



## Habitat

United Nations Conference  
on Human Settlements  
Vancouver 1976

# Peñalosa visit marks one year to go



Enrique Peñalosa, Secretary-General of Habitat '76, receives a wall hanging hand-woven by a group of New Brunswick craftswomen from Prime Minister Pierre Trudeau to mark his official visit to Ottawa. The hanging depicts the symbol of Habitat.

OTTAWA — Enrique Peñalosa, Secretary-General of Habitat, wound up a two-day whirlwind tour in Ottawa June 3 with a call on Canada to let the rest of the world know through the UN how it was successfully preparing for the 1976 Vancouver Conference on Human Settlements.

"I am very impressed with the preparations here and I am convinced many countries can learn by your example for their own preparations," he reiterated during a heavy round of meetings in the capital.

During his two-day stay, the former Colombian Minister of Agriculture met with the Prime Minister, Urban Affairs Minister Barney Danson and senior officials of his Ministry and the Department of External Affairs, Members of Parliament, numerous journalists as well as Canadians from all walks of life.

Everywhere he went, the Secretary-General expounded on his views that Canada "has two roles to play." He said one was that Canada as the host country had to make Canadians aware and familiar with the upcoming conference. The other, as noted above, was to let the rest of the world know how Canada was preparing for the Conference for their mutual benefit.

Mr. Peñalosa said Canada was

## A distinguished international public servant

Mr. Peñalosa, a distinguished international public servant, was appointed to his post by United Nations Secretary-General Kurt Waldheim and assumed his duties in April 1974.

Before being named to this United Nations post he was administrative manager of the Inter-American Development Bank.

Previously, he served as Colombia's Minister of Agriculture during 1968 and 1969 before joining the Inter-American Development Bank.

Trained as an economist, Mr. Peñalosa served his native land of Colombia as general manager of The Colombian Institute of Agrarian Reform. Under his leadership the Institute secured land deeds for almost 100,000 farm families, instituted a system of supervised credit for another 40,000 families, and developed a program of reclamation and irrigation for over 800,000 acres of agricultural land.

known around the world as a leader in human settlements and he suggested that this country in its external aid program concentrate on this particular expertise.

He praised his two-day stay in Ottawa as having been "very constructive" and having resulted in an "interchange of ideas."

"You can be sure you are working for something worthwhile," he told one group of Canadian Government officials, "because the Conference may change the lives of millions of people, many of them still unborn."

"You can be convinced you are individually putting small pieces in the big building we are constructing together," said Mr. Peñalosa.

During his meeting with the Prime

Mr. Peñalosa has had direct experience with urban problems. He was elected twice to the city council of Bogota, serving as chairman of the city council. As chairman, he played an active part in the administrative and fiscal reorganization of the municipality.

He is a fellow of the Adlai Stevenson Institute of International Affairs in Chicago and has represented his country in many international meetings. His work has taken him to nearly every country in the world at one time or another.

Mr. Peñalosa started his career as a journalist — as economic editor of the weekly review *Semana*. He also founded the Colombian news weekly *La Cella* and was a member of its editorial board in 1957 and 1958.

Since his appointment, Mr. Peñalosa has been an indefatigable globe-trotter, spreading the Habitat message in U.N. member countries.

Minister, Mr. Peñalosa was assured of Canada's full cooperation in setting up the Conference a year from now.

Mr. Danson said Mr. Peñalosa's visit to Ottawa had injected a new dynamism in the preparations leading up to the Vancouver Conference.

"Mr. Peñalosa's very energetic efforts in world capitals discussing the importance of his mission as well as his capable and sensitive steering of Conference preparations have done much to ensure the success of international preparations for the Conference," he said.



# Habitat

## timetable for UN and national preparation

National  
 International

1975	January	Formal Preparatory Committee 15-22.	
	March	Submission of Interim National Report to U.N. 31.	Submission of Canadian proposals for audio-visual presentations to U.N. 31.
	April	Meeting of United Nations Environment Program Governing Council, Nairobi. 15-22.	
	June	Visit of Secretary-General Enrique Penagos to Ottawa 2-3 Regional Preparatory Meetings:	Publication, Bulletin 8-11 Asia: Tehran 14-19 Africa: Cairo 21-26 Europe, U.S. and Canada: Geneva 30.6-1.7 Latin America: Caracas 30.6-4.7
	July	Regional Preparatory Meetings:	Europe, U.S. and Canada: Geneva 30.6-1.7 Latin America: Caracas 30.6-4.7
	August	Deadline, Canadian Photo Contest 15	
	September	Symposia: Whitehorse, Yukon Yellowknife, NWT ECE (including Canada): Committee on Housing, Building and Planning — Europe: Geneva 1-5	Winnipeg, Manitoba 9-18 Ottawa, Ontario 19-26 St. John's, Nfld. Meetings of Ad Hoc Intergovernmental Working Groups: Geneva 22-26 Resumed Preparatory Committee meeting, New York 25-29 Public Meetings
	October	Symposia: Saskatoon, Sask 17-18 U.N. Committee on Housing, Building and Planning, Geneva 13-24	Public Meetings Review of Habitat Preparations, U.N. General Assembly, New York
	November	Symposia: Red Deer, Alberta 5-7 Charlottetown, P.E.I. 14-15	Public Meetings
	December	National Conference 11-13 Report to Canadian Government by Canadian National Committee	Final Canadian audio-visual presentations to U.N. 31
1976	January	Preparatory Committee Meeting, New York 14-23	
	February		
	March	Distribution, Final U.N. Documentation 1	
	April		
	May	Preparatory Committee Meeting, Vancouver 26-28	Habitat and Habitat Forum, Vancouver 31.5-11.6
	June	Habitat and Habitat Forum Vancouver 31.5-11.6	

HABITAT BULLETIN is produced by the Canadian Participation Secretariat, in conjunction with the Canadian Host Secretariat of the Department of External Affairs. It is intended to convey information on Canadian and U.N. preparations for Habitat, and to encourage the involvement of non-governmental organizations and individual Canadians in these preparations.

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EXTRA COPIES, singly or in reasonable quantities, are available free of charge from the address below.

ADDRESS all enquiries to: Canadian Participation Secretariat for Habitat, Ministry of State for Urban Affairs, Ottawa, K1A 0P6. Ottawa, June 1975.

Bulletin No 4

NOTE: Volume 1, No. 1 of the Bulletin is now out of print. All relevant information has been included in subsequent issues.

## What's happening in the provinces

Provincial Habitat plans are beginning to take shape across Canada. Programs are being developed to inform people about settlement issues and to encourage public participation in Conference preparations.

In two provincial capitals, Winnipeg and Quebec City, this is what is happening. News from other provinces will follow in later issues of the Bulletin.

### Manitoba

The Planning Secretariat of Cabinet in the provincial government is responsible for Manitoba's involvement in Habitat. An interdepartmental committee has been set up, as well as an NGO Steering Committee. They have met several times. Plans are now in the final stages.

Manitoba's activities are being coordinated with federal plans to ensure maximum participation and impact. In early September, 1975, the first of the symposia being organized by the Canadian Participation Secretariat will take place in Winnipeg (Page 3). The provincial program will be launched on this occasion.

Four regional meetings are planned for September and October, tentatively scheduled for Churchill, Dauphin, Brandon, and Winnipeg. Ideas from these provincial sessions will be presented to the federal government, in part through the public meetings organized by the Canadian National Committee (see page 3).

