

METROPOLITAN GOVERNMENT AND PLANNING: A CASE STUDY
OF SELECTED METROPOLITAN AREAS IN CANADA

by

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ABSTRACT

In the twentieth century, we are experiencing rapid urbanization and metropolitanization in North America. Following this metropolitan area explosion are the severe social, human, and physical problems that have occurred in our big urban areas. Solutions of these problems are inhibited by the complex structure of local governments in metropolitan areas. The problem is described as too many governments and not enough government.

Today, regional planning deals not only with the problem of resource development, but also with the development of metropolitan areas. However, if metropolitan planning is to be effective, it must be integrated into a formal area-wide political structure with legitimate power. Thus, the hypothesis is established: for planning at the metropolitan level to be successful, it must be integrated into a well organized area-wide government authority, and must obtain a well co-ordinated working relationship with suitably modified local governments and local planning bodies.

Cities of our time are governed by two kinds of gravitational forces: forces of concentration (centripetal), and forces of dispersal (centrifugal). The inter-action of these two trends produces a new form of settlement called the metropolis. This phenomenon is the result of the scientific and technological advances of the past century. The spread of population outward from the core has brought with it a corresponding decentraliza-

tion of the government pattern. New units of local government have multiplied with astonishing rapidity in the outlying areas. Metropolitan problems, such as water supply, sewage disposal, open space, transportation, unbalanced taxation, can not be met without some fairly substantial institutional changes and comprehensive planning on an area-wide basis.

In Canada, we have generally used a committee system for our local government organization. However, our local governments are unable to deal with these recently developed metropolitan problems. They have to be re-organized; and the attempts to re-organize local governments have been along the following lines: (1) inter-governmental arrangements; (2) special-purpose authorities; (3) annexation or consolidation; and, (4) city-county separation and consolidation. However, none of these attempts has furnished a satisfactory solution to the manifold problems involved in the development of the metropolitan area as a whole.

Although community planning can be traced back to ancient times, the modern era of city planning began in this century. Today, city planning has been recognized as an aspect of the process of local government. However, regions of high population density and complex urban development activities require a responsible planning function for the development of regional interests. The metropolitan planning agency should seek establishment and acceptance of goals, both long-range and immediate, for the metropolitan area's physical, economic, and

social development. It should strive to co-ordinate local planning, both public and private. The most desirable arrangement is that the metropolitan planning function is integrated into an area-wide and multi-functional government. By this, the planning function can more easily be tied into the programs and decision-making processes of an on-going body that has operational powers.

We desire efficient government. Large-scale, metropolitan wide organization is not the most appropriate scale of organization for the provision of all public services required in a metropolis. Local governments still have vital roles to play in the lives of their citizens and in these roles they should be conserved. However, municipalities can be made more nearly equal in size through consolidation and amalgamation to strengthen the capacity of their local governments. Then, a division of functions between the "metropolitan" government and the "local" governments is necessary. The same argument is that reasonable distinction can be drawn between the concerns of metropolitan planning and those of local community planning. Duties and authorities must be appropriate to area, population, and financial resources. Only when all of these factors are balanced at the highest level, will community satisfaction be maximized.

Based on the theoretical findings, the Criteria for the purposes of testing the actual cases can be derived as in the followings:

- I. Metropolitan government authority should be organized as general--purpose government.
- II. Metropolitan government authority should have enough legal powers to perform services.
- III. Metropolitan government authority should remain controllable by and accessible to its citizens.
- IV. Local municipalities should be modified to make efficient local governments, and local planning functions should be encouraged.
- V. Geographic adequacy.
- VI. Basic metropolitan planning function should be research, planning, co-operation and co-ordination, and advice and assistance.
- VII. Metropolitan planning body should have power of review over local plans.

Three actual cases are studied based on Criteria to test the hypothesis on its practical grounds. The three cases are Metropolitan Vancouver Area, Metropolitan Winnipeg Area, and Metropolitan Toronto Area. The three metropolitan government authorities are studied under Criteria I to V; and the planning functions are studied under Criteria III to VII. The study both in depth and in scope of these three metropolitan areas is able to prove the validity of the Criteria which are derived from the theoretical findings. Therefore, the hypothesis is properly proved to be both theoretically and practically valid.

In Canada, the provinces have vital roles to play in

resolving our metropolitan problems. However, this should be the subject of another work.

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TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
The Problem	1
Regional Planning as The Means to Solve Metropolitan Problems	4
Purpose and Scope	5
The Hypothesis	7
Methodology	8
Definitions	9
Organization	11
II. URBANIZATION, LOCAL GOVERNMENTS, METROPOLITAN GOVERNMENTAL ORGANIZATIONS AND THEIR PLANNING FUNCTIONS IN CANADA	12
Urbanization and Metropolitanization in The Twentieth Century and in North America	12
Local and Metropolitan Government Organization in Canada	20
Local and Metropolitan Planning Functions	26
Conclusions	33
The Criteria for Testing Purpose	39
III. THE METROPOLITAN VANCOUVER AREA	49
The Metropolitan Government Authority	54
The Metropolitan and Local Planning Functions ...	61

