Peñalosa visit marks one year to go

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 1983 and 1989 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 600,000 acres of agricultural land.

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

He praised his two-day stay in Ottawa as having been “very constructive” and having resulted in an “exchange 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.”

“A distinguished international public servant, 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.

Mr. Peñalosa is a fellow of the Adair 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.

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

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

During his meeting with the Prime 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 capitate 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.

Ottawa, June 1975
Bulletin number 4

Habitat
United Nations Conference on Human Settlements
Vancouver 1976

Enrique Peñalosa, Secretary-General of Habitat, is given 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 1978 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, he 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.

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

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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 nongovernmental organizations and individual Canadians in these preparations.

Next issue will appear in August 1975.

What's happening in the provinces

Provincial Habitat plans are becoming a reality, and the process of planning is being carried out across the country. Programs are being developed to inform people about settlement issues and to encourage public participation in conference preparations. The first provincial cabinet meetings are taking place in Winnipeg and Quebec City. This is what is happening. News from other provinces will follow later in the bulletin.

Canada

The Planning Secretariat of the Canadian Habitat Committee is receiving a great deal of attention from the provinces. They are being informed about the Canadian Participation Secretariat and the Habitat process, and they are planning for Habitat in their own way.

The planning secretariat of the Canadian Habitat Committee is now fully operational. Ideas from the provincial secretaries are being coordinated with federal plans to ensure maximum participation and impact. The first provincial program will be launched on this occasion.

Four regional meetings are planned for September and October, which will be held in Churchill, Dauphin, Brandon, and Winnipeg. Ideas from these provincial sessions will be presented to the federal government. Part of the public meetings organized by the Canadian National Committee (see page 3). Organizers of Manitoba’s Habitat program will be sending information packages to Habitat to non-governmental organizations in the province. They will also soon become involved with other provinces.

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:

Mr. Sherry K. Baker, Coordinator Planning Secretariat of Cabinet P.O. Box 177 340 Vaughan Street Winnipeg, Manitoba Telephone: (204) 946-7685

Quebec

Preparations for Habitat in Quebec are characterized by careful provision for regional and municipal involvement. The 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. The first provincial cabinet meeting is planned for September 1975. The provincial cabinet meeting will be held in Quebec City. The program for Habitat in Quebec will be presented to the provincial cabinet meeting.

The Quebec Secretariat is now fully operational. Plans are underway to convey 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 is being developed, which will be held at the local level. The outcome of these activities will contribute to Quebec's role in Conference preparations.
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 media network.

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

- Past influences on 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 6
- 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: St. John’s, Newfoundland — week of September 9
- Are there alternative current methods of resource community development?
- How can the natural environment be preserved in resource community development?

International cooperation for human settlements: 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, infrastructure, and communities versus rehaling 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 & 26), Ch.

colno (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's 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. Individually 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 OIC 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 the minutes — of your submitted paper.
Community action focusing on Montreal heritage buildings

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 of large corporations developing the city but not controlled from within the community and the failure of 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 are 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 Cambodian projects for so-called urban renewal for all sections of the population have turned what was a generation ago, an almost Florantine 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 subcultures have been removed wholesale, so that every kind of grandiose project and empty lot can succeed to the land. Prototypes 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 Trenia-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 with in 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.

The Grey Nun's, Manor House of Montreal, a fascinating historical building threatened with demolition.
A grass-roots approach to preparations here and abroad

There is often a misunderstanding about the nature of the preparatory process leading to Habitat. These preparatory process are not based on what is often called a “top-down” approach. They are 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 United Nations General Assembly in the Secretary-General of Habitat, Mr. Enrique Penalosa, and his Secretariat at United Nations, Habitation in New York, to be assisted by a Preparatory Committee of 56 nations which will meet in formal sessions before the Habitat Conference. But the characteristics of the Committee are not determined a priori by Mr. Penalosa 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 may be illustrated by the very basic example of the Habitat Conference agenda. A "top-down" approach would have been adapted, with the General Assembly establishing the agenda at the outset, and instructing Mr. Penalosa to organize Habitat around that agenda. Alternatively, Mr. Penalosa and his Secretariat could have sat down in New York to devise an agenda a priori in the first task.

In many ways such an approach would have simplified the preparatory process, but it would not have been so likely to lead to a successful Conference: governments are not always ready to be told what they should talk about. There is no agenda for Habitat and yet there have been preparatory meetings until the meeting of the Preparatory Committee in late August. These meetings 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 priority issues for the Vancouver agenda. Even if this process does not 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 that occasion.

Yes, an agenda determined "top-down" would be much simpler. It would enable us to 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 neither the developed countries, nor to the less developed countries — or vice versa. Similarly, it might well focus on issues which are capable of intense 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 in the Declaration.

