urban Region Planning Assistance

The important points to be made about this program include:

- * Intended primarily for 26 non-DREE urban areas. Assistance could be given in DREE areas subject to interdepartmental negotiations.

- * Assistance offered according to "state of the art" in target areas. Purpose is to pick up initiatives where they originate. Aid geared to development of planning process. Planning design assistance could be made available for prototype plans of potentially wider applicability.
- * Key objectives include the involvement of regional residents in the planning process and use of urban region programs as a mechanism for tri-level policy and program development.
- * Basic funding options are (a) a shared cost basis, (b) up to 100% Federal contribution for only certain aspects of the planning process.

2. New Communities Planning Assistance

This program has the following features:

- * Intended primarily for 26 non-DREE urban areas. Assistance could be given in DREE areas subject to interdepartmental negotiation.
- * Overall role of Federal government in new communities envisaged as research and conceptual leadership, assistance for land assembly, utilities and social capital, and legislation for the establishment of a network of Federal-Provincial urban development banks.
- * Assistance would be made available for all types of new community development. Planning process and planning design assistance offered. Aimed primarily at public adventures into pilot new communities.
- * Funding options include a shared-cost basis or up to 100% Federal contributions for all or certain elements of plan. Provision of up to 100% of the costs of planning new cities in northern areas is suggested. Otherwise, new communities planning assistance offered only within context of an existing urban region plan.

3. New Communities Lands and Servicing Assistance
(Pilot basis)

Here, the program consists of:

- * Provision of loans for land acquisition and servicing within the context of a new community development plan. These could be offered for all required land or for core area lands only.
- * Provision of loans for acquiring and preparing land to be used in linking pilot new communities to existing centres via rapid transit corridors, and in the context of a regional transportation plan.

In regard to this program:

- * Loan amounts and terms can be similar to those for land assembly except for the inclusion of a forgiveness feature for public use lands in new communities.
- * Assistance could eventually be extended beyond pilot basis to include all new community developments in the context of a growth decentralization policy.
- * While it is intended primarily for 26 non-DREE urban areas, assistance could be given in DREE areas subject to inter-departmental negotiation.

C. INSTITUTIONAL ASSISTANCE PROGRAMS:

1. Urban Management and Manpower Assistance

(a) Items fundable under this program include:

- i) citizen review commissions of government needs;
- ii) urban management institutes;
- iii) fellowships;
- iv) internships;
- v) training programs for senior management;
- vi) manpower requirement studies;
- vii) policy planning studies;
- viii) intergovernmental exchanges of employees.

(b) Assistance could be provided on a shared-cost basis with provinces on some of these with a 100% Federal contribution on others.

2. Municipal Research and Development

- * Basic objective is to encourage municipalities to get involved in R & D projects, of potentially wider applicability, and especially those related to NHA activity.
- * Funds would also be available for publication and distribution of results of R & D projects and for periodic conferences to exchange views on R & D.

3. Urban Demonstration Program

The major points to be stressed about this program are:

- (a) that its emphasis is on developing Canadian future-oriented solutions to urban problems;
- (b) that Federal resources can be concentrated at one point or that local initiative projects can be promoted;
- (c) that funds would be available both to government and non-government organizations/groups. It could be used to "kick off" other urban assistance programs;
- (d) themes for program could be developed to dovetail with tri-level priorities;
- (e) limited program in term and funds.

4. Canadian Urban Information System

- * This is a Ministerial initiative to bring currently fragmented efforts together.
- * Funds would be available for establishment of a national reference system and pilot local information systems.

LEGISLATIVE IMPLICATIONS

The following will be required if all items described are adopted:

1. In-City Programs (Revised Part)

- (a) Amendment of Section 23 to impose a statutory limit on urban renewal or alternatively to substantially modify its provisions;
- (b) Section to deal with Community Assistance, unless a "modified urban renewal" alternative is chosen;
- (c) Section - Urban Amenities
- (d) Section - Non-residential Areas Revitalization.

In addition, a section or sections in another part of the Act would cover unit rehabilitation assistance.

2. Urban Region Programs - (New Part)

- (a) Section - Urban Region Planning Assistance
- (b) Section - New Communities Planning Assistance
- (c) Section - New Communities Lands and Servicing Assistance.

3. Institutional Assistance Programs (New Part)

- (a) Section - Urban Management and Manpower Assistance
- (b) Section - Municipal Research and Development
- (c) Section - Urban Demonstration Program.

BUDGET 1972-73

This is the initial budget for the programs outlined. It should be noted that supplementary funds would be required to cover the following items: rehabilitation assistance, urban demonstration program, new community land and servicing program.

Item	Projected Commitments			Notes
Federal Urban Assistance Framework	(Operating costs)	\$.2M		Ministry and/or CMHC operating budget, i.e. Information Division
Community Assistance Program	Grants Loans	\$10 \$ 7	M M	Provided for in 1971-72 CMHC "B" Budget.
Non-Residential Revitalization Program	Grants Loans	\$ \$ 5	.6M M	Additional non-budgetary funds may be required. Grant funds allocated under urban assistance budget.
Urban Amenities Program	Grants Loans	\$ \$.3M .1M	Allocated under urban assistance budget for 1972.
New Communities Program Phase I*	Grants Loans	\$ \$ 4	.7M M	Allocated under urban assistance budget for '72.
(Rehabilitation Assistance Program)	Grants Loans	\$15 \$15	M M	Supplementary Budget required.
Urban Region Planning Assistance	Grants	\$.9M	Allocated under urban assistance Budget for 1972.
Municipal Management & Manpower Assistance Program	Grants (Operating costs)	\$ 1	M .1M	Allocated under urban assistance Budget for 1972

* New Communities Program, Phase I includes \$.7M for planning assistance and \$4M for land and servicing loans where suitable plans already exist.

Municipal R & D Assist- ance Program	Grants	\$.4M	Allocated under urban assistance budget for 1972
	Loans	\$.1M	
Urban Demon- stration Program	Grants	\$10	M	Supplementary Budget required
National Urban Information System	Grants	\$.9M	Allocated under urban assistance budget for 1972
	Operating costs			

PRESENT
"B" BUDGET

TOTAL	GRANTS	\$39.8M	18.1
TOTAL	LOANS	\$34.1M	12.1
TOTAL	OPERATING COSTS	\$.3M	N.A.

IMPLEMENTATION

In order to implement the proposed programs successfully, the following need to be performed:

- * detailed analysis of potential areas for program impact across Canada;
- * review of "on-deck" urban renewal projects and formulation of a detailed response to these;
- * development of a plan for public explanation of the policies and programs and for detailed briefing of those who may be involved in delivery - renewal officials, consultants, branch office staff;
- * development of a plan for further advancement of delivery capabilities - both CMHC and external;
- * creation of evaluation mechanisms and methods, including information collection processes.

I. OBJECTIVES

The Policy Planning Division established the Urban Assistance Team in order to undertake the essential task which arises with all consultant research - its review and translation into rather immediately applicable end products. Drawing on the resource documents prepared by the Urban Assistance Research Group and on related information as required, the Team has sought to provide policy alternatives for a "first phase" of NHA amendment, along with associated budgetary and strategic implications.

Early in its work, the Team sought to define what the more specific "objects of the exercise" were as far as its work was concerned. The following were identified as essential:

- * to arrive at a common understanding of what was meant by the term "urban assistance" - to establish the ground rules for discussion;

- * to assess the relative feasibility of the proposals produced by the Urban Assistance Research Group and to note the points at which their work and ours diverged;

- * to establish the "minimum requirements" of the situation and thus the minimum requirements of an urban assistance policy and programs, conceptually, politically, and operationally;

- * further to produce an "explanatory framework" for the factors giving rise to the need for assistance and to illustrate how these would evolve over time;

- * in more particular terms, to identify the rationale for and limits of Federal government involvement in the provision of such assistance, constitutionally and programmatically;

- * to devise policies and programs which would meet the requirement of deliverability, which would recognize that many forces, institutions and individuals have been at work on the problems of the cities and that the former must be considered, shaped, related to, and in some cases, mobilized. We are not operating in a vacuum conceptually, socially, or organizationally.

The organization of the remainder of the paper largely follows the above list. In this section, we deal with the definition of urban assistance, a review of the Research Group's report, and the "minimum requirements" for urban assistance programs.

In Chapter II, we cover what would, in effect be the "Background" and "Factors" sections of a submission to Cabinet - developing an explanatory framework for urban assistance measures.

In Chapter III, we move into discussion of the first set of alternatives which have been identified - those associated with the rationale and scope for Federal urban assistance.

The remaining parts of the paper present and discuss alternatives, and within these, options, for workable, future-oriented programs and their implementation.

A. DEFINITION OF URBAN ASSISTANCE

The Team recognizes that perhaps the initial conception of urban assistance was that of a socially-oriented replacement for urban renewal. The term "assistance" suggests something broader in concept, more flexible in objectives, possibly less value-laden than the term "renewal". The latter word is closely associated with older areas of cities, with the removal of "blight", and with the physical change of the urban fabric.

But by adopting the notion of "assistance", we have opened the way for a variety of interpretations as to scope, intent, and nature of the program or programs involved. Does every Federal measure which provides funds to cities - to centres over 20,000 or so qualify? Are forms of assistance other than funds included - advice, information, political support, etc.?

The approach generally taken by the group involved was that urban assistance should cover the range of Federal via CMHC programs geared to aid for existing urban regions across Canada. Clearly, CMHC is the main present program delivery instrument of the Minister of State for Urban Affairs. All Federal programs which provide resources to the cities might be included but such a definition is hopelessly broad for current purposes. Ultimately we may be able - through interdepartmental and intergovernmental co-ordination - to move toward a concept of Federal urban

resources. But this process would appear to be clearly within the ambit of the Ministry via the Secretariat rather than via CMHC.

Within this organizational definition of the term, the team identified a number of specific types of programs which could be included:

- (1) urban region planning assistance;
- (2) new communities assistance - planning and implementation;
- (3) urban information assistance;
- (4) assistance for research and development on problems of urban communities;
- (5) sewage treatment loans, and;
- (6) land assembly loans - both as they affect central cities and new community development;
- (7) assistance for Central Business District re-development, for revitalization of non-residential areas, in cities and towns;
- (8) assistance for the provision of amenities in urban communities, for example, open space;
- (9) assistance with municipal finances - via transfers of funds, loans or centralized debenture marketing;
- (10) assistance with municipal management and manpower development;
- (11) assistance for "neighbourhood" and community level areas of cities and towns - of roughly 5,000[±] and 20,000[±] population;
- (12) assistance for rehabilitation of dwelling units as it takes place within a community-wide or city-wide planning and improvement context;
- (13) assistance for smaller communities which, although not strictly "urban" (except within the broad Census definition) may become so, and in any case, fell within the terms of urban renewal provisions.

In its deliberations the team has tended to use "community assistance" to signify aids for residential parts of cities, and for smaller centres.

It is recognized that there is nothing magical in the selection of any particular phrase - each had certain varying connotations for different individuals. We are interested here in working definitions which can be modified when an overall thrust and philosophy has been adopted. For example, the Federation of Mayors, in its most recent brief to the Government spoke of a "National Strategy for Community Development", seeking to break down an urban/rural dichotomy. ^{1.}

B. MINIMUM REQUIREMENTS OF AN URBAN ASSISTANCE POLICY

It was recognized by members of the team that while a great deal might be said and done about and within the rubric of urban assistance, there were certain key problems and pressures which would have to be dealt with if their job was to be a "complete" one. A number of these will be dealt with in somewhat greater depth in the next chapter, but since they form objectives of a sort - answers must be provided - they are listed here;

- * the program announced must respond to the current political realities facing CMHC and the Minister regarding time elapsed for its preparation, tri-level consultation, concern about unemployment, etc.;

- * in more specific terms, and in view of municipal priorities in Montreal and elsewhere, it must provide some form of assistance for the physical rehabilitation of dwellings and their immediate surroundings;

- * in view of the kinds of pressures which helped secure cancellation of urban renewal, it must provide for regular citizen involvement, as a mandatory element of the planning process;

- * it should also, in this regard, generate sufficient momentum to overcome cynicism and fear about Federal intentions in the field;

- * it should deal effectively ahead of time with the cost projections which caused cancellation of urban renewal, control costs to the Federal Government, and

^{1.} April 26, 1971

- * it should avoid if at all possible the most important source of citizen discontent with urban renewal, the designation of "blighted" areas, within which expropriation for private purposes as well as for the traditional public ones was permitted by provincial enabling legislation;

- * it should also avoid creating increased costs to municipalities, in view of their current welfare cost, education cost, and new development cost difficulties;

- * it should attempt to apply leverage to the underlying causes of urban deterioration and discontent, to deal with the structure of the problem as well as with its outward symptoms;

- * it should provide both a firm set of minimum Federal objectives and a vehicle for intergovernmental and interdepartmental co-operation and consultation;

- * it should support other Ministry and CMHC policies and programs, for example, those concerned with low income housing, infrastructure support, aid to citizen groups, day care, etc.;

- * it should provide a suitable strategy for dealing with the specific concerns and difficulties generated by the cancellation of urban renewal - those of the salient interests involved - municipalities with project proposals, renewal officials, consultants, and people in former and present renewal scheme areas. To the extent possible it should "pick up the pieces" in a way which simultaneously communicates the new direction intended and invite sympathetic response to it.

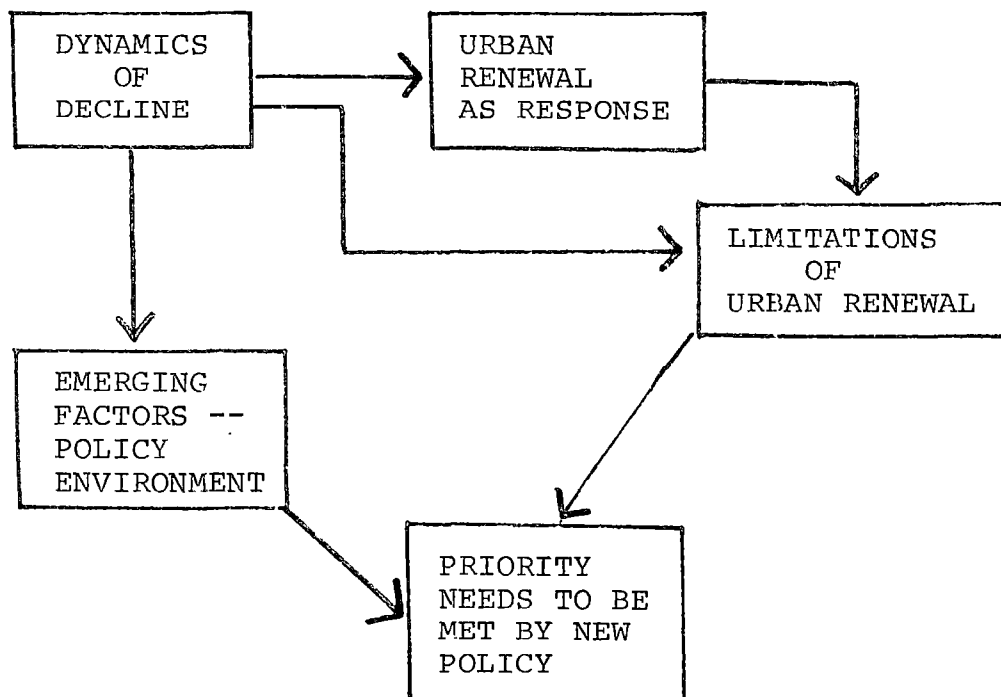
II. FACTORS SHAPING THE IDENTIFICATION AND SELECTION OF ALTERNATIVES

This chapter of the report is concerned with the factors to be considered and issues to be at least in part resolved by the urban assistance policy. In announcing a policy, the Minister and management will, in effect, be saying what their explanation of the problem is as well as how they intend to deal with it. Our discussion of issues and factors takes place in three stages:

* first, we wish to identify the main problems and problem cycles associated with the "decline" of central city areas and the incapacity of governments to arrest that "decline" or to cope with the dynamics of change

* second, and flowing from this, we will examine the salient difficulties and limitations associated with the urban renewal program, not as a recapitulation of the Research Group Volume on the subject, but as a basis for action proposals to follow

* finally, emerging out of this review of problems and issues, general and specific, we seek to draw a picture of the "policy environment" of the new urban assistance activity and to identify the "priority needs" to be addressed by it. The diagram below summarizes the train of thought involved:



Put another way, we are asking and seeking to answer the following questions:

- (1) What has been the problem here?
- (2) What was wrong with the answer we provided before?
- (3) What is new on the horizon since we stopped offering our previous answer?
- (4) To what ends, therefore, should our new answer or answers be directed?

A. THE PROBLEMS OF URBAN "DECLINE" AND URBAN CHANGE

Canadian responses to the problems associated with the social economic and physical decline of central cities and of small communities have been heavily influenced by American, and to a lesser extent, British actions in the same field. So have the criticisms of these responses. In neither case is the situation more than a parallel -- as contrasted with a "similar" one. As the Vancouver Urban Renewal Study, 1971-75 points out that "the 'conventional wisdoms' of urban renewal have not altogether stood the test of close scrutiny...the study team find... no evidence in Vancouver of a declining tax base or a loss of the middle income families from the city."¹. Similarly, a review of the scope of clearance and household displacement under Canadian urban renewal reveals little of the massive dislocation (and often relocation in new, consolidated ghettos) occasioned by the American program. In part, this was because the program, broadly defined, barely got off the ground (the largest number of households moved in one year 2,247 was in 1968, the year implementation was suspended). In part it was because plans were just plans -- in Vancouver again, only 70 of a planned 700 acres have been actually cleared -- the latter figure was chosen in 1957. In part, it was because municipal governments in Canada have been responsive to citizen pressure eventually, and sometimes immediately.

¹. City Planning Department, 1970, p. 71

The Canadian problem of urban assistance is a qualitatively and quantitatively different problem. Treating it as otherwise is akin to driving on an expressway while using the car beside one's rear-view mirror.

The Sector Team, in its discussions with operating divisions, proposed and modified several statements of what the problems of decline are. The following is a composite list of "factors contributing to physical and social deterioration":

- * general economic decline of the municipality and the individuals in it -- in a few central cities, and particularly in the case of hinterland and/or by-passed smaller centres. This is a problem of development, a problem perhaps of metropolitan centre "over-development" and rural "under-development"

- * the aging of individuals in central city areas along with their housing stock

- * the pressures on housing cost occasioned by general urban growth, leading to a reduction and sometimes concentration of remaining lower rental stock

- * the pressures on resident confidence in an area associated with the process of redevelopment deriving from the above, namely developer "block-busting", "income property" holding and other associated activities. The resources and time are definitely on the side of the developer even in fairly high income central city areas

- * actions by municipal and higher level governments which cast doubt on the future of an area, for example its choice as the location for a new expressway (Inglewood in Calgary)

- * "slumlord" property holding, e.g., in immigrant staging areas, designed to get the maximum density and rental

- * "red-lining" (U.S. term) of areas by lenders as poor risks for home improvement, conventional loans, and refinancing

- * concentration as a result of several above factors, of lower income people in an area, along with "their" social problems, leading to the conscious or unconscious social "typing" of an area, its underservicing by the municipality because of low tax revenue or a deliberate

downgrading for redevelopment. (Urban renewal might be said to have reinforced the social typing of an area by giving it official sanction and singling it out for "extraordinary" redevelopment measures.)

- * proximity of an area to inherently deterioration-prone locations, e.g., close to rail lines, or older industrial areas. Such parts of cities and towns were often constructed to accommodate a working class influx, and have remained "stable" in physical terms to the present times

- * often associated with the above, the initial lower quality of materials and construction used

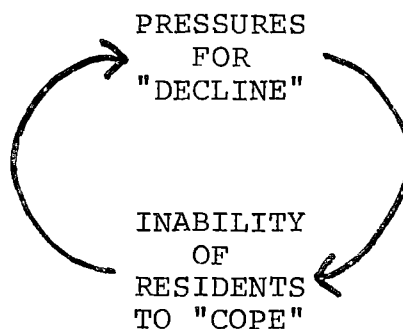
- * concentration of building industry, talents, activity, skills, on more profitable new unit construction

- * lack of political awareness, organizations, resources, input of lower income people in central city areas, and often of smaller municipalities as a whole

It is clear that other items could be added to the above list but it can suffice for present purposes which are not to describe but to critically examine.

Several conclusions can be drawn from the above points:

- (1) the problems of the smaller centres, while superficially similar to larger centres, have in reality to do mainly with the position of the municipality as a whole in the regional economy as a whole. If a centre in a developed part of the country is by-passed by trunk transport routes, or loses its earlier industrial base, it will be in trouble. In the underdeveloped regions, the prime factor is how the resource extractive or other primary industries are doing. This extends to Regina and Saskatoon.
- (2) The problems of the central city areas are related to the simultaneous presence of a variety of historical factors and current pressures, all of which can lead to a "cycle".



These problems could be summed up as a problem of urban change -- and government actions can either accelerate or decelerate this. The economic health of the city as a whole may lead to the decline of its particular parts -- growth draws resources and attention away from non-growth.

B. THE LIMITATIONS OF URBAN RENEWAL AS A RESPONSE

Up until the present time, the urban renewal program under the National Housing Act has been the major conscious effort of the Federal government to affect the internal workings of urban centres and communities across Canada. While many other national programs have had a larger actual impact on the form, quality, and planning of our cities, the urban renewal program has been the most concise statement of a "model" of what is wrong with cities and towns in decay, and what the Federal government should do about it.

To briefly review the objectives of the program as discussed in our Team sessions, they were:

- (1) to transfer funds to municipalities for purposes of accelerating urban change processes and improving their physical fabric
- (2) to improve municipal planning practices and planning data
- (3) to reduce the social cost of bad housing and blighted neighbourhoods
- (4) to improve and upgrade public facilities and services to central residential areas and Central Business Districts
- (5) to assemble land for public housing in areas where potential reoccupancy by residents would be possible
- (6) to generally improve housing conditions and generally relocate people to better housing.

The problems associated with the original objectives of the program, and with the way it worked in practice are rather fully discussed in Volume 5 of the Urban Assistance Study. Here our purpose is to note those which have led directly to the formulation of new approaches and the construction of new operating models in Chapters II and IV.

Briefly, we can identify the following as being "limitations" of urban renewal, naturally with the benefit of hindsight:

- * in the minds of consultants, municipal planners and others, it was a program geared to physical "blight" rather than one geared to underlying dynamics

- * the program had many objectives and was, in fact, used many ways, some of them ingenious, many of them oriented to the extraction of maximum Federal funds

- * the process of area designation while a highly useful limiting device caused unintended social and other costs. The way lay open to declare urban renewal a "public purpose" and at least to threaten, if not to carry out expropriation. The administration of the program, while conceptually orderly, often delayed action and resulted in uncertainty as to the future of an area.

- * although not the Federal intent, at least as publicly expressed in 1964, the program tended by its nature to reward clearance .

- * the program had only limited involvement by the residents affected. Until recent years, this was often limited to public relations concerns. Social conflict resulted.

- * the shared cost, open-ended, universally applicable (in terms of municipalities) nature of the program coupled with extensive Federal selling, led to a certain "pork-barrel" effect and to mounting projected commitments.

The last two aspects of the program were apparently the major reasons for shut-down, the latter being an exceptionally abrupt affair relative to other program experiences in any government.

Based on the points mentioned, we can draw a number of major conclusions about urban renewal, all of critical importance to urban assistance.

- * The planning model which underlay the process of scheme preparation and implementation was a "dynamic" one in terms of its objectives -- promoting physical change -- but was static in concept and application. Successive sets of study and scheme objectives were established and passed into history, without action. Municipal planners sometimes saw themselves as thwarted by "politics", and by "reactionary"

residents. Because of the primarily physical and cost-revenue orientation of the plans developed, changing values, environmental preservation concerns, and social impact concerns were often, even normally, underplayed.

These difficulties seem to be traceable largely to two core assumptions about the nature of planning:

(1) the approach used was geared to a "one best plan" "general public interest" paradigm, one typical of the 1960's in North America generally. The municipal planner or consultant often saw himself as the expert arbiter of that public interest, based on his knowledge of patterns and processes of physical development

(2) the objective of the plan was to be "comprehensive", to cover all aspects of the urban fabric at least from physical and economic viewpoints. The tendency was to conceptually fill out the plan, even when implementation prospects were dim

* the program as a whole was not a "strategic" program in the sense that it did not seek to influence only those aspects of a given situation which would be critical for improvement. Thus, funding was open-ended, costs were shared across the board rather than varied by item, and no time limit was put on either individual project implementation or the program as a whole. The reasons for such "drawbacks" retrospectively are rather clear. The requirement of the times was to ease the "sale" of the program to provinces and municipalities, not to encumber it with further conditions

* the servicing component of the program was the most attractive feature to municipalities and led to a tendency to cover off other aspects simply to receive funds for streets, sewers, and related facilities. This was also the high cost feature and the element to be watched most closely from a future control standpoint.

* the cumulative effects of the concepts and pressures mentioned above sometimes focused on the expropriation power -- which at least potentially strengthened the position of the municipality vis a vis all residents of an area and which, under the best of circumstances, is bound to create conflict. This, and the legislative provision which enabled it are obviously of great importance to a new program as mentioned already in Chapter I.

In concluding these comments on urban renewal, it can be said that it was a product of its times. Its ultimate costs and benefits and the balance between them have yet to be determined.

C. THE POLICY ENVIRONMENT OF URBAN ASSISTANCE

Since the phasing out of urban renewal was initiated in 1969, a number of important trends and events have come to the fore:

- * the Federal government has become increasingly involved with the provision of primarily new units of low income housing

- * the Federal government has also committed itself to a new and presumably broader urban role, and to the increased coordination of its effects on urban centres

- * in the cities themselves, awareness of "urban" as contrasted with "economic" or "social" issues has greatly increased. As a result, citizen organizations on a wide range of issues, and composed of income groups not normally given to activism, have sprung up. Coalitions for municipal power, for ecological action and for improved residential areas have developed

- * in Canada (although to a lesser extent than in the U.S.) many professional urbanists have forsaken previous notions about planning in favour of a more "interest-based" tactical concept, or in favour of systems concepts. They have become engaged in public debate and controversy

- * a variety of factors, including the negative example of the American central cities, have moved values in the direction of conserving residential areas near the core, supported by the theories of Jane Jacobs, Richard Sennet, and others about the benefits of such a situation

All of the above factors form a part of the new "policy environment" of urban assistance policy and programs.

To the extent that they shape expectations, organizations, and the commitment of resources, they need to be considered as part of the "external logic" of policy choice.

If the list of considerations suggested above leads one in the direction of high expectations for a new kind of program, these should be tempered by examination of the potential constraints.

For example:

- (1) provincial planning capabilities remain relatively underdeveloped in several of the provinces. Any new programs

will need to either contribute to the strengthening of these or relegate them to a formalistic role

(2) municipal zoning and development politics can be expected to continue in present patterns for some time to come, although contrary pressures appear to be mounting in some centres

(3) while a "learning process" undoubtedly took place for all major interests concerned in the wake of urban renewal, how valid, extensive, and long-lasting this is in terms of resolve not to repeat difficulties, remains to be seen

(4) the emergence of relatively strong citizen group politics in many centres does not mean that such groups are capable of fully participating in planning, nor that they will be allowed to do so.

(5) varying perceptions of what is needed now, of what is wanted -- money, power, improved conditions, etc., will persist.

Based on a review of the briefs of the Canadian Federation of Mayors and Municipalities, on the current activities of several municipal governments, and on the literature of present and future issues, the following "priority needs" of the 1970's have been identified -- for discussion purposes only:

- * the need to provide municipal governments with adequate resources to carry out their increasing tasks

- * at the same time, the need to move cities away from some present technologies, processes, and patterns which seem to be very costly in financial and social terms, for example, the predominance of automobile transportation

- * the need to preserve as much as possible of the fabric of our existing centres, that which gives them human scale and "character"

- * the need to minimize the social costs of urban change and to direct social conflict associated with that change into constructive avenues

- * the need to relieve pressures on groups and individuals living in cities who are least able to bear it -- the elderly, single-parent families, the poor

- * the need to convert and redevelop older non-residential areas of cities and towns, perhaps especially industrial and transport lands

- * the need to shift from single function planning models -- economic, physical or social, toward urban policy "planning" models.

The remainder of the report is conceived as a sequence of basic choices to be made at this time. For ease of identification, these have been reviewed here, with the choices capitalized.

The scope of the Federal role in the internal workings of our urban centres and communities over the decade, and within present constitutional and institutional arrangements provides a kind of framework for specific program involvement. Perhaps the major decision facing us in this regard is TO WHAT EXTENT URBAN ASSISTANCE IS TO BE CONSCIOUSLY EMPLOYED TO ADVANCE A POLICY FRAMEWORK FOR URBAN AFFAIRS AND TO FURTHER DEFINE THE FEDERAL PRESENCE WITHIN THIS.

Three "priority problems" have been tentatively identified for Federal attention between now and the year 1980:

- * the problem of governmental responsiveness to changing operating conditions, to citizen viewpoints, and to emergent problems;
- * the problem of "high cost" urban processes and sub-systems, for example, those associated with the predominance of the automobile;
- * the problem of long term guidance over the "macro-determinants" of urban change - economic growth and decline, population mobility, etc., and over basic values underlying community development and environmental quality.

In possible response to these, an evolving Federal role in the "urban" or the "community development" fields is envisaged, one which can begin from present knowledge and work toward successive refinement.

The second major choice apparent is one between:

- * DEVELOPMENT OF A FAIRLY BROAD RANGE OF URBAN ASSISTANCE PROGRAMS at the present time, including for example, urban region planning aids, new community assistance, etc., in addition to or even instead of
- * A SPECIFIC REPLACEMENT FOR THE URBAN RENEWAL PROGRAM which either MODIFIES or COMPLETELY CHANGES it- direction and operation.

Within the selection of a range of urban assistance measures, it is possible to adopt a fairly LOW KEY, LOW

BUDGET, "RESEARCH AND PLANNING" approach, or, alternatively to actively conceive of such measures as a FIRST PHASE IN A LONG TERM FEDERAL POLICY. Further a selection of emphasis on NEW URBAN DEVELOPMENT or on the TOTAL SYSTEM can be made. The latter involves the formation of systematic links between programs for new and existing centres.

The above alternatives represent real choices and they have been explored as fully as time permitted. In view of the complexity of the problem a coherent "PROPOSED DIRECTION" has been advanced to permit differing philosophical and conceptual approaches to be checked against the concrete decisions which may result from them.

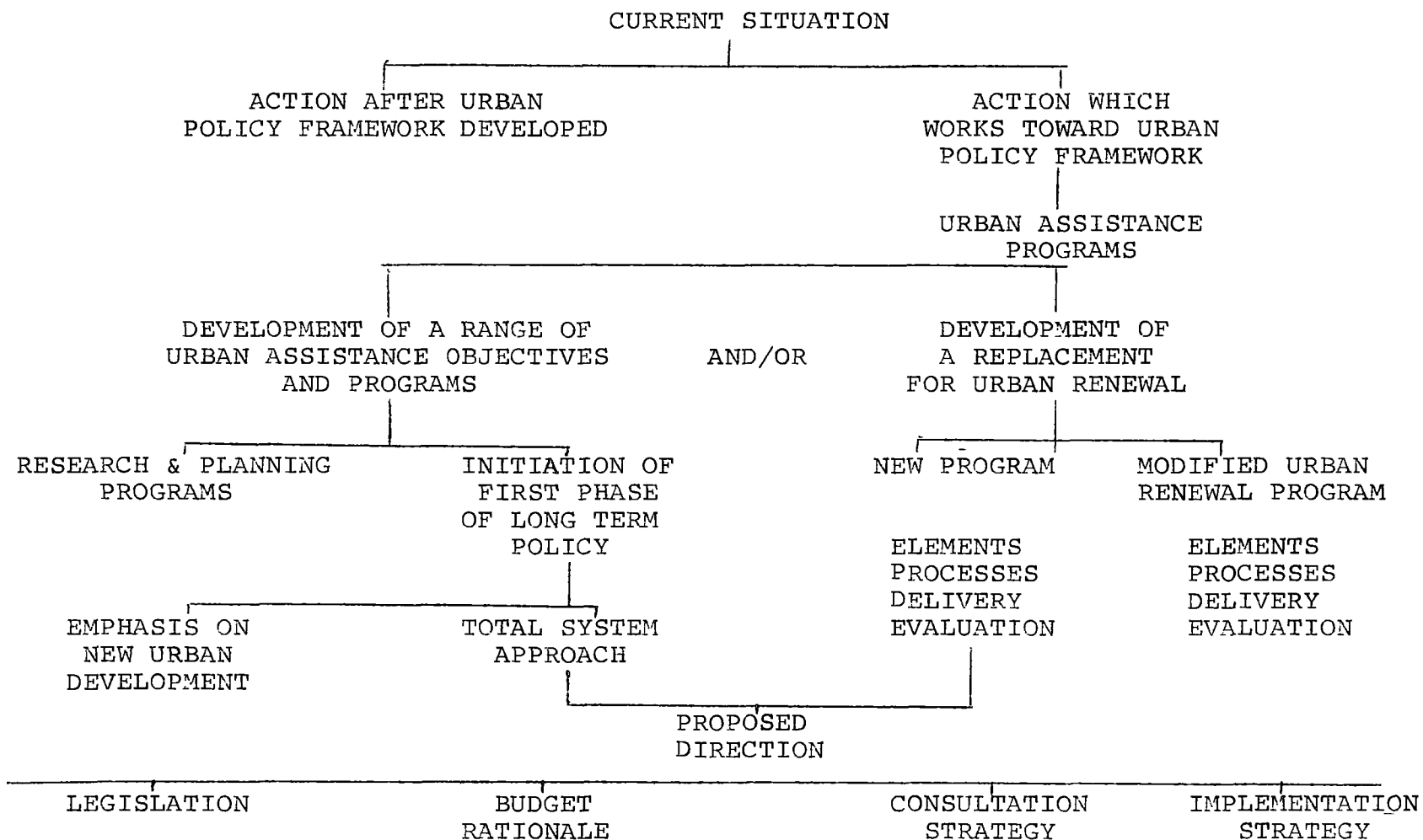
The proposed direction, as presently conceived, has the following aspects:

- * use of urban assistance programs created over the next two years to help promote the development of a generally accepted urban policy framework for Canada. Operating programs, linked with ongoing research and liaison seem to be the most effective way of conducting what is essentially a social and political process - the arrival at a common understanding;
- * development in 1971, for legislative action in early 1972, of a range of urban assistance programs, including a replacement for urban renewal. This would have the overall objective of initiating a "first phase" of what could be a consistent long term Federal strategy toward urban change, in line with the policy framework;
- * in more specific terms, the adoption of a new program to replace urban renewal which is based on a tactical planning process and on the provision of resources to develop local capabilities for promoting community improvement;
- * a "planning and pilot project" phase for broader assistance measures relating to the total urban system is also suggested for purposes of consultation with the provinces.

At the conclusion of the paper, the implications of the Proposed direction and of salient differences from it for legislative amendment, budget rationale, consultation strategy and program implementation approaches have been explored.

The train of thought followed throughout this summary has been provided in the chart on the next page for reference purposes.

URBAN ASSISTANCE POLICY ALTERNATIVES
FOR 1971-72



III. THE FEDERAL ROLE IN URBAN ASSISTANCE: A FRAMEWORK FOR ACTION

During the past year and a half, the Minister, in a number of public addresses, and in a variety of contexts, has stated and elaborated on the concept of an "Urban Policy for Canada" -- a national consensus about the future of our cities as a basis for planning that future.

In selecting a direction for urban assistance policies, the Minister may be stating for the first time in a concrete programmatic fashion what values and objectives he intends to support, and what kind of Federal urban role he envisages. This is one of the alternatives open to him at the present time. There are two others:

- * to hold all action on urban assistance until a generally agreed upon framework for urban policy has been established, either through tri-level consultation or otherwise

- * to announce discrete urban assistance programs -- separated from but possibly consistent with his overall direction.

Either of the latter choices would be a difficult one -- the first because of mounting pressures for action, the possible dependency of the framework itself on action, and the second because it would cast doubt on the seriousness of the whole effort to discuss the urban future and to co-ordinate Federal activity in line with such.

If the most feasible choice is one of giving leadership and attempting to define, no matter how tentatively, a new Federal role, what does such a choice entail?

This chapter seeks to advance, as a basis for debate and further elaboration, a form of "framework" for urban assistance policy which can be utilized to suggest the outlines of an evolving Federal approach to urban problems.

The framework, as presently conceived, has the following elements:

- (1) a view of how we can best deal with the inevitable uncertainties associated with taking action which will have its major effects at some future time, and with the more soluble problems of information gaps and lack of historical knowledge
- (2) a view of how we can take into account the natural limitations of government as an instrument of will, how we can avoid the widespread assumption generated by the welfare state and the "R & D" approach to

complex questions that government can "solve" most problems. (The latter view seems to be as much a conventional wisdom of scientists as of the man in the street.)

- (3) a view of how the rationale for any Federal role has changed as a result of the way society has changed--particularly in regard to urban intervention.
- (4) a view of how the problems which can be addressed by the Federal government, over the reasonably foreseeable future, are going to evolve, and are the most important ones.
- (5) a view, resulting from the previous conception, of the ways in which the Federal role will change, and of the instruments which will characterize its activities at successive times over the decade.

In more direct terms, we are attempting to present a framework

- (1) which allows us to act in a situation of imperfect knowledge, to systematically deal with uncertainty
- (2) which recognizes the limited effects government action--even planned, concerted government action--can have on as vast and complex a system as the urban system, and which accordingly provides for most effective use of those limited effects
- (3) which regards governmental organizations and roles as being integral parts of a framework for action--along with concepts, problem definitions, and objectives, and therefore seeks to explore the possibilities of those roles and organizations
- (4) which is based on a comprehension of the most critical problems to receive attention and the sequence in which they should receive attention
- (5) which seeks to emphasize a strategic concept of governmental action--directed to key influence points¹

1. "Influence points" is the term employed by Jay W. Forrester to denote sensitive points in social systems "where pressure will change the system". The Futurist, (August, 1971), p. 153.

(or "leverage" points) not to the exclusion of other "regular" activities, but as a supplement to them.

The assumptions on which the kind of framework outlined rests include:

- * in the urban assistance field we need immediate action and an overall rationale simultaneously

- * an overall rationale and set of objectives, given the diversity of interests and perceptions involved, can now and in the foreseeable future consist only of a "minimum common program" i.e. what can be agreed upon by major actors concerned, not of a general plan.

- * actions by governments are generally constrained by the possibilities for and consequences of errors in judgement. Comprehensive planning with effects on the main determinants of urbanization is thus largely ruled out for the foreseeable future - until the possibilities for error have been reduced.

- * because of the limited talent, skills, resources, and will, at all levels of government, a socio-political "staging" of increased control over urban forces is needed.

- * an inherent aspect of the recognition that governments can have only limited effects on the basic direction of society is that governments themselves are subject to the prevailing value systems and contradictions of a society even more than other sectors are.