CHAPTER	PAGE
Conclusions	71
IV. THE METROPOLITAN WINNIPEG AREA	74
The Metropolitan Government Authority	79
The Metropolitan and Local Planning Functions ...	86
Conclusions	93
V. THE METROPOLITAN TORONTO AREA	97
The Metropolitan Government Authority	104
The Metropolitan and Local Planning Functions ...	110
Conclusions	121
VI. SUMMARY AND CONCLUSIONS	125
The Theoretical Validity of The Hypothesis	126
The Validity of The Criteria	127
The Validity of The Hypothesis	131
A Further Study: The Role of Province	134
BIBLIOGRAPHY	138
APPENDIX	151

LIST OF TABLES

TABLE	PAGE
I. The Percentage of World Population Living in Cities of 20,000 and 100,000 People	13
II. The Population Growth in Metropolitan Vancouver Area: 1921-1986	50
III. The Population Growth in Metropolitan Winnipeg Area: 1901-1986	76
IV. The Population Growth in Metropolitan Toronto Area: 1921-1980	99
V. A Comparison of Three Metropolitan Areas Based on The Criteria	132

LIST OF ILLUSTRATIONS

ILLUSTRATION	PAGE
I. Four Concepts of Metropolis	17
II. The Lower Mainland Region of British Columbia	52
III. The Metropolitan Winnipeg Area	77
IV. Basic Organization of the Metropolitan Corporation of the Greater Winnipeg	80
V. Metropolitan Toronto Municipalities	100
VI. Metropolitan Toronto Planning Area	101
VII. Toronto Census Metropolitan Area	102
VIII. The Organization of the Municipality of Metropolitan Toronto	106
IX. The Rationale for an Areal Division of Governmental Powers within the Modern Democratic State	133

CHAPTER I

INTRODUCTION

I. The Problem

About a century ago, Abraham Lincoln in describing a problem of a completely different time and context than the present problem of mushrooming suburbs and declining center cities wrote, "If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it."

The process of urbanization is accelerating alarmingly. Between 1850 and 1950 the index of urbanization changed at a much higher rate than from 1800 to 1850. But the rate of change from 1950 to 1960 was twice that of the proceeding fifty years. It was estimated that in 1960, the world's population living in urban places of all sizes had already reached 33 per cent of the world's total population.¹

In North America, the phenomenon of metropolitanization is more striking than the rapid process of urbanization in the world. By 1950 almost ninety million Americans lived in the 168 standard metropolitan areas in the United States, about 57 per cent of the total population.² Following this metropolitan

¹Kingsley Davis, "The Urbanization of the Human Population", Ekistics, Vol. 21, No. 122 (January, 1966), p. 4.

²Philip M. Hauser, "The Challenge of Metropolitan Growth", Urban Land, Vol. 17, No. 11 (December, 1958), p. 3.

area explosion were the serve social, human and physical problems that have occurred within metropolitan areas. Most of these problems are not purely local in nature, that is, they cannot be limited in scope merely by jurisdictional boundaries. They are area-wide and have impact on the quality of living within the whole metropolitan area. Many communities are without help in studying their metropolitan needs; continuity and implementation of area planning is lacking in others; and limitations of time and scope are placed on the activities of most of the agencies set up to deal with area-wide problems. Solutions are mostly inhibited by the complex structure of local governments in metropolitan areas. Efforts, on an area-wide basis to resolve, the difficulties which confront such an urbanized region are impeded by the unplanned distribution of functions and the existence of overlapping jurisdictions which characterize most of our metropolitan areas. The problem is described as too many governments and not enough government.³

Regardless how one views metropolitan problems--whether as boundary problems, as area-wide needs for specific services, or others--an important place exists for careful co-ordination of the programs that attempt to deal with any metropolitan need. The act of serving one need, or administering one

³Vincent Ostrom, Charles M. Tiebout and Robert Warren, "The Organization of Government in Metropolitan Areas: A Theoretical Inquiry", Regional Development and Planning, J. Friedmann and W. Alonso, editors (Cambridge, Massachusetts: The M. I. T. Press, 1964), p. 542.

function impinges upon other functions in many ways, such as transportation policy upon land use decisions. The action of one government agency affects other government agencies and their programs. Consequently, the lack of a process of government in metropolitan area is regarded as being the crucial metropolitan area problem. Luthur Gulick stated that:

. . . it thus seems clear that we now need to create in some of the larger metropolitan areas an entirely new layer of area-wide self-government broad enough to cover the metropolitan map. . . . The major task for this new layer of local self-government is not primarily administrative. It is political, namely the development and adoption of major plans and policies for the entire metropolitan region particularly as to land use and the transportation systems; water supply; air and water pollution; waste disposal; slum clearance and housing; regional recreation facilities; the maintenance of minimum standards on health, fire protection and crime; civil defense; and the determination of the methods of financing⁴ these broad community necessities and dividing the costs.