Organizers of Manitoba's Habitat program will be sending information packs on Habitat to non-governmental organizations in the province. They will also soon be contacting all municipalities.

In support of these activities, they hope to produce several exhibits which can be easily moved around the province. They plan to print a brochure describing the provincial program as well.

Details are available from: Ms. Barbara Bailey, Coordinator Planning Secretariat of Cabinet P.O. Box 177 200 Vaughan Street Winnipeg, Manitoba Telephone: (204) 946-7555

### Quebec

Preparations for Habitat in Quebec are characterized by careful provision for regional and municipal involvement. Its program is aimed

not only at the various levels of government within the province, but also at associations and organizations, and private citizens. The program is designed to increase public awareness of human settlement issues.

The Quebec Secretariat for Habitat has been established. Early this year, Jean-Paul Arsenault, Quebec representative on the Federal/Provincial Preparatory Committee for Habitat, appointed two coordinators to administer the Secretariat: Jean E. Ouellet of the Department of Municipal Affairs and Normand Gagnon of the Department of Communications.

Four others have since joined: Michel St-Louis, Michel Bissonnette, Ginette Beauchemin, and Colette Duval-Côté. The Secretariat is now fully operational.

Plans are underway to canvass the province's municipalities and for a tour of its ten administrative regions. A general meeting of associations and organizations is also being considered. A promotion and participation campaign at the local level is being put together. The outcome of these activities will contribute to Quebec's role in Conference preparations.

Initial contacts have already been made with public and private institutions such as the Association of Municipalities, the Association of County Councils, and the Quebec and Montreal Urban Communities, which represent a broad cross-section of Quebec's administrative bodies.

For further information please contact:

Quebec Secretariat for Habitat  
 785 de Salaberry  
 Suite 10  
 Quebec City  
 Telephone: (418) 643-6166



# Symposia: getting down to brass tacks

Symposia will be held across Canada during the months of September, October and November. These will be occasions for focused discussion of particular settlement issues important to Canadians. The interdepartmental Task Force and the Federal-Provincial Preparatory Committee on Habitat have assisted the Participation Secretariat in identifying the topics to be discussed.

More details and the subjects of other symposia will appear in future issues of the Bulletin, in the press, and will be announced via the NGO network.

The following topics — with indicative questions, locations, and dates — have now been confirmed:

**Factors influencing rural-urban migration:**

Winnipeg, Manitoba — September 9 & 10

- What are the causes and consequences of rural-urban migration?
- What are the effects of rural-urban population distribution on life styles?
- Should alternative policies and programs be devised to affect rural-urban migration?

**Planning for small communities:**

Whitehorse, Yukon — week of September 8

Red Deer, Alberta — November 6 & 7

- How can a small community cope with rapid growth?
- How can citizens participate in a meaningful way in the planning of their communities?
- How can communities with unique economic characteristics handle planning problems?

**Resource-based one-industry towns:**

Yellowknife, NWT — week of September 8

- What are the prime factors contributing to high labour turnover and community instability?
- Are there alternatives to current methods of resource community development?
- How can the natural environment be preserved in resource community development?

**International cooperation for human settlements:**

Ottawa, Ontario — September 19 & 20

- Are changes required in existing institutions and patterns of cooperation?
- What should Canada's role be?
- How can government, business, non-governmental organizations, and individuals contribute?

**Provision of community services and their financing:**

St. John's, Newfoundland — week of September 22

- What services do communities want?
- What problems have arisen in the supply of traditional services and their financing?
- Are there trends towards the establishment of alternative community services?
- What are the financial issues to be faced in the future?

**National impact of growth management policies:**

Saskatoon, Saskatchewan — October 17 & 18

Quebec City, Quebec — November 1 & 2

- Should growth be controlled?
- Can growth be controlled?
- How can it be controlled?
- What are the conflicts/trade-offs?
- What are the consequences of controlling growth?
- What changes in facilities and institutions are required to sustain desired changes in settlement patterns?

**Conservation of land and energy:**

Charlottetown, P.E.I. — November 14 & 15

- In a country as vast as Canada, why do we need to be concerned about the conservation of land?
- What are the social, physical, and economic costs and benefits of building new buildings, infrastructures and communities versus rehabilitating and "recycling" the old?
- To what extent is the trend of current technological development responding to the needs for conservation?
- The conservation of land and energy implies trade-offs in social priorities. What are these trade-offs and will they be acceptable?

**Other symposia will explore the following topics:**

- Housing types and life styles
- Employment opportunities and development of communities
- Social and economic aspects of human settlements (specific topics to be determined)
- Human settlements and the natural environment (specific topics to be determined)
- Planning and management of settlements (specific topics to be determined)

These will probably be held in Nova Scotia (October 3 & 4), New Brunswick (October 24 & 25), On-

tario (October 10 & 11), British Columbia (November 21 & 22 — 28 & 29).

...

At the symposia, speakers will address the issues, followed by a discussion period to ensure active exchange among participants. Experts, politicians, academics, non-governmental organizations and others can participate in this dialogue on human settlements, particularly from a Canadian perspective. And although each subject will be debated in only one or two specific regions, viewpoints from other parts of Canada may be transmitted to the symposia through regional members of various organizations, as well as friends and colleagues in the symposia localities.

## Having your say

Viewpoints expressed at the series of public meetings planned across Canada will directly affect Canada's contributions to Habitat.

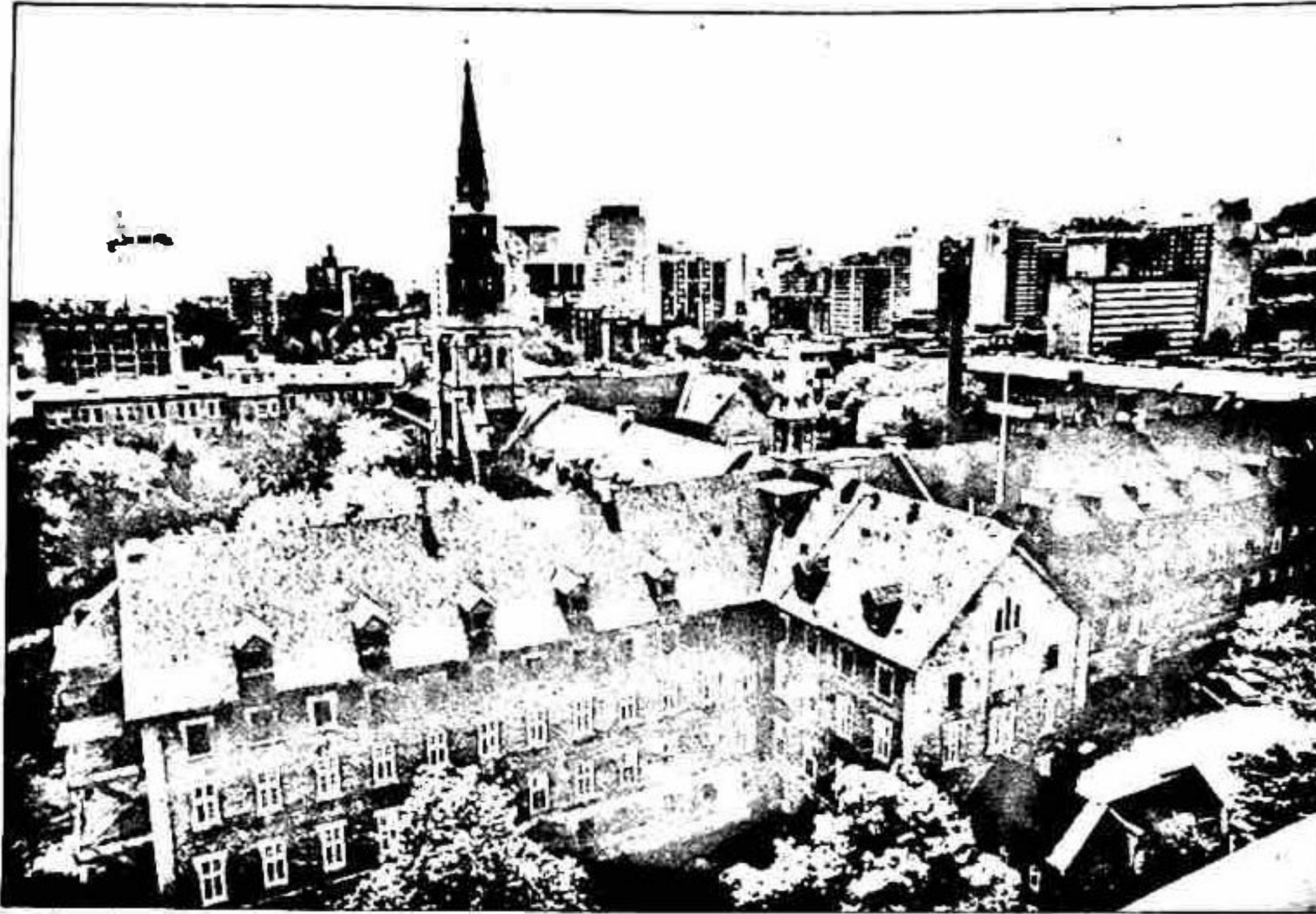
These meetings will be held in October and early November. Individuals and groups will have the opportunity to tell the Canadian National Committee, and through them the Government of Canada, what they believe are the critical settlement issues facing Canada and the world.