- * the institutions of governments need to be reshaped as well as the programs they provide. In fact, the primary crisis of urban change in Canada seems to be that present institutional arrangements are no longer capable of bearing the weight of demands being placed on them, of people's expectations.

In the most concise terms, we are speaking of a policy framework which seeks to work within the inherent limits and "search" the possibilities of government planning and action. Perhaps this viewpoint has been best expressed by Aaron Wildavsky in a recent Public Interest article.

" ... planning is a social process. Control of the future in significant ways requires the mobilization of knowledge, power, and resources throughout a society. It does no good to propose measures that require non-existent information,

missing resources, and unobtainable agreement. The planner cannot create, at the moment he needs them, the things his society does not possess. He can, however, assume them to be true in the artificial world he creates in the plan. But planning is not a policy. It is presumably a way of creating policies and relating them to one another over time so as to achieve desired objectives."¹.

URBAN ASSISTANCE:
FRAMEWORK FOR FEDERAL ACTION

APPROACH TO
UNCERTAINTY

1. RECOGNITION OF INHERENTLY UNKNOWN NATURE OF FUTURE REALITY
2. DETECTION OF THE "STRUCTURE" OF THE FUTURE WITHIN TIME AND SPACE BOUNDARIES, I.E., CANADA, TEN YEARS
3. IDENTIFICATION OF CONSEQUENCES OF ERROR, SYSTEM-WIDE OR LOCALIZED
4. IDENTIFICATION OF WHAT QUESTIONS CAN AND NEED TO BE ANSWERED BEFORE PROCEEDING
5. IDENTIFICATION OF PREREQUISITES OF DESIRED END STATE AND HOW THESE MIGHT BE PUT IN PLACE OVER TIME

1. "Does Planning Work?", The Public Interest, (No. 24, Summer, 1971), p. 104.

To this point, we have outlined in rather general terms, the kind of approach which has been taken to the problem of a "framework" for urban assistance policy. In effect, we have said that we have a very complex operating environment and the opportunity to move toward the conscious influence on that environment and to change the Federal role and programs as a result. The alternative is to be borne along by it.

In the remainder of the chapter, we will examine how the Federal urban assistance role and the rationale for such a role have altered, actually and potentially over the recent past.

We will proceed to the identification of which key problems the government might most usefully tackle during the period between now and 1980.

Finally, we will draw out the implications of addressing certain problems with special emphasis for both the Federal role and immediate policy decisions.

A. THE CHANGING RATIONALE FOR FEDERAL INVOLVEMENT IN URBAN ASSISTANCE

Immediately following the Second World War, a strong Federal role in most aspects of life was an integral part of the Canadian scene. This was the case not only because of momentum built up during the regime of wartime controls and initiatives, but also because of the need for "reconstruction" following the hiatus of the Depression-War period.

It was possible at that time for the highly regarded Curtis Report to recommend that a Dominion Town Planning Agency be established to promote and coordinate town planning throughout the country.¹

The Urban Affairs Study indicated in general terms the breadth and depth of current Federal involvement in shaping the patterns and processes of urban centres.² It is an involvement based on a wide variety of constitutional rationales -- including the "spending power", the Federal

¹ Advisory Committee on Reconstruction, Volume IV, Housing and Community Planning (Ottawa, 1946), p. 16.

² See also Volume 6, Urban Assistance Study

responsibility for the economy, the Federal responsibility for research in the national interest, and the accumulation of Federal roles occasioned by the emergence of new technological developments -- the airplane, electronic communications, etc.

From all of these activities, we can draw several conclusions about actual and potential Federal roles in the urban assistance field:

- * the Federal government clearly continues to have a viable direct involvement in the problems of urban centres via the "spending power" to the extent that the absence of funds or the judicious use of extra funds are "the problem"

- * on matters of multi-national concern -- technology, private corporate decision-making, immigration, the Federal role is a paramount one -- it can shape, if it chooses, most of the important "macro-determinants" of urban problems and values

- * although Federal control over the economy is entrenched and far-reaching, recent events make it clear that this is a severely constrained role, buffeted by the actions of both external and internal governments

In view of the expressed desire of several major provinces to remove themselves from shared cost programs, the "shared cost" route to urban assistance and, therefore, local administrative involvement, will probably be increasingly curtailed over the decade.

The other kinds of roles will continue if the nation survives as an entity but it is essential that a new, forward-looking face be put on them.

For example:

- * the Federal role in providing support for community planning, housing, and infrastructure needs increasingly to be seen as a "leading edge" support, in line with the R & D power

* an emerging Federal role, which can only be played at such a level, is social capital investment planning for the long term (although most critical investments are actually made by provinces and municipalities)

* Federal "control" over macro-determinants of urban development means little if, in fact, the amount of use actually made of this is limited to simple responses--e.g., pump-priming, population market-seeking, etc.

What is needed is a set of directions or priorities.

B. STRATEGIC OBJECTIVES FOR THE SEVENTIES

In the previous chapter we identified several "priority needs" of the decade--a tentative set of pressing requirements to which urban assistance programs might be addressed. Here we are concerned with the creation of a basis for strategic planning--to deal effectively with the key elements of the future environment which can and should be changed if general improvement is to result, if all, some, or any, of the kinds of needs emerging are to be met.

Based on a synthesis of a variety of reports and viewpoints, the following kinds of needs or problems seem to be the most important as a basis for strategic planning in the 1970's:

* the problem of governmental responsiveness and capacity to cope with mounting problems

* the problem of change in individual urban centres and regions which is giving rise to pressures on governmental capability. Some of this problem of change is occasioned by the high social and economic cost of current urban technologies and ways of doing things, e.g., redevelopment processes

* the problem of guidance over overall dynamics of urban growth and decline, stressed in the Urban Affairs Study. This, in turn, feeds back on local change pressures and governmental capacity and responsiveness. It becomes, in addition, a problem of urban values--because the daily realities and pressures of urban living strongly affect the expectations and personalities of the inhabitants of cities.¹

We can, however, turn each of these problems into a strategic objective which can be pursued through pressure on selected, multiple influence points.

If we conceive of these problems from a "positive" standpoint, they become strategic objectives, on which we can apply pressure through selected, multiple influence points.

1. See Richard Sennet, The Uses of Disorder, (New York, 1970) for a study of urban effects on family upbringing patterns and values.

Stated as objectives, they become:

- * to promote governmental innovation, to increase the level and effectiveness of urban democracy, to develop the capacities of urban institutions

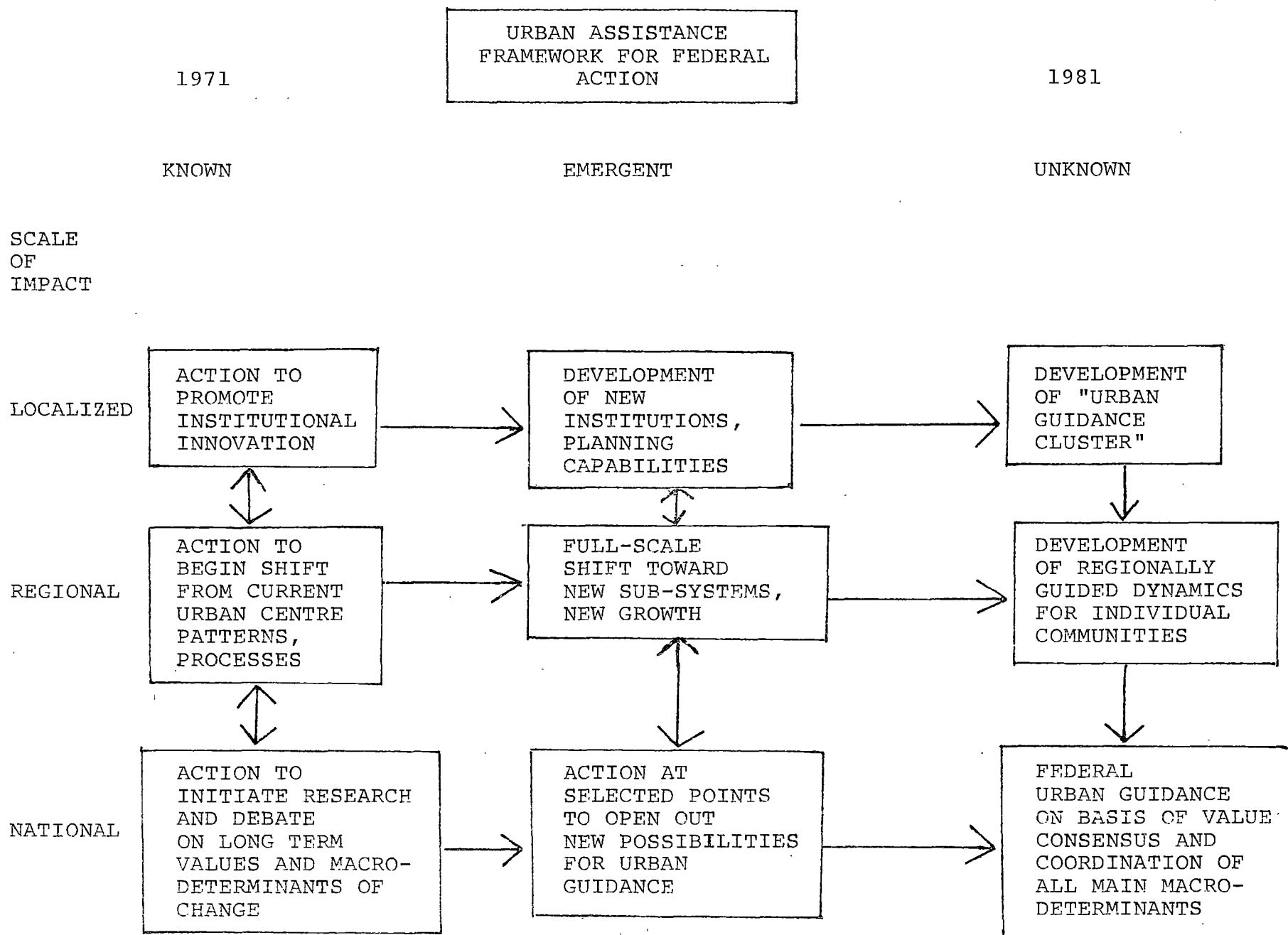
- * to promote a shift away from current patterns and processes of urban centre development and decline which are proving highly costly and to create alternative technologies, processes, and systems to those of the present

- * to increase national control over the macro-determinants of urbanization and to guide the values associated with an improved urban environment.

Viewed this way, we can see that:

- (1) each successive level of objectives requires increasing amounts of information since it potentially affects an increasingly irreversible type of decision, i.e., we can change local institutions and fail "safely" but a national attempt to say, direct population growth, has much more serious consequences
- (2) each set of objectives forms a kind of prerequisite to the next
- (3) a wide range of presently isolated programs start to fall into place in such a context:
 - a) efforts to promote municipal information systems, management training and citizen participation all relate to the first
 - b) efforts directed to development of new communities, to shifting away from automobile transport and gravity-feed sewers relate to the second
 - c) efforts directed to controlling economic growth, population distribution and national transport modes relate to the third
- (4) each is successively less amenable to fairly immediate change because of the way current investment and commitments have been made.

If we interrelate all of these, over a ten-year time-frame, we have the kind of action framework illustrated in the diagram on the next page.



This "framework for Federal action" is based on the assumption that the long-term objective of an urban policy for Canada is to create a multi-level system for "urban guidance". By "urban guidance" it is meant that:

- * the programs which can apply leverage to promote urban change are under effective control rather than being relatively diffused and marginal as at present

- * the situation of urban centres is such that, while all problems may not be resolved--more in fact may exist--none have been allowed to move into totally irreversible patterns of either megalopolitan growth or disorderly decline. The scope for conscious change and the tools to shape that change both exist and have been strengthened

- * the concept of what community and urban governments are about has sufficiently altered that both repressive and "housekeeping" ideologies have been dispensed with. (As the recent Vancouver situation illustrates, the two can go hand in hand). That is, we are talking about urban guidance rather than urban occupation or urban maintenance. A variety of repositories of authority and expertise are recognized as legitimate, from the individual inhabitant up, rather than from the official down.

- * in line with such a concept, the participation of formally constituted governments in urban guidance is predicated not on their constitutional powers narrowly defined, but on their capacity to contribute to problem resolution, in the problem's terms. A sufficient consensus has been reached that initiative rather than protective actions tend to be rewarded.

Based on such a concept of urban government, the suggested immediate actions, the logical sequence of new initiatives, and the differing "final" results seem to be straightforward. There is, of course, no guarantee that the kind of smooth transition outlined will, in fact, occur. But it appears a more feasible route than one which depends on general agreement at the present time.

Two additional concepts need to be introduced to round out the framework suggested here. The first of these is that of a shifting distribution of governmental program activity from current efforts to maintain the existing system toward increasing emphasis on the extension of systems (the creation of a new urban fabric) and the conscious alteration of system dynamics and patterns. This is shown in the chart on the next page, using the Federal level as an example.

FEDERAL PROGRAM ACTIVITY - DESIRED TREND IN DISTRIBUTION

1971

SYSTEM MAINTENANCE	EXTENSION	CHANGE
--------------------	-----------	--------

Examples:

Welfare

Sewer
Loans

Special
Areas
R & D

1976

MAINTENANCE	EXTENSION	CHANGE
-------------	-----------	--------

Examples:

Income
Support

New
Communities

Major
Training
Major
Demonstration
Projects

1981

MAINTENANCE	EXTENSION	CHANGE
-------------	-----------	--------

Examples:

Income
Guarantee,
Economic
Controls

Social
Capital
Policy

Population,
Technology,
Policies

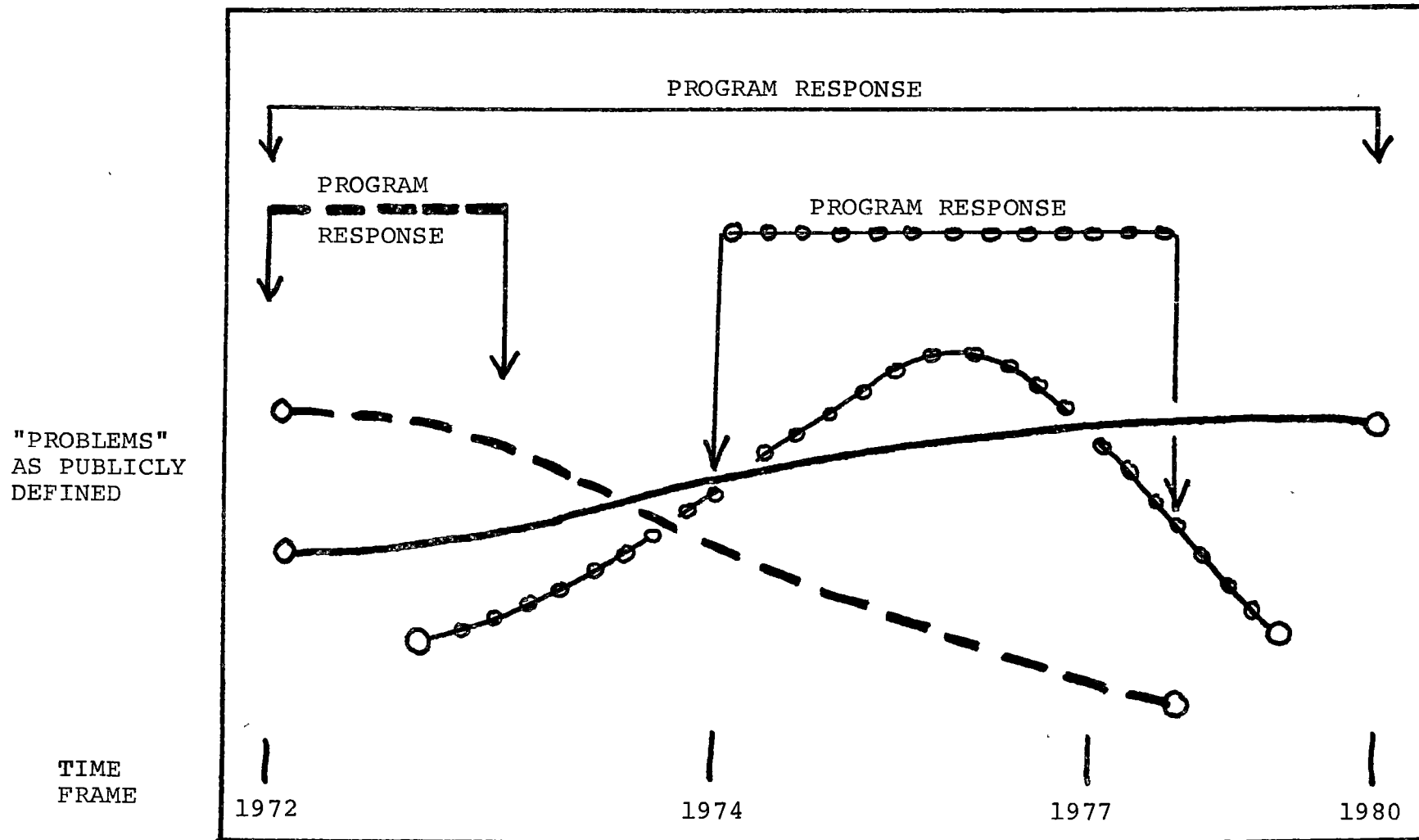
It can be seen that proportionately the bulk of programs now maintain the extant system. (This is supportable by any analysis of Federal expenditure, the largest single part of which is on social security and welfare.)

We also need to note the idea that problems and problem definitions may have different "life times". The amount of warning we have of them is dependent on their roots in the structure of the present. If we take a manageable time period like a decade, we already know the parameters or underlying boundaries of many problems. We know that between 200,000 and 300,000 units of housing a year will be added to the current stock of 5+ million and that these units will tend to be added in certain locations, having certain servicing requirements and occupant characteristics--age range, income range, etc. We know that the end of decade population will be in the order of several million more than the present population, and that the majority of it will live in a built environment created since 1960.¹

The life time of "problems" of public issues, from the point at which they first surface, can vary greatly. The issue of substandard housing, despite statistics of decline will still be present at the end of the decade--although with different nuances (e.g., those generated by high-rise deterioration). The issue of winding up urban renewal will be over fairly quickly. The issue of control over population growth, movement, and location, will probably receive intense discussion and program action and then recede. Different problem "lives" and program responses to them are indicated in the simple chart on page 31.

1. Systems Research Group estimate, 1981, total Canada ~ 25,362,000
DBS estimate, 1981, total Canada ~ 25,648,000

A FRAMEWORK FOR CMHC LONG TERM POLICY DEVELOPMENT



C. IMPLICATIONS OF THE PROPOSED FRAMEWORK FOR PRESENT DECISIONS

We have emphasized already that the ideas advanced in this chapter are meant to aid in the clarification of issues and proposals. It is not the intent at this point to propose adoption of a single explanation of what the urban assistance "problem" is, or to advocate a single train of actions. Nevertheless, it is possible to point out how different parts of an overall package would fall into place, if the discipline of a strategic planning approach were brought to bear.

If programs are regarded as hypotheses - to be constantly evaluated, reshaped, and redirected, then they can become very powerful tools for testing the reality of problems and the environment generating them. According to a strategic planning view, urban assistance programs should be regarded as hypotheses about urban change. It is recognized that the essential services which support urban life must be maintained, that all programs cannot be "leverage" programs. Modern concentrations of people, can, if underserved bring on more intense health and security difficulties than those giving use to the Black Death of earlier times. But the inherent logic of urban assistance is that only partial aids to a total system are provided. If these are applied in a generalized and unfocussed manner, their purpose is lost.

In shutting down the urban renewal program, and committing itself to a shift into something new, the Federal Cabinet recognized the need for its interventions to be controlled and relevant to new values. It further stated, in effect, that the purpose of urban renewal was not primarily to provide support for basic municipal services, or for general improvement of municipal tax revenues.

In line with this, the new urban assistance programs should not be "open-ended". They should be related to clearly identified problems and objectives, subject to built-in re-assessment.

Other efforts may be needed to improve the current state of municipal finances - but these should be integrally related to municipal innovation.

The process of constructing an urban policy framework is thus seen as one of making successive refinements in programs and explanations as both concepts and the hard data of program effects become clearer. This process is the essence of strategic planning on a national basis.

In more particular terms, it can be seen that the approach taken provides:

(1) a rationale for deferring consideration of extensive new transfers and transfer mechanisms for Federal funds until institutional capacity has been improved, and a shift from endlessly costly systems and processes inaugurated. Injection of money into the municipal situation alone will not "solve" real urban problems.

(2) a rationale for seeking to improve local planning processes and responsiveness through a "community assistance program" as one first step toward improved intergovernmental capability. (A rather detailed exploration of the objectives and design of this program has been undertaken because of its potential importance in this regard.)

(3) a rationale for developing more extensive programs for changing urban regional patterns and pressures, including aids to rehabilitation, new communities and transportation/open space corridors

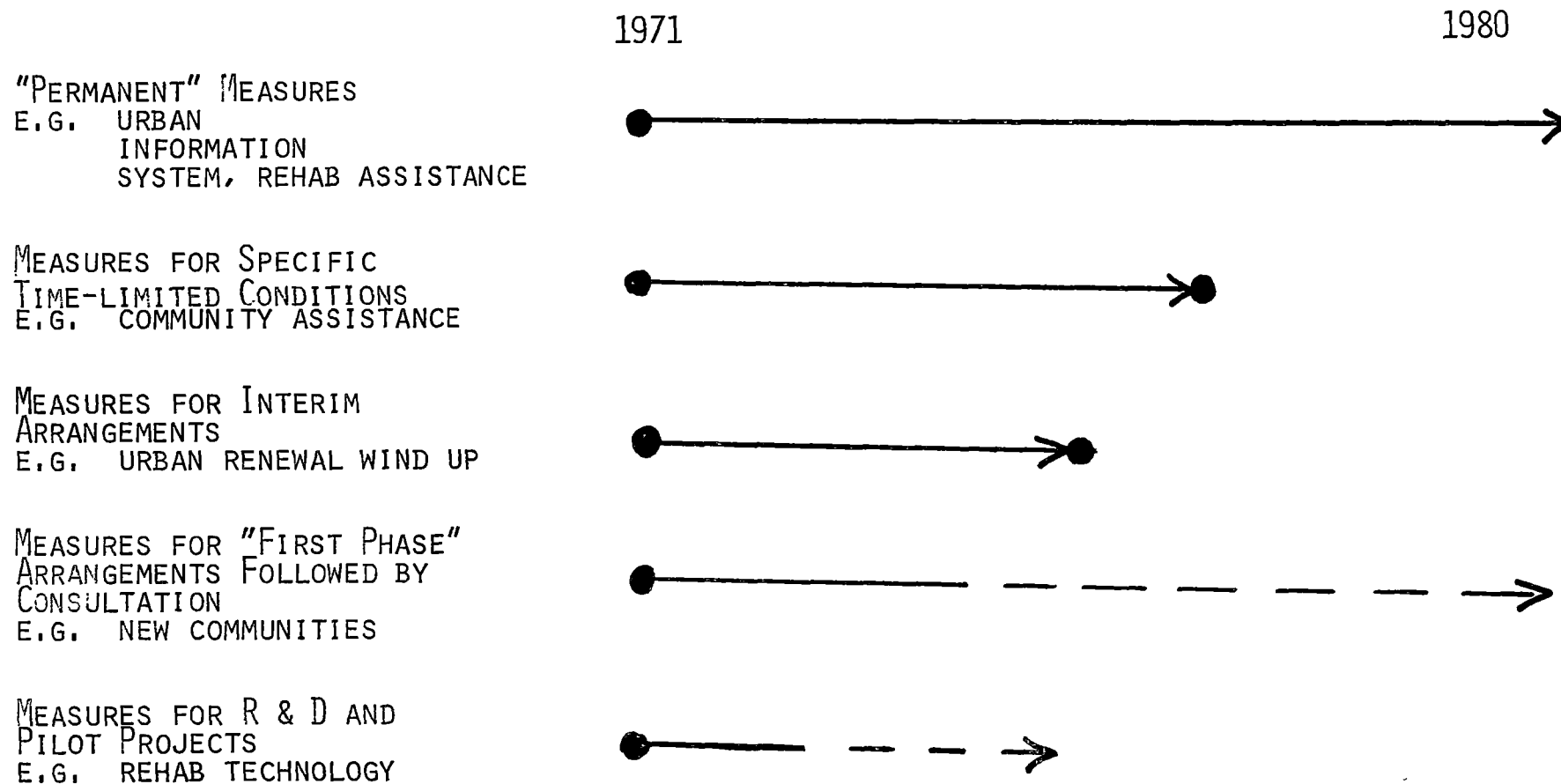
(4) a rationale for initiating an open-ended and continuing dialogue on long-term urban goals and policies for urban guidance through the macro-determinants of development.

(5) a rationale for relating programs and program mechanisms such as an "evaluation moratorium" to a tentative schedule for a start-up, full program operation, and re-assessment or wind-down. This has been illustrated in the chart on the following page in which program activities have been matched with:

* problems which are expected to continue in roughly the present form throughout the decade - for example, the existence of deteriorating and sub-standard but habitable dwellings

* problems which are expected to change as a result of program impact, as a result of the limited target

PHASING OF URBAN ASSISTANCE PROGRAMS



areas covered eg. 150 - 250 neighbourhoods and small communities, and as a result of evolving social conditions eg. upward social mobility, development of the hinterland.

- * problems occasioned by previous government actions and the redirection of those actions, eg. the phasing out of urban renewal

- * problems on which consultative, intergovernmental approaches are the main pre-requisite to success, eg. that of shifting present patterns of growth.

- * problems about which further hard information is required either as a supportive aspect of action under way or as an essential ingredient of any major action, eg. organization of the new community development process for different types of new centres.

It is recognized that a rather complex pattern of thought has been presented here in a rather brief way. If its main elements seem to "hold water", the compressed style employed can be changed, and elaboration with supporting information provided on each point.

With the kind of framework suggested in mind, we can proceed to the examination of specific policies and programs being advanced for consideration in 1971-72.

IV. OPTIONS FOR CONSIDERATION

Having covered the general issues and factors which seem to underlie the entire range of choices to be made this fall and outlined a conceptual framework for Federal action, we can proceed to the consideration of the hard program alternatives and options which have been developed in the course of the Urban Assistance Team's work.

First, a selection among several major directions has been offered. The individual program concepts have been developed within each of these directions.

In exploring the latter, we have attempted to provide the reader with a concise discussion of:

- * the reasons why they have been selected for attention, in terms of a "problem definition" and in terms of a rationale for Federal involvement

- * the scope and objectives of the proposed program, with choices where these were generated by Team discussions or the work of the Research Group

- * the ways in which the program could be delivered, again with advantages and disadvantages

- * in some cases, "operating models" which serve to group options into workable wholes

Choices need to be made as to both the scope and the content of what is submitted to Parliament and announced to the public. In so doing,

- * We need to learn from past experience

- * We need to initiate acceptable, credible, and deliverable program concepts

- * We need to revive and re-examine previous efforts to improve the range and provisions of programs available, and test them for relevance to current requirements

Two alternative courses of action which have been identified by the Team:

- (1) To adopt for implementation in 1972 a rather wide range of urban assistance measures, each linked to the others, including a replacement for the urban renewal program.

A further choice can be made within this alternative between either a "research and planning" approach which would allow considerable flexibility in moving towards a complete rewrite of the NHA, and a more clearly defined "First Phase" of a long-term policy which would state a rather firm Federal position.¹.

(2) to limit action for the present to the adoption of a replacement for the urban renewal program which effectively deals with past criticisms, which provides increased support for area rehabilitation and citizen involvement in planning, and which provides for manageable Federal costs.

As mentioned above, the replacement for urban renewal can be either a modification of the present program or perhaps an entirely new concept which seeks to create a different set of operating principles.

All of the above alternatives have been summarized in the diagram on the next page.

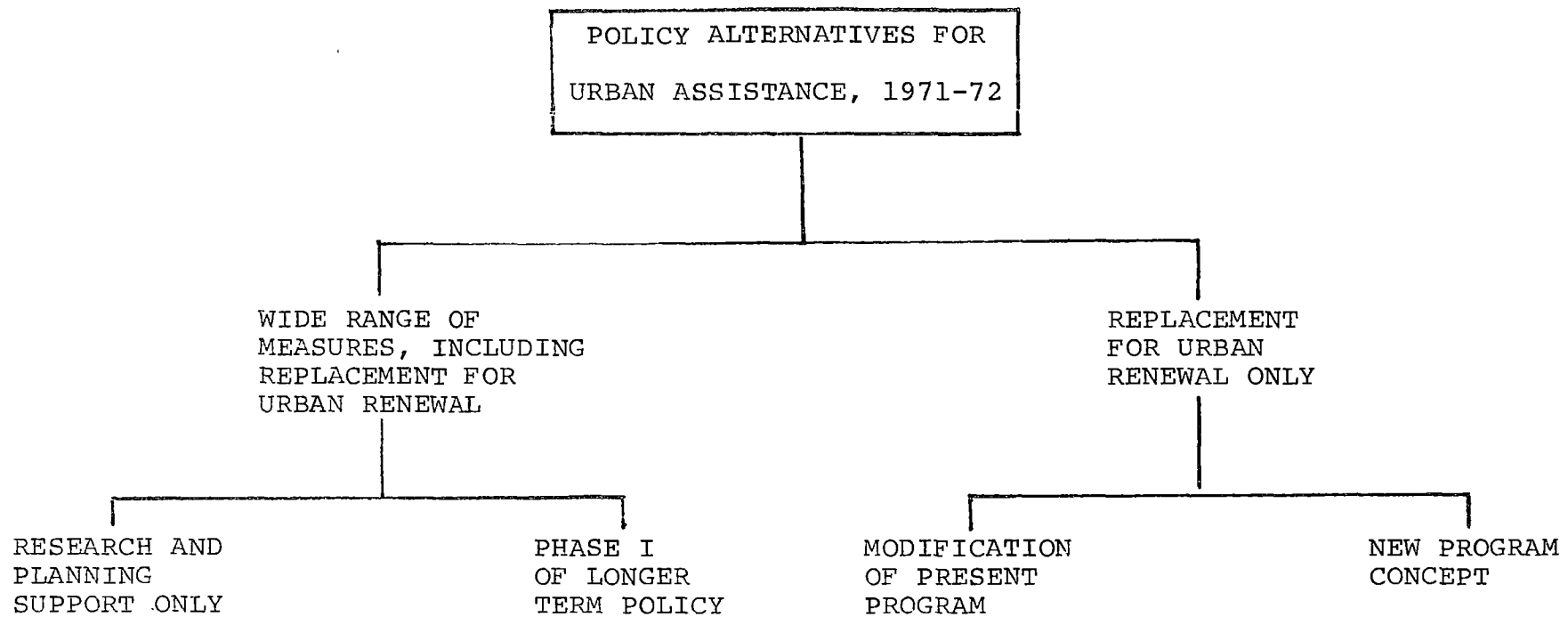
The remainder of the chapter has been organized along the following lines:

- * first of all, the different programs which might be included as parts of a broad range of urban assistance measures, excluding a replacement for urban renewal, have been examined. Although scope for higher or lower profile activity exists within each, the general direction is toward the inauguration of a long term policy

- * next, the particularly difficult question of a somewhat modified or entirely revamped approach to those problems dealt with by urban renewal is discussed

- * finally, the questions of a longer-term policy development process and what it might entail are explored.

¹. There may be ample scope for implementation of the first of these alternatives within the proposals of the Research and Development Sector Team.



A. DEVELOPMENT OF A RANGE OF URBAN ASSISTANCE PROGRAMS

During the past several years, a number of attempts have been made by the Corporation to simultaneously broaden the range of "urban assistance" programs available and to modify urban renewal in line with criticisms made of it since the early 1960's.

These attempts occurred both before and after the Hellyer Task Force exercise and reflected an underlying philosophy different in degree but not in kind from present thinking as expressed in the Lithwick report and elsewhere.

Amendments proposed but not adopted in November, 1967 included an entire part of the Act devoted to "Urban Region Planning and New Communities".

This included provisions for:

- (1) sharing with the provinces of the cost of "urban region plans" both provincial and municipal
- (2) providing 90% loans for acquisition of land for open spaces and transportation corridors within the context of an urban region plan
- (3) sharing the cost with provinces or municipalities of plans for new communities, again in the context of an urban region plan
- (4) make 90% loans for the acquisition and servicing of land for new communities, and forgive the portion of the loan used for land for municipal purposes within the new community
- (5) share the cost with provinces or municipalities of preparing a plan for any "small community" not within an urban region plan.

Drafting instructions for the legislation to emerge from the Hellyer task force included both amendments to Section 23 and a proposal to provide "urban development corporations"

established to acquire and service land for new urban development with 100% loans for acquisition and servicing. The latter item was dropped in the final bill to change the Act.

With the possible exception of aids for municipal management, the urban assistance programs outlined below have been attempted at some point previously within the Federal government. All have been publicly proposed or supported on a variety of occasions by the Federation of Mayors and others interested in urban affairs.

The primary focus of the present discussion is on how conditions have changed since the original concepts were developed, and how they can be placed into the new context of current needs. The attempt throughout has been to push the program proposals along as far as possible for the current year -- without closing off further modification subsequently.¹

The underlying approach taken is one of putting the "planning" and "stage-setting" items into motion in 1971-72 and leaving such major commitments as a specific new communities act, municipal credit institutions, urban development banks, etc., for 1972-73 and beyond.

The key issues to be resolved throughout the process of selecting broader urban assistance programs are:

- * do we wish to take major Federal initiatives in these areas at this time?
- * can the kinds of programs suggested provide sufficient leverage for intergovernmental, interdepartmental, and private sector cooperation?
- * are they the most effective ways of influencing urban change, given the limited scope of actions open to us constitutionally and in terms of delivery capability, planning state-of-the-art, etc.?
- * what is the overall image of the Federal government which emerges from the adoption of a given "cluster" of programs?

1. Several sections of this part of the chapter have drawn on the excellent, extensive, and detailed work prepared by CMHC officials in 1967-8 as it appeared in briefing and Federal/Provincial conference documents.

* what are the roles and relationships between the new Urban Ministry and CMHC to be in the process of delivery?

Each of these is, of course, raised again throughout with varying degrees of emphasis.

The program proposals have each been discussed from the standpoints of:

- (1) why they have been raised at all
- (2) what the Federal rationale for involvement in such activity might be
- (3) the objectives of the program
- (4) the basic elements of the program--what exactly it involves doing--with options
- (5) the delivery of the program, again with options
- (6) the most apparent advantages and disadvantages of adopting it.

1. Urban Region Planning Assistance

(a) Introduction

Since the time that the subject of Federal assistance for the preparation of "urban region plans" was broached with Cabinet, the context of such assistance has changed considerably in Canada. To wit:

- * the earlier proposal was intended to promote regionalization of planning authorities, (although provincial lenders did not buy this condition) a process now fairly well underway in the major provinces
- * it was also introduced before current DREE efforts to promote regional planning in some centres were conceived, and prior to the relative sophistication of the Toronto-Centred Region Plan and other concrete provincial efforts
- * finally, it was proposed according to a planning model which has since evolved into perhaps a more political, dynamic approach - especially with the development of increasingly detailed simulations of regions and other advances in the regional sciences².

(b) Rationale for Federal Involvement

These factors raise the question of whether a new Federal initiative in the field at this time would be relevant, acceptable to the provinces, and strategically important. Certainly the rationale for Federal involvement as expressed in 1967 - the regional scale of land costs, transportation, housing and other problems and the heavy Federal involvement in these fields - remains valid.¹ The latter point has been further publicized.

It is possible to develop, given the new realities, a revised Federal rationale, along the following lines:

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1. See J. Fowlie's, "The Development of the Urban Region", CMHC briefing paper, July, 1969.
 2. The review of the "state of the planning process in 21 major Canadian cities" included among the appendices to Volume 3 of the Urban Assistance Study makes it clear that much remains to be done to advance city and urban regional planning even in the larger centres.

- (i) we are now even more aware of the important role the Federal government plays in urban affairs, particularly in the "choice" of which regional centres will grow - through air and ground transport links, industrial location incentives, and even agricultural policies, among other actions
- (ii) a new approach to the Federal role in urban region planning would emphasize the need to coordinate Federal urban assistance efforts in such a context, and to perhaps participate in the creation of tri-level regional "centres for planning"
- (iii) such an approach would have a large "R & D" component in that the Federal government can support different planning models and approaches for different centres
- (iv) related to the previous point, support for mechanisms which involve citizens with regional decision-makers in creating regional "futures" studies and goals statements will be important as a Federal contribution to process planning.¹ Throughout the above, the provincial primacy in urban region development is recognized. Federal involvement financially is a door-opening and experimentation device.

(c) Program Objectives

In line with the concepts suggested above, the objectives of a program of urban region planning assistance would be:

- (i) to encourage the development of dynamic plans for the future of Canada's urban-centred regions
- (ii) to promote in particular the active involvement of regional residents in the formulation of goals for their regions
- (iii) to cooperate with provinces and regional planning authorities in the development of such plans with

¹ To date public involvement in the discussion of regional goals has primarily been in the form of briefs and public hearings in response to well-developed government proposals rather than at the outset of the planning endeavour.

a view to creation of future coordinated strategies for provision of Federal urban resources

- (iv) in the mid term to formulate with provinces and municipalities operating strategies for shifting regional patterns of development using new communities, transit links, and other levers accessible to Federal influence, and to work towards regional guidance systems

(d) Program Elements

The elements of the urban region planning assistance program include:

- (i) the provision of funds for the development of urban region plans either on a shared cost basis or on a contribution basis to provincial and/or regional planning authorities.

The basic options here are for the Federal government to share the entire cost of plan preparation or for it to contribute only the cost of the process of plan development--public hearings, futures workshops, encounter sessions, etc. The latter has the advantage of promoting the primary objectives with a minimum of funds although some difficulty in determining such costs may be anticipated.

- (ii) the provision of funds, expertise, and other resources for the support of pilot projects in the development of regional tri-level consultation mechanisms with the approval but not necessarily financial support of provincial and municipal governments
- (iii) the provision of funds and research staff to explore the possibilities of creating urban region guidance systems for differing social, economic, geographic, and political circumstances.¹

¹ See Eric Beecroft, "The Prospect for a Profession of Urban Management in Canada," Optimum Vol. 1, No. 2, 1970, p. 6, for the importance of regional government to improved management.

(e) Program Delivery

While this program is intended for 26 metropolitan and major urban areas outside of DREE areas, support for provincial efforts within such areas may also be considered. Given the number of new concepts involved -- and the testing necessary, this is in effect a program which can be conducted with one or a few provinces, and then fully evaluated. Assistance can be tied to the creation of a regional planning authority or not so tied. In view of the process approach envisaged here, the chief criterion for support should probably be political commitment of the province to regional planning approaches rather than actual existence of an authority.

Obviously both the Urban Secretariat and CMHC need to be involved in the delivery process. Alternatives here would be to have one or both administer funds-- subsequent participation of both would be necessary to the program's credibility and success.

(f) Advantages and Disadvantages

The proposed program has the advantages of being high key but low in initial funding--these are also its chief disadvantages. On the whole, and viewed in the context of an overall urban assistance strategy, it is probably the key linking element for the 3 - 7 year time frame. Beyond such a period, institutions for better regional coordination should have been developed, regional goals set, and Federal attentions turned more to urban regions not yet in existence-- in the mid-north and underdeveloped south.