The re-organization of local governments to deal with metropolitan problems is therefore claimed as necessary; and two rather definite and opposing ideas have emerged. One is the recommendation for very simple structural solutions in certain areas; the other is an emphasis on federal, two-level arrangements. The simple solutions are often unitary, involving creation of one government entity for the whole of a metropolitan area. Such solutions are frequently recommended in the smaller metropolitan areas and in those whose pre-existing

⁴Luthur Gulick, Metro-Changing Problems and Lines of Attack, (Washington, D. C. : Governmental Affairs Institute, 1957), p. 26.

government structure is relatively simple.⁵ The federal arrangement is regarded suitable in the major and more complex metropolitan areas. Arthur Bromage stated that :

Metropolitan sprawl has over-reached our enlarged central cities and our city-counties in the great agglomerations. Only federation of governments and the building of an upper tier metropolitan council, with legislative and administrative processes to deal with various aspects of functions, will suffice.⁶

II. Regional Planning as the Means to Solve Metropolitan Problems

In the past, regional planning in the United States has dealt primarily with the problem of resource development, such as the Tennessee Valley Authority program, as a means for improving the economic welfare of people, while city planning has mainly been concerned with problems of land use control and circulation. However, it is now recognized that some specific services do require regional treatment in metropolitan areas, such as water and electricity supply, transportation, sewage disposal, flood control, garbage and waste disposal, air and water pollution control, recreational space and facilities,

⁵Stanley Scott, "Metropolitan Problems and Solutions, A Discussion", Metropolitan Area Problems, Stanley Scott, editor (Berkeley, California: Bureau of Public Administration and University Extension, University of California, 1960), p. 18.

⁶Arthur Bromage, "Representation in Metropolitan Government", Proceedings, 63rd National Conference on Government, National Municipal League, 1958, p. 26.

police protection, education, health administration and area-wide planning. We have agreed that both of these functions--development and control--should be brought together in a common framework and that the logical framework for this purpose is the city region.⁷

Regional planning can help to guide urbanization, industrialization and internal migration in a balanced way. The need for balanced integration of the different development activities in the region, and the need for continuous evaluation of their social and environmental implications can only be satisfied by proper regional planning at the metropolitan level.

However, as there are a great number of municipalities within a metropolis, and as the co-operation of municipalities is necessary for metropolitan planning, the problems are: (1) who should assume the responsibility for metropolitan planning; and, (2) what form of machinery is best and most efficient?

III. Purpose and Scope

The need for regional planning in metropolitan areas is evident as stated above. However, if metropolitan planning is to become effective in the formulation of public policy, it must be integrated into a formal area-wide political structure with legitimate power. The reason for this is that any plan

⁷John Friedmann, "The Concept of a Planning Region - The Evolution of an Idea in the United States", Regional Development and Planning, J. Friedmann and W. Alonso, editors (Cambridge: The M. I. T. Press, 1964), p. 512.

which seeks to control and to guide the growth of the metropolitan area requires the establishment of a form of metropolitan government. This government must have power to do something about regional plans, not allowing plans to be ignored or vetoed by small, legally protected segments of the area.⁸ Therefore, better analysis of how a metropolitan area is governed can lead in turn to more appropriate measures for the provision of metropolitan planning.

In Canada, the process of urbanization and metropolization is also proceeding at a rapid rate. There has been a steady trend toward the big Canadian centers--more than 40 per cent of Canada's population lives in seventeen metropolitan areas. The Gordon Commission 1980 forecast sees a further intensification of this trend: 80 per cent of the population will be urban and, of the remainder, only nine per cent will be rural farm.⁹ Within these rapidly growing metropolitan areas, there have been many ways to meet their area-wide problems, such as the metropolitan governments in Toronto and Winnipeg. It has been stated that the need for comprehensive planning over these large areas was the chief force behind the formation

⁸Daniel R. Grant, "Metro's Three Faces", National Civic Review, Vol. LV, No. 6 (June, 1966), p. 320.

⁹L. O. Gertler, "Regional Planning and Development", Regional and Resource Planning in Canada, Ralph R. Krueger, et al., editors (Toronto: Holt, Rinehart and Winston of Canada, Ltd., 1963), p. 24.

of such metropolitan organizations.¹⁰ However, the general problems of regional planning in this country, as indicated by L. O. Gertler, are that: (1) the planning function covers the urban-centered region in only a few areas of the country; (2) the regional planning bodies are mostly advisory and municipalities can easily reject their plans; and, (3) provincial support is not sufficient.¹¹

The main purpose and scope of this thesis then is an attempt to discover the status of the regional planning function in Canada's metropolitan areas; the metropolitan institutional establishments; and the relationships among the metropolitan government organizations, metropolitan planning functions, and local municipalities. It is hoped that through this study, the errors in the past can be discovered and corrected, and that future trends of metropolitan planning function in Canada can be indicated.

IV. The Hypothesis

The conditions for successful metropolitan planning are many and have been studied in many research projects and reports. The hypothesis of this thesis is: "for planning at the metropolitan level to be successful, it must be inte-

¹⁰Anthony Adamson, "How to Make Regional Planning Work", Community Planning Review, Vol. 11, No. 4 (1961), p. 5.

¹¹Gertler, op. cit., p. 31.

grated into a well organized area-wide government authority, and must obtain a well co-ordinated working relationship with suitably modified local governments and local planning bodies."