The wealth of material expected from these meetings will form the basis for the report to the Minister of State for Urban Affairs from the Canadian National Committee, in which specific recommendations reflecting the views of the various sectors of Canadian society will be made.

Information gathered during this process will contribute to the second national conference of non-governmental organizations, called by the Canadian National Committee for December 11-13, 1975. Briefs received before November 1, 1975, will be considered in preparing the draft CNC report to be discussed at this conference.

**How to take part**

- Prepare a brief or paper outlining your views of the issues which Habitat should deal with, and the contributions you feel Canada has to make.
- Send it as soon as possible to the Canadian Participation Secretariat, including a 500 word summary.
- Arrange to be at the meeting in your area to present a short summary — about five minutes — of your submitted paper.



The Grey Nuns Mother House of Montreal, a rambling historical building threatened with demolition.

## Community action focusing on Montreal heritage buildings

*The Habitat Bulletin provides a forum for articles by Canadians with stimulating views on human settlement problems. Our contributor in this issue is Michael Fish, a Montreal architect and staunch opponent of indiscriminate urban development.*

Montreal, more than most cities in recent generations, has lacked organized means of reflecting local community ideas in community design decisions.

This may be due to many reasons: the decline of the peculiar religious organization of the city; the rise to power of large corporations developing the city but not controlled from within the community and fiercely exploitive of it; and the structure of existing Montreal society, layered by almost rigid class and income levels, mosaicized by language, ethnicity, race and religion; and divided by differing ideals and philosophies. It is a situation which should and does bring despair to anyone with any planning goal, let alone the goal of involving citizens in the planning process.

The very rich texture of peoples and interests, so much the glory of the city, in the case of planning matters works against the establishment of even a common vocabulary to express trouble within the community. It is almost impossible to create a broadly accepted strategy to effect common solutions to grand problems that is derived from the community itself.

Many architects and planners deplore many of the recent changes to the fabric of Montreal, particularly in the downtown. Super-highways ripping through the earth of the city followed by vast demolition projects for so-called urban renewal for all sections of the population have turned what was, a generation ago, an

almost Florentine city experience, into acre after painful acre of asphalt — mostly covered with cars in various states of motion, but occasionally overcome by the most dense and least related high-rise development allowed in Canada.

Residents, businesses, whole sub-cultures have been removed wholesale, so that every kind of grandiose project and empty lot can succeed to the land. Protests there have been aplenty. But never till recently have protestors spoken with a voice which could unite meaningful numbers across the many lines that divide the whole population.

Montreal has been an unsuccessful place for the protestor, or for reform. There is no parallel here for the successful Toronto "Stop Spadina" movement. Our Spadina, the cross-town Trans-Canada expressway, was put through. In the last couple of years, however, something akin to a common vocabulary has begun to achieve currency. Sparked by the destruction of a particularly significant historic mansion — the Sir William Van Horne House — in the face of massive community protest, and by significant threats to several old church and railway buildings, groups based on neighbourhood have begun to look for other historic and artistic buildings within their own immediate areas of influence. They are discovering a fine square here, an old disused post office there, a row of Victorian houses somewhere else, not to mention others of the 50 or 60 threatened church buildings and open spaces within the core. These historic landmarks have become the flash points of interest — interest which is common to every resident, no matter what his ideals or language or politics or ethnicity. Heritage ideas are becoming powerful common denominators for uniting citizens around real issues. New personalities can be built up to prominence based on these issues and new community

leadership is possible here for the first time in a long time.

Heritage architecture is usually seen in the neighbourhood context as an asset to be conserved, as a spur to property values, as an element offering stability, protection and increased quality of life. As governments move into these fields, they are receiving unfamiliar pressure to avoid building their own monuments by unnecessary replacement of these facilities. An additional social factor is that heritage buildings are, at least in Montreal, more often than not occupied by citizens who most need help from society.

The result, in those parts of Montreal with a local heritage issue, is that citizens are far more active in public affairs. They are likely to demand a better environmental standard of performance from their governments at every level. And they insist on much more conservation and more power within their own neighbourhoods.

In Montreal at least, politics and public performances, even economics, are beginning to devolve on human settlements issues rather than on issues of race, language, religion, and the fears of one section of the population of another.



Canadian Participation and Host Secretariats hosted a press reception for journalists from across the country last month. The occasion was "Media '75," the annual meeting of both print and electronic media specialists which was held this year at York University, Toronto. Addressing the group were Dr. Ian Jackson, Executive Director of the Canadian Participation Secretariat and Marie Choquet, Director of Public Affairs for the Host Secretariat.

In the United States, preparations for Habitat are being linked with the celebration of that country's Bicentennial. The joint program is titled "Horizons on Display — Community Achievement for the Third Century." The program will identify 200 outstanding achievements to solve contemporary community problems which together will make up "an impressionistic painting of American problem-solving prowess." The projects selected will have distinctive site markers and be described in a catalogue so they can be visited during the summer of 1976.

Noted anthropologist Margaret Mead and architect Alexander B. Leman recently co-chaired a symposium on the Great Lakes Megalopolis in Toronto, sponsored by the World Society for Ekistics in North America. Its purpose was to "focus on a scale of settlement that has not been analyzed in much detail, nor adequately understood, but that is nevertheless emerging as the dominant urban form of the future."

Some 40 environmentalists and planners attended. The organizers hope to publish a report of the Toronto symposium as a background document for Habitat.