The question of urban region plan implementation has been dealt with under the section on new community implementation.

2. Planning Assistance for New Community Development

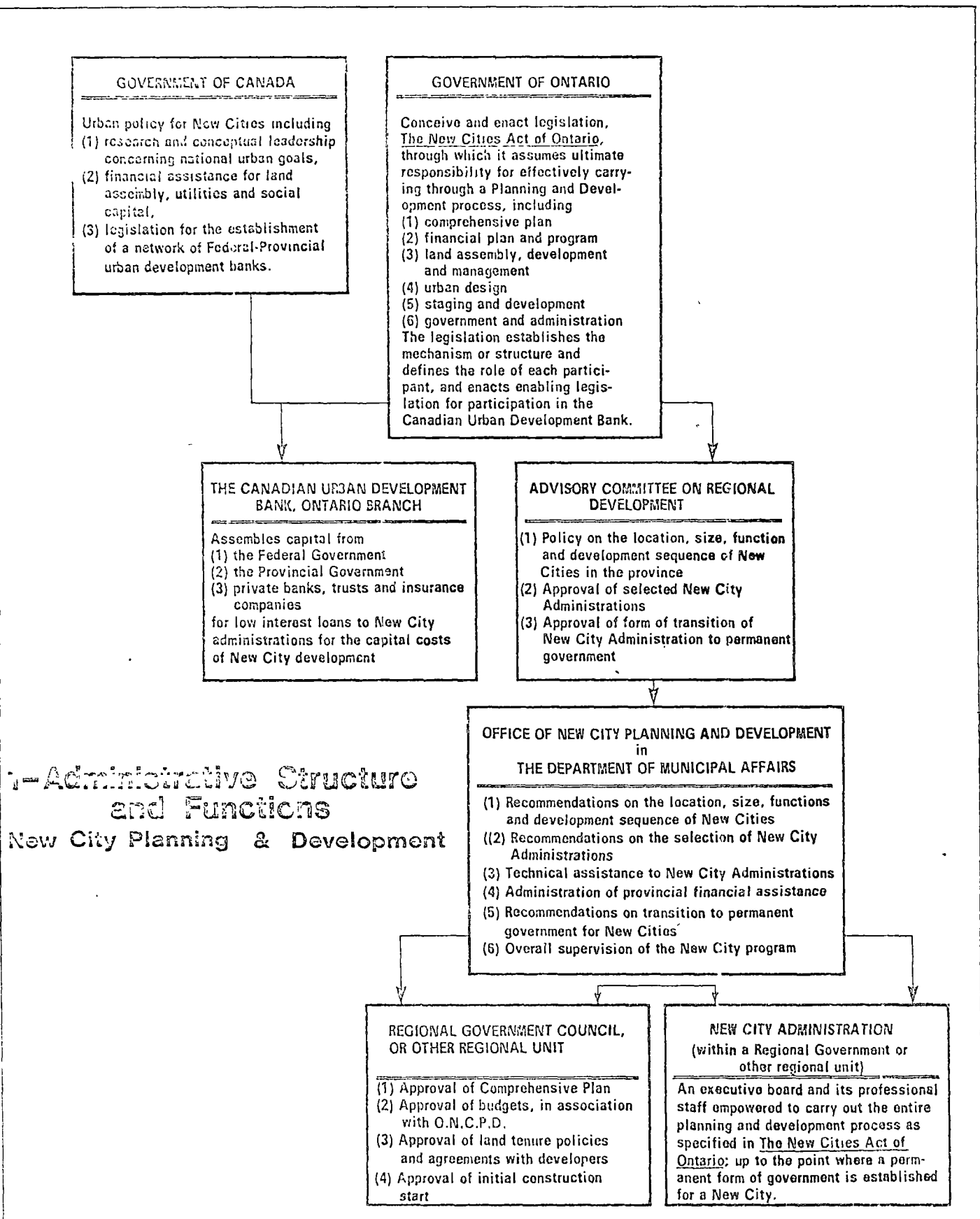
(a) Introduction

As was the case with urban region planning aids, the context of assistance with the development of new community plans has shifted considerably since 1967. To note a few of the changes which have occurred:

- * through the publication of Dr. Lithwick's Urban Canada, Problems and Prospects, the Minister, and to some extent the Government have become associated with the idea of using new communities as a device for helping to alleviate current population growth pressures in existing centres
- * the Province of Ontario has indicated via its Toronto-centred Region Plan that the creation of new communities may be an important aspect of controlling growth in the region (e.g., "Brock", "Columbus")
- * as a part of this plan, it has also found it necessary to exercise development control over the increasing number of large-scale developments being privately proposed for that region
- * the development industry has now achieved demonstrated capability for producing detached suburban new communities (e.g., Kanata) and for at least bringing to early development stages more "free-standing new communities, e.g., Meadowvale, Frin Mills, Orleans, new towns.
- * Ontario has received a report proposing general involvement in the planning and development of new cities.¹ The latter outlines a Federal-Provincial-Municipal organization of roles as diagrammed on the following page. As yet, official reaction to it is unavailable.
- * In addition to the primarily "contiguous" concept of a new community apparently held in 1967 and 1969, other

1.

L. O. Gertler, The Process of New City Planning and Building, (Waterloo, 1971)



concepts have been developed to a design stage, e.g., "new towns in town" -- Harbour City. The idea of a very large northern resource-based city has also achieved currency--with visits to the Soviet Union by Federal leaders.

(b) Rationale for Federal Involvement

The Federal Government may conceivably face, at least for certain provinces, a "now or never" kind of situation in regard to the planning and development of new communities. To the extent that provincial priorities and programs determine the shape of such communities, Federal support programs, e.g., land assembly and sewage treatment loans will lose much of their national leverage potential.

The Malvern case illustrates the problems of conflicting objectives which may arise. And the Mount Pearl new town experience gives some cause for concern regarding CMHC-DREE relationships in this field.

Two key issues clearly need to be dealt with before a full-scale Federal commitment can be made:

- * the extent to which public planning and development control is necessary over private large-scale developments
- * the extent to which a new communities strategy is to be used as a serious effort to draw population growth from existing centres.

Neither of these appear to be resolvable at the present time--until evaluations have been conducted of the first and intergovernmental commitment secured to the second.

The overall role envisaged for the Federal Government in the mid-term is not greatly different from that in Mr. Gertler's proposals, namely:

- (i) research and conceptual leadership (covered by the present initiative)
- (ii) financial assistance for land assembly, utilities and social capital (covered on a pilot basis in this paper and presumably in a "second phase" NHA revision)

- (iii) legislation for the establishment of a network of Federal-Provincial urban development banks (discussed at the conclusion of this chapter)

(c) Program Objectives¹.

In view of the fact that a Federal policy for new communities--involving the full range of decentralization measures from selective employment taxation to immigrant incentives and concerted industrial location incentives, is not possible for the moment, a more limited set of objectives has been advanced here.

- (i) to encourage and support the public initiation and planning of new communities as a potential leverage measure, both in terms of regional growth allocation, and in terms of private new community developments
- (ii) to promote the development of a variety of new community concepts relevant to Canadian conditions, including in-city, contiguous, free-standing, linear, and northern new communities
- (iii) to ensure that new communities are socially and economically viable entities contributing to the increased quality of urban life in Canada
- (iv) to support processes of citizen involvement in the planning of new communities to the maximum extent possible.

An alternative to the entire approach outlined here would be the direct initiation by the Federal government of a pilot new city, along the lines of proposals made by Mr. Hellyer and others. However, events would appear to have overtaken this concept and cast its real need into some question.

(d) Program Elements

The specific components of the planning assistance to be offered for new community development include:

¹ In regard to specific content of both urban region plans and new community plans, the guidelines developed under Mr. R. T. Adamson's direction in 1968 seem adequate with perhaps minor modification.

- (i) the provision to provinces, regional municipalities or new community development authorities on a shared-cost basis, of funds for the preparation of new community plans for publicly initiated and controlled projects.

This assistance could be provided only on condition that a new community planning and development authority be established or not. The former condition might be most suitable for free-standing and other new city developments. The varying organizational requirements for different sizes and types of new communities need to be recognized. Contiguous new communities can perhaps be most effectively dealt with by existing regional and provincial agencies.

The assistance could cover the total plan development for all new community proposals, or it could be limited to the public portions of the communities and to support for citizen involvement, extra design costs occasioned by experimental approaches, etc.

In the present context and for pilot new communities covered by the implementation assistance discussed in the next section, there would be advantages in covering one half of total costs. More limited assistance on a regular basis might be most appropriate for the longer term when a full new communities policy has been enunciated.

- (ii) the provision to provinces or territorial governments of up to 100% of the costs of planning new cities in northern areas.

This would recognize the pilot basis of such developments, although a shared-cost formula might also work in this context.

- (iii) the initiation of a full program of comparative research on new communities in Canada--involving ongoing monitoring of present and future projects as they develop. Funding of such research might be 100% Federally provided, or shared with agencies or enterprises responsible for the new centre.

- (iv) the provision of funds would be predicated on the involvement of residents of the area surrounding the new community site, and on the active involvement of new community residents in evaluation research after the fact.

(e) Program Delivery

The options here are analogous to those for urban region planning assistance, namely:

- (i) to deliver funds solely to provinces or to municipalities and new community development authorities as well, with provincial approval
- (ii) to deliver funds via CMHC or via the Ministry, or jointly
- (iii) to restrict funds to non-DREE areas or to supplement DREE efforts (and use the program to improve co-operative mechanisms)
- (iv) to conduct research on a directed, in-house or mixed basis.

In each case the question of delivery is closely related to that of objectives, given the over-riding assumption that the major objective is not simply to transfer funds but simultaneously to encourage particular actions and institutional development, and to "deal in" the Federal level for purposes of Federal programs and levers.

(f) Advantages and Disadvantages

The proposed program is highly congruent with the kinds of expectations for Federal action which have been generated over the past three years--whether it is the most effective point of entry into the new community development process is a matter for discussion. The hazards of such an initiative vis-a-vis the provinces can ultimately only be tested with them. The costs need to be weighed against the costs of

utilizing a large "pilot project" under Section 37 as a new Ajax-like demonstration. The latter course of action need not be an alternative although it would obviously be a more isolated move than the program under consideration.

3. Assistance for the Implementation of Urban Region and New Community Plans

(a) Introduction

If the Federal government adopts a more initiatory stance toward the process of planning urban-centred regions and new communities, the next logical question is "what about the translation of plans into concrete realities--the most costly and difficult step?" Regardless of what other assistance is to be provided, the Federal Government could expect to be called upon to provide, via the NHA, housing loans and loan guarantees, sewer loans, and perhaps land assembly loans for housing as well. A variety of other Federal services would need to be extended to the developing regions and to new communities as a natural part of presently operating policies.

This situation led the drafters of the 1967 concepts introduced above to search for elements of a comprehensively planned urban region which might be usefully supported beyond current policies. The provision of regional recreation areas and open spaces, and of transportation/trunk service corridors was identified as a new arena for Federal assistance. The provision of land and servicing for new communities as a whole was also explored.

Although the 1967-68 proposals dealt with the implementation of urban region plans (via loans for transportation corridors and open space) separately from loans for new community land and servicing, here they have been placed together.¹

It becomes apparent from reading the constraints placed on the transportation corridors assistance that its practical use would be largely one of linking up new, expanding nodes with existing ones. The open space provisions are closely related to "green belt" and regional recreation area concepts and again seem most relevant to provision of intra-community lands, given a planned pattern of new development.

The new community implementation assistance had the effect of broadening land assembly to include non-residential lands and providing a forgiveness of public facilities

1. This section draws heavily on a briefing paper dated February 23, 1968, entitled: "Proposed Federal Assistance for the Preparation of Urban Region Plans, Development of Plans for Small Communities and Plans for New Communities, and the Implementation of Urban Region and New Community Plans".

land costs for a period of time until development profits produced recoveries. It was a pilot program only.

(b) Rationale for Federal Role

Having established a financial role in the land assembly field, the rationale for Federal involvement in activity along similar lines for pilot new communities is only an extension of such a rationale. It has, in addition to the "housing support" purposes, an important R & D component.

The program of loans for urban region plan implementation goes considerably beyond either of the above justifications for Federal involvement--moving into a sustained mode of activism.

For the 1971-72 legislative program it is proposed that the "pilot project" rationale be the primary focus--constrained sections of the Act can always be "let out" as provincial processes and a Federal investment strategy become clearer. The alternative role is a high profile "shoot-the-works" one.

(c) Program Objectives

In developing an assistance program for the field in question, there is a need both to avoid the problems associated with the wide scope of earlier urban region implementation assistance concepts (e.g., the possibility that major expressway routes would be thus funded) and to clearly state a delineated Federal position. To meet these requirements, it is suggested that a New Community Land and Servicing Program be inaugurated with the following objectives:

- (i) to support the public development of new communities as pilot projects in the first phase of what may be a co-ordinated long-term policy of urban growth decentralization
- (ii) to encourage the use of public rapid transit for linking new communities to existing urban centres

- (iii) to test the potential and the relative costs and benefits of different Federal interventions in the process of creating coherently planned urban-centred regions with a view to formulating an overall investment strategy
- (iv) to support in a substantial way the development of intergovernmental planning and guidance processes in urban regions

(d) Program Elements

Pursuant to the above objectives, and in recognition of the long development period and high development costs of new communities, the elements of the program fall into place as follows:

- (i) the provision of loans to provinces, regional municipalities, or new community development agencies of loans for the acquisition and servicing of land within the context of a new community-development plan.

The major options here are to provide loans to cover all lands within the boundaries of new communities or only for core area lands and perhaps sufficient residential land to control prices.¹

Also matters for decision are the loan amount (50%, 90%, 100%) and term (15 years, 30 years, 50 years).

In making loans for new communities, it would be possible to include a "forgiveness" feature for all or part of the cost of acquiring and servicing land used for public buildings, open space and transport facilities. This could then be either recovered from profits of sales or not recovered.

1. As suggested by the Sector Team on Infrastructure.

Amidst the variety of options available, several seem to "group" into coherent ways of meeting certain objectives.

Consistent with an objective of ensuring direct public control over pilot new community development are the following:

- * extension of loans for all lands within the pilot new community boundaries
- * forgiveness of all or half of the cost of open space, public buildings, and transit facilities lands, without a recovery feature
- * provision of 100% loans for 30 years or more--for leased lands and 15 years for land returned to freehold status

If the objective is to obtain maximum mileage and leverage from funds, the following group would appear to be more suitable:

- * provision of loans for core areas of new communities, coupled, perhaps, with regular land assembly loans
- * either forgiveness of half the costs of public facilities lands or forgiveness of all costs with a recovery provision
- * provision of 90% loans for 30 years

The latter arrangements are more likely to be chosen for a general program of new community assistance, as contrasted with the more generous features of a "pilot" program.

- (ii) the provision of loans to provinces or regional municipalities for the purpose of acquiring and preparing land to be used in linking pilot new communities to existing centres via rapid transit corridors, and in the context of a regional transportation plan.

These loans could be for 90% or 100% of acquisition and preparation costs and for 10 or 20 years. If roads were to be included in a corridor forming part of the regional plan, only the land for transit facilities would be covered

by this program. If the transit facilities were to be accompanied only by trunk services below ground and/or by a limited amount of "screening" open space, a wider corridor proposal would be contemplated. While such restrictions are open to debate, they appear to be consistent with the overall objectives of promoting transit and limiting financial requirements.

The actual cost of the transit facilities themselves is not suggested for inclusion in this program.

(d) Program Delivery

As a pilot program, the effective impact of what is being proposed would be in the order of 1-3 projects over the next several years. Delivery and evaluation arrangements beyond the formalized ones of the loans themselves are then closely related to the outcome of federal-provincial negotiation. Alternative fund delivery vehicles are CMHC and the Ministry - the former would be more logical in view of its current land assembly operations. Evaluation would need to be jointly conducted.

(e) Advantages and Disadvantages

It is recognized that the alternatives and options made available for this program have been limited even further than those of 1967-68. One can, of course, create more latitude by using those provisions as a set of alternatives.

The main advantage of the current proposals is that they provide a manageable first step while longer-term approaches are reviewed. The chief disadvantage is perhaps that full-scale action will be further delayed -- if such action is considered desirable.

4. Urban Management and Manpower Assistance

(a) Introduction

Volume 3 of the Urban Assistance Study on "Municipal Development" lists and briefly describes the following program elements for assisting "municipal structural change" which could be Federally supported.¹

- (i) urban government reviews - conducted by citizen review commissions with a mandate to take a formal look at the requirements of city government
- (ii) urban management institutes at two Canadian universities
- (iii) fellowships for urban managers to travel and participate in university programs on a sabbatical basis
- (iv) administrative internships for potential managers to be placed with municipalities
- (v) municipal management training programs including in-service courses, attendance at local post-secondary institutions and seminars
- (vi) experimental and applied research projects, including those on future management requirements.

To these elements we could add:

- (i) studies of municipal manpower requirements for local application
- (ii) studies of policy planning concepts for local application
- (iii) a Federal initiative in seeking to increase the intergovernmental mobility of public servants so that a variety of problems and situations can be experienced

(b) Rationale for Federal Involvement

The Urban Assistance Study notes that Federal involvement in the support of urban management research and education is questionable on constitutional grounds. The amounts involved are also small enough to be potentially manageable within municipal and/or provincial revenues. On the other hand, ample precedent seems to be already available from previous Federal and particularly, CMHC experience in the field - via fellowships, etc.

Furthermore, the resources and concepts necessary to develop and sustain improved urban management approaches are available only on a national, and perhaps even international basis. There is limited talent and expertise in Canada--spread across the country in universities, consultant firms and governments. This would need to be mobilized to produce a sustained and effective effort in the field. And while the application of many management and policy analysis techniques will vary from centre to centre, the general body of knowledge on which these are based comprises a synthesis of local experiences, and a view of the structure which produces similar problems in different locales.

Support for many of the activities outlined above has also been, in the past, a very difficult and marginal item for municipal budget-making--a "frill" in the eyes of many councillors. One can anticipate that increased public appreciation of the need for new approaches to urban management may change this, but a considerable amount of facilitative work seems necessary.

(c) Program Objectives

In view of the emphasis we have given to the need for increased institutional capability and responsiveness particularly at the municipal level, the urban management and manpower assistance program assumes a central role in laying the groundwork for longer-term urban policies.

The primary emphasis of the program, as presently conceived, would be one which draws on the "research and development in the national interest" role of the Federal government and only in a secondary way on the spending power.

Within this context, the program would have the following objectives:

- (i) to encourage the active re-examination on a continuing basis of the roles and responsibilities of urban governments, by the participants themselves, and by the public "consumers" of government services

- (ii) to support the development of new institutional arrangements at the local level which improve sensitivity to changing conditions and citizen needs
- (iii) to encourage the systematic review of the state-of-the-art in Canadian urban management practices and to promote concerted advance in this field
- (iv) to promote long-term planning for institutional development including manpower development in urban centres across Canada
- (v) to lay the groundwork for the creation of "urban guidance" approaches to urban management by fostering intergovernmental exchanges of employers and views
- (vi) to encourage a shift from single discipline urban planning methods toward multi-disciplinary "policy planning" approaches

(d) Program Elements

The funding arrangements for the elements of this program are of particular concern in view of potential provincial sensitivity about intervention in certain areas. To the extent that an "R & D" rationale is used for Federal action, it can be more directly applied and more conditional on performance.

The objective of the program is not to support consultant work on the internal management of daily municipal operations, although evaluative research on the methods being suggested and adopted in this regard would be eligible as a contribution to general knowledge.

The specific elements of the program are:

- (i) the provision of funds to support pilot projects and research of wider applicability on urban (not only "municipal") management concepts and practices, by universities, municipalities, provinces, or municipal associations

- (ii) with provincial approval, and possible financial support, the provision of funds to promote reviews of local government needs, conducted through co-operative efforts between municipalities and citizens
- (iii) the provision of funds, government personnel, and other resources for the creation of urban management chairs, courses, and institutes on a "centres of excellence" basis at Canadian universities and colleges.
- (iv) the provision of travelling and study fellowships for senior urban managers, with provincial approval, directly and through educational institutions
- (v) the provision through municipalities, and with provincial approval, of internships for management trainees
- (vi) the provision of funds to support on a shared-cost basis with provinces, or with provincial approval, municipal management training programs. These funds could also be provided on a simple contribution basis to provincial governments.
- (vii) the provision of funds and consultative services to support pilot studies of municipal manpower requirements and municipal policy planning requirements¹.

In addition to the above, it is proposed that the Minister raise for tri-level discussion the subject of inter-governmental mobility and offer to work out an initial senior employee exchange to the Ministry, NCC, and/or CMHC.

1. Two of the more recent attempts to adapt policy planning techniques to municipal problems are outlined in J. D. Stewart, "Local Authority Policy Planning", Local Government Chronicle, issues of January 3, 1970 - February 14, 1970; and J. K. Friend and W. N. Jessop, Local Government and Strategic Choice, (London, 1969).

(e) Program Delivery

The major alternatives for delivery of the Municipal Management and Manpower Assistance program are the Ministry or CMHC -- or some joint process in which each would be responsible for some elements. Delivery of all or most of the programs through the provinces would be a form of an alternative to the variable kinds of involvement suggested in the outline of program elements above. The latter choice would, however, raise the question of whether an approach with much more general objectives should be taken to the entire program. Such an approach would minimize the extent to which specifically directed Federal action could take place.

(f) Advantages and Disadvantages

The program could provide considerable leverage for institutional change, at least in a limited number of municipalities. The risks involved include its relatively high visibility as an intervention, the low level of the state-of-the-art in Canada (hence the lower budget levels provided in this paper than in the Urban Assistance Study) and the dangers inherent in particular elements. (For example, the threat "interns" may pose to seasoned employees.)

The Federal-Provincial delivery difficulties may be alleviated by prior consultation and provincial involvement in the aspects of the program noted - or perhaps across the board. In view of its branch office structure and daily municipal contact, the CMHC vehicle may be preferable for at least those parts of the program requiring close monitoring and provision of advice, e.g., internships and reviews of local needs.

5. Municipal Research and Development Assistance

(a) Introduction

The idea of a regular program of assistance for municipal research and development projects derives from a variety of sources -- including a review of proposals submitted under Part V, N.H.A., an analysis of the American "Urban Observatory Program", and discussions with municipal officials about their problem-solving needs over a period of years.

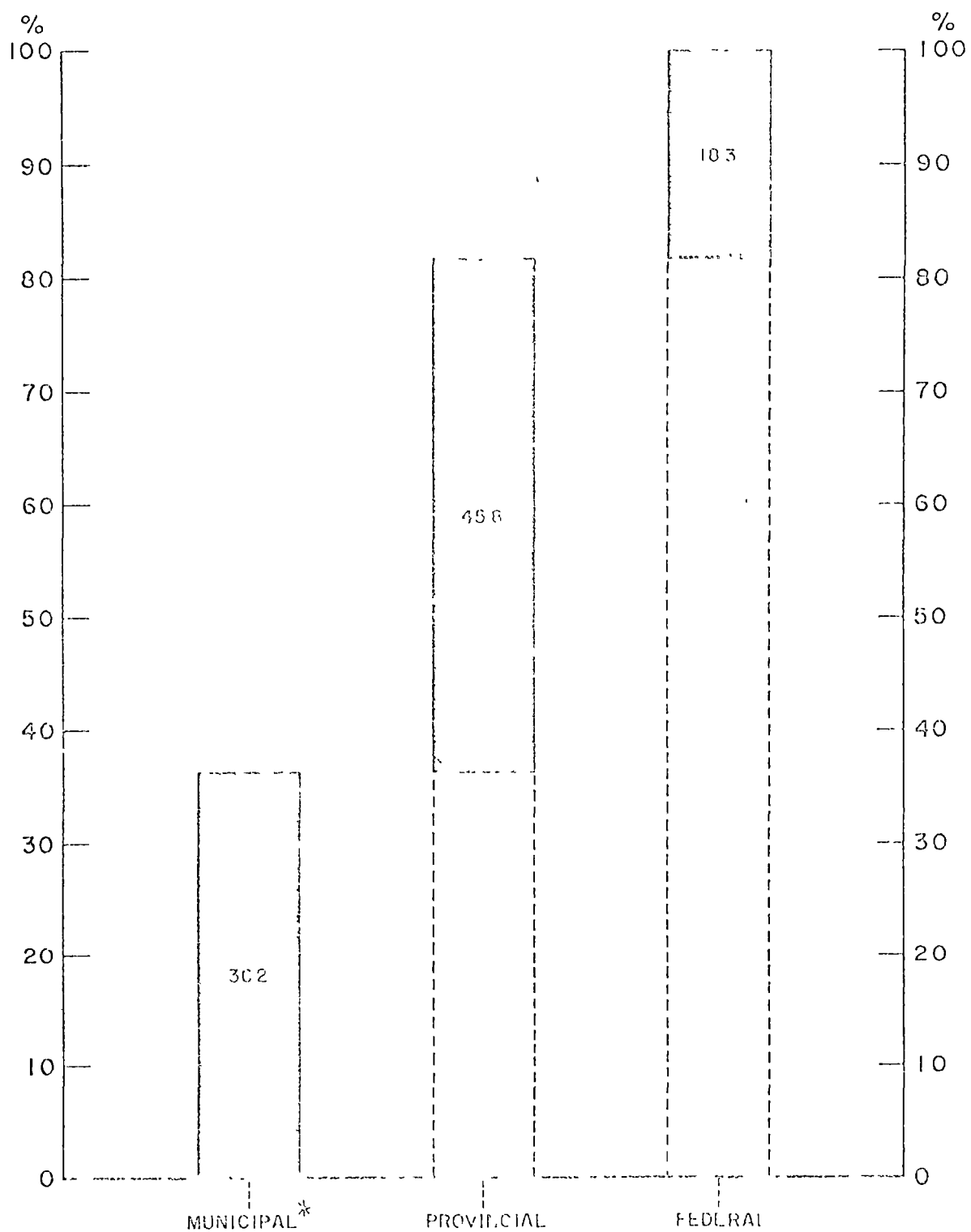
In his survey of 1968 expenditures on urban and regional research in Canada, Bruce Anderson presents the table on the following page -- outlining expenditure by jurisdictions.¹ It can be seen that at least superficially, municipal and municipal association expenditures in this field are already substantial. However, much of the work done is clearly "research" in only the broadest sense of fact-finding for plan preparation or consultant work on specific technical problems of the day. Only the largest centres -- or on occasion, those such as Victoria, which have exceptional administrative and intellectual leadership currently, have what could be called "research staff". None, to this writer's knowledge, have separate R & D units free to work on a variety of operational problems.

A brief review of the 1970-71 Part V applications reveals relatively few from municipalities. Notable among them are those from the Municipality of Metropolitan Toronto Department of Works, for "Removal of Soluble Phosphate from Waste Water in Existing Sewage Treatment Plants", the City of Winnipeg Housing and Urban Renewal Department, for a "Study on Neighbourhood Improvement Program", and the Borough of York Planning Board for a study of "Citizen Participation in Planning".

The "Urban Observatory Program" in the United States is a joint project of the National League of Cities and HUD, involving at most recent report 10 cities, including for example, Atlanta, Baltimore, Boston, Cleveland, and

¹ A Survey of Spending on Urban-Regional Research by Selected Public Bodies in Canada in 1965-1966. Ottawa, 1968.

AGGREGATE EXPENDITURE BY JURISDICTIONS
DÉPENSES GLOBALES SELON LA CATÉGORIE DES INTERVIEWÉS



* INCLUDES MUNICIPAL ASSOCIATIONS — - Y-INCLUS
LES ASSOCIATIONS MUNICIPALES

Denver. A primary objective of the program is "to facilitate making available, to local governments, university resources useful for understanding and solving particular urban and metropolitan problems".¹ A secondary objective is to increase the problem relevance of university work.

The range of projects undertaken via the program is very wide -- including studies on "City-Suburb Differentials in Government Service", "Zoning Problems", "Manpower Needs", "Freeway Impact", "Ambulance Service", "Multi-Service Centres" and others. If any common element is present in the work being conducted, it is the attempt to increase the responsiveness of the municipal governments to citizen views and to increase their awareness of their own effects. At least according to the report received, certain studies, e.g., Boston Little City Halls, have resulted in measurable improvements and policy changes.

(b) Rationale For Federal Involvement

There are several rather substantial reasons for Federal assistance to municipal R & D -- and these, in effect, help form the objectives of the proposed program:

- (i) the Federal mandate to support R & D activity both constitutionally and under the National Housing Act is a clear one. It is a critical leverage point which, unlike many others, is rather fully available to Federal initiative
- (ii) a variety of current Federal programs for capital investment, e.g., sewage treatment loans, could be greatly improved through municipal research to create both new applications and cost reductions in general, and in a local context
- (iii) such a program, particularly if present Part V applications and the American experience are relevant, could be of great importance for improving local program capabilities, responsiveness, and innovative potential. R & D can mean institutional change -- both through direct efforts and as a result of the "spin-offs" of successful problem-solving.
- (iv) if all future programs of urban assistance are to contain a built-in evaluation component, assistance for Municipal R & D can ensure that local

¹ Urban Research and Metropolitan Community Service Project, The Urban Observatory Program, (Washington, 1970), p. 1

governments can have an effective voice in the evaluation -- based on results in their own communities.

(c) Program Objectives

As presently conceived, the objectives of the Municipal Research and Development Assistance Program would be:

- (i) to encourage municipalities to conduct research and development projects on local priority problems, results from which may have wider applicability
- (ii) to promote increased municipal awareness of program effects and citizen needs and reactions
- (iii) to mobilize local research institutions particularly universities and colleges to work on local problems and to promote active co-operation between these institutions and municipalities
- (iv) to improve municipal evaluation capabilities, particularly in regard to NHA-funded programs as they relate to local needs

(d) Program Elements

The elements of the program have primarily to do with project selection criteria and funding arrangements. They include:

- (i) the provision of funds, technical information, and research design consultation to municipalities and to municipal associations for the conduct of local R & D projects of potentially wider applicability

That is, the program is not intended to support purely situational design problem-solving, e.g., an engineering report on a bad intersection. The relevance to more general problems needs to be demonstrated, and results must be publishable.

- (ii) the selection of priority items for support by the program such as:

- * studies of citizen reaction to municipal decisions and programs

- * studies of program effects generally
 - * studies of local resources for problem-solving, e.g., expertise, research agencies
 - * evaluation research on NHA programs as locally applied
- (iii) the provision of funds and the facilitation for the publication and national distribution of project results as these become available
- (iv) the provision of funds for periodic conferences to exchange views and information about municipally initiated R & D.

(d) Program Delivery

Two basic alternatives are open for program delivery, each with somewhat different organizational implications for CMHC:

- (i) to follow the U.S. model and deliver funds, distribute results, etc., via the CFMM and/or the various municipal associations
- (ii) to follow a mixed model and use both associations and the direct mechanisms through CMHC head and branch offices.

A longer term possibility is the creation of tri-level "regional resource centres" or "municipal development centres" which would bring together capacities public and private on an urban-centred region basis.

(e) Advantages and Disadvantages

The major advantage of the proposed program is that it would support other program thrusts -- both within and outside of the Urban Assistance package. Difficulty in selling the idea to those centres who perhaps need it the most, is to be anticipated. Early results, well distributed, will be required to demonstrate its potential.

In delivering the program, the preferable route, in view of the uncertain capacity and images of municipal associations, is to support both the former and individual centres.

This loses the effect of coordination, but leaves open the door for more extensive association involvement subsequently. The close relationship of the program to overall Federal objectives would probably best be served if direct links are possible, especially since these are already present in a weak form.

6. Urban Demonstration Program

(a) Introduction

Despite the number of futurist visions of Canadian cities which foresee them as technological wonders, it could be rather safely stated that the creation of urban technologies geared to Canadian conditions and values is an underdeveloped field.¹

The physical fabric of our cities is a heavily derivative one - and largely or wholly American style and content seem to be replacing earlier Canadian variations on British, French, European themes with considerable rapidity. The technological devices which might serve to retain ecological balance amidst urbanization have been developed at the margins of Canadian research and development activity seemingly unaffected by the growing public awareness of their importance.² Government control over international technologies impinging on the quality of community life, for example, automobile emission standards, has tended to follow the lead of other nations. The means of constructing safe, convenient, winterized cities beyond the temperate belt of the border seem to have largely eluded us.

The bleakness of this portrait should not be permitted to blot out recognition of the kind of potential demonstrated by Canadian initiatives at Expo '67, in particular sub-fields of endeavour, and in particular centres (the Montreal Métro). What appears to be needed at this point is a marshalling of resources to achieve generally accepted objectives, within a common program framework which sets priorities for action.

There are a variety of different models that could be adopted for an "urban futures program" or an "urban demonstration program". The United States Government has made three successive efforts in the field of bringing all resources together in individual centres to show what can be done through concerted application of simultaneous problem-solving measures. These include "Demonstration

¹ For futurist assessments, see John Kettle, Footnotes on the Future, (Toronto, 1970), Leonard Bertin, Target 2067: Canada's Second Century, (Toronto, 1968), and most original, Stephen Clarkson (ed.), Visions 2020. (Edmonton, 1970)

² The most interesting and advanced work on decentralized sewage treatment technology has been CMHC supported on a sustained but low key basis - but relatively few other examples exist.

Cities", "Model Cities", and the most recent the "Planned Variations" program. The relative success of these endeavours is perhaps best illustrated by the objective stated for the last-- "to demonstrate what cities can do about their problems when given more authority to develop their own solutions, more resources to implement those solutions and less direction from Washington."¹

In addition to the "concentrated resources" form of demonstration, the following kinds of approaches exist:

- * concentration of activities to demonstrate the effects of improving one major urban subsystem e.g. public transportation
- * concentration of activities to demonstrate a battery of methods for achieving a specific goal, e.g. housing cost reduction (HUDAC proposal)
- * decentralization of activities and resources in order to demonstrate what one "group" of people throughout the country can do on their own initiative, e.g. Opportunities for Youth, Opportunities for the Aged, Opportunities for Neighbourhoods (perhaps along the lines of a proposal by Mr. R. Affleck)

The common threads running through all of these are their reliance on the concentration of effort and attention on some readily grasped entity, and their anticipation of a "demonstration effect" through extensive publicity on results.

(b) Rationale for Federal Involvement

In discussing the program options available to the Minister and Management, we have placed considerable emphasis on the importance of "mission-oriented" Research and Development - as a preparatory step for longer term commitments, as a catalyst for institutional change, as a builder of confidence in the efficacy of attempts to consciously affect the environment.

¹ Urban Research News, August 30, 1971

The idea of a "demonstration program" of some kind is of course not only consistent with more limited forms of R & D activity - it can serve to awaken interest and change the whole climate of reception for such.

The Federal Government is the only level with the resources and scope of operations to mount a nation-wide demonstration program - it also possesses the skills to do so based on the Centennial year experience.

(c) Program Objectives

In the case of each of the other program concepts explored in this part of the report, the potential objectives could be drawn rather readily from the overall framework for urban assistance policy outlined earlier, in addition to a review of how things stand in the cities and towns.

For a demonstration program, at least two rather distinct sets of objectives can be chosen once the general aim of "demonstrating something about urban problem-solving and urban guidance" has been passed.

The chart on the following page illustrates these along with the program elements which flow from them.

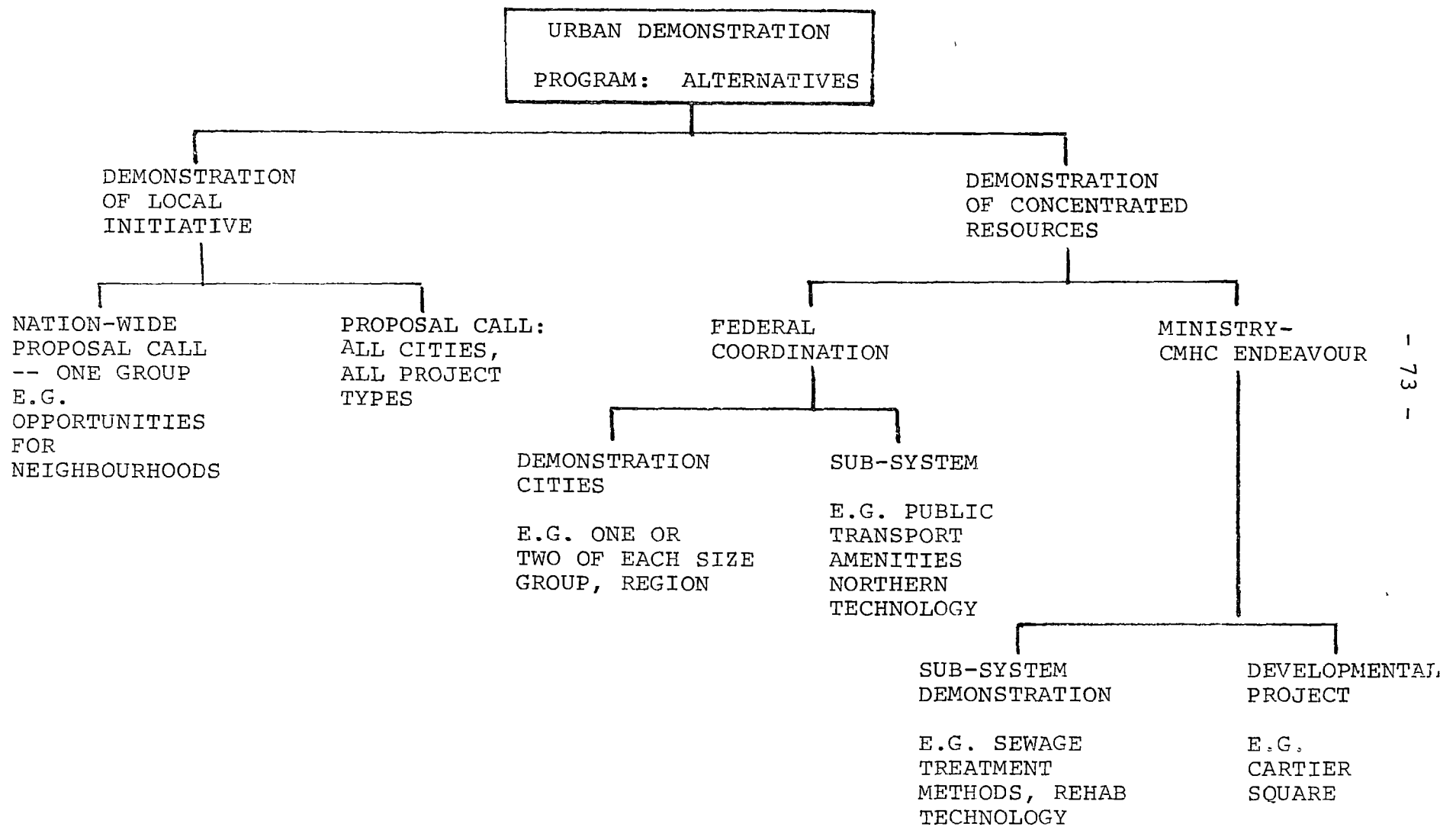
If the major objective of the program is to show how local initiative can be generated and assisted in creative projects for urban improvement, then a certain type and scope of project can be anticipated. The inherent limitation of the proposal call technique is that relative preparedness is usually rewarded.