The meaning of the term "well organized" does not necessarily indicate the establishment of a totally powerful metropolitan-wide government authority with very weak local governments, but rather a metropolitan-wide government authority with proper power and organization for providing services only of metropolitan-wide importance and with high level of support from the suitably modified local governments.

It is also necessary that the term "well co-ordinated" means a metropolitan-wide planning function dealing with metropolitan-wide planning matters while local planning functions within the metropolitan area are still encouraged.

V. Methodology

The method of examination in this thesis is an extensive and intensive study of the available literature supplemented by a questionnaire to gather the information that is not available in the University of British Columbia library.

To prove the validity of the hypothesis, two kinds of research techniques are employed: theoretical, and case study research. For the purposes of testing the cases, criteria are established based on the theoretical findings. The Metropolitan Areas of Vancouver, Winnipeg and Toronto are selected for case study.

VI. Definitions

It is felt that some terms are used throughout this thesis should be defined:

Planning. Primarily a way of thinking about social and economic problems, planning is oriented pre-dominantly toward the future; is deeply concerned with the relation of goals to collective decisions; and strives for comprehensiveness in policy and program. Whenever these modes of thought are applied, there is a presumption that planning is being done.¹²

City Planning. A means for systematically anticipating and achieving adjustment in the physical environment of a city consistent with social and economic trends and sound principles of civic design. It involves a continuing process of deriving, organizing, and presenting a broad and comprehensive program for urban development and renewal. It is designed to fulfill local objectives of social, economic, and physical well-being, considering both immediate needs and those of the foreseeable future.¹³

Regional Planning. Regional planning must be thought of as a scientific undertaking of a special kind. Primarily oriented

¹²J. Friedmann, "Regional Planning as a Field of Study", Regional Development and Planning, J. Friedmann and W. Alonso, editors (Cambridge: The M. I. T. Press, 1964), p. 61.

¹³F. Stuart Chapin, Jr., Urban Land Use Planning (Urbana: University of Illinois Press, 1965), p. vi.

to the future, it looks to the relationship between social purposes and spatial arrangements. It is concerned with the ordering of human activities in supra-urban space--that is, in any area which is larger than a single city.¹⁴

Regional planning is also defined as a process, based on law and undertaken by a form of responsible government, directed towards influencing development, private or public in a manner that results, in the areas where people settle and establish regional communities, in the best environment and the soundest use of resources that our civilization is capable of effecting.¹⁵

Metropolitan Planning. Metropolitan planning is a process for designing the spatial arrangements of an activity-engaged population within metropolitan space and, in turn, for making rational decisions that will lead development towards desired goals. These spatial goals must of course reflect, and in turn help to attain, certain higher-order, non-spatial goals concerned with the qualities of urban life that are sought. It is an integral aspect of governing. Being centrally concerned with establishing policies, it is a political activity.¹⁶

¹⁴Friedmann, op. cit., p. 63.

¹⁵Gertler, op. cit., p. 26.

¹⁶Stanley Scott (ed.), Metropolitan Area Problems (Berkeley, California: Bureau of Public Administration and University Extension, University of California, 1960), p. 134.

Municipality. In this thesis a municipality means a town, city, or other urban area having powers of local self-government.

Metropolitan Area. Any Census area, as defined in the 1966 Census of Canada, which includes more than one municipality is a metropolitan area.

Metropolitan Problem. A problem is metropolitan if all of the following conditions are satisfied: (1) the problem is urban in character; (2) its scope transcends the boundaries of a single political subdivision; and, (3) it is thought to be an appropriate subject for community decision-making.¹⁷

VII. Organization

This thesis consists of six Chapters. Chapter I contains the problem, the hypothesis and the definitions. In Chapter II, theoretical research is used to test the theoretical validity of the hypothesis. In each of Chapters III, IV and V, there is a study on one metropolitan area; and the research on these cases tests the hypothesis on its practical grounds. Finally, Chapter VI contains the summary and conclusions.

¹⁷James G. Coke, "The Objectives of Metropolitan Study", Metropolitan Analysis: Important Elements of Study and Action, Stephen B. Sweeney, editor (Philadelphia: University of Pennsylvania Press, 1958), p. 21.

CHAPTER II

URBANIZATION, LOCAL GOVERNMENTS, METROPOLITAN GOVERNMENTAL ORGANIZATIONS AND THEIR PLANNING FUNCTIONS IN CANADA

I. Urbanization and Metropolitanization in the Twentieth Century and in North America

The first cities appeared sometime between 6000 and 5000 B. C. In the pre-industrial age, cities were primarily seats of the political, religious, commercial, and cultural¹ leaders of society. The industrial revolution dramatically reversed the distribution of population between villages and cities. Lewis Mumford once said, "the city has burst open and scattered its complex organs and organizations over the entire landscape."¹ This transformation was set in motion toward the end of the nineteenth century and early in the twentieth century with the invention of the telephone, the electric street-car, the subway, and the powered elevator. Even more far-reaching was the impact of the automobile and truck.

The decennial rate of increase of the world population was 2.7 percent from 1650 to 1700; 3.2 percent from 1700 to 1750; 4.5 percent from 1750 to 1800; 5.3 percent from 1800 to

¹J. C. Bollens and H. J. Schmandt, The Metropolis: Its People, Politics, and Economic Life (New York: Harper and Row, Publishers, 1965), p. 37.