Senator Sidney L. Buckwold, Chairman of the Canadian National Committee for Habitat, addressed a workshop on Habitat at the 82nd Annual Meeting of the National Council of Women, held in Montreal. Settlement issues were discussed in relation to the general theme of the meeting, International Women's Year.

## A grass-roots approach to preparations here and abroad

There is often misunderstanding about the nature of the preparatory process leading to Habitat. These preparations are not based on what is often called a "top-down" approach, but on a "bottom-up" approach. This is true both at the international level and in Canada's own preparations.

In formal terms, responsibility for organizing the Conference has been vested by the UN General Assembly in the Secretary-General of Habitat, Mr. Enrique Peñalosa, and his Secretariat at United Nations Headquarters. They are assisted by a Preparatory Committee of 56 nations which will meet in formal sessions before the Habitat Conference. But the characteristics of the Conference are not determined *a priori* by Mr. Peñalosa or even by the Preparatory Committee. They are emerging, during a two-year preparatory process, as a general consensus among all the nations that will take part in the Conference at Vancouver.

This can best be illustrated by the very basic example of the Habitat Conference agenda. A "top-down" approach might have been adopted, with the General Assembly establishing the agenda at the outset, and instructing Mr. Peñalosa to organize Habitat around that agenda. Alternatively, Mr. Peñalosa and his Secretariat could have sat down in New York to devise an agenda as one of their first tasks.

In many ways such an approach would have simplified the preparatory process, but it would not have been so likely to lead to a fully successful Conference: governments are not always ready to be told what they should talk about. There is no agenda for Habitat yet, and one is not likely to emerge clearly until the meeting of the Preparatory Committee in late August. That meeting will follow a series of regional meetings around the world — in Caracas, Teheran, Cairo and Geneva — at which governments will be having preliminary discussions on priorities for the Vancouver agenda. Even if this process does lead to general agreement in August, the draft agenda must then be reviewed by the United Nations General Assembly in the Fall; and

it will not finally become the agenda until it is adopted by the Vancouver Conference itself on the opening day. Yes, an agenda determined "top-down" would be much simpler. Governments would know much earlier what to concentrate on and what topics would have to be left for another Conference (or just left!). But this route might well result in a Conference that was of vital concern to industrialized countries, but not to the less developed countries — or vice versa. Similarly, it might well focus on issues which are capable of infinite debate by experts, but which offer little or no prospect for governmental agreement or priority. By contrast, the preparatory process that is being adopted requires all to examine their own needs and priorities in the field of human settlements, and to explore, in a series of meetings with other governments, how these needs can find expression at Vancouver.

Just as Mr. Peñalosa is given his authority by the General Assembly, my task, as Executive Director of the Canadian Participation Secretariat, was given to me by my Minister; and ultimately by the Federal Cabinet. But just as Mr. Peñalosa cannot define *a priori* what the Conference will talk about, similarly the Canadian Participation Secretariat cannot define *a priori* what Canada's position at Habitat will be. That position will not in fact be determined until shortly before the Conference itself, by the Cabinet. Meanwhile, in the months that lie ahead, the main task of the Participation Secretariat is to provide a framework for discussion of Canadian needs and priorities in human settlements, so that Cabinet, when it does come to decide, will have the broadest possible basis of advice on which to make its decision.

This is why we are arranging public meetings and symposia across Canada. This is why the Minister of State for Urban Affairs appointed a Canadian National Committee, under Senator Buckwold, to advise him on the main concerns of Canadians in human settlements. This is why the Canadian National Committee is sponsoring a con-

ference of Canadian non-governmental organizations in mid-December in Ottawa. It is hoped that the draft report of the Committee to the Minister on human settlement issues that concern Canadians will be ready by the time of that Conference. Although the Committee will decide what to say in its report, Senator Buckwold and his colleagues will be looking for comments of NGOs in December on the draft report.

Toward the end of next winter, therefore, the numerous preparatory activities I have described will have taken place across Canada. On the international scene, the Habitat agenda should have been agreed in principle by the August meeting of the Preparatory Committee and approved by the General Assembly during the Fall. Meetings of intergovernmental working groups on a possible Vancouver Declaration on Human Settlements and on international arrangements in human settlements will have taken place, and another meeting of the Preparatory Committee will have been held in January. Then, and only then, when the prospects for the Vancouver Conference will be much clearer than they are today, will the Canadian "position" be determined by Cabinet.

If this "bottom-up" method of preparing for Habitat in Canada is the best one, as I believe it is, it still has difficulties and frustrations. One symposium may for example conclude that a certain issue is of vital concern for Canada and Habitat, but by the end of the preparatory process it may reluctantly be decided that there are other still more pressing issues, and something has to be dropped. Or again, there may be a much greater degree of consensus in Canada about some issue, but the international preparatory process makes it evident that there is no space for it on the agenda.

These things are certainly possible, and are even likely to happen. A major task of the Canadian Participation Secretariat is to keep the flow of information moving between the national and international spheres of Canadian preparations. We shall have to ensure that public meetings, sym-

posia and other events take place in the knowledge of the current thinking of other countries, especially where an international consensus seems to be emerging.

Similarly, as we hear clearer and clearer messages from such meetings within Canada, we need to explore the extent to which other countries are concerned about the same issues. This process of two-way exchange is already in action.

In the final analysis, however, our national preparations will not have been a wasted effort, even if they are not reflected in Vancouver next June. As I wrote in the last issue of the *Bulletin*, most human settlements issues must be resolved, and most problems solved, within the countries in which they arise. The seminars, public meetings, symposia and other preparations that are now going on are focused on the Conference in Vancouver, but their main benefit should be in changing national, regional, and local priorities for human settlements, not merely in 1976 but far beyond.

C. Ian Jackson

*Dr. Jackson, the Executive Director of the Canadian Participation Secretariat, has recently returned from the Maritimes, where he consulted with provincial officials and non-governmental organizations on Habitat and Canada's activities in preparation for the Conference.*

# Managing urban growth theme of Canada's interim report

Canada has prepared and submitted its Interim National Report for Habitat to the U.N. Some initiatives that this country is taking to cope with such human settlement issues as housing, transportation, municipal finance, land use and urban growth are outlined.

All member states were asked to prepare reports that would identify major national issues and would indicate policy responses that are planned and under way. In their totality, these reports will give the U.N. Secretariat the information base necessary to identify issues of trans-national significance. They will also indicate areas in which exchange of experiences between nations should be most fruitful.

**Final Report to be prepared**  
In addition to the "interim" reports, each nation has been asked to prepare a "final" National Report for Habitat by December 31, 1975. Analogous Reports were prepared for the Stockholm and Bucharest Conferences and represent a "stock-taking" of the national posture in their respective fields. Similarly, the final Canadian National Report for Habitat will describe, and where appropriate, assess, human settlement policies and programs in this country. It will not be a document that announces new policy; nor is it intended as a compilation of public views on human settlement issues.

## Not the CNC Report

The Report is not to be confused with the report of the Canadian National Committee to the Minister of State for Urban Affairs. In its report, the CNC will convey to the Minister the concerns of Canadians as expressed through seminars, public meetings and other means, between now and November.

The Interim National Report is a prelude. Constrained in length and preparation time, it lacks depth and could not benefit from the extensive consultation with provinces that will be possible for the final Report. But it provides a succinct overview of many of the major settlement issues and responses in Canada.