If, on the other hand, the program is to illustrate how a variety of programs, Federal, Provincial and Municipal can be coordinated to produce substantial gains, either for entire centres or for some urban sub-system or sub-component, then a wider scope and more extensive projects can be developed. The amount of public enthusiasm and initiative prompted by the program would probably be considerably reduced.

It is possible, of course, that these major objectives could be addressed on alternative years.

(d) Program Elements

The basic element of the urban demonstration program would be the provision of substantial grant funds to support projects showing imagination and opening out new possibilities for urban quality of life.



Additional elements, depending on the objectives chosen might be:

- (i) establishment of Federal interdepartmental and possibly intergovernmental coordination arrangements
- (ii) provision of assistance to participating or potentially participating groups with the development of proposals

(e) Program Delivery

The delivery mechanisms for demonstration program funds are inherently linked with the basic overall objectives.

The alternatives illustrated in the chart above include the following:

- (i) for a program to demonstrate local initiative, the operation could be organized either by an interdepartmental body or by a CMHC-Ministry work group. In view of the dispatch required for such a program, the latter might be preferable. The proposal call technique for delivery of funds is a rather well known one, involving a public announcement, a time limit and clearly stated selection criteria.
- (ii) for a program to demonstrate the application of concentrated resources, the process of fund delivery becomes much more important. It is here that advances can be made in bringing together the various Federal R & D programs for a common purpose. If a more limited approach is desired, a CMHC or Ministry-sponsored demonstration along the lines of a "developmental project" can be conducted. Delivery of funds for this alternative possibly involves complex interdepartmental cost sharing agreements and a selection of specific agencies to handle given portions of the operation, or of one agency as a common delivery vehicle.

In both cases, very definite program termination dates are required if the "slush fund" effect is to be avoided.

It has been mentioned that the possibility for employing both major kinds of demonstration approaches exists. Briefly, one kind of strategy which could be adopted would be

- * to conduct an "opportunities for neighbourhoods" kind of program during 1972 - which would serve to generate interest in the "Community Assistance" ongoing activity and would be relatively easy to mount, operate, and conclude.

- * to establish during 1972, an interdepartmental and intergovernmental mechanism for a "concentrated resources" kind of program, involving several different sub-systems in several centres, and supplemented by CMHC developmental projects.

(f) Advantages and Disadvantages

The kind of Federal initiative envisaged with the Urban demonstration program is fraught with risks as well as opportunities. If it is seen as a replacement for, rather than as, a supplement to more serious long-term measures, it will be rightly regarded as a "gimmick". It has an inherent time limitation for maximum impact in securing really imaginative, deeply thought through projects. After a year or so of operation, responses to it become calcified and the inevitable attempt to use it for ongoing needs begins.

An urban demonstration program can serve to direct public attention to problems and opportunities not previously noticed. In effect it can shift priorities in a very short time span. If a "high cost systems" theme were chosen, the impact reverberations in subsequent decisions of all kinds might be extraordinary - of the "Spadina Expressway" variety but on a somewhat more positive note. To gather full benefits from these reverberations, however, follow-up of an order not generally seen in government operations would be needed. For example, a coordinated Federal resources approach, applied in a few centres, would need to be succeeded by active efforts to move toward "urban guidance" concepts.

7. Establishment of a Canadian Urban Information System

(a) Introduction

In its recent report on Information for Urban Affairs in Canada, the Canadian Council on Urban and Regional Research notes the growing cost of gathering, storing, and retrieving information for municipal management purposes. It is contended that

"there has been little objective measurement of cost of urban information at any level of government, so administrative authorities are unable to budget for improvement in information handling and cannot make adequate cost/benefit justification for it. Municipalities under-finance their information handling equipment and services on both capital and current accounts. Only a few municipalities in Canada are seriously studying the implications of machine-readable data systems such as are now in operation at other levels of government and in private enterprises comparable in scale with a middle sized city.

It was not possible within the limits of this survey to discover precisely how much each municipality in Canada is spending in information gathering, processing and dissemination. It is possible to conclude that approximately one-seventh of the whole local budget (other than education costs) is being spent on attempts to get and handle information: this is a realistic and supportable estimate."¹

Unfortunately a major limitation of the study quoted is that it does not explore the social interrelationship between information processes and management processes in Canadian cities, beyond a few general comments. It is therefore difficult to assess the relative impact of funds and effort contributed to the establishment of information systems and other measures or to adopt appropriate strategies for having an effect in this field. We cannot, presumably, rely on various proponents' assurances that such a system would be a good thing.

In the latter regard, the Urban Assistance Study, Volume 3 is of considerable help, for it seeks to critically examine the current problems associated not only with securing ² information but with relating it to policy formulation.

¹ Ottawa, 1971, p. 51

² pp. 40-42

It is also pointed out that

"an urban information system must operate within an urban framework characterized by a number of governmental jurisdictions each having responsibility for only a segment of the urban community, and each with its own particular policy orientation and information needs. The problem of designing an urban information system within such a framework is almost insurmountable."¹

Whether one agrees with the latter viewpoint, it is clear that a number of important questions need to be resolved in order to advance either Federally or otherwise in this pivotal field:

- * the concept of what an "urban information system" is and can be varies considerably. The CCURR proposal is despite its title really concerned with municipal information, as contrasted with say public information.

- * a large number of actors are potentially involved in the process as illustrated by the chart on the following page.² How these are to most effectively inter-relate -- and whether a "network" or other device would be the most suitable one for doing so are unanswered problems.³

- * the number of different system proponents -- organizational and consultant is sufficient to give grounds for suspicion as to the altruism of those concerned with the subject, and more important, their relevance to "grass roots" needs.

(b) Rationale for Federal Involvement

The Federal involvement in urban information collection, storage, and distribution, is obviously a multi-faceted one:

- * it is the chief source of basic demographic (Statistics Canada) and housing data in the country.

- * it is a major source of other data of relevance to individual urban centres.

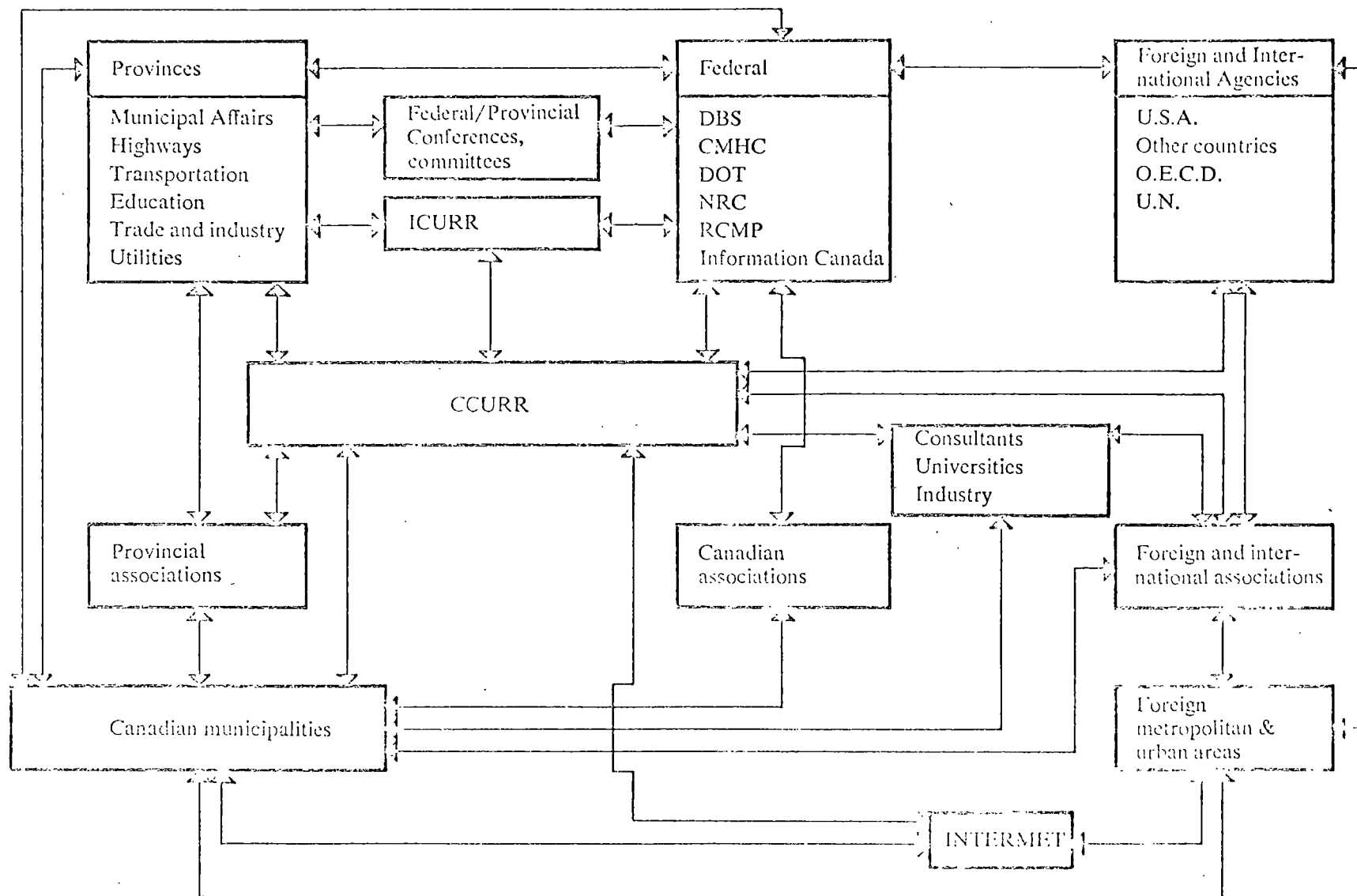
- * it is a major user of urban data and information of all kinds

1. Ibid., p. 42.

2. Information for Urban Affairs in Canada, p. 30

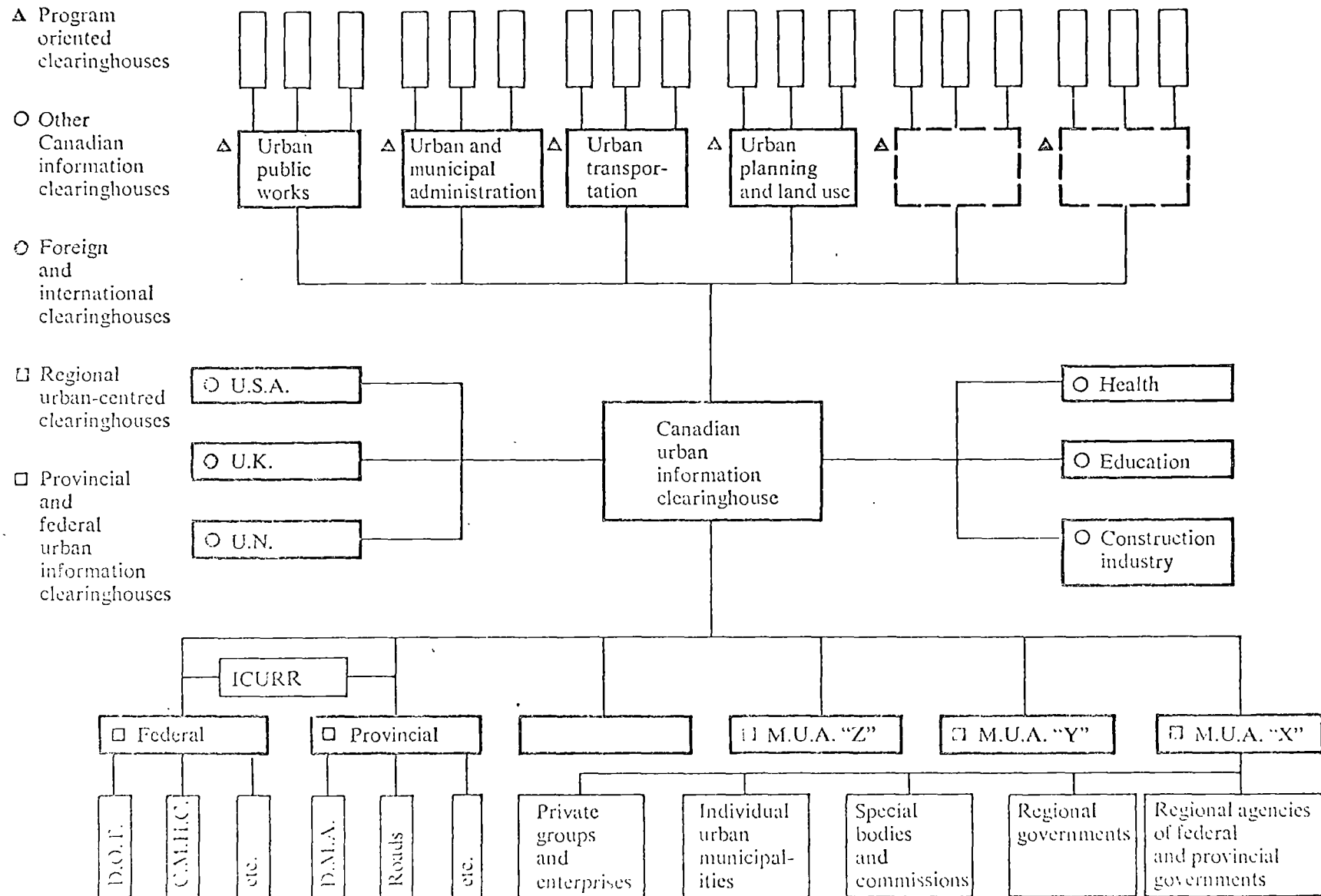
3. Ibid., p. 44

Figure 5. Major Linkages Among Some Principal Sources in Canada



(Alphabetic abbreviations are identified on p. 57.)

Figure 7. Proposal for an Urban Information Network



- * its research activities internal and external produce new information relevant to urban guidance.

- * its branch offices of various departments and agencies form an overlapping network of distribution notes.

To the extent that urban scientific, technical and social information are national in relevance and international in source and content, the Federal role in co-ordination, at least of its own activities, and potentially on a wider scale is a clear cut one. To the extent that information is limited in applicability to local conditions, the Federal role is one of participation.

Of immediate concern at this time is the fact that over the past several years the Federal Government has, via Part V of the National Housing Act, funded a sizable number of organizations and studies devoted to the subject of "urban information systems". The Intergovernmental Committee on Urban and Regional Research and the Canadian Council on Urban and Regional Research both receive sustaining funds from CMHC which help to support their respective reference systems and libraries. Specific "information system" development projects by C.C.U.R.R. (already noted) and the NCC have been funded in the amounts of \$100,000 and \$250,000 respectively. Yet another organization, the Committee on Municipal and Regional Information Management (COMRIM) is developing a proposal for an Urban Information System in anticipation of Federal financial support.¹

The purpose of reviewing this situation is to set the stage for proposals which go somewhat beyond those of the Urban Assistance Research Group.

The latter has recommended against the urban information system approach and proposes instead that the Federal Government put its own data "house" in order prior to offering assistance to provinces and municipalities. In view of the kinds of expenditure which have been made to date, and the number of different competing organizations in the field, some attempt to rationalize the situation is indicated.

¹. COMRIM is a committee of the Canadian Federation of Mayors and Municipalities. At a founding conference held in March of 1971, the Committee identified establishment of municipally-controlled information system as its major project.

This does not mean that improvement of Federal data from both a qualitative and an organizational standpoint is not required. It is proposed rather that action on this be a part of an overall strategy.

(c) Program Objectives

We need to talk here about two different levels of objectives -those for an information system and those for Federal strategy toward its development.

The chief objective of the urban information system is presumably to provide ready access to user-oriented information, regardless of official language or location in Canada. "Access" can mean:

- (i) that individual items are physically provided to the user, e.g. by print out, and/or
- (ii) that inter-library loans based on a general reference system can be made.

Unless an information system is a part of the social reality of its users, however, it remains an underutilized hardware collection. The most valued information remains "folk wisdom" about problem-solving and very specific technical data on physical and financial aspects of maintaining the urban machine. Whole areas of judgments, particularly those to do with social values, remain unaided by knowledge of other experiences and approaches.

In these circumstances, the Federal objectives need, again, to be focussed on the levers for institutional change, of which provision of new information and concepts for its organization is one.

The objectives of a Federal strategy in the field implemented by the Minister, the Secretariat and CMHC can be along the following lines:

- (i) to provide on a systematic basis support for pilot local urban information systems based on the inauguration of policy planning concepts and on the close involvement of users in system development
- (ii) to initiate a process whereby the various interests concerned with urban information pool their resources and proposals to arrive at a common plan of action, or alternatively to initiate a process of selection for a national urban reference system based on a proposal call technique to produce a concept and implementation plan
- (iii) to support research on the actual uses made of information about urban topics by decision-

makers, operating people, and the situation with an emphasis on expectations and attitudes

- (iv) to initiate a concerted process whereby Federal information relevant to urban problems is revamped and packaged for ready use.

(d) Program Delivery

In this case, we are concerned with centres of initiative and follow-through. The Urban Secretariat needs to be heavily involved in co-ordination of Federal information capability for urban affairs uses. In view of the political circumstances surrounding some aspects of the problem, however, a suitable "neutral" territory, such as a conference or steering committee, for more general discussions and actions would be preferable.

(e) Advantages and Disadvantages

Unfortunately, although the provision of relevant information including concepts and experience, as well as "data", is of general benefit - the mechanisms associated with its delivery have become the field of a few experts and organizational interests. What would appear on the surface to be a "soft" area for action threatening few provincial or municipal sensibilities, has become, in fact, a rather difficult one. The question at hand is whether, as a part of an overall program of action, a Federal initiative to move things along would have sufficient returns in terms of governmental innovation to be worth the certain difficulties involved. Such an initiative might bring to the subject the national attention and seriousness of purpose required to quell organizational infighting.¹

1. The proposals made in this section are entirely compatible with those made in the report of the Research and Development Sector Team, pp. 43-45.

8. Strategies for Assembling Urban Assistance Programs

Seven different program concepts for the encouragement of new patterns of urban development and the support of increasingly capable, responsive urban governments have been presented in the sections above.

We are left with at least two major unanswered questions:

- * how can we effectively group and relate these programs to each other so as to have maximum impact and so as to make their coordination and management a feasible proposition?
- * how can we evaluate the effects of the programs singly and together, so as to judge what modifications to make to them and what kind of investment "return" we will be getting?

The first of these questions is covered, at least superficially, in the chart on the following page. It can be seen from this that two major approaches are possible--one concentrates limited resources on the promotion of assistance for new urban development--in line with the program proposed in Chapter 16 of the Urban Affairs Study.¹ The other takes a "total system" approach--simultaneously encouraging limited new urban development and working on the problems of existing agglomerations--from villages to metropolitan areas.

The kind of choice to be made here is very much in evidence in current American debate on a "national urban growth policy". Many there believe that the encouragement of new centres will drain resources away from the increasingly intractable problems of the older central cities. In Detroit, this conflict has led to proposals for specifically linking ghettos to new growth points.

The Canadian context is that of a society in many ways still at the frontier of growth. A hard choice between in-city and exurban development (rather than between exurban and total system investment as presented in the chart) is not a relevant one.

As noted earlier, many problems of our central cities are directly the result of growth and economic health rather than of rapid decline. They are also the problems

STRATEGIES FOR ASSEMBLY OF
URBAN ASSISTANCE PROGRAMS

EMPHASIS ON NEW
URBAN DEVELOPMENT

URBAN REGION PLANNING
ASSISTANCE

NEW COMMUNITY PLANNING
ASSISTANCE

NEW COMMUNITY LAND AND
SERVICING PROGRAM

TOTAL SYSTEM APPROACH:
NEW AND EXISTING URBAN
CENTRES RELATED

URBAN MANAGEMENT
AND MANPOWER
ASSISTANCE

MUNICIPAL R & D ASSISTANCE

URBAN DEMONSTRATION PROGRAM

URBAN INFORMATION

+

REPLACEMENT FOR URBAN RENEWAL

+

NEW DEVELOPMENT AIDS

of our socio-economic system (leading to "housekeeping" rather than initiatory government) and of our relatively recent attempts to view cities as other than "camps for money-miners" (in the words of Hans Blumenfeld).¹.

To sum up our comments on this subject:

- * the choice of emphasizing new urban development is conceptually and programmatically viable for the Canadian context. It avoids a diffusion of energies over a wide area. If the replacement of urban renewal is a mandatory element of the current situation, there will be a program for existing centres in any case
- * the choice of taking a total system approach means that advancement must be made along a broad front. The proposed programs for both new and existing centres are not, however, large ones in strictly budgetary terms. It is their management and orchestration which may cause difficulties. In toto, it would not appear that they are beyond the capacity of the current delivery systems and attitudes--for each can be inaugurated in a low key fashion.

The question of evaluating the multiple influences and impacts of the proposed program concepts and their subsequent full-fledged program designs is of an even more thorny nature. The following idea on this subject can be advanced here and further developed as Ministerial and Management wishes become known:

- * as a recent report by the U.S. National Academy of Sciences points out "customary measures for program evaluation, for determining social change, and for revealing the state of cities...are primitive, where they exist at all. The consequences of programs should be measured in terms of changes they produce in the values, experiences, and behavior of the people affected by them."².

1. "Criteria for Judging the Quality of the Urban Environment" in Henry J. Schmandt and Warner Bloomberg Jr.(eds.) The Quality of Urban Life, Beverly Hills, 1969, p. 141
2. A Strategic Approach to Urban Research and Development, (Washington, 1969), p. 68.

- * at the level of "did we get the funds out", program evaluation is a relatively simple affair. It is when we move into the assessment of relative leverage for system improvement that the way becomes arduous.¹
- * at this point, we can only recommend that evaluation mechanisms be built both into the structure of the programs and into the operating units which administer. In effect, the Corporation and the Ministry need to free themselves from many details of program control in order to undertake in conjunction with recipients, a monitoring and evaluation role. Program time limits, and the concept of a "pilot program" to test the relative efficacy of both concepts and delivery will serve to aid in the performance of this role.

¹ One recent attempt at "total system" evaluation is Daniel Cappon, "Health, Malaise, and Promise of Cities: a comparison of Baltimore and Toronto", in Ekistics Vol. 32, No. 188, July, 1971, pp. 48-50.

B. DEVELOPMENT OF A REPLACEMENT FOR URBAN RENEWAL

The problem of developing a program or programs to replace urban renewal is of a different order than that covered in the previous section. This is the case not only because of the obvious fact that we are changing something already "operational" - it is so because of the rather more extensive value conflicts which surround program objectives and possibilities.

The approach taken throughout this part of the paper reflects these differences by devoting considerably more detailed attention to the kinds of objectives to be promoted and their implications, and to the specific elements of program design. For the broad urban assistance programs, a variety of perhaps equally good delivery mechanisms and funding conditions could be applied. In the case under discussion here, conditions and mechanisms in many ways are the program.

In the first two chapters of the paper, and more narrowly at the beginning of this one, we have introduced the kinds of factors which need to be seriously dealt with in creating either a modified urban renewal program or a replacement designed along new lines.

To review the items on which very cold, hard answers - for either alternative mentioned - are required:

- * whether assistance for CBD redevelopment is to be included
- * the level and types of support to be provided for the big cost items under urban renewal - streets, sewers, land acquisition and clearance
- * the process of area selection and the way in which this relates to provincial expropriation powers
- * the planning approaches to be used and their relationship to systematic involvement of citizens.

Early in the working sessions of the Sector Team the question of a set of objectives for a program of assistance to community and neighbourhood areas of cities, and to smaller communities, was raised. It became apparent that while there were large areas of agreement on problems to which the program was addressed and on how it should tackle these, there was also a basic difference of opinion on the central issues of program thrust and organization. Rather than attempting to synthesize the two viewpoints, they have been used in this section to play against each other and, in the process, to generate choices.

As it emerges from the meetings, the basic dialogue was

between those who supported a continuation of the multiple objective, physical area-based, change-oriented format of urban renewal, albeit in a more limited and modified form, and those who sought to advance a rather different set of operating principles from those of urban renewal. No general agreement on how the program or programs should best operate was reached.

In fact three major viewpoints have been presented regarding the scope of a replacement for urban renewal:

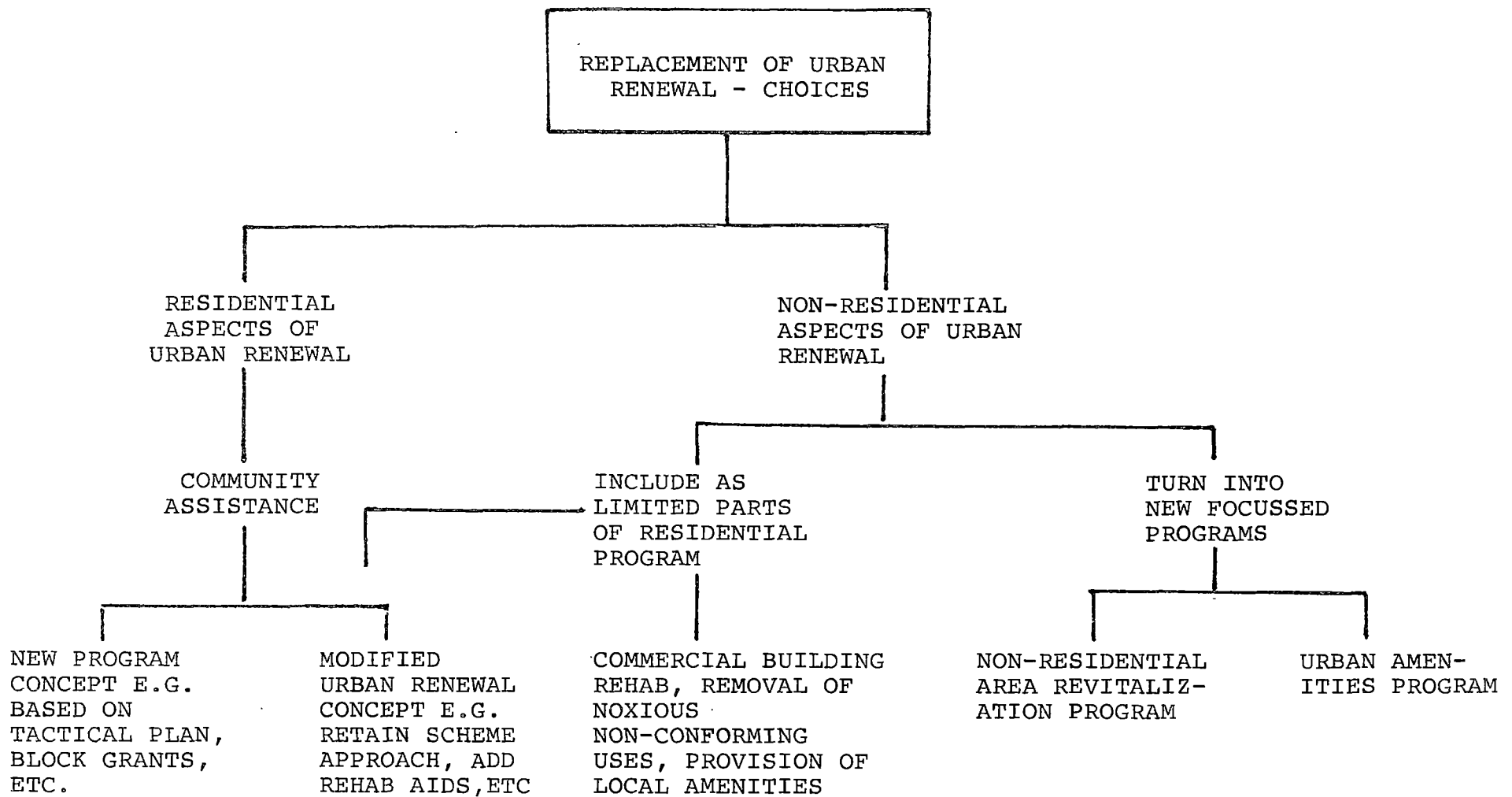
- (a) that offered in Volume 2 of the Urban Assistance Study of a program which would provide funds for the creation of Community Development Councils having a broad range of functions in lower income neighbourhoods - health, housing, recreation, etc.
- (b) that offered in Volume 5 of the Urban Assistance Study, the Urban Renewal Review, called a "Community Assistance Program" which has a more limited focus on residential deterioration and seeks to promote (at least with NHA funds) a process of primarily physical improvement
- (c) that developed as a result of Team efforts to grapple with the many objectives of urban renewal, namely, a range of programs as follows:
 - (i) "Community Assistance" for in-city residential areas of low and moderate income and for smaller centres of under 20,000
 - (ii) "Non-residential area revitalization assistance" to cover those aspects of urban renewal associated with improvement of industrial, institutional and commercial areas
 - (iii) "Urban Amenities Assistance" to cover those aspects associated with parks, downtown amenities, and central city beautification

In effect the choice to be made here is between:

* a major intervention to establish new organizations of the poor

* a fairly modest program very much geared to the kinds of "neighbourhood improvement" efforts under way in several Canadian cities

* a series of programs which avoid the need to "load" community assistance for other than residential improvement purposes and can have an effect on their own.



It was generally agreed by the team that the "community assistance" type of program was of the first priority, and it received the largest amount of attention. The rationale for this emphasis was as follows:

- * this is a manageable size of program for 1971-72
- * it seems to meet immediate requirements for action
- * it is closely related to the trend in provincial and municipal thinking
- * it is closely related to the kinds of proposals being made by citizen groups
- * it can provide a first step in the direction of wider planning model and value change

The basic choices identified by the Team for replacement of urban renewal, have been summarized in the diagram on page number 91. As noted earlier, the Community Development proposals per se have been excluded.

In our subsequent discussion we will examine first the community assistance alternatives and options - and then those related to non-residential revitalization and urban amenities.

The items to be covered regarding community assistance are as follows:

- (a) PROGRAM SCOPE
- (b) PROGRAM OBJECTIVES
- (c) SELECTION OF TARGET AREAS FOR APPLICATION
- (d) PROGRAM ELEMENTS, E.G., REHABILITATION ASSISTANCE, PLANNING ASSISTANCE, ETC.
- (e) PLANNING PROCESS TO BE USED IN SELECTING AREAS AND ELEMENTS
- (f) MODELS FOR CITIZEN INVOLVEMENT IN PLANNING PROCESS
- (g) SELECTION OF FEDERAL MECHANISMS TO CONTROL FUNDS
- (h) SELECTION OF ROUTES FOR TRANSFER OF FEDERAL FUNDS (PROGRAM DELIVERY)

- (i) SELECTION OF COST-SHARING OR FEDERAL CONTRIBUTION ARRANGEMENTS
- (j) MUNICIPAL PREREQUISITES OF PARTICIPATE IN THE PROGRAM
- (k) SELECTION OF EVALUATION MECHANISMS
- (l) CO-ORDINATION OF SERVICES
- (m) ADVANTAGES AND DISADVANTAGES

(1) Community Assistance: Program Scope

Clearly there are legitimate "needs" of one kind or another - social psychological, cultural, economic, physiological, in virtually all Canadian communities - regardless of socio-economic status, location, or size. For purposes of providing Federal assistance, however, it is obviously necessary to define program scope in somewhat more precise terms. Limited resources and a limited rationale for action need to be meshed. If we link the latter to a rather traditional Federal activity -- overcoming a backlog of past neglect in the national interest, (e.g., post-war reconstruction) we have one criterion for defining scope. The resources of the program should be at least in part used to assist in overcoming the effects of previous inaction.

In seeking to redefine the potential uses of the Federal "spending power" in Chapter III, we proposed the notion that the Federal involvement should naturally be a strategic type of involvement - not everywhere but at critical points for change. The community assistance program should be limited in scope so as to be a "leverage" type of program. Processes of decline should be reversed with it and processes of change guided.

A Federal program of community assistance can also legitimately serve to support the objectives of other Federal programs - for example those concerned with improving housing conditions of lower income people. It can also relate to economic development objectives.

From all of these remarks, we can draw the following conclusions:

* the community assistance program should be primarily though not exclusively, directed to lower and moderate income residential areas of cities - when a prospect and hope of improvement exists

* such areas should be defined as "communities" to the extent that they can express their priorities and aspirations and help effect plans of action, not in esoteric sociological terms

* smaller centres which are in the same size range as in-city neighbourhoods and communities can at least tentatively be treated as such for program purposes. The major difference is the existence of formal municipal organization.

We are talking, for purposes of this program, about reasonably definable physical areas of between roughly 500 and 20,000 population. Although the bottom figure can go lower (e.g., squatter settlements in Nova Scotia), the top figure indicates a threshold at which distinct sub-units usually begin to form. For some provincial programs (e.g., Ontario Community Centres), "neighbourhoods" are in the 5,000 range and "communities" in the 20,000 range. What matters is that we are dealing with small units or sub-units, of a primarily residential nature.

(2) Community Assistance: Objectives

Within the general boundaries of the program scope defined above, we have discussed and established the objectives presented here - with arguments and points for further clarification.

(a) To contribute to conservation of relatively stable residential and mixed commercial residential areas in central cities and in smaller communities

Conflict over this objective revolved around the emphasis on conservation or "stabilization". It was felt that change should be promoted as well - the alternative is further suburban growth. Given the linkage being made between new communities assistance and in-city assistance in the total package, the latter argument really becomes one of values. Is it valuable to have people living in fairly low densities in downtown areas? Is it valuable to avoid the break-up of lower income communities and the loss of mutual support links which can occur in such a situation?

The arguments made by those supporting a stabilization viewpoint were that current redevelopment processes put pressure on people unequally - usually on those least able to bear it. What was needed was a deceleration of change to permit people to have more control and more choice as to their future.

(b) To minimize social costs of change and improve the quality of services in transitional areas - to help residents adopt to change.

It was recognized that the most social conflict is associated with transitional areas and the community assistance program could well become a part of such conflict - by improving the prospects of those wishing to stay where they are. The improvement of socially transitional areas especially from lower to higher status needs to be closely related to provision of and improvement of low rental housing stock, if former residents are not to be pushed out.

(c) To help "break" the cycle of events leading to area deterioration by increasing confidence in the future of the area, by improving neglected municipal services, by providing affordable rehabilitation assistance and by providing increased amenities such as community facilities.

This was the objective given broadest support - it should be noted that it is a considerably more dynamic concept than that of "blight".

(d) To support community - level areas of cities as units for collective problem solving and services administration.

The concept of a "community" generally employed in team discussions contrasts with that of the Community Development Volume of the Urban Assistance Study in that it rejects the notion of a social community for program purposes and is concerned instead with communities and neighbourhoods which define themselves by getting together for common constructive pursuits. It is recognized that modern cities are places of great social diversity and widespread social communication. People have come to realize that their relations with their neighbours are now important for influencing their immediate living environment and the quality of their services. The Winnipeg "community councils" structure recognizes this fact.

(e) To promote the creation of new municipal approaches to community and city planning, including "tactical planning" "interest-based" planning, and neighbourhood planning, and to promote citizen involvement in that planning.

Differences of opinion over the kind of planning model which should be adopted have run through the discussion of individual program techniques, e.g., selection of areas, and of the overall philosophy of the program. On one side stands the "comprehensive" approach to physical planning seeking an overall orderly design to be imposed on the urban fabric. The other side is based on a rejection of the "one best plan" and its accompanying view of an objective "public interest". It seeks alternative plans, and fluid planning approaches. While recognizing that major capital investments on given components and areal stability are matters for longer term decisions, it holds that such can be made with a wide variety of inputs and provide great scope for more changeable work.

(f) To promote the conservation of historically interesting dwelling types and groups and to encourage diversity of cultures, dwellings and age groups living in central city areas.

This fits in very much with Jane Jacob's ideas on the fabric of cities and again is a rejection of the "grand design" planning which characterized a number of urban renewal schemes. It is recognized that a national program for preservation of historic buildings exists. The current proposal is for those of local interest and for dwelling groups.

The above is not necessarily the stylistically best or most complete statement of objectives, it does convey the concept of what the program can generally attempt to do--for the "sample" of 50-150 communities it may affect over its life.

Attached as Appendix "A" to this paper are three different statements of objectives relevant to the creation of a "community assistance program", whether in the form of modified urban renewal or a new departure. The first, from the Vancouver City Planning Department, reflects a revised urban renewal approach most clearly. While citizen opinions were garnered for the study, a survey technique was used. The concept of "blight" has been retained, and the emphasis of the proposals is on the physical rehabilitation of buildings and services.

The second is from a group of "advocate" architects and planners working primarily in Inglewood, Calgary and area threatened by an expressway.

The third is from the City of Toronto--and reflects an active concern with citizen involvement as well as that City's determination to go it alone from here on regardless of Federal plans.

Within the above broad objectives, the program will seek to meet the following specific objectives or "operational" objectives:

(a) to transfer resources to municipalities and citizen organizations via the provinces, for purposes of improving the physical fabric of central city residential areas and smaller communities on condition that they adopt certain processes for defining needs, objectives, priorities and modes of action

(b) to limit ahead of time the costs to the Federal Government

(c) to provide for mandatory citizen involvement in the process of setting priorities for community areas through a variety of mechanisms

(d) to remove the Federal government as much as possible from the detailed administration of projects

(e) to provide for a regular monitoring and evaluation process which checks performance against objectives and avoids abuses of program funds

(f) to strictly limit the use of any expropriation under the program to individual sites for definable and agreed upon purposes

(g) to support and encourage locally developed initiatives underway prior to the announcement of the program.

Within both of these sets of objectives, the Team identified the two basic alternatives noted in the chart above - namely,

(a) the modification of urban renewal to meet new conditions and past problems

(b) the creation of a somewhat different set of operating principles for the program

The basic contrast between these two approaches, as will be further indicated throughout, is in the planning approach used.

A modified urban renewal program would tend to:

- * retain the designation of areas as the only suitable means of controlling program impact and costs - but use it for improvement assistance as well as clearance

- * retain the scheme preparation process as the only viable way to allow planning and investment decisions to be linked, particularly in regard to basic infrastructure

- * involve citizens via the municipal planning process rather than providing them directly with Federal resources

- * move into implementation only after scheme preparation had been completed, again in order to ensure sound investment decisions

- * promote the process of change from lower density residential to higher density residential, or to other uses, when the broader interests of the urban centre were at stake.

A new program concept as advanced in the sessions of the Team, would:

- * eliminate prior area designation by a municipality as the method of defining future intentions and limiting program costs. An area might be defined by residents to receive assistance and then indicated as such by the municipality

- * eliminate therefore the references to "blighted" and "substandard" in the legislation and remove any grounds for blanket expropriation powers over an area

- * drop the scheme preparation process as a pre-requisite for area action and instead base this on a municipal-citizen view of the area's future which would become increasingly well defined as planning progressed

- * thus an indication of projected change or stability is still required for major investment items - but this itself is regarded as a point to be settled on a continuing rather than on a once and for all basis (as is the case in real life).

- * provide for citizen involvement with separate Federal resources as well as within the municipal planning process. Citizens are encouraged to take initiatives in those fields normally open to action by private and voluntary organizations - rehabilitation of dwellings, social services, local facilities, neighbourhood cleanups.