1850; 6.5 percent from 1850 to 1900; and 8.3 percent from 1900 to 1950. From 1950 to 1960 the world population increased from 2,400 million to 2,917 million, a gain of 21.5 percent in a decade. The United Nations predicted that, by the year 2000, the world population will reach 6,267 million.²

The number of cities in the world with a population of 100,000 or more increased from 36 in 1800 to 678 by 1950; by 1960 the number had increased to 1,128.³ The percentage of world population living in cities can be seen in the following table:

TABLE I
THE PERCENTAGE OF WORLD POPULATION LIVING IN
CITIES OF 20,000 AND 100,000 PEOPLE*

	Cities of 20,000 or more	Cities of 100,000 or more
1800	2.4	1.7
1850	4.3	2.3
1900	9.2	5.5
1950	20.9	13.1

*Kingsley Davis, "Origin and Growth of Urbanization", Metropolis: Values in Conflict, C. E. Elias, et al., editors (Belmont, California: Wadsworth Publishing Co., Inc., 1964), p. 12.

²Homer Hoyt, "The Growth of Cities from 1800 to 1960 and Forecasts to Year 2000", Land Economics, Volume XXXIX, No. 2 (May, 1963), p. 171.

³Ibid. p. 170.

It was also pointed out that by 1960, 20 percent of the earth's population, or 590 million people, were living in metropolitan areas of 100,000 or more--50 times as many as in 1800.⁴

The United States Census of 1920 was the first to reveal that more than half of the American people lived in urban areas. In 1960, 69.9 percent of the population of the United States was recorded as urban⁵, while 63 percent resided in Standard Metropolitan Statistical Area.⁶

In Canada, according to the Dominion Bureau of Statistics, the total population in 1951 was nearly 14 million, of which 62.9 percent (8.8 million) was urban and 37.1 percent (5.1 million) was rural. By the census year, 1961, the total population had increased to 18.2 million people. Of this 69.6 percent of the total was urban. According to another set of figures released by the Dominion Bureau of Statistics, Canada's seventeen metropolitan areas accounted for 63.93 percent (5.6 million) of the total urban population of 8.8 million in 1951;

⁴Nels Anderson, "Aspects of Urbanism and Urbanization", Urbanism and Urbanization, Nels Anderson, editor (Netherlands: E. J. Brill, Leiden, 1964), p. 3.

⁵Bollens and Schmandt, op. cit., p. 12.

⁶J. S. Vandiver, "Urbanization and Urbanism in the United States", Urbanism and Urbanization, Nels Anderson, editor (Netherlands: E. J. Brill, Leiden, 1964), p. 161.

and in 1961 these figures rose to 64.28 percent (8.1 million) of the total urban population of 12.7 million. The concentration of metropolitan areas is greatest in the Province of Ontario which has seven of these seventeen standard metropolitan areas.⁷

Cities of our time are evidently governed by two kinds of gravitational forces: forces of concentration (centripetal) and forces of dispersal (centrifugal). These two kinds of forces are in action upon the material of the city, transforming the city's nature and rebuilding it in a new form. Although on a national scale more and more of the population is becoming urban, there is, within the urban areas, an increasing decentralization. The inter-action of these two trends has produced a new form of settlement called the metropolis. It is no longer a "city," as that institution had been understood in the past; but on the other hand, it is certainly not a "country," either. This combination of centralization and de-centralization has resulted largely from the scientific and technological advances of the past century. The rise of the metropolitan region is often associated with the increasing use of automobiles. Because of the introduction of the automobile, the urban population has since the 1930's rapidly spread beyond the the old city limits. In the United States, the suburbs by 1960

⁷T. J. Plunkett, Urban Canada and Its Government (Toronto: Macmillan of Canada, 1968), p. 77.

had almost equaled the population total of the central cities and had 48.6 percent of the metropolitan residents.⁸

Most contemporary social scientists tend to regard the metropolis as a mosaic of sub-areas whose inhabitants are highly inter-dependent on a daily basis in terms of needs, communications, and commutation to and from work. The central and other portions of the metropolitan area have a high degree of economic and social interaction. Thus metropolitan growth enlarges freedom of choice, and freedom of choice in turn attracts further growth. This has given the metropolis amazing vitality and staying power. Now, only metropolis can support large inventories, transportation facilities, and special services--particularly those of a financial, legal, technical, and promotional nature. Such services constitute the main source of economic strength of the metropolis and of our nation.