How indeed was the agenda of the Canadian National Participation Secretariat determined? The Canadian National Participation Secretariat was created by my task, as Executive Director of the Canadian National Participation Secretariat, to provide a framework for discussion of Canadian needs and priorities in human settlements, to advise the Cabinet, and to explore the extent to which other Canadian priorities should be reflected in the conference's agenda. In short, the Canadian National Participation Secretariat has been given a mandate for the preparation of a "bottom-up" rather than a "top-down" agenda.

Dr. Jackson, the Executive Director of the Canadian National 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.

This is why we are arranging public meetings and symposia across Canada. This is why the Minister of State for Urban Affairs appointed a National Participation Secretariat under Senator Buckwold to advise him on the main concerns of Canadians in human settlements. This is why the Canadian National Participation Secretariat is sponsoring a conference 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 at noon in December on the draft report.

Dr. Jackson, the Executive Director of the Canadian National 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.
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, financial planning, and 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 underway. 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 experience 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, WING 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 preliminary. 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, government, fiscal arrangements, and the structure and powers of the federal and provincial governments. 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 limited 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 and significant impact on the pattern and form of urban Canada led to the creation of the federal Ministry of State for Urban Affairs in 1971."

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 lose the area. This reduces the 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.

"Agricultural programs have been established by several provincial governments. Serebyatchewan's Land Bank Commission, for example, purchases farmlands, often from retiring farmers, and leases the land to tenants who have an option to buy after five years of operation. The Management's "Stay Option" on the other hand, is a package of programs supporting the assistance that both urban and rural Manitobans should have the opportunity to work, with both 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 Vetens, in a forthcoming study of Canada's major conurbation, the Windsor-Quebec area, 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 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, of course, not the sole government or strong forces 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. There has been the long-term effect that these measures will have on land costs or on the tendency 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 occupied owned, though the 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; costs of suburban sprawl in terms of both space and environmental and aesthetic values as well as environmental. These factors have stimulated a demand for forms of housing such as low-rise apartments; low-rise, high-density apartments; row houses, of which there has been a 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."

"...there have been two National Trilevel 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 is a sustained attack on regional economic disparity. The availability of jobs will undoubtedly continue for some time to be a principle 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 at least an important element in 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."

Managing urban growth theme

of Canada's interim report
“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 road building programs and operating assistance to urban public transit systems. The effect has been a recent overall increase in demand. However, there are no signs of 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 business districts;
- methods of spreading peak period traffic over a longer time by scheduling 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. Dosh-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 financial weight because the levy falls heaviest 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 overall growth management strategy for Canada. Three general features of the strategy are identified as essential to the achievement of the overall purposes:

(a) a distribution of future urban growth that achieves a better balance among the three urban categories of 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 areas with the most urgent need for additional development; and
(c) the development and 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. At 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 the 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 40,000 people represents 40,000 more people to be accommodated each year, while the same rate of increase in a city of 400,000 is only 800 people. Provincial governments have the primary role to play in the propagation and implementation of metropolitan growth management strategies. In this regard, the setting of objectives and the planning processes are prerequisite to effective strategies. Among the most advanced provincial strategies may be mentioned the ‘Viable Region’ Program of the Greater Vancouver Regional District, the work on the Toronto-Central 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 migration. A breakdown of population growth into natural and migration components indicates that 50 percent of the growth of our major urban areas is due to migration. As a result of the growing emphasis on the concept of a ‘liveable region’, it is now recognized that the viability of a region is directly linked to its capacity to retain its population. It is for this reason that the federal government has approved an intergovernmental conference on ‘The Outlook for Future Municipal Growth’. The conference will be held in Ottawa, November 10, 1976.”

“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.”
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 acceptable under the CUDP, a project must show a 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 records throughout the provinces of Nova Scotia, New Brunswick and Prince Edward Island. Developmental funding is already provided by the Office 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 Development", will spotlight the process through which the new International airport near Montreal will 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 Ferguson, Doug Lee and Doug Lorriman has entitled its project simply "Solar House". It aims to provide from the sun 100% 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 current exodus 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 large scale rubber can be effectively developed through close co-operation between government and private industry.

A particularly imaginative project has been submitted by Treborn Holdings of Regina and Montreal. Called the "Constant Module", by its designer, Norbert Hatty, 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 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. If we do this through promotion of computer-matched car pools and taxical 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 continues

The range of projects included in this first announcement exemplifies the breadth of the 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 $10,000 for the solar house in Genegoune 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 film 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 1976.
World environment: "Let us be partners not exploiters"

A statement by Madame Jeanne Sauvé, Minister of the Environment, Canada, June 5, 1976

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 consider 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 flat stretching out to infinity. A mere seven years ago, we were given another striking perception of our place in the universe. We traveled 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 as will; it is not a magic lamp to which 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 despoothing 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 were 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 meet 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.