- * only in the case of infrastructure is municipal implementation essential - although municipal initiatives in the above fields in cooperation with residents are highly desirable

- * provide for implementation of area improvement proposals as fast as both main parties to the process are able and willing to act in concert

- * control Federal costs by making an amount for a five-year period known via the legislation and providing for a one-year cessation of funding commitments at the conclusion of those five years - for evaluation purposes.

These contrasting approaches will become apparent in greater detail as we examine each of the program design problems below. This is not to say however, that some aspects of each approach could not be combined.

(3) Community Assistance: Selection of Target Areas

Having selected older residential areas of cities occupied by low and moderate income people, and smaller centres of under 20,000 population as target areas for action, debate in the Team then centred around the mechanisms by which such areas could be limited and defined so as to concentrate action and control Federal fund requirements.

Four basic options were proposed:

(a) Designation of areas on the basis of physical "blight" or other indicators of "substandard" conditions, as was the case in urban renewal.

The chief advantage of this method is that it clearly sets limits to what is to be done. Conversely, it suffers from its tendency to create unintended acceleration of decline by inducing low morale in the residents and more concretely, laying them open to general expropriation under provincial legislation defining urban renewal as a "public purpose". In regard to the latter point, it should be noted, however, that the provincial trend is to limit expropriation powers.

(b) "Self-designation" - that is selection of a defined area on the basis of resident proposals for action spontaneously generated or through a city-wide proposal call conducted by the municipality or via a national proposal call - which might be called "Opportunities for Neighbourhoods" ¹.

(c) Element designation on the basis of a city-wide plan of action. This in effect drops area designation entirely and allows a wide-ranging use of funds geared to specific components, e.g., rehabilitation here, along street improvement elsewhere, etc. Cities are used to planning annual works programs and local improvements in this manner. The main problems are the resulting pressures on budget and the diffusion of improvements over a large area. The only control becomes a "municipal budget" for community improvement for which priorities must be set.

¹. See Urban Demonstration Program above

(d) uses of the entire municipality as a basis for action.

This is relevant to the smaller centres in which both focus and control are possible.

The new program concept included in the "proposed direction" tends to favour the various "self-designation" concepts. They closely support the mandatory citizen involvement requirement and they in effect reverse the concept of urban renewal - and set the stage for greater resident trust of municipal intentions.

(4) Community Assistance: Program Elements

If we leave aside the Community Development Program proposals - since the selection of elements for support would be on a "needs" basis, we can identify four main types of elements in a community assistance program.

- * planning
- * rehabilitation of buildings
- * improvement of basic infrastructure services
- * provision of community facilities and services, the latter as they relate to the planning and improvement processes.

The latter element specifically includes relocation assistance both on a temporary basis and on a permanent basis.

The coordination of area social services above and beyond those immediately associated with physical improvement is an optional element to be locally worked out.

Rather than providing a whole series of options for each element, we have attempted to incorporate the results of the urban renewal experience and to serve the broad objectives and operational objectives set out above.

Certain items which were included in urban renewal for support are thus excluded here - as a minimum Federal position. That is the program should not be mounted, if provinces require these elements to be funded as a pre-requisite to their involvement.

Within each of the categories of elements suggested we can list the following items:

(a) Planning

- (i) municipal needs and resources surveys
- (ii) aids for citizen planning
- (iii) municipal site offices
- (iv) training of municipal staff for purposes of the program.

(v) conduct of planning process, eg, through proposal calls, workshops, joint planning committees, etc.

(vi) consultant advice

The underlying concept here is to provide the extra resources necessary to go beyond current planning processes - to specifically mount this program.

(b) Rehabilitation

(i) grants and loans for housing rehabilitation (preferably provided through the unit: rehabilitation program)

(ii) low interest loans for non-residential rehabilitation and conversion eg., local stores.

(iii) spot acquisition and clearance for selective redevelopment according to a community plan.

(iv) temporary relocation assistance for occupants of dwellings being rehabilitated.

(v) removal of noxious non-conforming uses

(vi) technical advice

(vii) preparation and enforcement of standards

(viii) surveys of housing conditions

(ix) staff training

(c) Improvement of Basic Infrastructure

(i) grants for rehabilitation of local streets, sewers, sidewalks, lanes, along street furniture

(ii) loans for upgrading of sewers and parking facilities for future redevelopment but not for arterial roads.

The basic concerns underlying this selection of infrastructure improvement elements as indicated above are the control of Federal costs and the avoidance of program distortion to gain maximum funds. Both loans and grants will need to be limited from a total Federal budget and probably on an element basis (ie by the proportion of funds Federally provided). Clearly this aspect of the program cannot be much less favourable than the urban renewal program. The removal of arterials and expanded trunk sewers from grant support seems to constitute a significant reduction in attractiveness.

(d) Community Facilities and Relocation Assistance

- (i) grants for community facilities - multi-service centres
- (ii) grants for local open space
- (iii) relocation assistance for dislocated people, including "house for a house" compensation

The above elements have been included on the basis of the following factors:

- (a) their relationship to the central mandate of the Act - housing improvement
- (b) the difficulties experienced with infrastructure support in the past.
- (c) their support for a total improvement process.
- (d) the likelihood of funding from ordinary municipal programs and from other sources.

It will be noted that arterials and grants for area redevelopment via trunk servicing are specifically proposed for exclusion.

5. Community Assistance: Planning Process

By the "planning process" we mean the ways in which areas for action are selected and related to elements for action -- and then actions are decided upon.

Two basic, alternative models were debated by the Team:

- * a planning approach similar to that of urban renewal but with conscious efforts to involve citizens, e.g., the Trefann Court, Strathcona, or Don Vale experiences as they evolved

- * a planning approach based on a new program concept.

The former process, which involves the following basic steps, is a well known one:

- (a) study of municipality (if no official plan)
- (b) preparation of scheme, designating areas
- (c) implementation of scheme.

It was agreed in Team meetings that the urban renewal model was conceptually and administratively tight the difficulty with it is that it provides for a "lock-step" throughout.

The alternative discussed was a "process planning" approach under which action and planning could proceed simultaneously. This is the recommendation of the Urban Assistance Research Group (Volume 5) where such a process is called "tactical planning".

The basic principles of such a process are as follows:

- (a) the municipalities and area residents are jointly involved throughout; neither can proceed to implement a total program without the other
- (b) the two parties operate on the basis of a "minimum common program" - when there is agreement that something needs to be done there is action and funds can be committed.

- (c) while certain items logically can proceed rapidly, others require a view of the future of an area - this view of the future as well as of present needs is called a "community development plan"
- (d) the community development plan is the continuing record of cooperation between municipality and area residents
- (e) the legal device employed to permit agreements to be recorded and funds committed is the "phased contract", within which a known dollar amount over a known time frame is subject to successive action plans.

The basic concern about the above kind of process as expressed by the operating divisions, is that investment decisions of any magnitude still require an overall concept of where an area is going - sewers may be needed even for a community centre to be built.

Clearly the first tasks of any planning process for the community assistance program are:

- * the definition of area needs, at least on a preliminary basis
- * a municipal assurance that the improvement process for the area will govern its future actions

With these two pieces of information, action on housing rehabilitation, along street improvement, block improvements and some kinds of community facilities, e.g., a store-front operation, could proceed.

Having given the skeleton of what is proposed, we can proceed to elaborate on the different parts of it, namely:

- * the models for citizen involvement
- * the provision of planning assistance
- * the mechanisms by which funds are controlled from a Federal standpoint
- * the levels of support provided for individual elements

6. Community Assistance: Models for Citizen Involvement¹

Drawing on the American experience with the Community Action Program in which the phrase "maximum feasible participation" became the subject of widely differing interpretation, the Team decided that a "structured in" and optional approach to the problem be taken. This involves the following concepts:

* the provision of planning funds to both participants in the process - citizens and municipalities. The municipalities have primary implementation responsibility (unless a community development corporation jointly controlled is chosen) and thus will require planning assistance to deal with this responsibility. The citizen input to planning is primarily one of specific proposals, assignment of priorities from their viewpoint and preparation of complementary action to that of the municipality (for example in neighbourhood clean ups)

Two options for provision of planning funds to citizens were noted:

- (a) provision directly by CMHC
- (b) provision via the municipality

* the adoption of one among several participation models, namely,

- (a) a citizens advisory council as outlined in the Urban Renewal Review - Volume on Community Assistance
- (b) "municipal" workshops, as similarly outlined
- (c) the joint planning committee approach used with Strathcona and Trefann Court
- (d) the proposal call technique followed by a joint planning committee or a citizen community plan
- (e) a citizen community plan, entirely developed by area residents, possibly in conjunction with the formation of a non-profit corporation for area improvement.

By bringing these two aspects of the program together we can see that planning funds could be provided:

- (a) on an initial "seed" basis to groups intending to

¹ This section draws on a paper prepared by G. Anderson, Policy Development Group, Policy Planning Division.

develop proposals, or faced with municipal indifference, funds could be provided Federally

- (b) subsequently funds could be provided via the municipality as joint action develops - with recourse to the Federal or provincial governments by citizens.

Two points should be made here:

- * It was considered essential that the potential direct Federal-citizen link, be retained as supported by the Minister on a number of occasions be retained

- * the check on internal citizen conflicts, at least for the new concept community assistance program is that leaders must be able to secure agreement from residents before action can be taken - just as is the case between citizens and municipal councils.

The basic features of what is being proposed above are:

- * different approaches can be taken, depending on local needs and conditions

- * the controls come in both via the several necessary stages of agreement signing - to receive planning funds and to receive implementation funds

- * either highly sophisticated or fairly simple neighbourhood plans can be accommodated

- * if citizens wish action but cannot secure municipal involvement they have recourse to support for those elements which any private group can largely carry out on its own

- (a) planning assistance
- (b) rehabilitation assistance
- (c) along street improvement assistance
- (d) community facilities

Clearly the mandatory citizen involvement proposal is one which may cause great difficulty in both Cabinet and intergovernmental discussion.

The assumptions which underlie it are that:

- * if the program is to be worth developing it should not conflict in operation with the expressed interests of affected residents - this is why it is called "community assistance" in the first place.

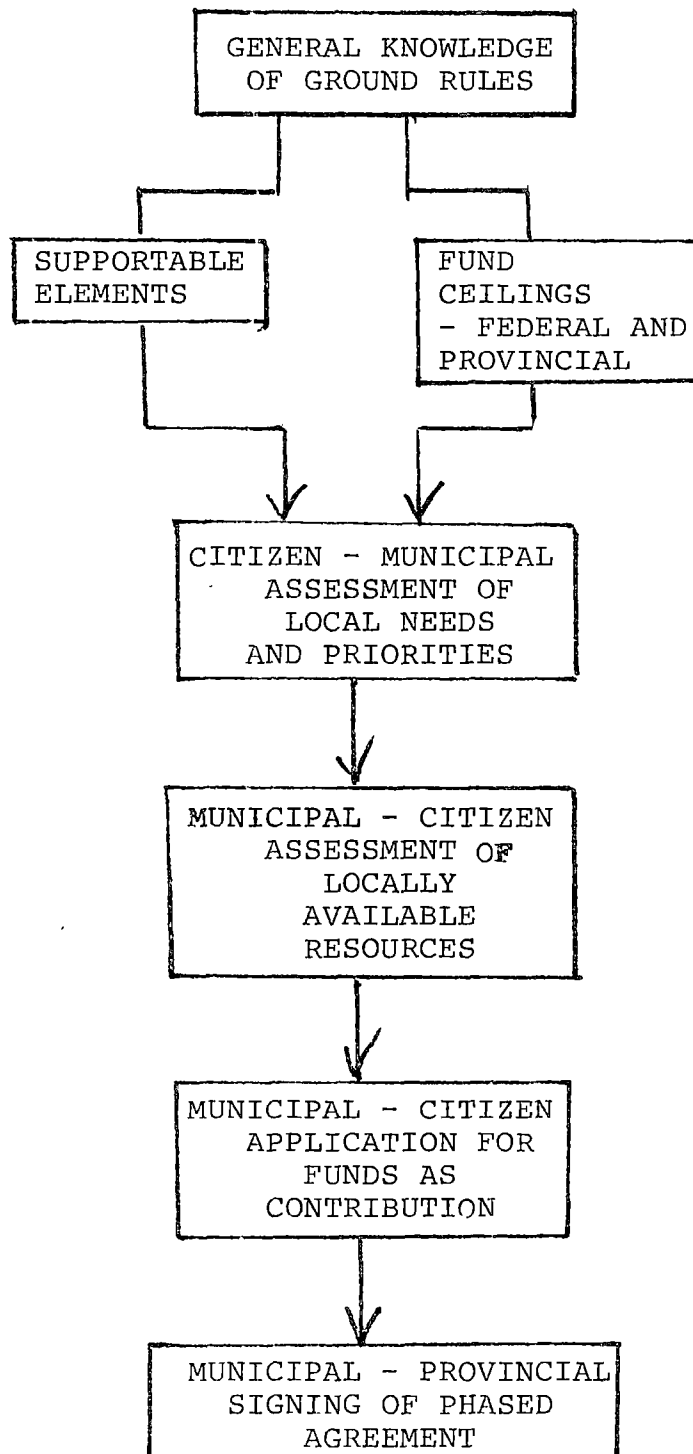
- * people want action to improve their areas - but they don't want plans to be made in their absence. If they are involved from the outset useless conflict and confrontation will be avoided.

Two illustrative charts have been provided on the following pages:

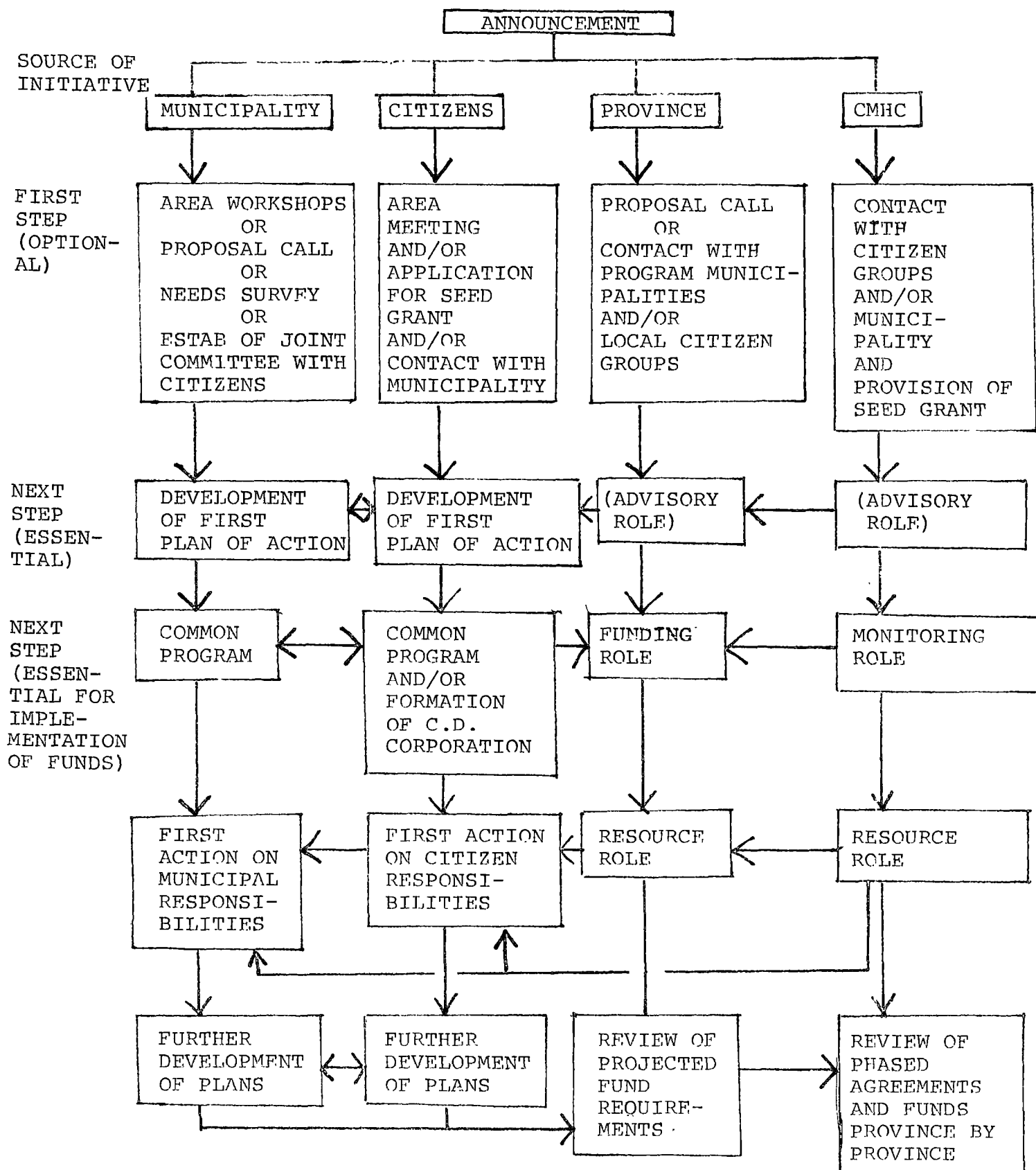
- * the first suggests how the proponents of project proposals - to the province or to a Federal/Provincial partnership might proceed - and what factors they would take into account.

- * the second fits several different points of initiative together using the new program concept. The purpose is to show that a very flexible process is possible provided the mandatory requirements are met.

DECISION PROCESS
OF PROPONENTS UNDER
NEW PROGRAM CONCEPT



NEW VERSION COMMUNITY ASSISTANCE
PROGRAM - OPERATIONAL MODEL



7. Community Assistance: Federal Control Mechanisms

We have now explored the community assistance program in terms of overall objectives, basic elements, planning processes by which these can be assembled, and mechanisms by which the choice of elements and the assembly process can reflect resident needs.

The next cluster of problems is how Federal contributions can be kept within reasonable limits and this raises the following questions:

- * whether a shared cost formula is to be employed
- * whether, in such a situation the type and amount of support is to be varied by element eg. 75% for somethings and only 50% for others.
- * how funds are to be delivered to provinces and municipalities
- * how, in sum total funds are limited by conditions and budget control.

In this part we will deal with the "bridging" subject of Federal fund control. This clearly links Federal objectives to fund delivery.

Two basic sets of controls are involved as illustrated in the chart on page 113. They are:

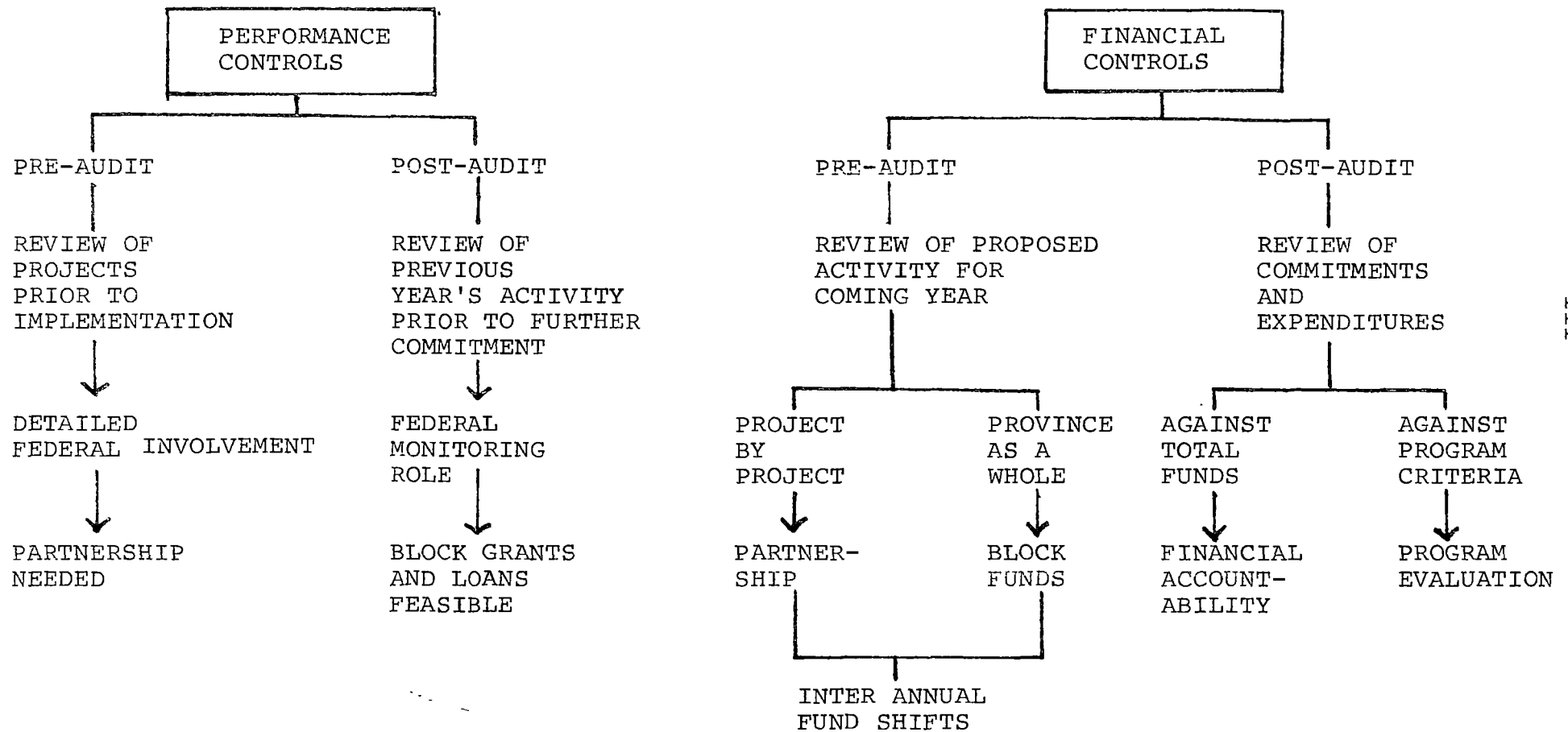
- * performance controls which ensure that the minimum Federal objectives - area improvement, citizen involvement, municipal planning improvement are met
- * financial controls which ensure that funds are spent on purposes for which they were intended and that the cost ceilings on the program are kept firm.

The two are obviously linked - the mechanisms for the latter must provide the leverage for the former.

Within each of the two types of controls, two Federal roles or a combination of them are possible:

- * a "pre-audit" role is one in which the Federal government participates in the decision as to what is to be done
- * a "post-audit" role is one in which what has been done is checked as a guide to future action.

COMMUNITY ASSISTANCE:
FEDERAL CONTROL MECHANISMS



Each type of review naturally means a different level of involvement. A financial post-audit on its own would mean in effect that the conduct of the program was being entirely left in provincial-municipal hands. The full range of controls from performance pre-audit to financial post-audit is close to the urban renewal level of administrative control.

The "proposed direction" community assistance program involves a flow of Federal reviews going from:

(a) performance post-audit to check the previous year's activity on a project by project basis, with provinces and program participants

(b) a financial pre-audit which serves to review on a province wide basis, the plans for the coming year and to check against misuse of funds. This allows inter annual and interprovincial shifts of funding to be made within the total amount allocated over the five years

(c) a financial post-audit linked to a performance post-audit to provide a basis for financial accountability and program evaluation.

All are linked together in a mutually supportive fashion.

As indicated in the chart also, Federal financial controls can be linked either to a Federal/provincial partnership arrangement or a block grants and loans approach.

Further to this, two major alternatives for provincial-municipal financial participation exist.

(a) to require a shared program cost

(b) to provide block grants and loans without a shared cost requirement.

The advantage of the former is that it ensures municipal and provincial participation in the program and makes certain kinds of pressures less likely to grow than if a 100 cent dollar is provided.

Unfortunately the urban renewal experience indicates that shared cost is no guarantee against potential commitment escalation. The alternative route is to fix a total 5 year budget which will not be altered except interannually because of program activity forecasts and to bear all pressures on the basis of that known total. This has the advantage of allowing a variable provincial and municipal contribution depending on capacity. It gets around the regional disparity problem at least from the standpoint of decision to participate. Poorer provinces can be given action around the Federal amount provided.

The Team considered the possibility, within a shared-cost formula of varying the amount the Federal Government would be willing to contribute. It was felt that the 50-50 split was the most readily grasped formula. Anything else was bound to be arbitrary. But if a shared cost formula is to be adopted options along the line of a schedule of grants and loan amounts should be considered. For example:

Grants

Community facilities	90%
Relocation assistance	100%
Municipal Planning	90%
Citizen Planning	100%
Infrastructure rehabilitation	50%

Loans

Sewer, Parking facilities	66%
Sewer and Street Rehabilitation after grant application	50%
Commercial Rehabilitation	95%

If block grants and loans are transferred to the provinces for allocation among municipalities (CMHC could be contracted to administer funds if provincially desired), pressures would at least tend to be limited to 10 points.

The "proposed direction" involves the possibility of a variable provincial municipal contribution - committed prior to Federal funding to a project - for the non-infrastructure portions of the program elements.

In regard to grants for the rehabilitation of streets, sidewalks, and sewers, and loans for the upgrading of sewers and parking facilities, it was felt that even within the known dollar amount further controls were required to ensure that other elements besides these are supported.

It is thus proposed that the infrastructure rehabilitation elements be supported on a 50% grant basis with the possibility of a further 50% loan at CMHC discretion. This would cover:

- * sewers
- * local streets
- * spot acquisition and clearance

This arrangement might cause administrative problems but it would provide a form of check which might subsequently be removed.

Sewer and parking upgrading loans would be for 90% of cost and would be individually checked by CMHC along the lines of current sewer loans.

A five year allocation of funds - whether on a shared cost basis or not permits provincial and municipal planning around the amount to take place. At the end of the five years of full operation (during the year 1978) an evaluation moratorium of one year is proposed.

The total amount of funds for the five years of the program should be stated in the legislation - as was the case with the Municipal Development and Loan Fund.

In conclusion to this section, we can list the following conditions which, in total effect serve to limit Federal program commitments:

- (a) by function performed under program
- (b) by actions to be carried out by other governments, e.g., planning

(c) by extent to which other governments pass enabling and supportive legislation, e.g., establishment of municipal maintenance and occupancy codes

(d) by extent to which process is used, e.g., to bring citizen norms and values into consideration

(e) by extent to which money from other sources is provided, e.g., CMHC funds for implementation can come in after other resources have been tapped, at the provincial level, and from provinces to municipalities in turn

(f) by extent of municipal financial capacity to undertake proposed plans

(g) by total budget commitment control as just discussed above.

For allocating Federal funds among the provinces the following options exist:

(a) Per capita

(b) Formula based on fiscal capacity and extent of need

(c) Negotiated on basis of projected provincial program activity

(d) Per capita maximum, depending on program activity

(e) On demand, following program submissions

The proposed direction is one which sets an initial five year per capita maximum subsequently adjusted inter-annually depending on program activity.

(8) Community Assistance: Program Delivery

We have already discussed above the delivery of funds from the standpoints of controlling costs. In this section we are concerned with the selection of routes, with the relationship between community assistance delivery and housing unit rehabilitation assistance, and with the kinds of resources CMHC can provide to facilitate the delivery process.

The chart on the next page brings together the program delivery options into the two basic approaches previously noted - a modified urban renewal approach and a new program concept.

The basic choice between the partnership arrangement and a provincially administered program needs to be made.

As noted at the beginning of the chapter, the use of the provinces as the major delivery agents was considered the preferred approach - for the community assistance program itself. However a direct Federal link to non-profit community corporations, to those interested in housing rehabilitation and conversion of units into community facilities and to citizen groups for planning purposes, as well as a CMHC "Resource Centre" role are envisaged.

The chart on p.121 indicates that different delivery routes for community assistance, unit rehabilitation assistance, and CMHC resources can be taken.

* planning assistance and rehabilitation assistance can be provided to a variety of levels by CMHC and the provinces, or CMHC alone.

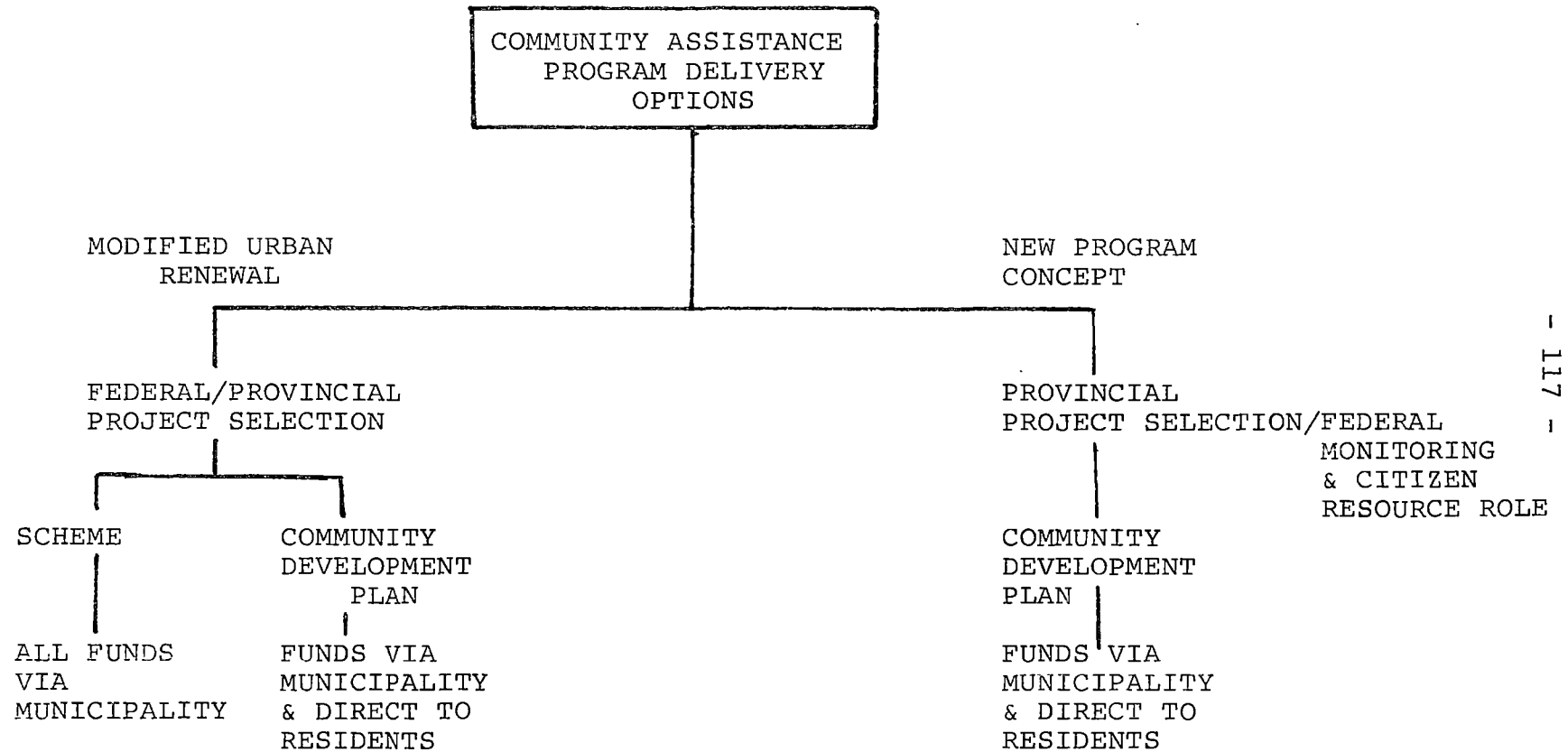
* the community assistance program itself is delivered via the provinces to the municipalities with different administrative arrangements for the non-infrastructure and the infrastructure portions (under the proposed direction)

* CMHC resources are provided, by invitation, to all levels.

These resources include:

(a) Information, on a regular basis

(b) Directly sponsored pilot projects from which results are published.



- (c) Research support and in-house work
- (d) Training support and consultation services
- (e) Advisory people from CMHC staff, e.g., for citizen planning
- (f) Standards and models of codes, enabling legislation legislation etc.
- (g) Participation in joint action for developmental projects
- (h) Compatible development of Federally-owned land.

It is proposed that CMHC be re-imbursed for operating costs directly incurred by the provision of such services.

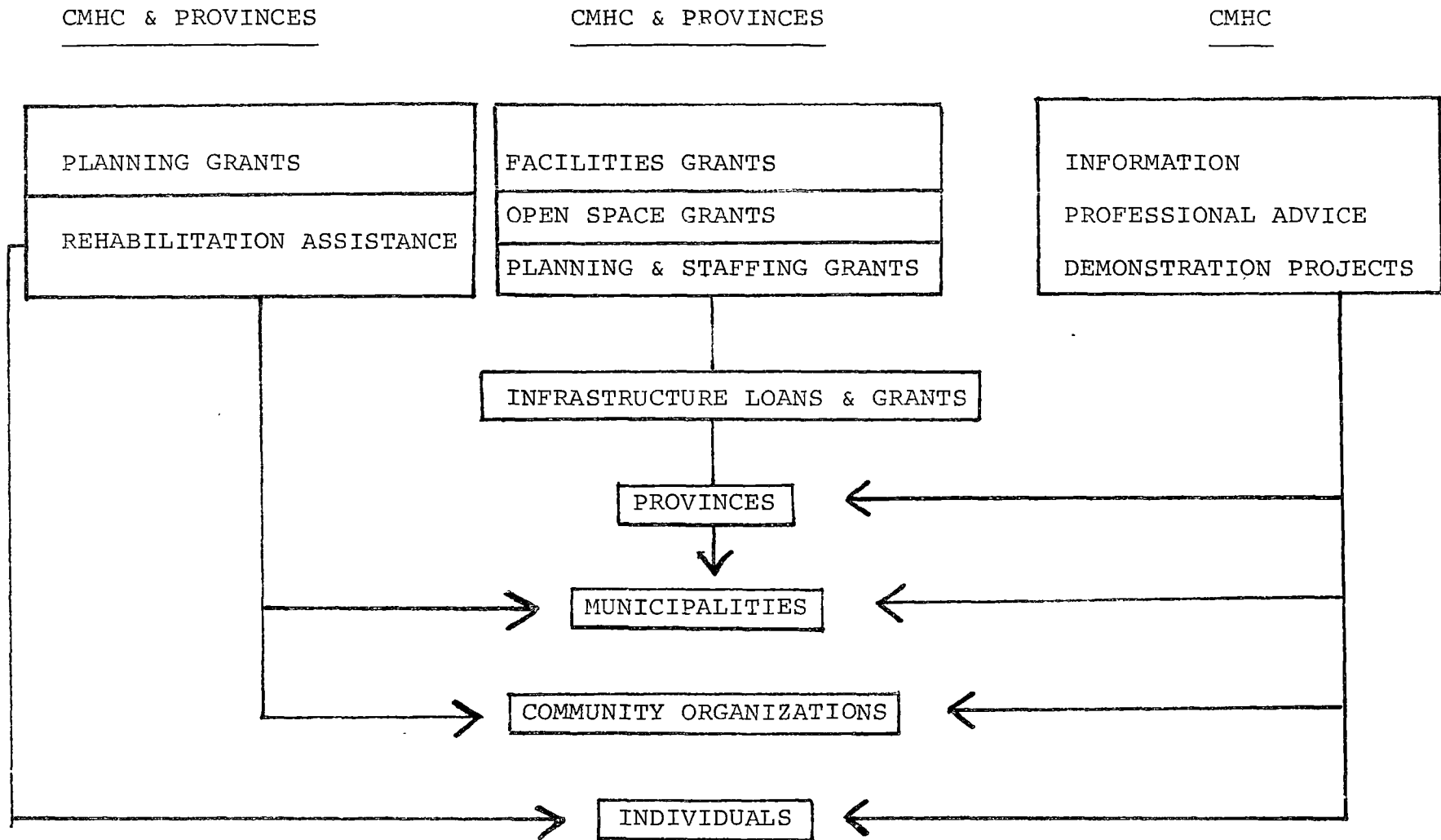
We have already mentioned that the assumption underlying the community assistance program is that housing rehabilitation assistance will be provided separately. This would allow a variety of delivery mechanisms, occupant income criteria, and unit condition criteria to be employed, ranging from CMHC home improvement loans, to municipal acquisition and rehabilitation as public housing, to substantial grants and loans for low-income owners.

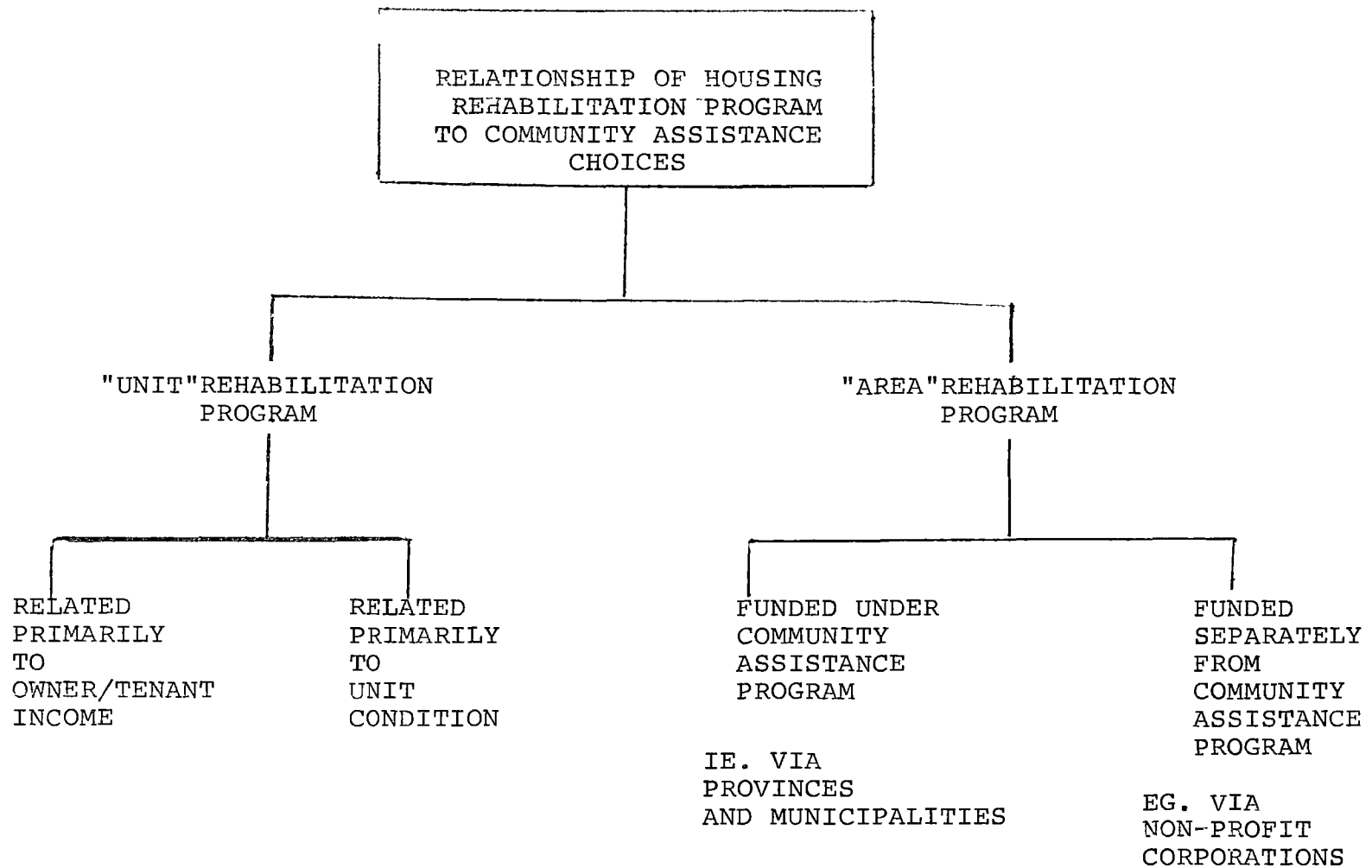
The basic rehabilitation assistance options have been set out in the chart on page 122. It is proposed that for the community assistance program both occupant income and unit condition be taken into account (so as to permit residents to remain where they are if they so choose rather than having the program contribute to area turnover, or to assistance regardless of unit condition priorities).