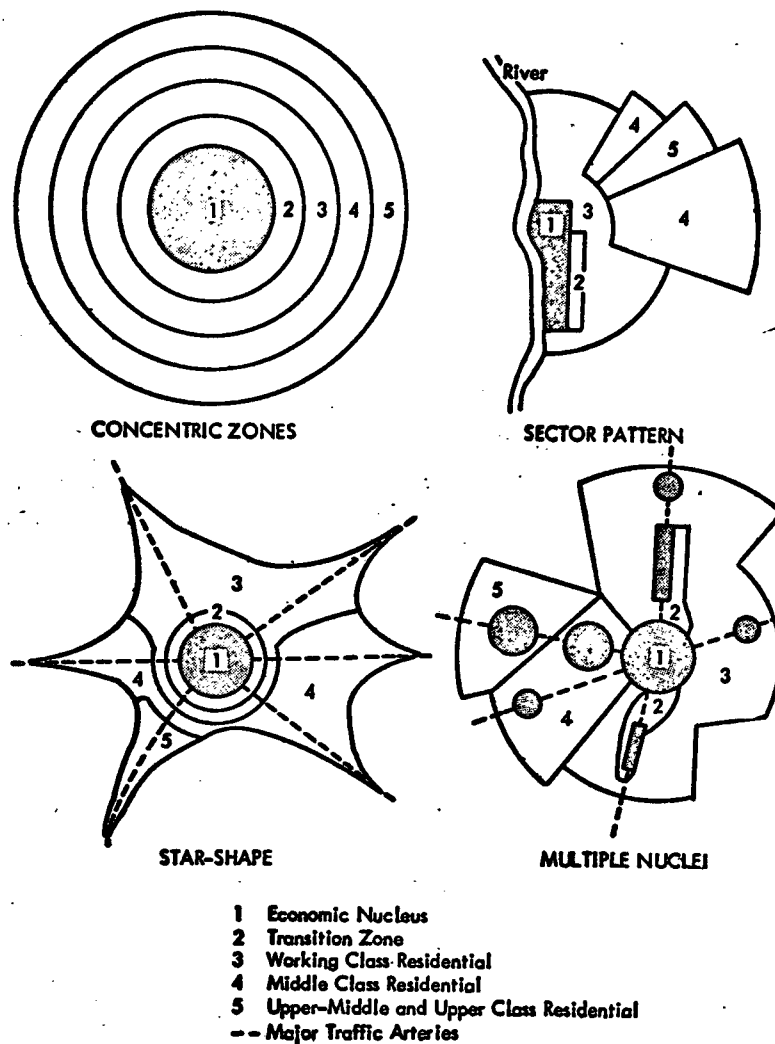
Generally, four basic types of land-use can be identified within the metropolis: central business, industrial, residential, and open areas.⁹ However, several ways of describing and analyzing these spatial arrangements have been devised by geographers and sociologists. Those most commonly referred to are concentric zones, sectors, starshaped configurations, and multiple nuclei. Highly simplified drawings of these four

⁸Bollens and Schmandt, op. cit., p. 19.

⁹Hans Blumenfeld, "The Urban Pattern", The Modern Metropolis: Its Origin, Growth, Characteristics, and Planning, Paul D. Spreiregen, editor (Cambridge, Massachusetts: The M. I. T. Press, 1967), p. 54.

theoretical patterns are presented in the following figure:

FOUR CONCEPTS OF METROPOLIS



According to the first view, a metropolitan area tends to resemble a series of concentric zones differentiated by type of land use and structure. The sector concept is a modification of the concentric zone pattern. Upon questioning the symmetry or homogeneity of such zones, it holds that growth

occurs in sectors which extend radially from the center toward the periphery of the area. The star-shaped pattern is a further refinement of the sector theory. It views urban growth as a linear development along the main radials--the roads and transportation arteries that converge on the central core. The fourth method of analyzing the spatial pattern rejects the notion that the community is uni-centered, as the concentric zone theory leads one to assume. Pointing out that many phenomena of urban life occur in clusters, this method of analysis denies that the round of daily life revolves mainly about a single center. It holds that within the principal nucleus--the core or central business district--are concentrated the home or regional offices of business and industry, financial institutions, major government agencies, legal and other specialized professional services, the theatre and other cultural facilities, and the shopping area for style merchandise and comparative buying. Clustered about the core throughout the metropolitan area is a constellation of subcenters: neighborhood and regional shopping centers, suburban central business districts, outlying industrial concentrations, and local government offices. This last concept appears the most meaningful and realistic.¹⁰

The spread of population outward from the core has brought with it a corresponding decentralization of the govern-

¹⁰Bollens and Schmandt, op. cit., pp. 50-55.

mental pattern. As the original boundaries become inadequate to accommodate the newcomers, the corporate limits of the city were expanded by annexing adjacent areas. By the end of the nineteenth century, however, the outward movement had started to out-run the ability of the core city to enlarge its legal boundaries. With the diffusion of population all over the landscape, the metropolis began to look more and more like a formless agglomeration of people and enterprise. New units of local government--cities, towns, villages, school districts, and a wide variety of other special districts--multiplied with astonishing rapidity in the outlying areas. Today, governmental fragmentation is recognized as a major characteristic of our metropolis.

In the United States, according to the 1962 Census of Government, there were 18,442 local governments, an average of eighty-seven for each metropolis.¹¹ The similar situation can be seen in Canada. Since each government is a separate unit and legally independent, it is able, if it wishes, to act unilaterally and without concern for the desires of the people in neighboring jurisdictions.

Because of these circumstances within our metropolitan areas, problems, such as the impact of urban land uses on agriculture, sufficiency of water supply, sewage disposal, availability of open space, chaotic transportation systems and

¹¹Ibid., p. 142.

unbalanced taxation, can not be met without some fairly substantial institutional changes and comprehensive planning for area-wide needs.