## Highlights

The Report begins with factual background on the constitution, geography, demography, employment, and a brief social profile of Canada. Emphasis is laid on the constitutional division of powers between the federal and provincial governments, with the latter having jurisdiction over municipal institutions. In the words of the report:

"As a result of this division of responsibilities, the federal government, until recently, has had little direct involvement in settlement matters, with the exception of housing. However, rapid urbanization and a growing awareness of the number and scale of federal programs having an increasing direct and indirect impact on the pattern and form of urban Canada led to the creation of the federal Ministry of State for Urban Affairs in 1971."

Always bearing in mind the division of governmental responsibilities in Canada — federal, provincial, and municipal — it is evident here that national policy on human settlements can only be forged in the context of "tri-level" cooperation. "... there have been two National Tri-Level Conferences, in Toronto in 1972 and in Edmonton in 1973. At the latter 'The Management of Growth' was a principal agenda item. Federal, provincial and municipal representatives reached a consensus concerning the undesirability of allowing present trends towards increased concentration of the population to continue unchecked, and on the need to employ new or enlarged policies and programs to alter these trends."

Central to any attempt to manage the national pattern of urban growth must be a sustained attack on regional economic disparity. The availability of jobs will undoubtedly continue for some time to be a principal determinant of population flow. Federally, the attack is spearheaded by the Department of Regional Economic Expansion whose programs:

"... seek to stimulate new employment, and to promote economic development and resource adjustment generally in the disadvantaged parts of the country. The urban emphasis in the strategy relates particularly to medium and small sized centres.

Already such action seems to have been a significant element in the very recent and substantial reduction in migration from the Atlantic provinces; from a 1971 migration of nearly 8,000 people it now seems that the region is retaining its natural increase and beginning to attract migrants from elsewhere."

The decline of rural farm populations continues to be a concern of all levels of government.

"... the Small Farm Development Program (SFDP) is a voluntary, joint federal-provincial program designed to encourage the development of viable family farms and prosperous rural communities. The SFDP tries to direct the land of those leaving agriculture to other farm users without the farmer who releases the land having to leave the area. This reduces out-migration from rural areas and in combination with production and income stabilization programs has the effect of increasing the incentive for the farmer and the land to remain in agriculture. If successful, the program will retain population in the rural areas and strengthen small settlements.

"Analogous programs have been established by several provincial governments. Saskatchewan's Land Bank Commission, for example, purchases farmsteads, often from retiring farmers, and leases the land to tenants who have an option to buy after five years of operation. The Manitoba Government's 'Stay Option' on the other hand, is a package of programs supporting the principle that both urban and rural Manitobans should have the opportunity to live and work, without economic or social disadvantage, in the region of the province where they have their 'roots.'"

Almost all human settlement issues involve, at some point, land and its use. Debates over land use are fraught with conflicting objectives and are often confused by data that are not definitive. For example: "The actual and impending loss of farmland has become clearly identified in the public mind as one of the least acceptable costs of urban growth. The figures, however, are not conclusive. Maurice Yeates, in a forthcoming study of Canada's major conurbation, the Windsor-Quebec axis, estimates that only six to seven percent of the decline in farm acreage in the axis (from 1966 to 1971) could be attributed to urban conversion. The great bulk of the loss was as a result of farm abandonment and conversion to recreational purposes. Of course the latter is itself a rather direct consequence of population growth on the axis."

Another issue of great contemporary concern is land speculation and its alleged effect on the cost of shelter.

"Land speculation tends to accompany urban expansion. Speculation itself is, of course, not the sole reason for rising land costs — these costs are a function of the overall demand for a limited amount of land, but speculation is the means by which a few people profit by this demand. Various measures to counter speculation, such as taxation on speculative gains and land banking, have been instituted or planned. The long-term effect that these measures will have on land costs or on the tendencies to speculate is not clear."

Along with land use, housing is perceived by most Canadians as the most important and contentious settlement issue. This is somewhat paradoxical, since:

"By virtually every statistical measure Canadians are among the best housed populations in the world. For example, in 1971, only 2.7 percent of all dwelling units lacked piped water. The average number of persons per room was perhaps the lowest in the world at just over 0.7. Some 60 percent of all dwellings were single detached houses. Almost 65 percent of units were occupant owned, though this percentage has been declining steadily in recent years."

At the root of public dissatisfaction with the present housing situation is the prohibitive cost of single detached homes, particularly in the largest cities. Many still aspire to own such homes, though cost and other factors are now encouraging alternative forms of housing.

"Other factors include: increasing numbers of childless couples (at all ages) for whom single-family dwellings are no longer necessary or appropriate; and costs of suburban sprawl in terms of both resource and energy consumption as well as aesthetics. These factors have stimulated a demand for forms of housing such as high-rise apartments; low-rise, high-density apartments; row houses, or townhousing; and for other forms of ownership such as condominium and co-op units.

"The trends have been supported by federal and provincial government housing agencies. At the federal level, for example, the Central Mortgage and Housing Corporation (CMHC) provides assistance for the establishment of new communities, the acquisition of land, including transportation corridors and open space in and around such communities, and for the planning of new towns, including the design and installation of services.

"Similarly, new methods of housing finance and tenure, including condominium, cooperative and non-profit schemes, mortgage subsidy and deferred tax rebates for new home purchases, have been introduced."

in terms of direct impact on the individual, transportation services certainly rank with housing as prime determinants of the quality of urban life. Throughout North America, public transportation has for years been steadily losing ground to the private car. But as the social and environmental costs of the automobile hegemony have become more and more evident, governments have responded with major programs of capital and operating assistance to urban public transit systems. The effect has been a recent overall increase in transit ridership, thus reversing the long downward trend.

"Bus purchases doubled between 1972 and 1973; Toronto and Montreal are undertaking major extensions to their subway systems, and other cities are now seriously planning rail systems.

"At present, modifications to existing transport systems are providing the most visible improvements in service. For example:

— exclusive or priority bus lanes are now in place in several congested central city areas.

— methods of spreading peak period traffic over a longer time by staggering work hours have been instituted in Ottawa and Toronto, and have been tested by many individual employers across Canada.

— Canada has pioneered the development of demand-responsive transit. Dial-a-bus experiments in Stratford and Toronto in Ontario, and Regina in Saskatchewan, have received attention from all over North America."

But, public transit costs money, and even with generous provincial and federal subsidies, municipalities are left to bear heavy costs — not only for transportation, but for the full range of local public services.

"In recent years local governments have contended that their main source of tax revenue, the property tax, not only fails to respond automatically to economic growth (while other major tax forms do), but also that the property tax is a poor basis on which to place heavy fiscal weight because the levy falls hardest on those least able to pay."

The provinces have been sympathetic, but they in turn depend on transfer payments from the federal treasury.

"It was not until the 1973 National Tri-level Conference that all three levels of government formally met to discuss their perceptions of the issue. There it was decided to appoint an independent task force... to carry out an in-depth analysis of the present state of public finance in Canada with special reference to local government finance."

The Interim National Report concludes with a summary of an emerging growth management strategy for Canada. Three general features of the strategy are identified as especially important.

- a) a distribution of future urban growth that achieves a better balance among provinces and cities in Canada, with a more equitable sharing of economic and social strengths, and a more widespread diversity of culture and employment;
- b) the development and support of growth management strategies for metropolitan areas and urban regions that are compatible with national and provincial objectives, and that blend policies to divert new population growth to slow-growth areas or to other areas within the metropolitan region, with others that lead to better accommodation of the remaining growth within the cities;
- c) the development and integrated implementation of sectoral policies to improve the quality of life in both large and small urban centres, and that enable the smaller centres to attract and retain those who might otherwise migrate to major metropolitan areas...