If rehabilitation assistance is to be provided as part of community assistance a re-conceptualization of some aspects of the program will be necessary - and firm controls, perhaps along the lines of those suggested in 1969, placed on rehabilitation aid provided. Then it was related to "sub-standard" units under a municipal maintenance and occupancy code).

COMMUNITY ASSISTANCE DELIVERY:

BASIC MODEL

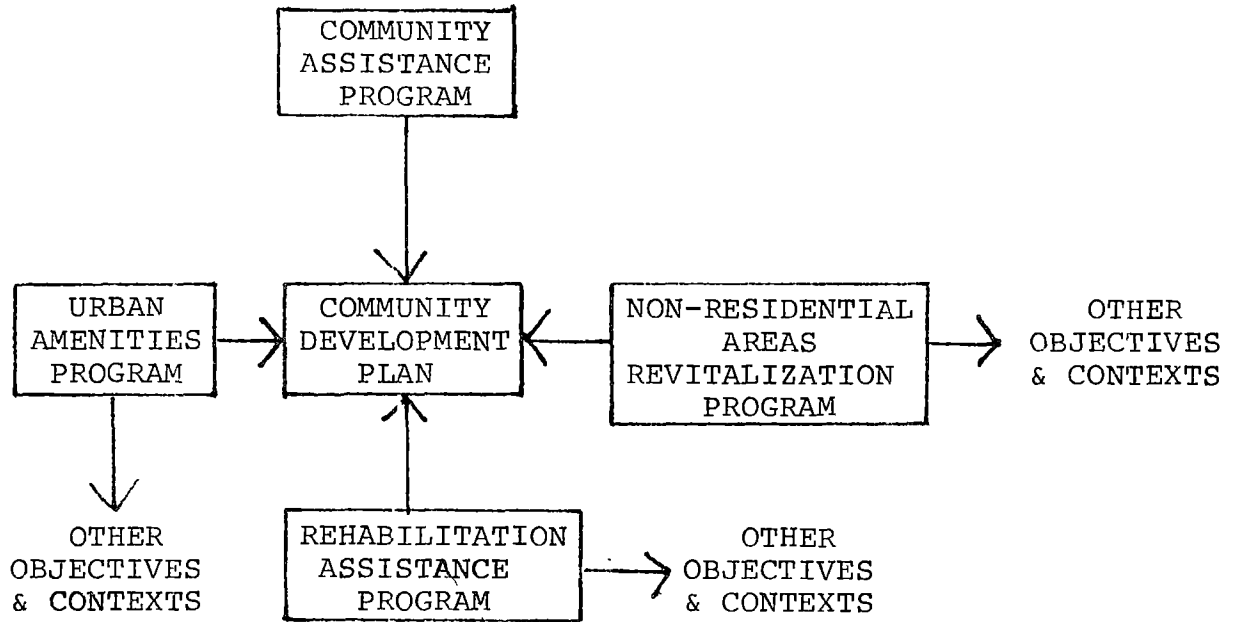




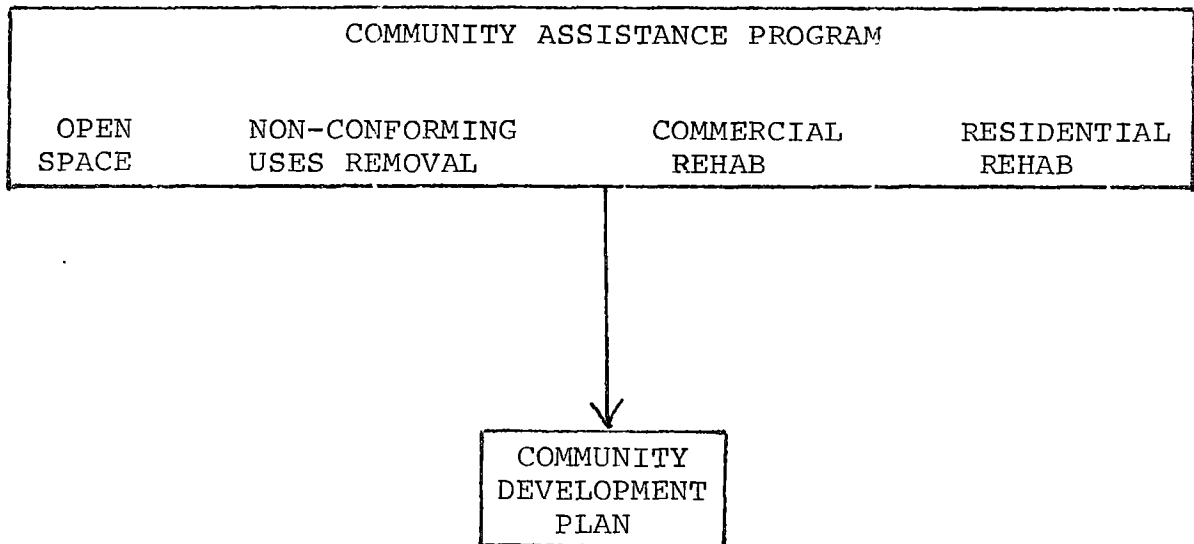
The different ways in which the community assistance and the rehabilitation assistance/plus two other programs discussed shortly) could relate to each other are indicated in the diagram on the next page.

ALTERNATIVE MODELS
FOR PROGRAM ORGANIZATION

A. MULTI-PROGRAM



B. MULTI-PURPOSE SINGLE PROGRAM



(9) Community Assistance: Municipal Prerequisites to Participate

In considering what prerequisites there should be for municipalities to participate in the community assistance program, under either of the proposed alternatives, a trade-off has to be made between:

(a) setting requirements which maximize the program's effect on institutional change, but which may be generally unattainable by real world municipalities, e.g., a futures plan for the municipality in its regional context, and

(b) setting such low requirements that the main objectives of the program itself, or the viability of investments made under it, are jeopardized, e.g., not requiring a minimum standards bylaw or maintenance and occupancy code

The members of the Team recognized that it would be very difficult to establish one set of criteria now and then to make them tougher subsequently. The realistic direction of program standards is usually toward relaxation, barring major political and administrative problems.

In this case the preferred set of prerequisites to municipal involvement beyond those covered under the "planning process" section, include:

(a) the existence of the nucleus for a delivery mechanism and the recognition in subsequent allocation of resources that the construction of a viable municipal community-level planning and interaction capability is a top priority. As is the case with other aspects of the program no one model need be adopted; a choice is available among:

- * a community and neighbourhood development department
- * a social development department
- * a system of neighbourhood city halls
- * a community development corporation should be recognized as a goal over 2-3 years of operation

(b) the existence of a maintenance and occupancy bylaw and at least the nucleus of an enforcement system. CMHC could assist in helping municipalities to develop these further by

creating and publishing model rehabilitation standards, codes, enforcement methods, etc.

(c) as an adjunct to the above, the existence of a basis for assuring reasonable stability for residential areas over a reasonable time frame (e.g., 5 years) whether via an official plan, an overall zoning bylaw, or another mechanism. Most important are the political commitment of the municipality to improvement of certain areas and the tangible demonstration of that commitment in public policy.

(d) related to such a commitment will be the passage of municipal enabling legislation to finance its parts of the program and to develop its organizational capabilities to participate.

(10) Community Assistance: Selection of Evaluation Mechanisms

The Team considered a number of different options for the evaluation of the community assistance program--both from the standpoint of operational objectives and from that of broader "system" objectives, (i.e., the effect ofn the overall social economic and political situation of residents and municipalities). We were aware that who is to be involved in evaluation and how it is to be ensured and conducted, are both important issues.

The latter question is, of course, inherently bound up with Federal control mechanisms chosen. A minimum position in this regard is:

- * the Federal Government via CMHC must have at least annual post-audit powers to ensure that operational criteria are being met. This allows also for a continuing monitoring by the Federal level on the basis of which deeper program evaluation can be undertaken.

- * the program itself should have a form of "hiatus" during which it can be reassessed. This is proposed as an "evaluation moratorium" of one year during which time no further project commitments would be made. If the program gets under way in 1972, 1978 would be a suitable year to select for such a mandatory reassessment of overall effects.

Several different groups might become directly involved in evaluation:

- (a) citizens (recipients or clients) alone
- (b) the Federal Government alone
- (c) all levels of government
- (d) all participants

In a review of a Halifax project, a Neighbourhood Centre, Robert U. Doyle mentions the critical importance of a multi-level, participatory evaluation process--by negative inference. He reports:

"No research or evaluation design was completed, nor was it required by the Federal Government. The Project was not consulted when the Provincial government allocated a portion of Project monies for the purpose of hiring an "evaluator" whose reports were to be 'privileged

communication' to the Minister of Public Welfare. Recent experiences suggest that it is necessary, indeed ethical, to devise an evaluation procedure which not only accommodates, but in fact facilitates the feedback process. While periodic evaluations of the Project have been carried out, the self-evaluation by residents has not received any meaningful place in the design."¹.

If all participants in the program are brought together, along with periodic outside reviews, its development as a continuing "hypothesis" about neighbourhood and community-level conditions may be assured.

¹. "Requiem for Community Development", Canadian Welfare, January/February, 1970, p. 20

(11) Community Assistance: Co-ordination of Services

The options available in regard to the co-ordination of services--health, social, cultural, and job-related -- to residents of areas affected by the community assistance program range from that proposed in the Community Development volume of the Urban Assistance Study, (community control) to more traditional approaches favoured by social planning councils, to no program-related co-ordination at all.

At this point it would seem best simply to make a number of comments which can be expanded upon as the concept of the program becomes a more defined one:

- * from the conferences of residents of the target areas held during the past few years, it would appear that the "hard" services--housing and municipal services are of first priority concern to lower income people. These form the central focus of community assistance

- * the provision of these elements can serve as an organizing base for more general improvement of community-level services

- * the provision of support for community facilities capital costs provides a physical basis for services co-ordination--in order to operate a multi-service centre, all agencies concerned may need to become involved

- * other than this requirement--for operating costs for day care centres, etc., it would appear that the community assistance program should not be predicated on services co-ordination, or on community control of social and other services

- * the program can thus be CMHC-initiated without necessary Federal-level co-ordination. It can serve as a vehicle for subsequent co-ordination and even, should residents and municipality agree on a community development corporation approach, for local control.

- * if a primary objective is rapid Federal action to provide assistance, this kind of route seems to be the only feasible one. We need to start from where we are rather than waiting for some "optimal" rationalization of services and other resources.

(12) Community Assistance: Advantages and Disadvantages

We noted at the beginning of our discussion on community assistance that it was selected by the Team for particular emphasis in view of its close relationship to critical requirements for action this year and next. The major advantage of the community assistance proposals is that they form a manageable response to real social needs beyond any political consideration. Planning processes at the municipal level and resident expectations are being geared, at least in some locales, for such a program. It can be expected, if properly launched, to reverse processes of deterioration in a sizeable number of neighbourhoods. Its benefits for smaller communities are a more doubtful proposition given the role of regional economic forces in shaping the fate of the latter. At minimum, the program may improve the quality of life for the remaining years of a small community's existence.

The community assistance program on its own would serve to meet the main terms of reference set for the Urban Assistance Research Group. It is more questionable whether it has sufficient impact alone to justify the period of time taken to develop it. Perhaps its chief disadvantage is that it remains at the edges of many root problems of urban centres. Planning and redevelopment processes can be affected by it across the country; but the impact in a larger centre will be as much symbolic as physically, socially, noticeable.

Without the support at least of an underlying strategy, and preferably of other measures resulting in measurable urban change, community assistance may stand as a very lonely target for municipalities concerned with citizen "unrest", provinces worried about direct Federal intervention in local matters, and an awakened public looking for more in these economically distressed times than placebos.

(13) Assistance for the Revitalization of Non-Residential Areas

(a) Introduction

Having recognized the barriers to the use of an urban renewal replacement for Central Business District redevelopment, namely:

- * the high investment required
- * the redevelopment expertise needed
- * the rapid project conception and fruition essential
- * its dubious relative priority as a field for Federal intervention

the Team searched for more manageable ways of improving the non-residential parts of our cities and towns.

Two program concepts resulted--one geared to the older industrial, institutional, commercial, and related areas of cities and towns contiguous to the business core. This is discussed here under the rather unwieldy title of "the non-residential area revitalization program". The second is explored in the next section on "urban amenities assistance". Both seek to test ways of catalyzing improvement processes in areas where current action is often weak, and at the same time contributing to broader urban change objectives.

(b) Definition of the Problem

The central areas of Canadian cities and towns constructed prior to the 1940's are typically grouped around rail transport facilities. Functions most closely related to those facilities--terminals, warehousing, etc., generally follow them through the core area including the central business district. Other functions--manufacturing, commercial wholesale operations, services for downtown businesses, are often located nearby to take advantage of the concentration of transportation and other essentials of production and distribution.¹

¹. See Donald Kerr and Jacob Spelt, The Changing Face of Toronto, Ottawa, 1969, pp. 138, 139.

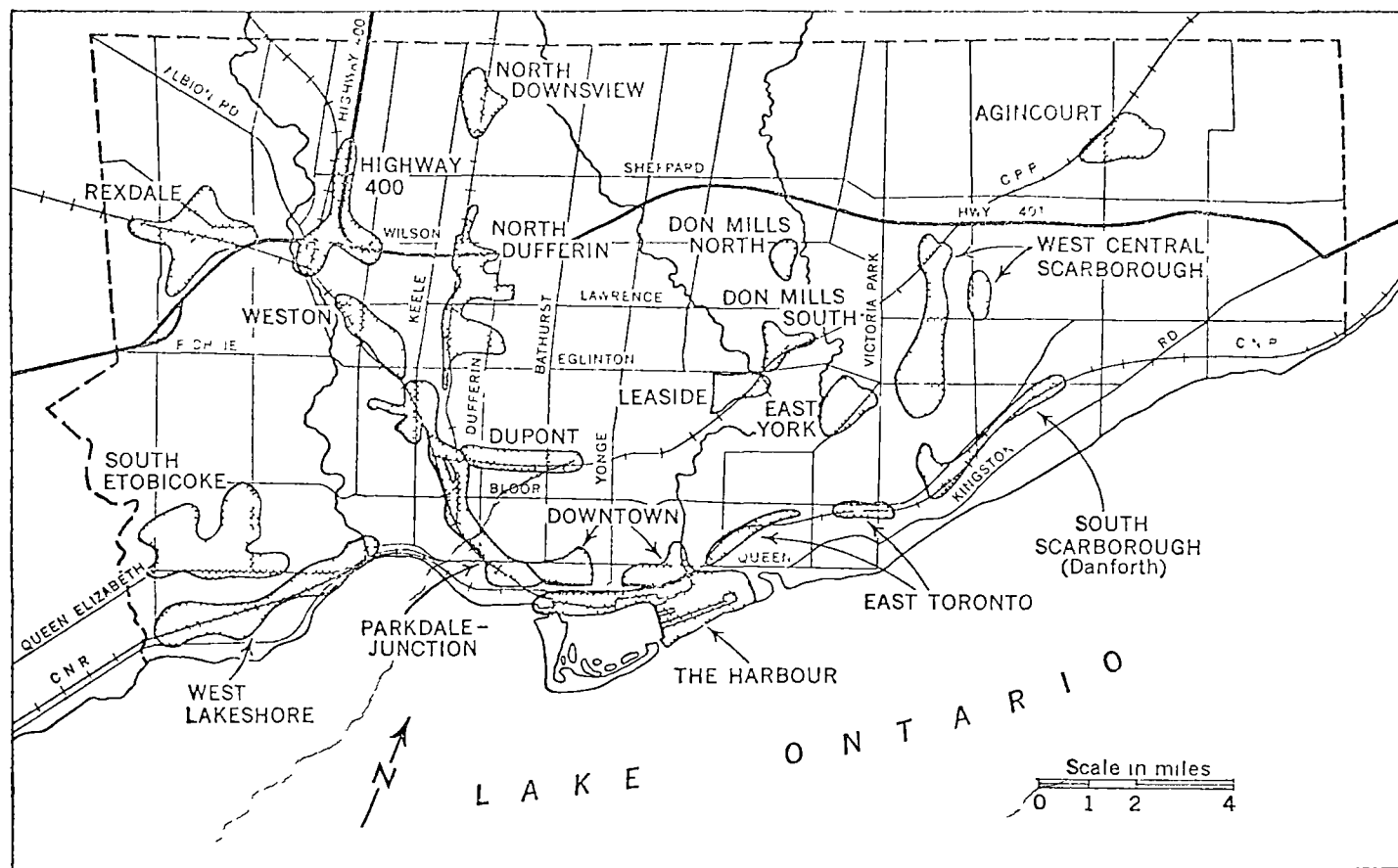


FIGURE 18. Major industrial concentrations in Metropolitan Toronto, 1960

Especially since the Second World War, technology, (the need for continuous production and assembly lines with heavy automated machinery, the tractor-trailer, etc.) land economics, population growth, and regional transportation networks have combined to cause a shift of industrial and many associated concerns to the suburbs.¹ Rail switching yards, and warehouses have also moved to suburban locations in a number of instances. Industries based on older technologies, those requiring low rentals, and those requiring the immediate market of the CBD (e.g., printing firms) have tended to remain in the centre, often in deteriorating circumstances.

But industrial concerns and those closely related to rail transportation facilities have not been the only ones subject to the effects of urban dynamics. Institutions in the core area such as churches, clubs, and schools have been subject to population "market" shifts to the suburbs, to new pastimes and new centres of activity. Commercial establishments bypassed by new main arteries of passenger transport or catering to fading market requirements have languished.

The overall effects of these changes have gone beyond those on the organizations and locations immediately involved. It can be argued that current processes of residential redevelopment in our cities and towns are sometimes seriously "skewed" because of the avoidance of older non-residential areas in these centres for reasons of zoning and "ease of development". The City of Toronto is a case in point. Extensive high rise incursions have been made into existing and often stable residential areas, putting pressure on the older, often poorer residents to relocate. The western part of the core area, on the other hand, continues to be dominated by warehouses, decaying turn of the century factories, and the railyards now much less used for freight purposes. While it can be suggested that the food terminal warehouse and other facilities are properly close to the centre of the city, there is much which might have been moved by now. Comprehensive redevelopment, while conceivable in the future, is not presently under way.

In summary, the problems we have identified regarding non-residential areas close to the centres of cities and towns are:

* the deterioration of these locations as a result of larger urban change processes

¹. Ibid. pp. 138, 139.

* the resulting low quality of many central city environments as a result of the deterioration processes and as a result of the initial location of primarily economic activities near the core

* the tendency for current residential redevelopment to move into the "easy" areas of the city, often placing the greatest pressures on those least able to bear them and sometimes breaking up viable social and physical units. The continuance of older non-residential land uses serves to increase these pressures and promote their unequal distribution.

(c)

Program Objectives

The members of the Team noted that the kind of operation performed in removing rail facilities from the centre of Ottawa would be extremely costly--although perhaps desirable and accessible to Federal action. Industrial institutional and commercial locations near the core of cities and towns do continue to serve important functions in providing employment for lower income central city residents, low rental space for "incubating" industries and services, etc. These and other factors have led to the proposal of a program with limited objectives and Federal funds until a more global strategy for non-residential improvement and redevelopment can be examined.

The objectives of the program are thus:

- (i) to support the acquisition and clearance or rehabilitation of critical non-residential sites as a catalyst for wider non-residential areas conversion or improvement
- (ii) to support the development of plans for the preservation of non-residential facilities, the conversion of sound non-residential structures into residential or commercial uses, and the comprehensive redevelopment of non-residential sites
- (iii) to assist affected industrial, institutional, commercial, and other concerns with relocation to other parts of the urban region when this is occasioned by the program

- (iv) to assist employees of such concerns with re-adjustment where necessary
- (v) to encourage the re-use of suitable non-residential sites for low and moderate income housing and for urban amenities such as parks, pedestrian walks, and public facilities.

(d) Program Elements

As currently envisaged, the basic elements of the program would be as follows:

- (i) the provision of limited grants for the development of pilot plans to improve, convert or comprehensively redevelop non-residential areas, including preservation of historic buildings and improvement of amenities
- (ii) the provision of limited grants for municipal measures to assist employees of relocated concerns with adjustment to new journey to work, and other life patterns
- (iii) the provision, on a pilot basis, of 90% loans to municipalities for the acquisition, and clearance or rehabilitation/conversion of critical non-residential sites, including relocation costs as parts of an overall improvement plan
- (iv) the provision of a loan "forgiveness" of 25% of the cost of land acquired and subsequently used for public facilities, open space, and/or low income housing as parts of an overall improvement plan. No recoveries would be attempted.
- (v) the loan term would be 20 years with the possibility of a further 10 year extension in certain cases.

Points to be noted about the above are:

* that the planning assistance to be provided is for new activity not for on-going municipal planning regarding the area concerned

* a basic prerequisite of municipal participation in this land assembly program is of course, the passage of appropriate zoning changes to permit conversion and improvement of an area to be undertaken

* this program can be linked with the assistance provided for urban amenities as discussed in the next section

* co-ordinated Federal action for the re-use of rail, harbour, and other Federally-owned and influenced sites, would be a highly desirable concomitant of the program

(e) Program Delivery

This program would be most suitably delivered by CMHC in conjunction with other NHA urban assistance measures. In view of the pilot nature of what is proposed, direct Corporation involvement in project review and co-ordination of Federal efforts would be preferable to the less direct arrangements in effect with land assembly loans.

(f) Advantages and Disadvantages

The chief advantages of the program are that it begins to deal with and to formulate approaches for a key problem of the 1970's the rational re-allocation of land according to function in existing urban centres. Redevelopment processes have been underway since the early sixties, but their full effects--in terms of social conflict, pressures on scarce amenities, and environmental deterioration, are only being felt now.

The disadvantages of what is being proposed are that it may be too small in scope to have more than marginal effects and that it may lead on the other hand, to pressures for expansion to include costly railyard removal and similar projects.

(14) Urban Amenities Assistance

(a) Definition of the Problem:

The Urban Assistance Research Group and the Team have both noted that current processes of central city re-development tend to place increasing pressure on the available amenities - especially open space, because of the rising population which may potentially wish to use them.¹ Changing expectations about the use of leisure time and about the aesthetic qualities a city should have are adding to the demand for human scale amenities and the preservation of a "sense of place" in shopping and other much used areas. The notable success of such isolated experiments as the Sparks Street Mall, Bastion Square, the Yonge Street Mall in Toronto, the N.C.C. driveways, Old Montreal, and Gastown in Vancouver, have indicated a rising public appreciation of such efforts.

Federal involvement in some degree or other has been present in most of the examples mentioned above as well as in other perhaps more prosaic amenities projects such as the Civic Square in Hamilton.

(b) Program Objectives:

The policy issue at hand is whether a revised program of Federal assistance can usefully contribute to the improvement of urban amenities, and perhaps more important to the alteration of current re-development processes.

In the longer term, the application of municipal development controls to ensure that both individual projects and the amenities which surround and link them are of a higher quality would appear to be needed. The basically administrative and political act for zoning change currently creates great individual wealth, sometimes at the expense of the general public. Perhaps more leverage than that of the current rather simple open space requirements can be exerted.

As part of the process of showing what can be done both in the provision of critical amenities and in beautification,

¹ Sometimes the pressure is much more direct, as in the case of London, Ontario where City Council has seriously but not conclusively discussed the possibilities for developing part of the city's large central park as a high rise residential area.

a Federal contribution to planning and implementation may be important - but only as part of the creation of a longer term strategy.

In line with these considerations, the objectives of an urban amenities program are:

- (i) to encourage municipalities to provide an increased level of public amenities in the form of parks, pedestrian walks and malls and along street furniture.
- (ii) to support the beautification of commercial and institutional areas of cities as a result of private - public cooperation.
- (iii) to work towards a longer term approach to the upgrading of urban amenities using pilot projects to illustrate the potential for an improved environment.

(c) Program Elements:

The elements of the program at the pilot level of operation envisaged for 1972/73 are:

- (i) the provision of Federal grants to municipalities of 25% of the cost of planning and implementing:

- * pedestrian walks and malls
- * parks
- * courtyards, eg. York Square in Toronto
- * along-street beautification programs supported by private interests

- (ii) the provision in the context of the latter item of loans or loan guarantees to commercial establishments for improvement of the exteriors of their premises.

(d) Program Delivery:

This program would be delivered, if conducted on a pilot basis, in cooperation with the provinces, especially those such as Nova Scotia which currently promote "Norwich Plan" action by municipalities.¹

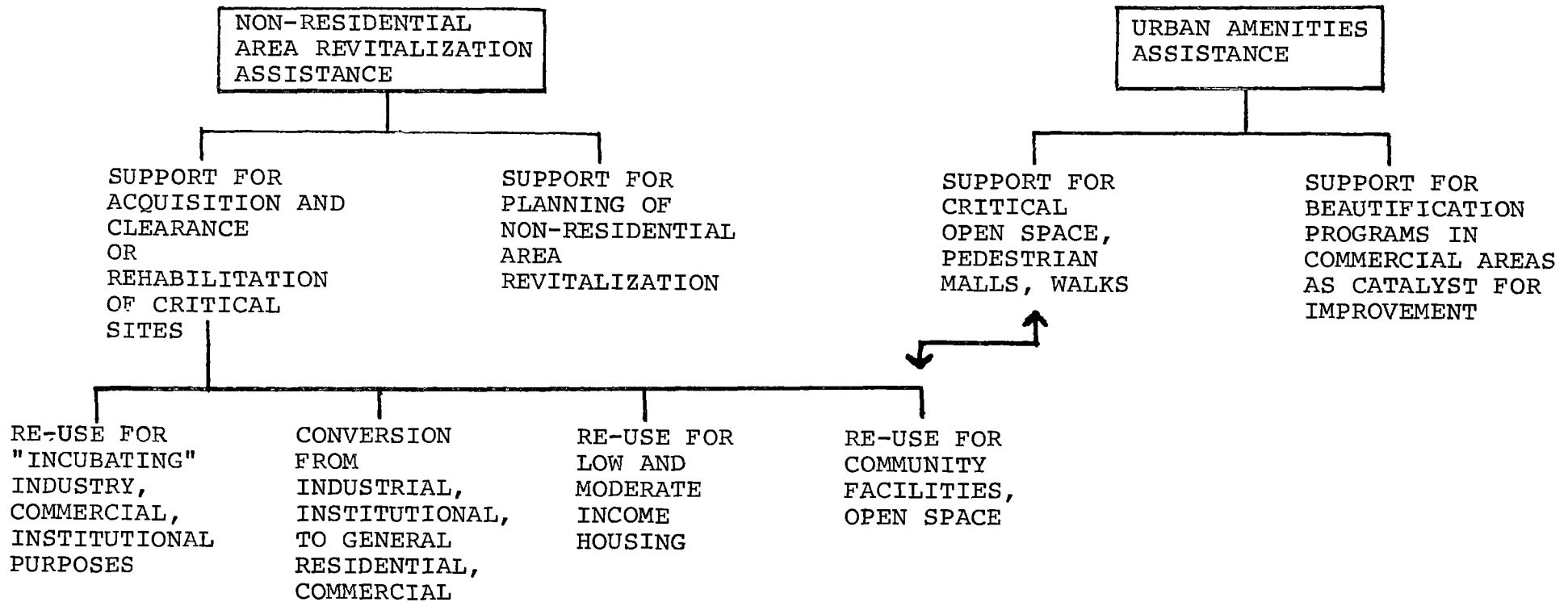
¹ A proposal call technique might be used to promote design competitions for annual "theme" amenities, e.g., along street furniture.

(e) Advantages and Disadvantages

What is being proposed is a very low key replacement for those portions of urban renewal which covered public facilities and amenities. It can of course be "heated up" to suit the requirements of the situation by taking off the "pilot" designation and widening the items supported. The advantages of the low key approach are the limitation of financial requirements and the availability of a soundly based long term strategy as a follow-up. The risk inherent in it is that it will be regarded as a gimmick - and peripheral to major municipal concerns.

As noted earlier the two programs just discussed can be related to each other in a mutually supportive fashion (as can community assistance provided to contiguous areas). The basic aspects of each and their linkage for particular purposes are diagramed on the next page.

NON-RESIDENTIAL AREA REVITALIZATION AND
URBAN AMENITIES ASSISTANCE



C. LONG TERM POLICY DEVELOPMENT

The extended array of possible Federal initiatives to assist urban centres and smaller communities which has been presented above really only makes sense as a part of a long term direction which seeks to build on them as successive opportunities arise.

The primary assumption shaping them has been one that urban assistance cannot be a simple "transfer" policy. Quite adequate mechanisms (if not necessarily policies) to perform such a function exist within the Department of Finance. The notion, expressed in the most recent annual submission of the Canadian Federation of Mayors to Cabinet, that we should give the municipalities the money and "they will do the job" is explicitly rejected. All proposals are limited by their conditionality.

We have based this conditionality on the view, documented by much of the urban renewal experience that, there is a need to further improve the responsiveness and capabilities of governmental agencies and allied institutions, particularly at the municipal level, if investment is to be effectively planned and human values translated into government action. While the Federal level is not, perhaps by a long stretch, a model of sensitivity and organizational fluidity, it is removed from the close concerns and pressures which constrain local decisions.

A variety of recent studies and daily evidence suggest that the transfer of funds to urban governments alone may not improve matters. It might conceivably worsen some situations. Thus the urban and the community assistance proposals are not merely palliatives which cover our inability to make bulk funds available. They are a pre-requisite to such an effort.

On the other hand specific plans need to be laid for following up those aspects of urban assistance to which admittedly partial responses are being offered at the moment. This is a requirement both for the 1972-73 phase of legislative amendment and for the provision of a backdrop to public and intergovernmental discussions over the next 3-5 years.

In more specific terms:

* the question of long-term answers to municipal financing needs to be raised for continuing research and efforts directed to the ultimate establishment -- in 4-7

years' time -- of new financial mechanisms for municipal borrowing, e.g., Federal-Provincial urban development banks, of regular transfer mechanisms and/or tax structure improvements.

* as noted, the new communities program suggested, even if expanded beyond a pilot phase, does not constitute a "new communities policy". For the latter, the entire gamut of incentives -- selective employment taxation, relocation grants, etc., would need to be reviewed.

* while some attempt has been made to carve out a "natural" Federal role in this paper, and to consciously see it as an evolving one, the definition of new "natural" roles (i.e., roles inherently related to area, technological state, and function) for all levels of government, will need to continue. For example, in the health services field, indications are that a drive for increasing "community control" or at least community scale facilities may soon get well under way in Canada.

* the implicit model of urban dynamics used in this paper and those available elsewhere need to be further developed as real policy tools to reduce uncertainties about program effects -- an inherent part of urban assistance evaluation.

* more specific kinds of research may be directed "on the run" to the hypothetical priority problems for urban assistance identified in this paper -- institutional change, change at the periphery and of components of systems, and macro-determinant and value guidance.

In the long-term view, we perhaps need to relate urban assistance measures to such major forces pushing in the direction of lasting urban system change in Canada

* the search for political support within representative democracy

* change of economic structure through internal dynamics of growth and technological improvement and external dynamics of shifting world market conditions

* change through natural attrition processes in composition and morale of human agencies involved in government -- the cycle of organizational development and decline

- * change of organizational structures and functions through dynamics of population growth resulting in an increased services market

Examples of these forces at work may include:

- * the formation of a "national urban coalition" of reform groups across Canada, to press for more effective government action

- * the decline of the "growth ethic" and its replacement by a new value system related to ecological balance and cultural diversity

- * the replacement of current high level managers in all governments with those whose views have been formed since the time that post-war constitutional and institutional attitudes were developed.

- * the breakdown of current organizational formats at the municipal level and their replacement with new models as areas and population expand. A new decentralism could well emerge in education, local services provision, and other fields.

V. THE CHOICE OF A FEASIBLE DIRECTION FOR 1972

Running through the discussions of the group involved in preparing this report was a recognition that two sides or perhaps two levels of "feasibility" were at stake. The first has to do with the ability of a proposal to "fly" operationally. Will it, in fact, achieve the objectives set for it, or even be relevant to them; will it make sense administratively and financially? This side of feasibility tends in the "minimum possible action at this time" direction. The emphasis is on more information before we proceed into the unknown.

But on the other hand, there has been a fear that what we were bringing forward would be too low profile, too small in budgetary, legislative, and public impact terms.

In this chapter, we have outlined, in view of the complexity and number of options and alternatives to be considered, a "proposed direction". This is not necessarily a "preferred direction" and the individual elements of it are quite subject to addition or subtraction. It attempts a simultaneous appreciation of content and strategy. The removal of any major part calls for a redefinition of both objectives and ways of achieving them.

The chapter is divided into three parts:

- * the first outlines briefly what is proposed for 1971-72. It also draws out the kind of thinking which surrounds such a selection of alternatives and options--in effect it makes the sort of case that might ultimately shape the announcement and public "selling" of the policy

- * the second part summarizes the details of the programs as proposed

- * the third part, again rather briefly, assesses the potential impact of the proposed direction

A. OUTLINE OF PROPOSED 1971-72 URBAN ASSISTANCE POLICY

The urban assistance policy of the Federal Government for 1971-72 would actively seek to use programs created over the next two years to help promote the development and acceptance of an urban policy framework for Canada. It is envisaged that operating programs, linked with ongoing research and liaison processes are among the most effective ways of conducting what is essentially a social and political process - the arrival at a common understanding.

The urban assistance policy of the Federal Government would develop, for legislative action in early 1972, a range of programs, each linked to the others. This policy would have the overall objective of initiating a "first phase" of what could be a consistent long-term Federal strategy toward urban change and toward cooperative efforts to deal with it.

As currently envisaged, this "range of programs" includes replacements for urban renewal directed to specific priority needs -- for assistance to small and low-moderate income in-city communities, for improvement on a pilot basis of worn out industrial and commercial areas of cities, for improvement on a pilot basis of urban amenities, for residential rehabilitation assistance, for new community and urban region planning, and pilot new communities, for improvement of municipal management, research and information capabilities, and for demonstration of new approaches to urban problems.

The attempt is to link measures which may create pressures, e.g., community assistance, to those which will improve responsiveness to them, to link preservation of lower density in-city areas with assistance for regional decentralization of growth, to link measures for institutional innovation with assistance for new activities to which institutions can be applied.

Five programs are proposed on a on-going basis--those for community assistance, unit rehabilitation assistance, municipal R & D, an urban information system, and municipal management and manpower assistance.

Three are proposed on a pilot basis--amenities, non-residential revitalization, and new community land and servicing assistance.

Two are proposed on a "first phase" of several basis--urban region and new community planning assistance.

The whole seeks to form a coherent approach to the next two years, to be modified as conditions change. The whole represents what may be a significant but manageable Federal direction.

B. PROGRAMS INCLUDED IN THE PROPOSED DIRECTION

In view of the magnitude and scope of the programs and concepts which can potentially be included in the 1972 urban assistance package, it may be advisable to issue a public discussion document on them to promote public awareness and to lay the groundwork for more extensive action in 1972-73. It is important that the subject of alternative Federal approaches to urban intervention be raised in the context of actual programs if the kind of action framework outlined in Chapter III is to be initiated.

In addition to a public discussion document, the following are the major items in the proposed direction:

(1) Replacement for Urban Renewal

Included among the programs to replace urban renewal are the Community Assistance Program, the Non-Residential Area Revitalization Program and the Urban Amenities Program.

* Community Assistance Program

A program directed to the conservation and improvement of both stable and transitional in-city neighbourhoods and small communities is proposed. It would seek to rehabilitate dwellings, services, and commercial concerns in stable areas, and to provide a higher standard of amenities and community facilities. In more stable neighbourhoods and communities, the focus would be on conservation. In "transitional" areas it would be on maintenance of basic services and reduction of social costs.

The program would operate on the basis of a minimum common program of planning and action set by the municipalities and residents jointly. Neither participant would be able to advance without the other. A variety of methods for selecting areas and priorities for action are proposed. In any case Federal assistance for program-related planning, to citizens and municipalities, for infrastructure improvement, for building rehabilitation and spot clearance, and for capital costs of community facilities would be provided. Federal contributions for infrastructure would be limited both by items covered, by loan or grant amount, and by

relationship to the overall improvement process.

The program would be administered by the provinces, and implemented by the municipalities and citizens, monitored and reviewed annually by the Federal Government on both a post-audit (for action taken project by project) and pre-audit (province wide plans basis). A known dollar amount subject to interannual adjustment would be committed for 5 years, after which a one year stoppage of commitments would be initiated. This would allow all participants to evaluate the program and propose changes.

* Non-Residential Area Revitalization Program¹

A pilot program of loans to municipalities for 90% of the cost of acquiring, and clearing or rehabilitating/ converting critical non-residential sites, and for relocating former occupants, is proposed. Federal contributions, to the cost of preparing plans for the improvement of non-residential areas and to assist with employee adjustment grants could also be made. Re-use of suitable cleared sites for parks and other amenities, for public facilities and for low income housing would be encouraged by a forgiveness of 25% of the loan amount expended on such items. The loan term would be 20 years with the possibility of a ten-year extension at CMHC discretion.

* Urban Amenities Program

A pilot program to support 25% of the cost of planning and implementing urban amenities such as pedestrian walks and malls, parks, courtyards, and along street beautification is proposed. In connection with the latter, a program of short term (10 years) loans for improvement of commercial facades would be offered. These would have some ceiling such as \$7,000.

The long-term strategy associated with this program is one of building the provision of amenities into urban redevelopment processes--so that increased densities are intrinsically related to an improved leisure and aesthetic environment.

(2) Programs for New Urban Growth

There are three programs designed to involve the Federal Government in tri-level processes for developing urban regional capabilities to allocate population growth and to reduce pressures on existing central cities. They are Urban Region Planning Assistance, New Community Development Planning

¹ During discussions of this report, an expansion of this program into a "Central Area Change Program" to promote municipally controlled comprehensive residential redevelopment was created. The provisions would be similar to the above save for a rehousing requirement.

Assistance, and the New Community Land and Servicing Program.