II. Local and Metropolitan Government

Organization in Canada

Local government in Canada is in a different constitutional position than either of the two senior levels of government. This is because the British North America Act provided that the power to make laws respecting local matters was assigned exclusively to the provinces. The system in this respect is similar to that of the United States where local government comes under the jurisdiction of the individual state.

Many factors have an influence in determining the type of local government which develops in a country, and the extent to which it is self-governed. Some of the important factors are the physical characteristics of the country--its location, its political and constitutional development, and its national development.¹² As local government in Canada is under the jurisdiction of the provinces, there are ten distinct systems. Generally, Canada has utilized a committee system for their local government organization. This committee system and other forms of local government organization are discussed

¹²Kenneth Grant Grawford, Canadian Municipal Government (Toronto: University of Toronto Press, 1954), p. 15.

briefly below:

The Council-Committee System. The majority of municipal councils in Canada operate through committees which must report to the council as a whole on the matters assigned to them. Council committees are of two kinds--special committees and standing committees. Normally, special committees are set up to report on some particular problem and are disbanded after their assignment has been concluded. Standing committees, on the other hand, are usually established by by-law on a permanent basis and have a continuing responsibility for certain matters.

The most frequent criticisms of this system are the multiplicity of committees, the pre-occupation with minor details, the duplicated discussion and debate, and the demands on council members' time.

The Council-Manager System. The council-manager system as it is often called, attempts to bring about a clear-cut division between policy and administration. To this end, administrative responsibility is left to a single official known as the city manager, while the council is responsible for the formulation of policies.

The provision of professional administrative management, better co-ordination of municipal administration, and continuity in policy and administration are highly desirable objectives. Generally speaking, the position of the manager is a less

dominant one in Canada than in the United States: in Canada this system does not attempt a complete and formal break between policy and administration.

Some cities in Saskatchewan and Alberta have developed what can be referred to as the "Council-Single Appointed Commissioner System." The single appointed commissioner is in reality the chief administrative officer, and is primarily responsible for administering the budget, co-ordinating the work of the civic departments, and advising the council on matters of over-all policy.

The Council-City Commissioner System. This form of municipal government organization occurs almost exclusively in the two western provinces of Saskatchewan and Alberta. The mayor in this system is ex-officio a commissioner in addition to those appointed by the council. It has also been adopted in the City of Vancouver, British Columbia. However, the mayor in Vancouver is no longer a commissioner.

The Board-of-Control Form. The board-of-control form of civic government is found only in Ontario. It has been widely established in the Toronto area. This system of civic government divides the legislative and administrative functions between two separately elected bodies--the council and the board-of-control. Legislation, or policy formulation, is the responsibility of the former, while administration is the responsi-

bility of the latter.¹³

Metropolitan growth has resulted in large-scale adjustments in existing local governments and in the creation of many new local units. However, the metropolitan area's needs for transportation, housing, open space, control of urban sprawl, and so forth, can only be met if there is a metropolitan government equipped: (1) to set up policies and stimulate public support for these policies; (2) to reconcile administrative and political differences when there is controversy; (3) to control and regulate private property; and, (4) to assume new responsibilities that require action on an area-wide basis.

What is needed is a form of regional or metropolitan multipurpose government which is equipped to deal not only with administrative problems, but also with policy-making and enforcing.

As to the present methods in forming metropolitan organizations, four distinct approaches may be discerned: (1) The first approach emphasizes the existing pattern of local government. It examines the adaptive measures in terms of their significance for traditional governments. This approach called the "jurisdictional" approach. (2) Another approach concentrates on the needs and purposes of a particular activity, such as health, education, or recreation. It tends to minimize

¹³Plunkett, op. cit., pp. 14-55.

traditional governments, and tends to concentrate in special-program areas to the virtual exclusion of all other considerations. This is the "functional" approach. (3) The tendency of the third approach is to minimize both traditional governments and individual functions in favor of the governmental needs of the region. Existing governments and special districts are regarded as obstacles to progress. The needs of area-wide government are emphasized. This tendency called the "regional" approach. And, (4) Attention may be focused not on the existing pattern of government, or the individual functions to be performed, or on the needs of the region as a whole, but rather on the "methods" available for adapting local government to changing needs.¹⁴

Until very recent years, attempts to re-organize local government to deal with metropolitan problems have been along the following lines:

Inter-governmental Arrangements. Co-operative arrangements with respect to certain public services have frequently been worked out between local government units in a metropolitan area. This usually involves the sale of a particular service, such as water, by the central city to one or more suburban local governments. Such arrangements are fairly easy to im-

¹⁴Roscoe C. Martin, Metropolis in Transition (Washington, D. C. : The U. S. Housing and Home Finance Agency, September, 1963), p. 2.

plement since they do not require any change in the local government structure.

Special-Purpose Authorities. These are usually separate independent units established to provide a specific service to a number of local governments. This service has received considerable popularity in metropolitan areas. The political and legal simplicity of their establishment has, however, led to their proliferation in many areas, and this has resulted in a considerable amount of political and administrative confusion.