"Of the three features listed, a balanced pattern of future urban growth is probably the most difficult to achieve. . . all levels of government must determine what sort of 'balance' will be most beneficial and feasible. The spectrum of possible choices might range from a minimal attempt to slightly soften the current trends and their expected impact to an attempt to return to distribution patterns which prevailed at some point in the past. In all probability, some point between the options of do-almost-nothing and turn-the-clock-back would be most realistic. Current trends towards concentration are so strong that even the maintenance of the existing (i.e. 1971) proportional distribution of population

among the provinces of Canada would require strong and consistent policies by governments over a substantial period. . . .

"Even if a more balanced pattern of national population growth can be achieved, it seems inevitable that Canada's major urban regions will continue to face the prospects of large population increases over the next 25 years. Simple arithmetic dictates that a 2 percent annual increase in a city of 2 million represents 40,000 more people to be accommodated each year, while the same rate of increase in a city of 40,000 is only 800 people. . . .

"Provincial governments have the primary role to play in the preparation and implementation of metropolitan growth management strategies. In this regard, the setting of objectives and the planning process are prerequisite to effective strategies. Among the most advanced provincial endeavours may be mentioned the 'Livable Region Program' of the Greater Vancouver Regional District, the work on the Toronto-Centred Region Plan, which has now been expanded to include the whole of a large Central Ontario Lakeshore Urban Community, and the work of the Metropolitan Area Planning Commission in Halifax-Dartmouth.

"(an) important area of federal jurisdiction is the control of foreign immigration. A breakdown of population growth into natural increase, internal migration and foreign migration for 18 Census Metropolitan Areas reveals, somewhat surprisingly, that a substantial number of metropolitan areas recently have had net internal out-migration. . . . The Census Metropolitan Area of Toronto has been growing in part due to natural increase, but most of all due to a net inflow of foreign immigrants. . . . The strong growth of Canada's third largest city, Vancouver, was due in almost equal proportions to natural increase, foreign migration and internal migration. In order to influence the future growth of, say Toronto's metropolitan area, more attention may have to be paid to foreign than to internal migration."

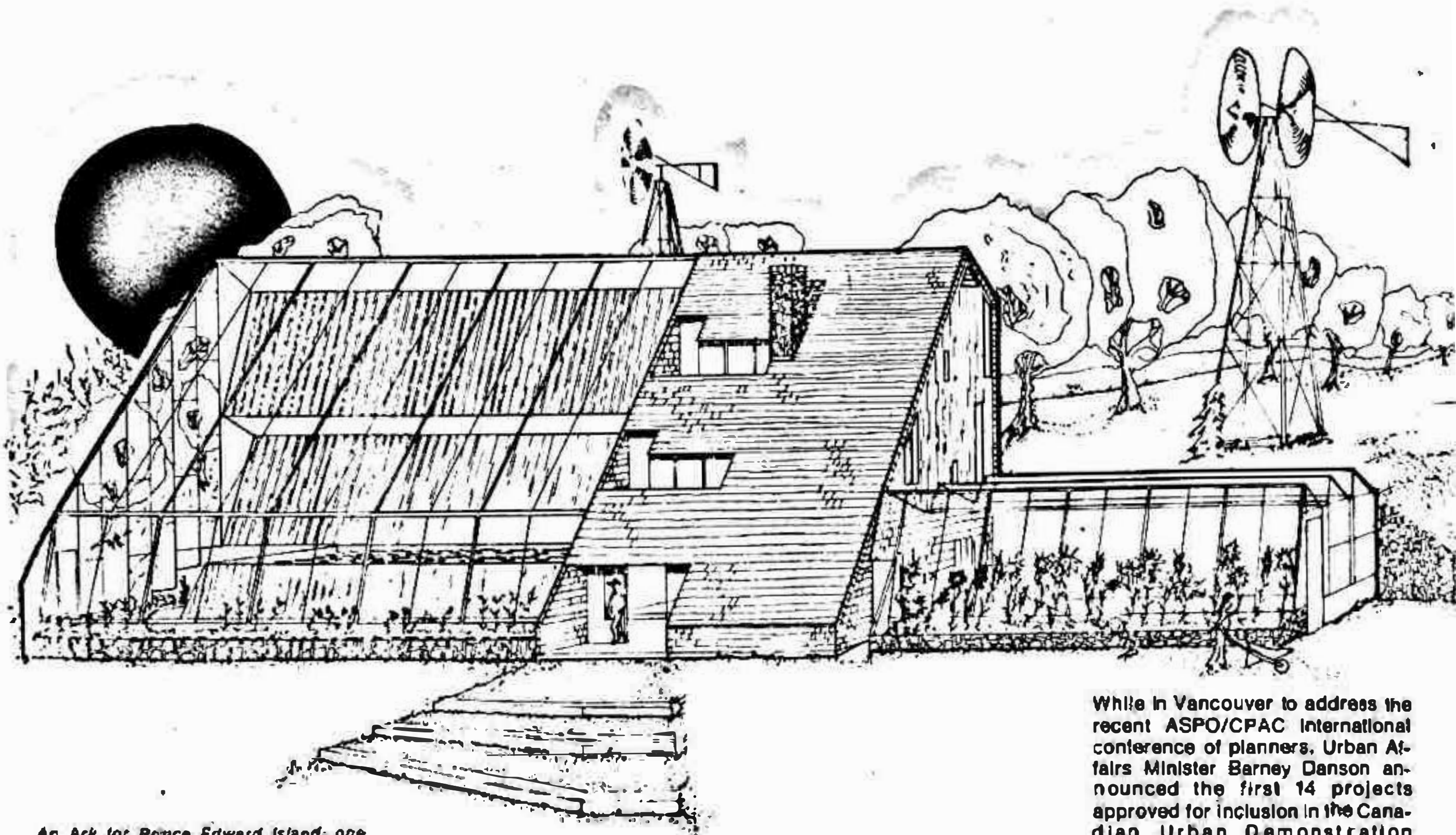
The third element of the urban strategy, the improvement of the urban environment, is probably the most familiar and has always been the object of sectoral policies aimed principally at the delivery of local services. But, recently, new

concerns have come to light; for example:

"The impact of an urban environment on health has been identified as an important issue, and has resulted in publication of a green paper entitled 'A New Perspective on the Health of Canadians' by the federal Department of Health and Welfare. The underlying presumption is that environmental and lifestyle changes now have greater leverage in improving health than increased investment in the health delivery system.

"Though the roles of federal and provincial governments in improving the urban environment are of acknowledged importance, it is nevertheless vital that municipal and regional governments assume a larger role in determining their needs and priorities and in planning for the future. Only by such initiatives at the municipal level can there be some assurance that the needs of individual citizens in specific communities are being met."

A limited number of copies of the full text of the report is available in French and English. They may be obtained on request from the Canadian Participation Secretariat, Ministry of State for Urban Affairs, Ottawa, K1A 0P6.



An Ark for Prince Edward Island: one of the most innovative projects to receive assistance under the Canadian Urban Demonstration Program.

While in Vancouver to address the recent ASPO/CPAC international conference of planners, Urban Affairs Minister Barney Danson announced the first 14 projects approved for inclusion in the Canadian Urban Demonstration Program (CUDP).