* Urban Regional Planning Assistance

A program directed to the encouragement of dynamic, future-oriented urban region plans, directed primarily to the 26 metropolitan and major urban areas outside of DREE jurisdiction is proposed. The Federal contribution to the support of such plans would cover the cost of the provincial or regional government process of plan development--public hearings, futures workshops, "encounter" sessions, etc., rather than the detailed physical, economic and social planning which form a normal part of the function of regional government. Federal support for pilot projects in intergovernmental co-operation on a 100% basis and Federal funds and research resources to study urban region "guidance" systems would also be offered.¹.

* New Community Development Planning Assistance

In order to promote the public initiation and development of new communities relevant to Canadian conditions and needs, it is proposed that the Federal Government share the cost of developing new community plans with provincial, regional or new community agencies. Such support would normally be provided in the context of an urban region plan and on condition that public control over the process of development be retained and on condition that residents of the locality affected and to the maximum extent possible, the residents of the new community be involved in the planning process. Up to 100% of the planning costs for northern new communities would be provided to development agencies and a program of comparative research on new communities initiated with Federal funds.

* New Community Land and Servicing Program

A pilot program of loans for public new community development is proposed to support examples of socially and economically viable growth points and to test organizational, managerial, and design concepts in real life circumstances. For such communities, 100% loans would be provided to provinces or new community development agencies for land acquisition and servicing--on a 15 year basis for land returned to freehold and on a 30-year basis for leased land. One half of the cost of land used for public buildings, open space, and transit facilities would be forgiven.

1. The recent Halifax "Encounter" funded under Part V is an ideal example of the type of thing this program would support.

In addition to land assembly loans, loans would be provided for up to 100% of the cost of acquiring and preparing corridors of land to be used for rapid transit links between pilot new community and existing population centres would be provided for 20 years. Such corridors would need to be placed in the context of a regional transportation plan.

(3) Programs for Governmental Innovation

There are three programs and a "Federal initiative" proposed for the improvement of urban government capabilities and responsiveness - Urban Management and Manpower Assistance, Municipal Research and Development Assistance, an Urban Demonstration Program and a National Urban Information System, respectively.

(a) Urban Management and Manpower Assistance

It is proposed that a program directed to the support of increased local capabilities and leading to new concepts of "urban guidance" by all levels of government, be adopted. This would include provision of resources for urban management research, reviews of local government needs, university chairs of urban management, travelling and study fellowships, and internships for urban managers and trainees, municipal management learning programs and manpower and policy planning studies - all with provincial approval and/or active support.

(b) Municipal Research and Development Assistance

This program is proposed to increase our level of knowledge about urban problem-solving, to increase the research and evaluative capabilities of local governments, particularly in regard to NHA programs. It specifically includes aid for local R & D projects, selected on the basis of an understanding of both local and national priorities. Results would be nationally published and distributed and periodic conferences on municipal R & D problems and methods sponsored. The program funds would be provided both to individual municipalities and to municipal associations. A system of regional resource "centres" is a long term objective.

(c) Urban Demonstration Program

This program is proposed both to "kick off" new urban assistance measures and to provide a basis for co-ordination

of Federal urban resources to some defined objectives for at least a limited period of time. It is envisaged that an "opportunities for neighbourhoods" operation would be mounted for 1972 only. This would be followed by a co-ordinated interdepartmental approach to several agreed upon urban centres or subsystems, e.g., the improvement of public transportation in 1973-74. Provincial and municipal approval and involvement would be solicited.

(d) National Urban Information Systems

It is proposed that Federal initiative be taken to bring together the concerned interests, to secure agreement on a user-oriented national reference system and a series of pilot local systems. Federal efforts to improve the relevance of Federally generated urban data and information could also be initiated.

C. PROGRAM IMPACT

Perhaps the part of our work requiring the most further research is an assessment of the on-the-ground impact of proposals. Here we are limited to making comments

- * to indicate the different types and levels of impact which may occur.

- * to indicate the numbers and sizes of governmental units which would be affected

- * to indicate field experience of impact and potential impact of the community assistance program

Of course, certain kinds of impact - budgetary federal-provincial, and interest groups, have been discussed elsewhere. Some kinds of impacts can be inferred from the program proposals themselves.

(a) Levels and Types of Impact

The proposed program will have the following levels and types of impact, depending on the magnitude and leverage capability of options selected:

- * community assistance may directly affect only 50-150 neighbourhoods and communities over the life of the program. But more general "spin-off effects on planning approaches across the country can be anticipated

- * this program can have the following types of effects:-

- (a) reversal of serious deterioration

- (b) improvement of resident satisfaction and confidence

- (c) improvement of the marginal liveability of an area

- (d) failures - resulting in controversy - and learning about social processes

- * the "new growth" measures can be expected to have

a real impact on only 3 or 4 major centres at the most, particularly in their present rather low key form.¹.

* the "government innovation" measures and the "non-residential revitalization/urban amenities" proposals can have the most widely felt impact in conceptual terms - but such an impact is not a very measurable one. Among them the urban demonstration program clearly has the most potential for widespread reverberations. A new image of the city might emerge on a publicly accepted, widely held basis.

(b) Numbers of Governments by Size of Population Served

The tables on the following pages provide an idea of the potential recipients for the programs. The first covers incorporated municipalities and the second metropolitan and major urban areas outside of DREE areas.

1. One of the few studies which systematically sets out to compare the actual cost of new town development and increased central city density is P. A. Stone, Housing, Town Development, Land, and costs. (London, 1962). He concludes that new town development is less expensive as a whole than all but low rise in-city redevelopment. p. 135.

POPULATIONS OF INCORPORATED CITIES, TOWNS AND VILLAGES CLASSIFIED BY SIZE GROUP

CENSUS YEARS 1961 and 1966 *

	1961			1966		
	Incor- porated Centres	Popu- lation	% of Total Pop.	Incor- porated Centres	Popu- lation	% of Total Pop.
Over 500,000.....	2	1,863,469	10.2	2	1,886,839	9.4
Between --						
400,000 and 500,000.....	-	-	-	1	410,375	2.1
300,000 and 400,000.....	1	384,522	2.1	2	707,500	3.5
200,000 and 300,000.....	5	1,338,294	7.3	3	845,867	4.2
100,000 and 200,000.....	4	568,056	3.1	6	997,051	5.0
50,000 and 100,000.....	17	1,134,214	6.2	26	1,740,446	8.7
25,000 and 50,000.....	41	1,431,909	7.9	43	1,438,388	7.2
15,000 and 25,000.....	43	862,101	4.7	52	1,019,205	5.1
10,000 and 15,000.....	61	743,474	4.1	65	781,611	3.9
5,000 and 10,000.....	132	932,936	5.1	125	898,136	4.5
3,000 and 5,000.....	151	579,201	3.2	165	637,117	3.2
1,000 and 3,000.....	465	793,465	4.4	471	818,003	4.1
Under 1,000.....	1,039	437,207	2.4	1,057	445,246	2.2
Totals	1,961	11,068,848	60.7	2,018	12,625,784	63.1

* Canada Year Book 1970-71, Pg. 223

URBAN-CENTRED REGIONS OUTSIDE OF DREE
SPECIAL AND DESIGNATED AREAS

A. <u>Census Metropolitan Areas</u>	000's Population (1966)
Calgary.....	331
Edmonton.....	401
Hamilton.....	449
Kitchener.....	192
London.....	207
Montreal*.....	2,437
Ottawa.....	384
Sudbury.....	117
Toronto.....	2,159
Vancouver.....	892
Victoria.....	173
Windsor.....	212
Winnipeg.....	509
B. <u>Major Urban Areas</u>	
Brampton.....	45
Brantford.....	62
Guelph.....	51
Kingston.....	72
Niagara Falls.....	61
Oshawa.....	100
Peterborough.....	56
St. Catharines.....	109
Sarnia.....	67
Sault Ste. Marie.....	75
Thunder Bay.....	98
Timmins.....	40
Welland.....	59

* DREE Special Area for limited purposes

(c) Field Indications of Potential Community Assistance
Program Impact

The potential for improving and conserving what might otherwise have been a "transitional area" with the community assistance program is indicated by the following excerpts from a recent Ottawa Citizen Article "Mechanicsville going down without fight?"

"Mechanicsville, perhaps Ottawa's last real community, could disintegrate in three years.

Only a united fight by its residents can stop highrise apartment buildings from replacing the old, small dwellings.

But the situation is a curious one. The residents' traditional independence and self-reliance give them little inclination to work together, and it's unlikely many of them would be able to resist a tempting offer from a rich developer.

Mechanicsville lost a good part of its north end when the NCC built the west Ottawa River Parkway. Its west side faces the federal office buildings in Tunneys Pasture. On the south is its traditional boundary, the Canadian Pacific Railway tracks along Scott Street, and on the east, the CPR tracks to Hull and Wellington Street bridge.

Planners originally tagged it for urban renewal, which meant elimination of the old houses--and the community--as in Lower Town East.

This was later^d changed to a slower form of urban renewal called zoning. Most of Mechanicsville was zoned for apartment buildings, but this also spelled doom for the community because sooner or later rich developers buy out, or squeeze out, most individual owners.

Living on the edge of displacement for many years left residents suspicious when Ottawa city council decided, last April 5, to carry out "preliminary neighborhood investigations...and an analysis leading to community-improvement programs."

In short, it was clear the mysterious powers at city hall were carefully trying to guide them into petitioning for a change in zoning, from high-density apartments back to low-density family dwellings.

The difficulty of convincing them that their community is doomed unless they act as a team -- and of convincing them of the high costs and great disruptions of selling out and moving to the suburbs--has frustrated some of their local leaders.

But while the city planners are trying to work the Miracle of Mechanicsville by persuading the people to save themselves, the municipal money-men seem to be dragging their heels.

In April \$55,000 was okayed to hire temporary staff for "community relations," surveys and preliminary work but last week the community-renewal department still had not received it. The department had to dip into its summer-student fund to start the program...

Ottawa's community planners have good reason for hovering over Mechanicsville.

They feel sure that federal funds for fixing up existing homes will be made available by Urban Affairs Minister Andras. This will be rehabilitation money instead of the old, destructive renewal money.

Various studies by government experts will not likely be finished before the end of the year and it will be some time before the Trudeau government's long-awaited urban policy becomes public.

But, because of widespread criticism of urban-renewal bulldozing, Ottawa planners feel it's a safe bet Mr. Andras will be offering money for rehabilitation of older homes.

And, to be first in line, they want to get the groundwork over with...

The city has traditionally favored high, big buildings because they bring in more taxes.

Even working together, Mechanicsville residents would have a battle on their hands. What if they can't get together?"

Several indications of practical, real world need for the kind of process proposed for the Community Assistance program are available.

Commenting on the Halifax Neighbourhood Project, a recent article notes that

"It seems apparent that as witnessed by Halifax, a community development project must be allowed to grow slowly in the early stages if it is to escape defeat. This means that the Project would act commensurate with community initiative and not as a response to an external demand for visible action. Its action often will be political, addressed to government officials at all levels as well as other decision-makers in the community."¹.

Based on the experience of the Roosevelt Park area in Winnipeg (for which no less than seven successive major urban renewal reports were prepared between 1937 and 1968) Professors Lloyd Axworthy and Ralph Kuropatwa proposes the establishment of a community renewal corporation - a joint public-private venture.

"The powers of the corporation would be to plan and implement redevelopment programs. It should approach the renewal program as an on-going, evolutionary process, not in the older fashion of drawing up a massive static form of development. This means that the act of renewal would begin right away. The corporation would be responsible for submitting its proposals to the new Regional Council as well as a budget, and working out the way city resources could be used in actions of community improvement." ².

¹. Doyle, op. cit., p. 20

². An Experiment in Community Renewal, paper presented to Canadian Political Science Association, July 9, 1971, p. 30.

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In addition to the more specific kinds of illustrations offered above, a preliminary survey of potential neighbourhoods to receive community assistance was conducted. The results have been reproduced below.

A SURVEY OF POTENTIAL AREAS FOR THE COMMUNITY ASSISTANCE PROGRAM<sup>1</sup>.

VANCOUVER

False Creek - Fairview Slopes: population of 3,300, mixed residential-industrial, 140 acre area. Citizen group is the Fairview Ratepayers Association.

Kitsilano - Central West Side: population of 20,000, mixed residential-commercial, citizen group is the Kitsilano Area Resources Council

Adanac Park: 82 single family residential units, 58 acres, considerable vacant land which can be put to use, present plan calls for mixed residential, commercial and park use, citizen group is the Hastings Sunrise Action Council.

Grandview - Woodland: active area resource council.

CALGARY

Inglewood - Ramsay: strong community group in this area already working with professional, technical consultants.

Victoria Park: future of this area is uncertain, strong community association in conflict with city and Calgary Stampede Board which wants to expand into the area. Meets all criteria for program.

EDMONTON

Canora: meets all program criteria; strong community association is developing

Westmound: area generally meets criteria as outlined.

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1. Information supplied by Social Development Division, Head office, CMHC.

WINNIPEG.

North Pt. Douglas: two citizen groups in this area.  
Ideal for rehabilitation program.

Urban Renewal Area No. 2: variety of community groups at work in this area. Ideal area for community assistance. This is area of greatest need in Winnipeg.

TORONTO

East of Don River - South of Danforth: present citizens group is the Riverdale Community Organization with representation from several smaller groups.

Hamilton - Broadview - Gerrard - Queen St.: East Toronto Social Planning Council is interested in promoting community involvement in planning in this area.

Don Vale: Don Vale Residents Association and Don Vale Property Owners Association are two area citizen groups.

Sherbourne - Dundas - Queen St.: In this area, Don West Neighbours Housing is a group interested in purchasing existing houses for rehabilitation and rent on a non-profit basis.

The Beaches Area: citizen group is Forward Nine interested in rehabilitation and stabilization of area.

Centre City: Holy Trinity Church has an organized citizens group.

Grange Area: Grange Park Residents Association is local citizen group.

Beverly and McCaul: Chinese Community Group is active.

West of Spadina - Kensington Market Area: citizens group is the Kensington Area Residents Association.

West of Bathurst at Queen St.: Citizens group is Niagara Residents Association.

Queen St. and Lansdowne: Lansdowne Save Our Neighbourhood Association.

Parkdale Area: three citizen groups active here

Quebec and Gothic: Quebec-Gothic Residents Association.  
Area under high redevelopment pressures.

South of St. Clair: Italian community development group  
interested in promoting rehabilitation.

#### LONDON

Wellington - Horton St. to Thames River: Rehabilitation  
planning well under way in this area. Community is  
organized and working with the city on proposals.

North Central District: also has active citizens group.

#### OSHAWA

Area Adjacent to C.B.D.:

Area Immediately South of Hwy. 401: both above areas  
have been identified in urban renewal studies as  
deteriorating neighbourhoods. No active citizen groups  
as yet.

#### THUNDER BAY

Fort William Ward: May and Cumings St.: residents group  
is East End Neighbourhood Association. Has gained  
some experience through Opportunities for Youth Program.

#### SAULT STE. MARIE

One mile from C.B.D. in West End: an older residen-  
tial and commercial area suitable for a community assis-  
tance program. No organized community group at present.

Bridge Plaza: 6-8 blocks of older residential sites.  
No organized group as yet.

#### HAMILTON

Former Urban Renewal Area North East of C.B.D.:  
Citizen group is the Victoria Park Community Organization.  
City has recently initiated a series of six neighbourhood  
improvement studies.

#### HESPELER

Area Adjacent to C.B.D.: some residents have already under-  
taken rehabilitaiton. This interest would likely revive  
with program such as Community Assistance.

ST. CATHARINES

Several Areas designated by urban renewal study could also be used for rehabilitation aid. Citizens Advisory committee formed during urban renewal era.

NIAGARA FALLS

Older residential area designated in urban renewal scheme. No organized citizens group exists as yet but municipal officials have expressed interest in promoting citizen interest and involvement.

WINDSOR

Large, mixed commercial-residential area surrounding C.B.D.

Drouillard Road Area: There are three organized citizens groups in Windsor who might form the nucleus of a community assistance program; the Downtown Citizens Association; the East Windsor Citizens Association; and the West Windsor Citizens Association.

OTTAWA

Lower Town East: Urban renewal area - some citizen action

Mechanicville: A survey of the area for improvement purposes has been done

Dalhousie Ward

The city is conducting a series of public involvement sessions to develop neighbourhood plans with area residents across central city, beginning with Sandy Hill.

For the following cities and neighbourhoods, the preliminary assessment of the situation was not available.

MONTREAL

District of Hochelaga-Maisonneuve

Centre-Sud (Terrasse Ontario)

Mille-End

Pointe St-Charles

Plateau Mont-Royal

Villeray

VERDUN

LACHINE

QUEBEC

Aire #10

Paroisse St-Jean Baptiste

TROIS RIVIERES

Secteur St.-Francois

HULL

Ile de Hull

ST-JEROME

ST-HYACINTHE

SOREL

GRANBY

LACHUTE

MANIWAKI

SHAWINIGAN

CAMPBELLTON

St. Albert

ST. JOHN

South End

HALIFAX

Kline Heights

North End

SYDNEY

Whitney Pier

YARMOUTH

South Renewal

CHARLOTTETOWN

Downtown Area

CORNERBROOK

West

ST. JOHN'S

Blackhead Road

Mundy Pond

When the Government has chosen the urban assistance options to receive specific policy and legislative action, it will be possible to do further work to "model out" the impact of these on local areas and on the urban system as a whole.

## VI. LEGISLATIVE IMPLICATIONS

In its submission to management regarding Considerations for a Legislative Program, 1971-73, the Policy Planning Division noted that three possible courses of action lay open to the Government at the present time regarding the amendment of the NHA.

- \* very minor amendments could be made this legislative year
- \* a major rewrite of the Act could be initiated for 1971-72
- \* a "phased approach" could be taken which would permit one round to be made in 1971-72 and a second round in 1972-73.

In developing its policy and program options, the Urban Assistance team has sought to relate its work to the third course of action. Thus it is envisaged that the 1972 amendments will give first priority to the most pressing item - the replacement for urban renewal, and to the planning, research, and management assistance items from among the range of programs presented. A fully developed piece of Federal legislation for the new communities field, and such legislative requirements as may emerge from the creation of policies for municipal financing, C.B.D. redevelopment, and other matters, are more appropriate for the 1972-73 legislative program. Indeed, further action on them may take place outside of the National Housing Act context.

### CONTENT OF LEGISLATION

In the pages which follow, the major aspects of the legislation required to implement the proposed direction have been outlined. The attempt in all cases has been to convey the essential mechanisms being used and the other than ordinary features of the legislation in comparison with the present NHA.

#### (1) Community Assistance Program

The type of program being advanced for providing assistance to municipalities and residents to undertake community improvement posed significant legislative problems. Based on extensive discussion of the subject with those in the Corporation experienced in the legislative

formulation process, an apparently workable approach to the amendments has been devised.

The basic aspects of this approach are as follows:

- (a) Repeal Part III of the Act, making such provision as is necessary for honouring the outstanding commitments already made under it -- for example by delaying proclamation of repeal until final commitments have been made or until some specified future date
- (b) Provide a new Part of the Act dealing with community assistance. The intent of this legislation, as will be described in detail below is not only to conserve and improve neighbourhoods which are in a state of actual or threatened deterioration in municipalities across Canada, but also to ease and modify the character of transitions that are in process or in fairly immediate prospect, in such areas. The legislation is to describe not only the financial aids to be provided, but also the methods by which the decisions about the disposition of these funds are to be made.

In regard to the second point the following is a more detailed outline of the proposals:

(a) Minimum Federal Objectives

The Community Assistance Program is designed to support present initiatives by municipalities and residents' associations across Canada to improve their residential environments and to overcome the effects of previous neglect. It is intended in particular to act as a natural adjunct to the program of rehabilitation assistance being proposed and, indeed, to ensure that the latter funds are soundly spent as part of an overall catalyst for long-term improvement.

The objectives to be contained in the legislation beyond the kind of rationale suggested above include

- (a) that the areas to be assisted under the program are to be of a predominantly low and moderate income residential character and in need of improvements
- (b) that resident participation is to be an integral part of the process of providing assistance -- to the extent that the residents are to be in agreement with plans for their areas.

- (c) that the program is to provide a focus around which other Federal services and potentially those of other governments can be co-ordinated.

Also in the legislation, but on an implicit basis is the objective of removing the Federal level from detailed project administration. Rather, the Federal Government, via CMHC is to be present in a resource and evaluation role throughout.

(b) Process By Which the Program Operates

The Community Assistance Program is envisaged as having a four-staged process by which projects are selected and funds committed. At each stage there are a specific number of tasks to be performed and approvals given. Each will be covered by a section of the Act.

The program will be operated on the basis of a master agreement with each province. Pursuant to this, municipalities may apply to CMHC for funds for each of the successive stages of program operation. The four stages are thus:

- (1) Establishment of the Terms of the Program with Provinces
- (2) Selection of Neighbourhoods
- (3) Neighbourhood Planning
- (4) Implementation

If the application submitted on each case meets with the provisions of the NHA and the terms of the master agreement, CMHC will certify the municipalities as eligible to receive Federal funds and provide them.

STAGE ONE - ESTABLISHMENT OF TERMS OF PROGRAM WITH PROVINCES

Subject to Order-in-Council, the Federal Government may enter into a master agreement with a provincial government to provide assistance for the improvement of neighbourhoods within the province. This assistance will be provided on the basis of provincial selection of the municipalities to receive assistance under the program.

(Where a provincial government does not wish to enter into a master agreement, it may designate on an annual

basis, municipalities to act as its agents for purposes of the legislation, in which case the provisions of the master agreement will apply mutatis mutandis to the municipality so designated.)

The master agreement will specify inter alia the following items:

- (a) the types of areas to be covered by the program and the priorities for these areas
- (b) the agreement of the province to establish mechanisms for the selection of municipalities to receive assistance.
- (c) the items to be covered by each stage of the certification process under the agreement, namely
  - (i) certificate for provision of neighbourhood selection funds to municipality
  - (ii) certificate for provision of neighbourhood planning funds to the municipality
  - (iii) certificate for provision of implementation funds to the municipality
- (d) the mechanisms to be employed by the province to provide municipalities with funds under the program to assist with the selection of areas for action
- (e) the agreement of the province to appoint for each project jointly with the Federal Government, or suitable "performance auditor"
- (f) the agreement of the province to ensure that all persons displaced by the program are rehoused
- (g) the agreement of the province to establish mechanisms for certification of resident representatives for purposes of the program and the nature of those mechanisms - including specifically that the job is one of ratifying representatives agreed upon by residents rather than selecting them
- (h) the ceiling amount of Federal funds available under the annual agreement in grants and loans
- (i) provincial contributions to the program by way of enabling legislation, funds or other assistance as desired by the province

- (j) the agreement of the province to provide certain records to the Federal Government for financial audit purposes and to require use of public tenders

Upon signature of this agreement the province can begin and carry out the process of selecting municipalities to receive funds for the year. This process could involve a province-wide call for proposals; it could involve the selection of areas on the basis of some index of priority needs, or other mechanisms.

#### STAGE TWO - SELECTION OF NEIGHBOURHOODS

Following its initial selection of municipalities within which action will take place, the provincial government will establish a ceiling amount for each municipality.

The municipalities selected may then apply to CMHC in accordance with the master agreement for a certificate to receive funds to assist with the selection of neighbourhoods within the municipality for improvement action.

The municipal application will specify the following:

- (a) the items for which the funds are to be used -- area meetings, area surveys, a municipality-wide proposal call for citizen organizations, etc.
- (b) the municipality's intention to involve residents, and, optionally, citizens at large in the process of area selection
- (c) the types of areas to be covered by the program
- (d) the amount sought (not to exceed 2% of funds allocated to municipality)
- (e) the time limit for completion of work

If the application meets with the provisions of the National Housing Act and of the master agreement with the province concerned, CMHC will issue to the municipality a certificate for eligibility for neighbourhood selection and provide the funds requested.

At the conclusion of this process -- during which municipalities would establish with residents priorities for action within their boundaries and in effect make a statement as to its future intentions for certain areas. A specific area or areas for attention will be chosen along

with a fund ceiling or ceilings within the total municipal amount.

### STAGE THREE - NEIGHBOURHOOD PLANNING

With areas for action selected, neighbourhood planning will begin. For this purpose, Federal funds will be available in an amount up to 8% allocated to the neighbourhood for its improvement program. The municipality and the residents of the area will have up to six months in which to produce an initial plan of action with these funds.

The residents of the chosen area or areas will have representatives chosen from among them by such methods as they consider suitable and certified by the province as legitimate signatories to joint resident-municipal agreements. Under the terms of the master agreement, the municipality may apply to CMHC for neighbourhood planning, specifying the following:

- (a) the boundaries of the neighbourhood
- (b) the purposes for which the funds will be used, including the purchase and rehabilitation of a neighbourhood or community resource centre, the salaries of municipal staff delegated to work with area residents, the fees of consultants hired by residents and municipality either jointly or separately, the conduct of training seminars in planning for residents and other closely-related items
- (c) the amount of funds
- (d) the maximum time to be taken in producing an initial plan of action not to exceed six months
- (e) municipal intentions to develop and apply a minimum standards bylaw in the area or areas selected
- (f) the signatures of the municipal and the certified resident representatives. Provided the application complies with the provisions of the NHA and the terms of the Master Agreement, CMHC will issue a certificate of eligibility for neighbourhood planning and provide the municipality and the residents with the funds requested.

At the end of this stage, then, representatives of area residents will have been chosen and a neighbourhood planning process begun in partnership with the municipality.

#### STAGE FOUR - IMPLEMENTATION<sup>1</sup>.

The implementation stage can begin immediately that an initial plan of action has been formulated - conceivably almost simultaneously with neighbourhood planning. Funds for implementation will be provided on the following bases:

- (a) 25% grants and up to 75% loans for:
  - (i) improvement of normal municipal services including local streets, sewers, sidewalks, along-street furniture
  - (ii) the net cost of acquisition and clearance of noxious uses and of substandard units on a spot basis
- (b) 50% grants and up to 50% loans for:
  - (i) acquisition and preparation of land for open spaces and community facilities
  - (ii) acquisition and clearance of land for medium-low density low and moderate income housing
  - (iii) relocation assistance for residents displaced on either a temporary or a permanent basis
  - (iv) rehabilitation or construction of facilities other than normal municipal services and at a neighbourhood scale, specifically, day care centres, drop-in centres, multi-service centres, and the component parts of these. Facilities to be used on a neighbourhood basis, but provided on a larger scale as well, can be pro-rated.

CMHC will provide a certificate of implementation and an accountable advance of up to 20% of the total allocated to the neighbourhood upon receipt of an application from the municipality and the residents which complies with

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1. Some aspects of the legislation differ from discussion of the program concept earlier in the paper because of changes made during the process of discussing the concept.

the provisions of the NHA and the master agreement. The application for implementation will contain the following items:

- (a) the elements to be covered and the action to be taken on them
- (b) the agreement of the municipality to carry out all works on a public tender basis
- (c) the agreement of the municipality to provide equivalent accommodation to all residents displaced by the neighbourhood improvement process and to give such residents first choice in new accommodation constructed in the area under public auspices
- (d) the arrangements for municipal debenture financing of debt
- (e) the agreed upon total project life
- (f) the signatures of the municipality and the certified resident representative

Subsequently, the municipality and the residents can seek further funds for planning and implementation on a monthly basis. Invoices for these amounts, certified by the resident representatives may be submitted until an amount not exceeding 90% of the total Federal contribution allocated to the project has been reached. A further 10% will be available when all work agreed upon under the certificate of eligibility for implementation has been certified as completed by both parties and evidence of completion provided to the province and to CMHC.

The above legislative provisions represent, of course, a kind of compromise between the entirely Federal/local "Opportunities for Neighbourhoods" approach described in the discussion of the Urban Demonstration Program and an even more provincial/municipal operation. Either of these options can be adopted by modifying the provisions of the above in regard to planning sequence, governmental participants and financial mechanisms.

(2) Non-Residential Area Revitalization Program

The legislative mechanisms for promoting the revitalization of non-residential areas under the National Housing Act are much more straightforward than those outlined above.

It is proposed that the terms "non-residential site" and "urban amenity" be defined.

It is proposed that the objectives of the program be described in the Act as follows:

- (a) to support the acquisition and clearance or rehabilitation of critical non-residential sites as a catalyst for wider non-residential areas conversion or improvement
- (b) to support the development of plans for the preservation of non-residential structures into residential or commercial uses, and the comprehensive redevelopment of non-residential sites
- (c) to assist affected industrial, institutional, commercial, and other concerns with relocation to other parts of the urban region when this is occasioned by the program
- (d) to assist employees of such concerns with re-adjustment where necessary
- (e) to encourage the re-use of suitable non-residential sites for low and moderate income housing and for urban amenities such as parks, pedestrian walks, and public facilities

The program will have the following further legislative provisions:

- (a) subject to Order-in-Council and provincial approval, the Federal Government may enter into agreements with municipalities to provide loans of up to 90% of the cost of acquiring and clearing or rehabilitating or converting critical non-residential sites as parts of an overall improvement plan and on a pilot project basis;

- (b) such sites are to be located outside of the Central Business District of the municipality concerned;
- (c) relocation costs are eligible for inclusion in the loan amount;
- (d) the Federal Government may further provide grants for the development of pilot plans to improve, convert, or comprehensively redevelop primarily non-residential areas, including plans for the preservation of historic buildings and the improvement of amenities;
- (e) the amount of these grants may not exceed 5% of the total estimated project cost as approved by CMHC;
- (f) the Federal Government may further provide grants of up to 1% of the total project cost for municipal measures to assist employees of relocated business concerns with adjustment to new journey to work and other life patterns disrupted by the relocation process;
- (g) the Federal Government may forgive up to 25% of the cost of land acquired and subsequently used for public facilities, open space, and/or low income housing as parts of an overall development plan;
- (h) the loans made under this section of the Act will be made for a period of 20 years with the possibility of a further 10-year extension at the discretion of the Corporation.

In addition to the above provisions, it is proposed that a section be included to provide for loan advances to CMHC and for recovery from the Minister of funds used for planning, relocation assistance and forgiveness feature purposes.

A variation on the above program discussed during the presentation of the policy options contained in the document to CMHC management is the "Central Area Change Program" which would enable the Federal Government to provide loans for in-city comprehensive redevelopment of both residential and non-residential areas. The program would be designed to encourage the municipally-controlled development of alternatives to high-rise forms of accommodation. It would provide a forgiveness feature similar to that envisaged above.

(3) Urban Amenities Program

This program is basically designed to provide grants as part of some overall estimated cost on a pilot basis.

It is proposed that a section of the Part of the Act devoted to In-City Assistance measures contain a statement of the following objectives for the program:

- (a) to encourage municipalities to provide an increased level of public amenities in the form of parks, pedestrian walks and malls and along street furniture;
- (b) to support the beautification of commercial and institutional areas of cities as a result of private - public cooperation.
- (c) to work towards a longer-term approach to the upgrading of urban amenities using pilot projects to illustrate the potential for an improved environment.

A further section will outline the essential provisions of the program, namely,

- (a) that the Federal Government will by Order-in-Council be able to enter into agreements with municipalities with provincial approval to provide up to 25% of the cost of planning and implementing
  - (i) pedestrian walks and malls
  - (ii) parks in central city areas
  - (iii) courtyards
  - (iv) along street improvement programs supported by commercial establishments.
- (b) that the Federal government will be able in the context of improvement programs under (a) (iv) above be able to make loans of up to \$4,000 for purposes of refurbishing the facades of buildings fronting on the street being improved, and be able to guarantee loans up to an amount of \$15,000 for similar purposes. The loans would bear interest at a rate prescribed by the Governor-in-Council and would be for an amount not exceeding 80% of the cost of the work to be done.

Finally, a paragraph or section will be provided to enable funds to be advanced by the Minister to the Corporation to make grants and loans under the Urban Amenities Program.

(4) Urban Region Planning Assistance

It is proposed that a new Part of the Act be provided to cover the Urban Region Programs of the Federal Government. This will contain a section to cover the objectives to be achieved by Urban Region Planning Assistance as follows:

- (a) to encourage the development of dynamic plans for the future of Canada's urban-centred regions
- (b) to promote in particular the active involvement of regional residents in the formulation of goals for their regions
- (c) to cooperate with provinces and regional planning authorities in the development of such plans with a view to creation of future coordinated strategies for provision of Federal urban resources
- (d) in the mid-term to formulate with provinces and municipalities operating strategies for shifting regional patterns of development using new communities, transit links, and other levers accessible to Federal influence, and to work towards regional guidance systems

It will also contain a section which states that in order to carry out these objectives, the Federal Government may contribute funds to provinces, or with provincial approval, municipalities, to support the following aspects of urban region planning:

- (a) the process of plan development including public hearings, "futures" exploration workshops, and similar mechanisms designed to encourage public participation in plan development
- (b) the conduct of research on the future trends affecting the region
- (c) the development on a pilot basis of regional consultation mechanism involving all three levels of government
- (d) the exploration of urban region "guidance" processes, essentially new forms of government, for differing social, economic, geographic, and political circumstances.

The amount of contribution to be made to any given project will be determined by Governor-in-Council.

(5) New Community Planning Assistance

In order to permit the Federal Government to more actively support the creation of new communities within urban regions and in northern areas, it is proposed that new sections of the Act be added to provide aids for the planning of such communities.

The first section will contain a general statement of the objectives of the assistance offered -- namely, to encourage and support the public initiation and planning of new communities as a part of plans to allocate regional growth, to promote testing of a variety of new community concepts relevant to Canadian conditions, to foster the creation of new communities as socially and economically viable entities, and to promote citizen involvement in the planning of such communities.

The second section will enable the Federal Government to provide to provinces, or with provincial approval, regional municipalities or new community development authorities with contributions of up to 50% of the cost of preparing plans for publicly initiated and controlled new community projects.

It will further enable the Federal Government to provide provinces or territorial governments with contributions of up to 100% of the costs of developing plans for new cities in northern areas.

It will enable Federal funds to be provided for research on new communities, in particular to evaluate Canadian experience in the field.

The funds for new community planning will be offered on condition that local residents and new community residents (as possible) are involved in the process of planning.

A section will be provided at this point to enable the Minister to advance funds to the Corporation for making Federal urban region and new community planning contributions.

(6) New Community Land and Servicing Program

It is proposed that new sections be added to the Act to enable the Federal Government to support the creation of new communities by offering funds for implementing previously developed plans.

The first of these sections will state the objectives of the program along the following lines:

- (a) to support the public development of new communities as pilot projects in the first phase of what may be a co-ordinated long-term policy of urban growth decentralization;
- (b) to encourage the use of public rapid transit for linking new communities to existing urban centres;
- (c) to test the potential and the relative costs and benefits of different Federal interventions in the process of creating coherently planned urban-centred regions with a view to formulating an overall investment strategy
- (d) to support in a substantial way the development of intergovernmental planning and guidance processes in urban regions.

Further to these objectives the subsequent sections will provide for:

- (a) loans of up to 100% of the cost of acquiring and servicing land for pilot new communities, for a term of 15 years if the land is placed on a freehold basis and 30 years if on leasehold;
- (b) forgiveness of up to one-half of the cost of land acquired and subsequently used for public buildings, open space and internal transit facilities;
- (c) loans of up to 100% of the cost of acquiring and preparing land for rapid transit corridors to link new communities to each other and to existing population centres, for a term of 20 years;
- (d) the advancement to the Corporation of funds to make loans under the program and recovery by the Corporation of forgiveness grants and losses.

(7) Urban Management and Manpower Development Program

It is proposed that the current capability of the Federal Government to support the improvement of urban management and manpower development processes be strengthened by adding a series of new sections to the Act.

The first of these will state in general terms the objectives of the program, along the following lines:

- (a) to encourage the examination of urban government capabilities by governmental officials and the consumers of urban services;
- (b) to support the development of new institutional arrangements at the local level which improve sensitivity to changing conditions and citizen needs;
- (c) to encourage the systematic review of the state-of-the-art in Canadian urban management practices and to promote concerted advance in this field;
- (d) to promote long-term planning for institutional development including manpower development in urban centres across Canada;
- (e) to lay the groundwork for the creation of "urban guidance" approaches to urban management by fostering intergovernmental exchanges of employers and views;
- (f) to encourage a shift from single discipline urban planning methods toward multi-disciplinary "policy planning" approaches;

Further sections will enable the Corporation to provide funds for:

- (a) pilot projects and research of wider applicability on urban management concepts and practices by universities, municipalities, provinces, or municipal associations;
- (b) with provincial approval, reviews of local government needs, conducted through co-operative efforts between municipalities and citizens
- (c) the creation of urban management chairs, courses, and institutes on a "centres of excellence" basis at Canadian universities and colleges;

- (d) the provision of travelling and study fellowships for senior urban managers, with provincial approval, directly, and through educational institutions;
- (e) with provincial approval, the provision through municipalities of internships for management trainees;
- (f) municipal management training programs on a shared cost basis with provinces;
- (g) studies of municipal manpower requirements and municipal policy planning requirements.

All results of work supported under the Program will be subject to the requirement that it can be published.

(8) Municipal Research and Development Assistance Program

In order to broaden the present capabilities of the Federal Government to foster problem-solving research by municipal governments, it is proposed that new sections be included in the Act specifically for this purpose.

An "objectives" section will be provided to state the following purposes for the program:

- (a) to encourage municipalities to conduct research and development projects on local priority problems, results from which may have wider applicability
- (b) to promote increased municipal awareness of program effects and citizen needs and reactions
- (c) to mobilize local research institutions particularly universities and colleges to work on local problems and to promote active co-operation between these institutions and municipalities
- (d) to improve municipal evaluation capabilities, particularly in regard to NHA-funded programs as they relate to local needs

Additional sections will enable the Federal government via CMHC to:

- (a) provide funds in the form of grants and loans for suitable research and development projects to be undertaken by municipalities, universities, and/or municipal associations, subject to approval by Governor-in-Council

- (b) provide grants for the evaluation by municipalities of the effects of National Housing Act programs within their boundaries
  - (c) provide grants for publication and dissemination of research results including periodicals and conferences.
- (9) Urban Demonstration Program (or Urban Futures Program or Built Environment Demonstration Program)

In order to provide a formalized means of conducting a series of highly visible short term demonstration projects, it is proposed that new sections of the Act be added:

- (a) to state the objective of the program, namely, to demonstrate new urban form concepts generated either locally or as a result of interdepartmental and intergovernmental consultation
- (b) to enable Federal grants to be offered for such projects to other departments, governments, or private bodies.

A further section of the Act at the end of this entire Part covering Institutional Assistance would provide for Advances to the Corporation of funds to carry out the programs and recovery of losses and operating costs.

## VII BUDGETARY IMPLICATIONS

This section has three main concerns:

- \* the development of a more fully worked out rationale for the currently allocated 1972 funds, including any rationale for re-allocating or adding to the non-budgetary portion of these

- \* the tentative projection of the order of magnitude of funding for each of the programs in the proposed direction, over the period 1970-76 or until the time of the evaluation moratorium on the community assistance program

- \* the general implications of the measures contained in the proposed direction for the budgetary and financial administration of the Corporation, again on a tentative basis.

### A. RATIONALE FOR CURRENTLY ALLOCATED FUNDS

According to the "B" Budget rationale submitted in April, the new urban assistance program is to include assistance for housing rehabilitation in areas affected. The current "proposed direction" envisages separate funding for housing rehabilitation--but the inclusion of other measures besides community-level assistance within the "B" Budget 1972/73 allocation. This would mean that with the inclusion of two major items--an urban demonstration program, and a rehabilitation assistance program, the "B" Budget forecast amounts would need to be supplemented.

A number of additional factors may affect the allocation rationale:

- \* the decision as to whether a high or low profile is to be taken on such items as municipal R & D assistance. Any funds committed to the end of this year, and conceivably those of successive years, might come from Part V if a low key approach is chosen

- \* the relative priority given to a fast start-up of rehabilitation assistance on a unit basis and the extent to which current municipal plans are considered as requiring immediate action outside of the "slower" community assistance context.

The decision to be made is at least in part, a strategic one--what amount of funds demonstrates a "sufficient" concern and level of seriousness? It should be recalled in

this regard that urban renewal activity will be carrying on at the levels outlined below during the period to 1974/75

|        | 1972/73 | 1973/74 | 1974/75 |
|--------|---------|---------|---------|
| GRANTS | 25M     | 25M     | 25M     |
| LOANS  | 10M     | 10M     | 10M     |

The chart on the next page summarizes the current "B" Budget rationale and allocations. The following page presents proposed 1972/73 funding if all items in the package are adopted.

"B" BUDGET PROPOSALS FOR URBAN ASSISTANCE  
FROM CMHC SUBMISSION TO TREASURY BOARD

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ASSUMPTIONS

- \* new legislation early in 1972
- \* program to attain "normal level" of commitments of \$50M in grants within 18 months
- \* loanable funds in 2 to 3 ratio to grants
- \* some outstanding urban renewal proposals adjusted for acceptance
- \* project completion time to average 1 year - smaller, more controllable
- \* aids for rehabilitation probably included with aids for community revitalization

AMOUNTS

|              | GRANTS (\$ MILLIONS) |         |         |
|--------------|----------------------|---------|---------|
|              | 1972/73              | 1973/74 | 1974/75 |
| COMMITMENTS  | 18.1                 | 43.5    | 50.0    |
| EXPENDITURES | 7.6                  | 35.8    | 49.5    |

|              | LOANS (\$ MILLIONS) |         |         |
|--------------|---------------------|---------|---------|
|              | 1972/73             | 1973/74 | 1974/75 |
| COMMITMENTS  | 12.1                | 29.0    | 33.4    |
| EXPENDITURES | 5.1                 | 23.9    | 33.0    |

1972/73 BUDGETARY COMMITMENTS  
FOR PROPOSED URBAN ASSISTANCE PACKAGE

| ITEM                                                    | COMMITMENTS<br>(\$Millions) |    | NOTES                                                                                               |
|---------------------------------------------------------|-----------------------------|----|-----------------------------------------------------------------------------------------------------|
| 1. FEDERAL URBAN ASSISTANCE FRAMEWORK                   | (OPERATING COSTS)           | .2 | Ministry and/or CMHC operating budget, e.g. Information Division                                    |
| 2. COMMUNITY ASSISTANCE PROGRAM                         | GRANTS                      | 10 | Provided for in 1971-72 CMHC "B" Budget                                                             |
|                                                         | LOANS                       | 7  |                                                                                                     |
| 3. NON-RESIDENTIAL REVITALIZATION PROGRAM               | GRANTS                      | .6 | Additional Non-Budgetary funds may be required. Grant funds allocated under urban assistance budget |
|                                                         | LOANS                       | 5  |                                                                                                     |
| 4. URBAN AMENITIES PROGRAM                              | GRANTS                      | .3 | Allocated under urban assistance budget for 1972                                                    |
|                                                         | LOANS                       | .1 |                                                                                                     |
| 5. (REHABILITATION ASSISTANCE PROGRAM)                  | GRANTS                      | 15 | Supplementary Budget required                                                                       |
|                                                         | LOANS                       | 15 |                                                                                                     |
| 6. URBAN REGION PLANNING ASSISTANCE                     | GRANTS                      | .9 | Allocated under urban assistance Budget for 1972                                                    |
| 7. NEW COMMUNITIES PROGRAM PHASE I *                    | GRANTS                      | .7 | Allocated under urban assistance budget for 1972                                                    |
|                                                         | LOANS                       | 4  |                                                                                                     |
| 8. MUNICIPAL MANAGEMENT AND MANPOWER ASSISTANCE PROGRAM | (GRANTS (OPERATING COSTS)   | 1  | Allocated under urban assistance Budget for 1972                                                    |

\* New Communities Program, Phase I includes \$.7M for planning assistance and \$4M for land and servicing loans where suitable plans already exist.

|     |                                             |                              |          |                                                        |
|-----|---------------------------------------------|------------------------------|----------|--------------------------------------------------------|
| 9.  | MUNICIPAL<br>R & D<br>ASSISTANCE<br>PROGRAM | GRANTS<br>LOANS              | .4<br>.1 | Allocated under urban<br>assistance budget for<br>1972 |
| 10. | URBAN<br>DEMONSTRATION<br>PROGRAM           | GRANTS                       | 10       | Supplementary Budget<br>required                       |
| 11. | NATIONAL<br>URBAN<br>INFORMATION<br>SYSTEM  | GRANTS<br>OPERATING<br>COSTS | .9       | Allocated under urban<br>assistance budget for<br>1972 |

|       |                    |      |  |                       |
|-------|--------------------|------|--|-----------------------|
|       |                    |      |  | PRESENT<br>"B" BUDGET |
| TOTAL | GRANTS             | 39.8 |  | 18.1                  |
| TOTAL | LOANS              | 31.2 |  | 12.1                  |
| TOTAL | OPERATING<br>COSTS | .3   |  | N.A.                  |

#### B. PROJECTION OF COMMITMENTS

A commitment forecast to very roughly delineate the kinds of budgetary trends foreseen with the "proposed direction" is presented on the following pages. The year 1975/76 has been added to permit the conscious deceleration of the Urban Demonstration Program after the mid-decade to be illustrated. Addition of a further year would show a termination of community assistance funds, pending a reassessment. These trends have been illustrated in the rough diagram at the conclusion of the commitment forecast.

COMMITMENT FORECAST:

URBAN ASSISTANCE PROGRAMS <sup>1.</sup>

(1 of 2)

(in \$ Millions)

|                     |        | 1971/72 | 1972/73 | 1973/74 | 1974/75 | 1975/76 | TOTAL |
|---------------------|--------|---------|---------|---------|---------|---------|-------|
| 1. URBAN ASSISTANCE | GRANTS | -       | -       | -       | -       | -       | -     |
|                     | LOANS  | -       | -       | -       | -       | -       | -     |
|                     |        | (.1)    | (.2)    | (.3)    | (.3)    | (.3)    | (1.2) |
| 2. COMMUNITY        | GRANTS | -       | 10.0    | 27.0    | 40.0    | 40.0    | 117.0 |
| ASSISTANCE          | LOANS  | -       | 7.0     | 18.0    | 24.0    | 26.0    | 75.0  |
| PROGRAM             |        | (.1)    | (.2)    | (.2)    | (.3)    | (.3)    | (1.1) |
| 3. NON-RESIDEN-     | GRANTS | -       | .6      | 1.0     | 2.0     | 2.0     | 5.6   |
| TIAL REVITALI-      | LOANS  | -       | 5.0     | 6.0     | 7.0     | 7.0     | 25.0  |
| ZATION              |        |         |         |         |         |         |       |
| PROGRAM             |        |         |         |         |         |         |       |
| 4. URBAN            | GRANTS | -       | .3      | 1.0     | 3.0     | 5.0     | 9.3   |
| AMENITIES           | LOANS  | -       | .1      | .1      | .2      | .2      | .6    |
| PROGRAM             |        |         |         |         |         |         |       |
| 5. (REHABILITA-     | GRANTS | -       | 15.0    | 20.0    | 25.0    | 25.0    | 85.0  |
| TION PROGRAM)       | LOANS  | -       | 15.0    | 20.0    | 25.0    | 25.0    | 85.0  |

1. Recoverable Operating Costs are put in brackets

COMMITMENT FORECAST:

URBAN ASSISTANCE PROGRAMS (continued)

(2 of 2)

(in \$ Millions)

|     |                                            |                 | 1971/72    | 1972/73     | 1973/74     | 1974/75     | 1975/76     | TOTAL       |
|-----|--------------------------------------------|-----------------|------------|-------------|-------------|-------------|-------------|-------------|
| 6.  | URBAN REGION<br>PLANNING<br>ASSISTANCE     | GRANTS<br>LOANS | .6         | .9          | 2.0         | 1.5         | -           | 5.0         |
| 7.  | NEW COMMUNI- <sup>1.</sup><br>TIES PHASE I | GRANTS<br>LOANS | .5<br>-    | .7<br>4.0   | .9<br>5.0   | .9<br>10.0  | 1.9<br>25.0 | 4.9<br>44.0 |
| 8.  | URBAN<br>MANAGEMENT<br>AND MANPOWER        | GRANTS<br>LOANS | .7<br>(.1) | 1.0<br>(.1) | 2.0<br>(.2) | 2.0<br>(.2) | 2.0<br>(.1) | 7.7<br>(.7) |
| 9.  | MUNICIPAL<br>R & D                         | GRANTS<br>LOANS | .2<br>.1   | .4<br>.5    | .7<br>.5    | 2.0<br>.7   | 4.0<br>.9   | 7.3<br>2.2  |
| 10. | URBAN<br>DEMONSTRATION<br>PROGRAM          | GRANTS          | -          | 10.0        | 20.0        | 20.0        | -           | 50.0        |
| 11. | CANADIAN<br>URBAN<br>INFORMATION<br>SYSTEM | GRANTS          | .2         | .9          | 1.0         | .5          | .4          | 3.0         |

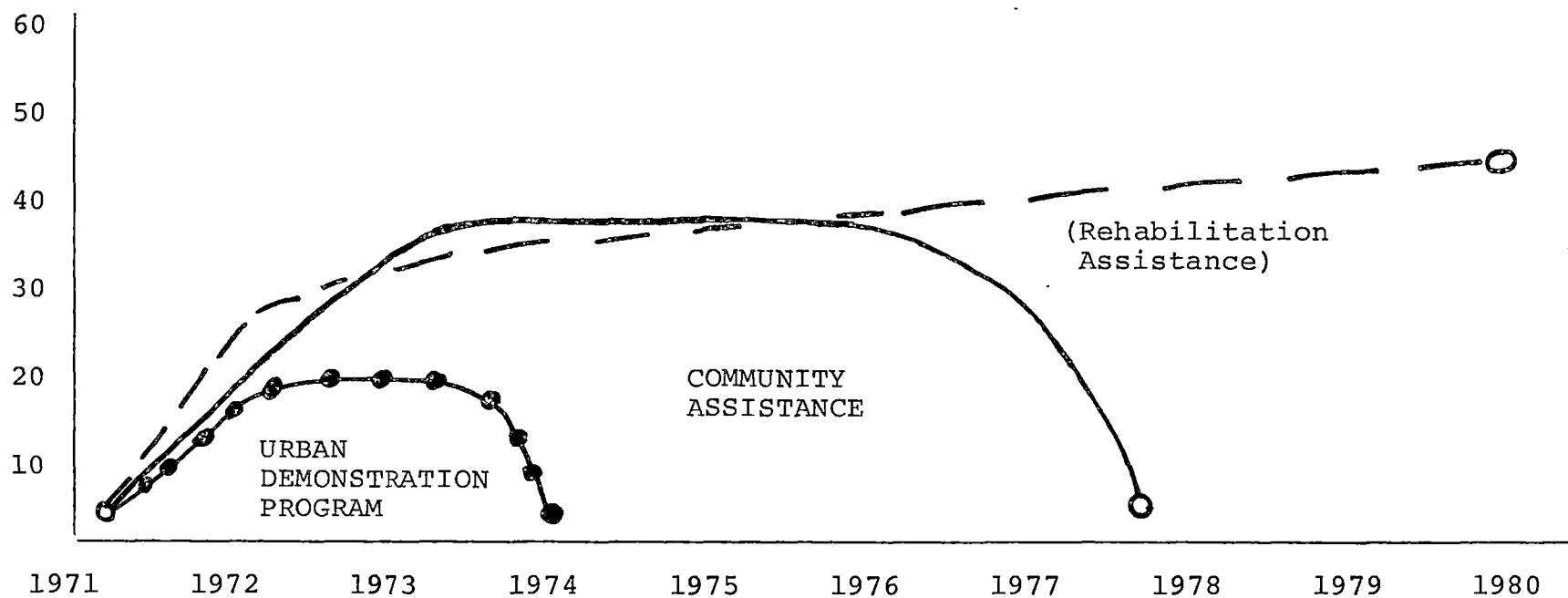
1. New Communities Program Phase I includes grants for planning assistance and land and servicing loans. Forgiveness costs to the Corporation are anticipated for 1975/76.

ANTICIPATED GRANT COMMITMENT PATTERN:

MAJOR URBAN ASSISTANCE PROGRAMS

1971-1980

ANNUAL COMMITMENTS  
(\$MILLIONS)



The rationale for each order of magnitude and increase trend for each line above is as follows:

(1) Urban Assistance Framework

This is largely a fund for publicity and consultative mechanisms, e.g., symposia across Canada similar to those held in 1964 to explain the new programs and their context. This is expected to level off after two full years of program operation.

(2) Community Assistance Program

This is, according to the "leverage" concept of the program, supposed to be a known, limited amount over the period of six years until the evaluation moratorium

(3) Non-Residential Land Revitalization Program

This program similarly will need to be strategically employed according to known priorities. Under the present concept it is a relatively small program -- but it could become very large through pressure.

(4) Urban Amenities Program

This program is conceived as a pilot operation for the first two years until an overall Federal approach to the CBD question has been worked out.

(5) New Communities Program Phase I

As mentioned elsewhere, this program is a pilot and planning operation until such time as a fully developed intergovernmental approach can be prepared. Following this period, a rapid escalation of the loan side of the program can be anticipated, provided approval is given. Over the decade this could become a major Federal item, in one way or another.

(6) Rehabilitation Program

The order of magnitude and escalation for this are very rough, although not perhaps out of the ballpark.

(7) Urban Region Planning Assistance

This is a small scale program which is geared to taper off and conclude following the preparation of the bulk of such plans and/or the complete assumption of this cost by all provinces.

(8) Municipal Management and Manpower Assistance

This program is expected to rise fairly steadily during an initial organizational period and then flatten out as sustained institutions and operations are developed.

(9) Municipal R & D Assistance

This program will have to be deliberately controlled, if adopted, following an initial very slow period in which only a few larger centres can take advantage.

(10) Urban Demonstration Program

This program has a strictly limited total budget for a three year period after which it would be terminated in favour of longer term measures

(11) National Urban Information System

This is expected to rise to a peak with the necessity for start-up costs and then operate subsequently on a user fee and annual contributions basis.

C. IMPLICATIONS FOR BUDGET ADMINISTRATION

If the block grant method of transferring funds to provinces and municipalities -- without a shared cost requirement is adopted, there will be the following implications for CMHC budget administration:

- (1) Fund administration limited largely to checking expenditures against objectives and limits, and signing agreements with provinces and/or municipalities
- (2) An end to concern over recoveries because of the new basis for infrastructure support -- repayments of loans where applicable can be carried on using well-defined approaches for direct CMHC programs.

- (3) A new "resource" role, on an invitational basis, for the field and head office staff, involving added operating costs which should be recovered from the Minister just as current losses are recovered.
- (4) A new monitoring role on a required basis -- part of the project and program evaluation process, which may require a strengthening of field and head office capabilities in appropriate skills
- (5) An expanded direct grants role for citizen groups for planning and residential project development purposes, entailing sophistication in the techniques employed for funding and liaising with such groups.

The above provides a kind of framework and set of categories within which further discussion, the addition or dropping of elements, can be tested as further discussions on program concepts and priorities take place.

#### VIII. CONSULTATION ON URBAN ASSISTANCE PROPOSALS

This chapter is concerned with the consultation implications of the urban assistance proposals, including:

- \* A summary of provincial and municipal criteria for suitable urban assistance measures based on a review of their positions.

- \* A brief assessment of the specific points on which intergovernmental, interdepartmental, and interest group consultation will be required.

##### A. CONSULTATION WITH PROVINCES AND MUNICIPALITIES

Of imperative concern to the Government at this point, are the processes leading up to the agreement by provinces and municipalities to participate fully in the new policy and programs being proposed. Their involvement is obviously essential to any future action. As part of its work on the subject of consultation strategy, the Team had a review of the salient aspects of provincial and municipal viewpoints prepared.<sup>1</sup>

The essential conclusions of this review indicate the following criteria for a program to replace urban renewal.

- (a) Adequate federal funding -- a token support measure is likely to be as much criticized as unacceptable objectives and programs.
- (b) Assurance of continuity -- the suspicions aroused by the earlier "cut-off" remain high. There is a need for delivery to be clearly available after expectations created by planning and working with citizen groups.

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<sup>1</sup> Appendix "B" attached

- (c) A desire to place the emphasis on local decision-making and delivery responsibility within the terms of general objectives by senior governments and an accounting responsibility

In regard to the question of initiating a range of new urban assistance activities, since the latter are matters for extensive consultation and, in effect, consensus, provincial positions will likely be developed following their revelation. We have already mentioned the increasing activities of the three largest provinces in such fields as urban region planning, municipal management training, new community development, and related matters. The problem appears to be a dual one of reconciling different thrusts where such exist, and of encouraging action where little is currently being done.

In specific terms, the items dealt with below will need to be considered for inclusion in a consultation package for provinces and municipalities. When decisions have been made as to the "minimum Federal position" on urban assistance policies and programs, a more detailed briefing can be prepared.

(1) Provincial and Municipal Enabling Legislation

In general the provinces have provided special legislation enabling municipalities to undertake urban renewal under the NHA. Some provinces--P.E.I., New Brunswick, Nova Scotia, Saskatchewan, and Alberta--refer specifically to "urban renewal" in legislation. P.E.I., Nova Scotia, Saskatchewan, and Alberta furthermore directly empower municipalities to undertake "urban renewal". Similar powers are provided in the other provinces, although in Ontario the term "redevelopment" is used; Quebec and Manitoba refer to "renewal" and British Columbia to the elements of this, i.e., "clearance, replanning, rehabilitation and modernization of the blighted areas." In general the provinces permit municipalities to enter agreements with C.M.H.C. for urban renewal purposes. The provinces have used their housing and planning rather than municipal statutes for the enabling of municipal urban renewal. In most cases the content reflects that contained in the N.H.A. and the relationship between the federal and provincial statutes is close, thus, before there is any widespread response from municipalities to any new federal program, the provinces must face the problem of retaining enough of the previous law to provide for ongoing urban renewal, while adding legislation to enable innovation planned for the revised N.H.A.

(a) Replacement for Urban Renewal

If provincial statutes are currently organized for urban renewal, to what extent can this or other legislation be used for neighbourhood rehabilitation and related measures? We shall first look at this question in a general way, then focus on such component parts of the program as infrastructure support, municipal expropriation and aids to citizens' groups.

In many provinces rehabilitation is included under the legislative sections dealing with urban renewal, the exceptions being mainly P.E.I. and possibly Ontario and British Columbia. Indeed it is not clear whether in such provinces as New Brunswick, Nova Scotia, Quebec, Manitoba, Saskatchewan, and Alberta municipalities could proceed with a neighbourhood rehabilitation program other than by way of urban renewal. In all provinces however, the dilemma may be that to have such rehabilitation, municipalities at present would have to choose between renewal legislation with such problematic components as area designation, and the more general legislative provisions which lack the precise tools for a complete approach.

One example of these tools is that which concerns improvement in the infrastructure of the neighbourhood to be rehabilitated. Under urban renewal the cost of improving services here could be included as part of the total cost of the scheme. In such a case the municipality might have to obtain approval by the ratepayers at large for the scheme depending upon the province concerned and the size of the loan provided to the municipality. Public approval would be more likely to be forthcoming if the scheme appeared to be a benefit for the whole municipality. Neighbourhood rehabilitation of a low income area, while not clearly an immediate benefit to the whole municipality might yet be approved if subsumed within a larger scheme containing more attractive elements.

If however, neighbourhood improvement is to be undertaken without an urban renewal context, how suitable is provincial legislation currently for this purpose? The general rule of course in the provinces is that municipalities cannot make financial commitments beyond the current year's revenue without provincial approval; in some provinces, however, the approval of municipal ratepayers is required as well. It is the latter proviso which is of special interest here. In British Columbia, Ontario, New Brunswick and to some extent in Saskatchewan, if the works to be improved require capital debt commitment, the approval of ratepayers is required unless the works are handled as a local improvement scheme (where costs are charged predominantly against benefitting property owners). In Alberta services can be improved without a vote of the municipality at large, Manitoba and Nova Scotia have a system of citizen petition both for and against a project which avoids a public vote. In

provinces where a public vote is required, there would be the danger of defeat in the case of the rehabilitation of a residential neighbourhood, since the benefits to the municipality at large may be rather intangible. The alternative of a local improvement scheme however, may be unrealistic since the residents of the area may be unable to afford the added rates. It is interesting to note that one city, Toronto, is seeking to fill this legislative gap by requesting a private bill which will enable it to improve services to a neighbourhood without the drawbacks of area designation under renewal or those of local improvement procedure.

A second tool available to municipalities under urban renewal concerns regulation and control. In two provinces, Saskatchewan and Quebec municipal authority to enact standards and occupancy bylaws seems linked to the performance of urban renewal. Again it is not clear whether authority exists to enact such bylaws for specific neighbourhoods outside of urban renewal provisions. In the case of municipal expropriation powers, most provinces make reference to such in their urban renewal provisions. It may well be therefore, that new provincial authority would be required for spot expropriation in a neighbourhood to be rehabilitated, assuming that urban renewal powers were not to be used.

Another key component of the proposal concerning a community assistance program is the involvement of citizens in the municipal planning process. One option for C.M.H.C. is to pay grants directly to citizens groups to assist in their organization and operation; another option would be to channel the grants through the municipality. In the latter case the question arises as to the competence under present legislation for municipalities to make such grants. Nearly all the provinces at present enable municipalities to make grants to charitable organizations and associations established for such non-profit enterprises as Red Cross, senior citizens, cultural and other local activity. Probably the current legislation is broad enough in scope that grants could be made to citizens' groups. Yet on the other hand, in provinces such as Nova Scotia and Saskatchewan the types of organizations which qualify for grants are rather precisely stated in the appropriate municipal acts; there is no mention of citizens' groups established to assist in planning, and it might be argued that further enabling provisions are required.

(b) Broad Urban Assistance Measures

Provincial experience with new communities has related largely to the development of resource towns. Wide differences exist among the provinces in legislative provision, from New Brunswick, which has no specific legislative reference, to Saskatchewan with its Industrial Towns Act, whereby new communities are run initially by boards appointed by the Lieutenant Governor. Probably Alberta has had most experience with "boom" towns based on oil resource development. In this province there is a New Towns Act under which new communities have special borrowing powers to meet financial needs of rapid growth. B.C. too has recognized the special problems of "instant" towns, by providing that the Lieutenant Governor may exclude the application of part or all of any Act of the Province, as far as the new community is concerned, thus allowing the letters patent to be tailor-made to suit the particular circumstances.

This brief reading of provincial resource town legislation indicates with certainty that new communities have special statutory needs. Any federal/provincial thrust in the direction of population decentralization from the major cities to new towns, may well require provincial legislative revision, since such special legislation which currently exists relates to communities which spring from the growth of natural resource exploitation. Where such is lacking, there will be additional economic problems for the new town and again legislation may be necessary to cover this.

All but two of the provinces have special legislation of one form or another for assisting municipalities with respect to long term debt. Nova Scotia, Quebec and Ontario help municipalities which have difficulty in obtaining capital funds; Saskatchewan will purchase up to half of the debentures of a municipality; B.C. finances the debt of (and thus encourages the development of) its regional governments. Except for Alberta, most provinces tend to act as a lender of last resort. This province appears to have the most fully developed municipal loan fund through its Municipal Financing Corporation, this being made up of the municipalities, and school boards as shareholders. The latter can use the Corporation as a bank by depositing funds, and also using its services both to buy and market their debentures.

One longer term option for Federal Government assistance to municipalities is to develop a centralized lending institution to support present provincial efforts in this field. Some effort has already been made to help local governments through, for example, the Municipal Development and Loan Fund now terminated, and currently under statutes such as the N.H.A. An alternative to the present situation where certain

departments and agencies of the Federal Government lend to municipalities for special purposes, would be the creation of a centralized agency for the purchase, insuring and/or marketing of municipal debentures. It should be noted that a model for such an agency already exists under the Canada Deposit Insurance Corporation Act, which Crown agency is empowered to insure the loans of trust companies in the provinces.

One conclusion seems clear when one considers the proposed programs for the coming year in a municipal context. In many of the provinces some revision of provincial legislation will be necessary to provide adequately for the demands of the Federal initiatives under the N.H.A. In the longer run, the emergence of fully developed urban assistance programs will have even broader ramifications for changes in municipal enabling legislation from both the Federal and Provincial points of view.

(2) Urban Renewal Studies, Schemes and Projects  
"In the Pipeline"

Early in its deliberations, the Team noted the strategic importance of dealing effectively with the large number of studies and schemes which have been prepared since 1964. Although it might be conceivable in administrative terms to simply ignore all schemes and partial implementations not dealt with in 1969, in political terms, this may not be possible. As noted in the provincial/municipal report above, the treatment given certain types of schemes may be essential to the success of new program proposals. Some salient features of the current situation include:

\* 72 Section 23 schemes have been prepared during and since 1968 -- although the number dropped to 2 in 1970.

\* In addition, a considerable number of Part V urban renewal studies have been prepared since implementation was closed off in 1968. Of greatest interest among these are those done in 1970 -- including one from Vancouver specifically geared to a new "urban assistance" program.

\* A substantial proportion of schemes as tabulated in 1969 are for C.B.D. revitalization in smaller centres and for Quebec projects which involve a large rehabilitation component.

The approach adopted to studies and schemes is obviously related to the overall options selected by the Government

Some indication of a strategy for approaching this problem is offered in the following points:

- \* Studies can fairly readily be considered part of a contribution to the municipalities' planning data base and not subject to further action as such.

- \* Schemes oriented to improvement, rehabilitation and conservation of neighbourhoods and communities can probably be dealt with under new legislation provided agreement with area residents and plan revisions accordingly are secured.

- \* Schemes for larger centre redevelopment should not in any way be considered, although smaller centre proposals may fit under one of the new programs with adjustment.

- \* The primary objectives must be to revamp good work that has been already done and to change expectations about what will be needed in the future -- to avoid "fiddling".

- \* Pressures for more funds to implement currently approved schemes and for inclusion of unapproved schemes can most firmly be dealt with by announcing that urban renewal is a closed matter - through repeal of the legislation and wind-up of remaining commitments.

#### B. CONSULTATION WITH OTHER DEPARTMENTS

To the extent that the community assistance program is to be used as a vehicle for multi-departmental involvement, consultation at this level is essential to good future working relationships. Specific items to be noted for attention are:

- \* Day care -- as part of community facilities -- this is of interest to National Health and Welfare.

- \* Citizen involvement mechanisms -- these are of relevance to the Secretary of State. Should a proposal call technique be adopted, the Opportunities for Youth experience may be especially helpful.

- \* Urban region and new community planning assistance are relevant to DREE interests.

- \* Long term social capital planning, and municipal finance requirements -- Department of Finance concerns need to be considered either now or later depending on the emphasis given to this kind of initiative.

- \* Urban Demonstration Program -- particularly if an inter-departmental option is selected, this requires extensive consultation and the establishment of an interdepartmental body.

### C, CONSULTATION WITH KEY PROFESSIONAL INTERESTS

A survey of consultant reports prepared for the Team reveals the need for changing the "rules of the game" if the kind of planning expertise provided by consultant researchers is to relate effectively to new directions envisaged. Both increased municipal staff development and municipal information base development should be considered an essential part of the new process, if "institutional development" as an objective is to be meaningful.

While planning schools have been devoting increasing attention to citizen issues and needs, a transition phase toward more process-oriented approaches for planners in the field can be anticipated. Workshops, pamphlets and a restructuring of program finances should assist in this.

The situation of municipal renewal officials has not been extensively examined by the team. Its members are aware of outstanding individuals among them and their spokesmen seem aware of the need for new approaches. Again a transitional period will be required as municipalities work out the most effective way of staffing their part of programs.

## IX. CONCLUSION

This has been a lengthy report and despite this, it has probably left gaps - factual and conceptual. What we hope we have done is to present sufficient information - and sufficiently well worked out proposals that such gaps can be readily identified and rectified. It is probable in any case that a fairly lengthy program development phase will have to follow the policy development phase represented here and in the report of the Urban Assistance Research Group.

There are few more important issues before the Federal government than that of assistance to Canada's urban centres. The amounts of money involved are comparatively small. But the concepts, expectations, and values implicit in what has been discussed have the broadest, and potentially deepest significance for governmental style, social progress, and even civilization in the 1970's.

## APPENDIX "A"

### EXAMPLES OF LOCAL APPROACHES TO "COMMUNITY ASSISTANCE" OBJECTIVES

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1. Vancouver "Community Improvement and Development Program"
2. Calgary New Street Group of advocate architects and planners
3. Toronto "Area Improvement Program"

COMMUNITY IMPROVEMENT AND DEVELOPMENT  
PROGRAM OBJECTIVES

- A. IMPROVE HOUSING CONDITIONS, PARTICULARLY LOW INCOME HOUSEHOLDS BY CONSTRUCTING NEW UNITS, RENOVATING OLD UNITS AND REDEVELOPING THOSE WHICH SHOULD NOT BE INHABITED.
- B. PROVIDE OPEN SPACES, PARKS AND PUBLIC BUILDINGS TO DESIRED STANDARDS.
- C. REBUILD AND RENOVATE UTILITIES TO DESIRED STANDARDS.
- D. CARRY OUT STREET IMPROVEMENTS TO ATTAIN DESIRED STANDARDS.
- E. REGULATE THE USE OF LAND TO IMPROVE ZONING PATTERN.
- F. REMOVE BLIGHTING INFLUENCES AND IMPROVE AREA LAYOUT. 1.

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<sup>1</sup> City Planning Department Vancouver Urban Renewal Study, 1971-75 Proposals; Community Improvements and Development Programs, (Vancouver, 1970), p.74

"HOUSING OBJECTIVES"

FROM EVERYMAN THE PLANNER: A MANIFESTO<sup>1</sup>

1. Meet the needs of people in transition.
2. Maintain the human scale that already exists in the community.
3. Maintain privacy for families; keep homes close to the ground and to garden. Recognize right of property, but introduce communal use and ownership.
4. Maintain easy access for the car, but keep it in a secondary role - priority goes to those on feet, and children playing.
5. Sunlight is essential in this climate - let its accommodation be a design prerequisite.
6. Design for safety, convenience, variety, and fun on the pedestrian paths through the housing and the community.
7. Encourage backyard industry - and small scale business - don't zone them out, just allow them to be good neighbours.
8. Provide flexibility and diversity for a wide range of housing and life styles: e.g. single people, by themselves or in groups; couples and families of all ages and sizes, the mother-in-law, the old timers, the boarding house.
9. Provide for a flexibility in adapting housing for change. New housing should be expandable, alterable. Determine a sound mechanism, both in construction and in community management, whereby this can happen.

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<sup>1</sup> Jack Long, (Calgary, 1971), p. 84

10. Incorporate nursery, library, old folks communal spaces -- all at a domestic level.
11. Maintain a high ratio of low to moderate income accommodations.
12. Work toward individual ownership, or forms of communal ownership.
13. Hopefully the community corporation can be the agent for rental accommodations.
14. Use local materials as much as possible; maintain an indigenous quality.
15. Make it possible for washing to hang on the line, neighbours to rapp over low fences, dogs to bark, kids to play, and Dad to carry on a business in his back yard or in his house.

EXCERPT FROM CITY OF TORONTO DEVELOPMENT DEPARTMENT REPORT  
ON AN "AREA IMPROVEMENT PROGRAM" <sup>1</sup>

Experience with the urban renewal program strongly indicates that a program developed by the City should be;

1. Flexible: The municipality's program should allow for a variety of needs such as rehabilitation and housing standard enforcement, improved City house-keeping, replanning of areas to provide physical and "social" services as well as clearance and new housing where necessary.
2. Municipally financed: The drying up of funds at other levels of Government indicates that the City should finance the new program on a long term basis and keep the costs within its ability to pay. If financing becomes available from other levels, then this should be taken advantage of, but this financing should not be allowed to dictate the program. The basis of the participation of other levels of Governments discussed further.
3. Participated in by the residents of the area affected: Renewal experience indicates very clearly that without this element, any activities will be brought to a halt. Residents of the area should participate in the program and the program should be geared to answer their stated needs and desires.
4. Focused on human problems: The program should be much more than an effort to improve the physical conditions of improvement areas. It should also attempt to provide solutions for social needs such as neighbourhood centres, recreation activities, parks and social services of all kinds.

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<sup>1</sup>Memorandum to Committee on Urban Renewal, Housing, Fire and Legislation, (May 11, 1971), pp 2,3.

5. Continuous: The program should become an ongoing operation of this City. Its aims and aspirations should be subject to a continuing scrutiny but the City should not turn the funds off and on as the other levels of Government has done in the past.
6. Governed by Committee and City Council for selection of priority areas: Council must be responsible for making the decision as to which areas will be given priority treatment. The amount of money available means that not all of the areas needing improvement treatment can be dealt with at once. The decision as to where to start is very clearly a policy matter.

APPENDIX "B"

A REVIEW OF PROVINCIAL AND MUNICIPAL POSITIONS  
ON THE REPLACEMENT OF URBAN RENEWAL 1.

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The brief review presented below focuses on the questions of how provincial governments have reacted to the Federal decision to move away from urban renewal and what approaches they seem likely to adopt toward a replacement for it. It summarizes as well, the Canadian Federation of Mayors' position.

As part of the process of developing a provincial/municipal consultation strategy, the Team reviewed the salient features of their current situation.

(1) Provinces

Since the curtailment of activity under the formal urban renewal program, there has been a general re-focusing on the need to improve both the physical and social environment of older neighbourhoods, an awareness of the social costs of large-scale clearance programs, an appreciation of the need to involve citizens as a participant in programs affecting them and a requirement to avoid further urban deterioration. In these terms, a program of federal aid directed at "community assistance" and rehabilitation are likely to be welcomed at this time.

In the Atlantic Provinces the DREE programs have, in a large measure, taken care of major infrastructure requirements in the main cities, these being items which tended to influence the choice of earlier urban renewal programs. There is a widespread need to halt deterioration and revitalize older residential neighbourhoods in these older communities. Consequently these provinces can be expected to support a flexible program focused on such problems, but are likely to seek a scaled form of federal assistance which will recognize provincial/municipal ability to pay.

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1. Prepared by R. A. Garrod, Provincial Adviser, Policy Planning Division.

Quebec remains frustrated with federal action in cutting back the previous program at a time when it was developing its own momentum. Pressures from municipalities for action continue. Characteristically, Quebec schemes tended to be less clearance and servicing oriented than many others and, to a considerable degree, were based on citizen support. This, coupled with very evident interest in rehabilitation programs in Montreal, Quebec City, Eastern Townships and Hull, etc., indicates the likelihood of being able to accommodate Quebec requirements within general federal objectives providing Quebec is allowed to assess its own priorities within the terms of bulk funding.

While Ontario has expressed the view that the earlier urban renewal program required review, it has maintained that it did offer the greatest hope for core areas and that communities who had accepted the previous challenge should be allowed to proceed. Ontario schemes tended, to a large degree, to give priority to downtown schemes, although many of these have a residential component. The province has expressed itself as proposing to encourage the continued involvement of citizens during planning and implementation. It intends to insist that municipalities adopt official plans and adequate development and maintenance controls prior to funding for urban improvement. A willingness to become more deeply involved in the rehabilitation process evidenced by the Lawson report, is present. It has also tended to emphasize that clearance should be on a selective basis when other measures are clearly inadequate. The Ontario Association of Mayors and Reeves has called for a rehabilitation program coupled with the enforcement of by-laws on commercial and industrial premises. The City of Toronto has de-emphasized clearance programs and seeks to provide in its budget a sum of \$1 million per annum for "neighbourhood housekeeping." Rehabilitation on a neighbourhood basis is also being brought into focus in such cities as Hamilton, London, Ottawa, Sault St. Marie, etc. In this atmosphere, negotiation with provincial officials is likely to be fruitful providing there is some flexibility that will accommodate a re-assessment of existing schemes and studies. A hard decision may have to be made about any costly infrastructure-oriented schemes in major cities. 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.

In the light of a potential election in Ontario, the nature of federal action and announcement regarding new thrusts may be critical if undue attack is to be avoided. Consultation prior to announcement may be the key to this issues.

The Manitoba government has not yet developed any discernible policy being heavily engaged in economic development and the reorganization of municipal government in Greater Winnipeg. The focus in Winnipeg has turned away from extensive clearance programs and is now centering more on neighbourhood concerns, including rehabilitation and the need for community facilities. There is likely to be support for a federal thrust aimed at these needs.

Saskatchewan also has not developed any new urban policies. Traditionally this province has relied heavily on federal initiatives and leadership.

Alberta has, in recent months, shown an increasing concern for the revitalization of the older neighbourhoods of its cities. The provincial minister recently announced a provincial home improvement loan program (up to \$6,000) and invited Edmonton and Calgary to submit community development programs on which the loan program could focus. Edmonton has been quietly working for two years with the residents of one of the older sections of the City to develop a wide-ranging public and private action program. Calgary is also identifying areas of similar concern. These attitudes and actions are compatible with a federal approach to aids for community development.

British Columbia has traditionally maintained a strong stance of independence in relation to federal programs and although allowing municipalities to utilize federal programs, it is not committed to furthering NHA objectives. Consequently, the urban renewal program was not particularly important to it although it is now watching the Strathcona rehabilitation project with some interest. Vancouver has been developing alternatives to earlier programs of clearance and redevelopment and, although the need for eventual development of some older areas is recognized, the current focus is largely on the needs of neighbourhoods, etc., including conservation and rehabilitation. Vancouver is already anticipating a change in the form of federal assistance to facilitate such measures.

(2) Canadian Federation of Mayors and Municipalities

The brief presented to the Minister in April and the resolutions adopted at the annual conference in June, place heavy emphasis on housing, the physical and social requirements of neighbourhood communities, aids for rehabilitation, citizen involvement, planning, code enforcement, etc., all of which are compatible with the contemplated federal programs. Although the Federation does address itself to a continuing program of urban renewal redevelopment, it does so largely in the context of neighbourhood improvement and reducing the worst of the housing stock as new housing becomes available. It believes that the perpetuation of substandard housing incapable of reasonable rehabilitation can retard or prevent urban improvement. Providing federal objectives incorporate the potential for selective clearance with adequate assistance for those to be relocated, including business owners, support for the suggested new measures can be expected.