The CUDP is a five-year program of the federal government that will run at least through March, 1980. The Program was established to encourage innovative approaches to the most significant issues facing Canadian communities in the latter half of this decade.

But the CUDP is not a research program. Projects must be fully operational, even if on a small scale. And to be accepted under the CUDP, a project must show clear promise of being transferable, at least in its principles, to other parts of Canada.

The original idea for a Canadian Demonstration Program was inspired by the proposal to include in the Habitat Conference an international exposition of demonstrated solutions to human settlement problems. Canada took up this notion and translated it into a national program and thus provided one concrete example of the kind of national action that the U.N. hopes Habitat will inspire around the world.

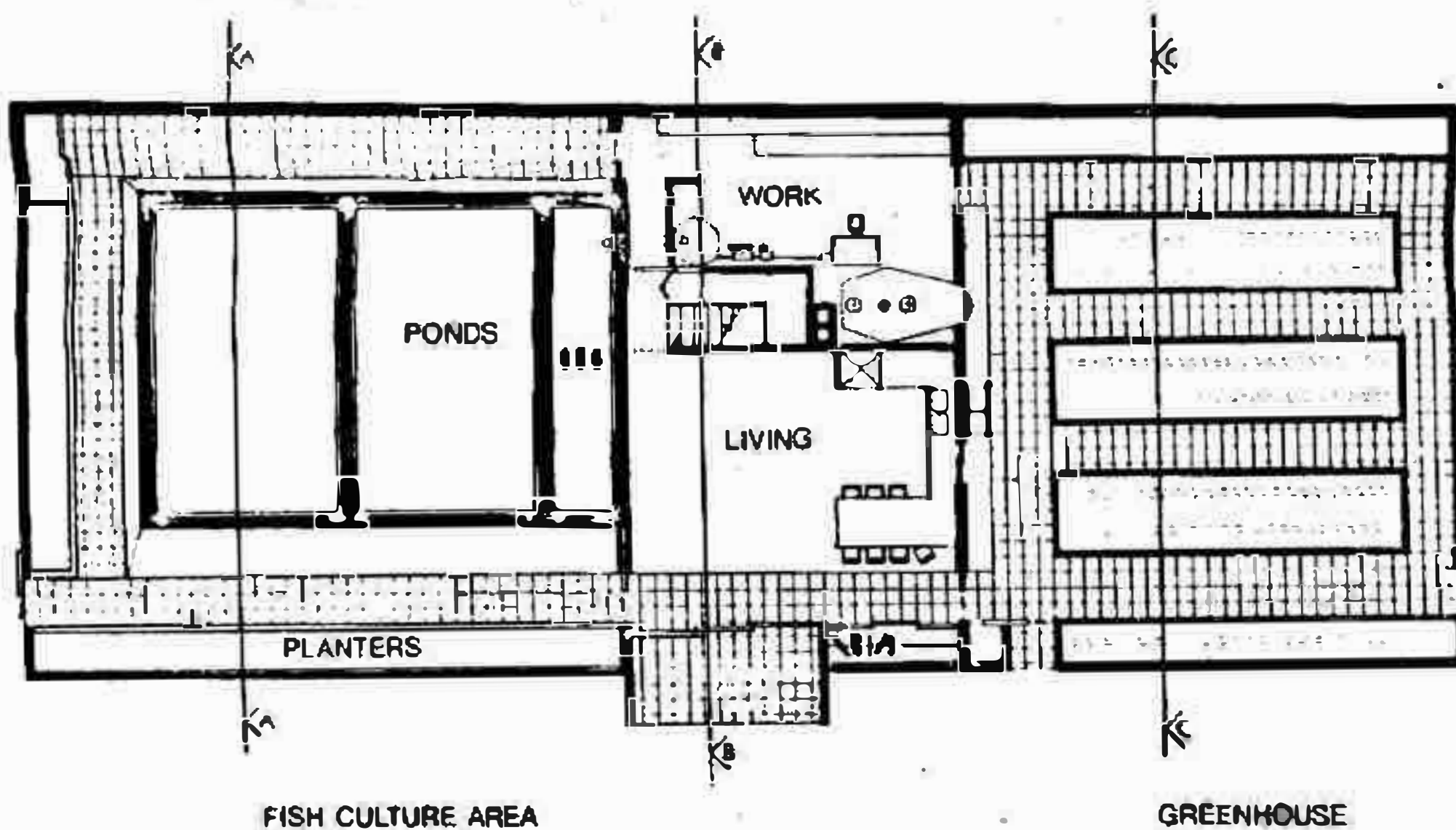
#### Very large response

The 14 projects announced by Mr. Danson on April 15 are only the first of many to be approved in 1975 and in succeeding years. To date, some 200 proposals have been submitted to the CUDP. The response has exceeded expectations by such an extent there is a substantial backlog of proposals awaiting decision. This has led in many cases to long delays, but with additional staff now working on the Program it is hoped that speedier decisions can be made in the future.

#### The first projects

Following are brief descriptions of the projects announced in Vancouver by the Minister. They are presented from east to west.

- An "Ark" is the name given to a unique living space to be built this summer on Prince Edward Island that aims to be self-sufficient in both food and energy production. It was proposed by the New Alchemy Institute of P.E.I. with the full support of the provincial government.





# Innovation is key to first set of urban demonstration projects

A second Maritime project is the Land Registration and Information Service (LRIS), a proposal of the Council of Maritime Premiers. LRIS is an ambitious 10-year program to completely overhaul and unify land registration and land data in the provinces of Nova Scotia, New Brunswick and Prince Edward Island. Developmental funding is already provided by the Department of Regional Economic Expansion and the three provinces. A modest grant from the Demonstration Program will enable the broad dissemination of public information on this unique project.

- Two projects from Quebec were included in the first selection. One, entitled "Appropriate Energy and Building Systems for Housing Quebec Indian Communities", consists of four prototype houses featuring novel uses of local materials as well as heating and power systems that are aided by the sun and wind.

The second, entitled "Mirabel Area Planning", will spotlight the process through which the new international airport near Montreal was planned to fit physically, administratively and economically within its environment.

- Included were three projects from Ontario — they are all solar heated houses each using heat storage and distribution systems built on different scales and using different designs.

"Provident House", designed by John Hix and Frank Hooper of Toronto, will test the feasibility of year-round 100% solar space heating. A second Toronto group led by Blair Fergusson, Doug Lee and Doug Lorrimer has entitled its project simply "Solar House". It aims to provide from the sun 70% of the annual home heating load.

The third Ontario demonstration house will be located near Gananoque. Designer Greg Allen intends that half the heat requirements will be met directly by the sun, the other half by a specially-designed fireplace.

- Two projects selected for the first announcement were submitted by the Government of Manitoba. Neither requested federal funding for its development.

The "Stay Option" is a guiding principle of the Manitoba government designed to permit residents of the province to stay and live where their "roots" are. The Stay Option is a policy of province-wide development that attempts to reduce the causes and not just the effects of migration.

The second Manitoba project is the new mining town of Leaf Rapids, 550 miles north of Winnipeg. The purpose of the demonstration project is to show how a resource community can be effectively developed through close co-operation between government and private industry. In this case Sherritt-Gordon Mines Ltd.

- A particularly imaginative project has been submitted by Trebron Holdings of Regina and Montreal. Called the "Constant Module" by its designer, Norbert Hamy, it is a unique cargo container that can be used to store and transport bulk goods such as wheat or it can double as a shell for inexpensive modular housing.
- From Alberta comes a proposal to evaluate and document the experience of the Blood Indian Reserve over the past decade. Their success in self-government — highlighted by the establishment of a new main town and a prefab housing factory — will be used to help plan the future development of the reserve and will serve as an example for other communities facing problems similar to those of the Bloods prior to 1964.
- Three projects from British Columbia round out the first group. One is the "Livable Region Program" of the Greater Vancouver Regional District, which demonstrates a process implemented over a four-year period to identify the concerns and objectives of the regional community and from these to produce policies for the management of future growth in the region.

The second, entitled "Package Reservoir Systems", will demonstrate in the town of Golden a new design for small to intermediate size, rubber-lined municipal reservoirs that promises to cut costs by more than half when compared to conventional concrete reservoirs.

The final project is called "Turn Down Traffic Volume" and has been proposed by the City of Vancouver. One of the most ambitious projects of its kind, it is hoped to increase by 40% the capacity of the city's downtown transportation facilities. It will do this through promotion of computer-matched car pools and flexible working hours to reduce the number of cars on the road and expand the periods during which buses can effectively serve commuters.

## Wide range of projects

The range of projects included in this first announcement exemplifies the breadth of the Urban Demonstration Program, which aims to recognize all dimensions of human settlements and to solve the most critical problems. For example, some projects would provide a better urban environment, others try to improve the management of urban growth, six involve housing innovation, two others involve native people directly, one deals with land management, another with water resources, yet another with urban transportation.

Not all projects require funds from the Program. Many request only that their stories be told throughout Canada or perhaps the world. And among those that have asked for federal assistance, the range runs from \$10,600 for the solar house in Gananoque to \$500,000 for "Turn Down Traffic Volume". In total, \$1.9 million was apportioned among the projects announced in this first group. Some \$100 million of public funds has been set aside to assist all the projects which may be approved during the next five years.

The affiliation of proposers is also diverse. Of the first 14 projects, five were proposed by provincial governments, two by local government, and seven by private groups or individuals.

## Habitat presentations

Some of these projects will be featured in the four audio-visual presentations that Canada is preparing for Habitat. The films will be about innovative designs and technologies appropriate to the Canadian climate; land use and management of urban growth; community rejuvenation; and governing human settlements. Details will be provided in the next issue of the Bulletin when final

scripts for the Habitat films are available.

Of course, CUDP projects are selected on their merit without reference to possible relevance to Habitat. Nevertheless, by encouraging the submission of innovative and broadly transferable projects, the Urban Demonstration Program has provided Canada with many useful, imaginative and inspiring solutions to show the world in 1978.

# World environment: "Let us be partners not exploiters"

A statement by Madame Jeane Sauvé,  
Minister of Environment Canada, June 5, 1975

Today — World Environment Day — may also mark the birth of the 4 billionth person on earth. Imagine, 4 billion people, more than have ever lived on this small planet. And despite gross inequalities of wealth and health, they are the most prosperous and most consuming people who have ever lived here. The human race is the dominant species in the global environment, and yet we can be considered the worst threat the earth has ever had to face.

Four hundred years ago, sailors and travellers first convinced themselves and their contemporaries that this world was really round and not a plain stretching outward to infinity. A mere seven years ago, we were given another striking perception of our place in the universe. We travelled a quarter of a million miles out from earth with the astronauts of Apollo, to gaze back longingly through their television cameras at ourselves, our blue-green planet which appeared cool and fresh in the black depths of space; one spaceship viewing the other.

Since that day, we have been much more aware that there is "only one earth", that we have only one home among the stars and that we must treat it with the greatest care.

For many of us, it is a bitter thought that much of the damage we have done to our environment and many of the worst threats we will be facing in the future came from the best of human intentions. In our efforts to overcome poverty and want and to spread the benefits of progress to every member of the community, we have contaminated our air, land and water. In our rush to provide heat and light and power to meet our needs, we have soiled and threatened delicate balances. And the cost to produce

and consume may not yet be fully understood.

Increasingly though, we recognize that the earth is a living organism that has its laws and its needs. It is not a machine to serve our every whim; it is not a huge storehouse to be plundered at will; it is not a magic lamp that we need only rub to realize every luxury we can conceive if we 4 billion people on earth are together going to solve our problems — problems of health, of nutrition, of habitat, of employment, of literacy, of opportunity — we shall have to find the answers in understanding our environment, not as exploiters, but as partners. We cannot benefit one part of the world by despoiling another. For, in the end, damage to any part of the earth is damage to every part. Our need, as Prime Minister Trudeau said recently, is "to encourage the embrace of a global ethic."

In less than a year, Canada will be host to Habitat: United Nations Conference on Human Settlements, which opens in Vancouver next May. The Secretary-General of Habitat has predicted that this international meeting will be the "most important inter-governmental conference ever held under the auspices of the United Nations. Habitat will consider, and I hope will begin to answer, the needs of the rapidly increasing segment of earth's population who live in cities. The city was for a long time mankind's answer to the perils of the forest and the mountains, to the predations of wild animals and brigands. To our forefathers the words "city" and "civilization" were one. They city was the answer; now we begin to learn it is one of the many problems in our environment. Can we again make the cities the answer to the demands of its inhabitants?

Sometimes, as we thread our way through the crowded city streets, we feel insignificant, helpless to do anything positive about the world we live in.

Today, on World Environment Day, I urge you to reject that feeling and resolve to make your own contribution to the well-being of our shared environment. Most of the dangers that threaten the health of our planet are caused by individuals — they can be lessened by individuals.

Let us celebrate World Environment Day and the birth of the four billionth person on earth with the promise of what the world can be and our determination to fulfill that aspiration.

## Planning underway for second NGO conference

Preparations for a second national conference of Canadian non-governmental organizations are well underway. A Steering Committee was established last month which is responsible for conference planning. This Steering Committee, which will be meeting for the first time in mid-June, will develop a structure and agenda for the conference, identify objectives, and review the many related aspects of conference planning. Committee members are drawn from several sources. Representatives have been appointed from the Canadian National Committee, which will host the conference. Also playing a major role is the NGO Participation Group. This Group consists of representatives of 23 non-governmental organizations and was established after the first NGO Conference last November to facilitate close consultation between Canadian government officials and non-governmental organizations in all phases of planning for Habitat. The Canadian Participation Secretariat will also be represented.

The public meetings planned for October and November will provide important information for the NGO Conference, which will be held from December 11 to 13 in Ottawa.

**NOTE:** The NGO Participation Group has a new telephone number: (613) 232-2723

## Barbara Ward to tour Canada



Lady Jackson, better known as Barbara Ward, will tour Canada in the late fall to deliver a series of lectures on human settlements. These will be part of the 1975 Clifford Clarke Memorial Lectures which are sponsored annually by the Institute of Public Administration of Canada.

The well-known environmentalist and author will arrive in Ottawa from London November 22 for the three-week tour. She will also speak in Quebec City, Toronto, Calgary, Victoria, Montreal, and Halifax. The tour is organized by the IPAC in association with the Ministry of State for Urban Affairs, which is responsible for Canada's participation in Habitat.

The tour will coincide with the launching of Lady Jackson's book on human settlements. Before the 1972 Stockholm Conference on the Human Environment, she co-authored, with René Dubos, the unofficial conference book entitled ONLY ONE EARTH.



The Honourable Barney Danson at a press conference held during the ASPO/CPAC Conference in Vancouver April 15, 1975.