Annexation or Consolidation. Annexation involves the absorption, by the central city, of territories contiguous to it.

Many of the larger cities achieved their present size by way of annexation. In some instances, it was a matter of the central city annexing an unincorporated fringe area or a relatively weak local government unit that was experiencing financial difficulty. While annexation is still possible, and probably desirable in the smaller urban areas, it is no longer considered feasible in the large metropolitan areas where there are well-entrenched and stable local governments on the periphery of the central city.

City-County Separation and Consolidation. In Canada, a county-form of government exists in the provinces of Alberta, Quebec, Ontario, and Nova Scotia, and is essentially a rural form of government. In the United States, where the county system is an integral part of the governmental framework of most states,

it has to some extent been utilized as an agency for dealing with metropolitan problems. Thus, where a county embraces a metropolitan area it has often been given responsibility for area-wide urban services.¹⁵

While some of these approaches to metropolitan government organization have relieved specific problems, non have furnished a satisfactory solution to the manifold problems involved in the development of the area as a whole. The web of the metropolis continues to be fashioned, in response to the forces of urbanization and industrialization. The political system embodied in it evolves organically rather than rationally. Governmental changes take place gradually and on an ad-hoc basis while social, technological, and economic developments proceed rapidly. But somehow the system, despite its seeming irrationality and lack of a sense of direction, shows no signs of succumbing. More favorable to defenders of the status-quo than to innovators, the political system of the metropolis faces the long haul ahead. Only the future will decide its fate.¹⁶

III. Local and Metropolitan Planning Function

There are reliable records of Egyptian and Mesopotamian cities whose streets were laid out on the familiar rectangular

¹⁵Plunkett, op. cit., pp. 82-83.

¹⁶Bollens and Schmandt, op. cit., p. 212.

pattern even over five thousand years ago. However, the roots of modern planning movement are found in the changed mode of living which accompanied the rapid urbanization in the latter half of the nineteenth century. Much of the inspiration for this movement was drawn from the Chicago World Fair of 1893.¹⁷ In the early part of this century, the emphasis in city planning was on the "city beautiful". Its emphasis was almost wholly upon civic centers, parks, and streets and thoroughfares. These were dealt with as architectural problems. It was not until the twenties that city planning put its emphasis on the "city practical". Today, the emphasis is on the human beings who populate a community.

Not very many years ago, the mere mention of the word "planning" conjured up visions of government regimentation, creeping socialism, and infringement of private rights. Although resistance to community planning still exists today, the process is generally recognized as a legitimate function of government. Businessmen, as well as civic reformers and newspapers, have become strong advocates of planning. Even the people who were originally most hostile to the concept, such as real-estate operators and builders, have reluctantly come to accept the fact that land-use expansion and development cannot be left entirely to the discretion of the market and

¹⁷Robert A. Walker, The Planning Function in Urban Government (Second edition; Chicago: The University of Chicago Press, 1951), p. 12.

the ingenuity of its participants, but must be subject to responsible public control.¹⁸ The recognition is that when it comes to zoning, land use regulation, and the system of circulation and traffic, the underlying problems become impossible of rational attack unless there is a single center for coordinated analysis, planning, and action.

Although community planning can be traced back from primitive times to the Egyptian, Chinese, Indian, Greek, Roman, Medieval, Renaissance, and other historical periods, the modern era of city planning in the United States began with the passage of the first comprehensive zoning ordinance in 1909.¹⁹ Zoning is to a certain extent an outgrowth of the ancient common law of nuisances, which rests upon the principle that no person should be permitted to use his property in any way that would cause injury to others. In the United States, however, those interested in planning saw in zoning and subdivision control tools for the achievement of a much broader purpose than nuisance control--namely, the implementation of a rational, land-use pattern for the community. However, it seems inevitable that the concept of city planning, which had limited planning merely to streets, parks, transportation, zoning, and etc., will give way to a concept which will include these functions as well as the more recent additions to muni-

¹⁸Bollens and Schmandt, op. cit., p. 275.

¹⁹Melville C. Branch, Planning: Aspects and Applications (New York, London, Sydney: John Wiley and Sons, Inc., 1966), p. 14.

cipal services, such as urban renewal, housing, etc. The argument is that the local planning process is an aspect of the process of local government. It is government looking to the future, determining desirable objectives, and seeking the best and most economical means for achieving them.²⁰

There are three different concepts of the role of city planning:

An Independent Activity of the City Planning Commission.

This concept holds that city planning should be independent and insulated from the mainstream of political and administrative affairs. The body in charge of city planning should be the citizen commission.

A Staff Aid to the Chief Executive. This concept regards the planning director as a staff aid to the chief executive, and the planning commission as an assisting and advisory board to the planning director. This concept is actually an outgrowth of the central-management idea, and is incorporated in most public-administration texts.

A Policy-Making Activity of the City Council. The third concept holds that the city council is the primary client of the city planning agency because it is the final policy-making authority in municipal government. The city planning commission is advisory to the council. The city planning

²⁰Walker, op. cit., p. 129.

director presents the recommendations of the city planning commission to the city council.²¹

In areas of low population density, the politician is often the planner. However, regions of high population density and complex urban development activities require institutionalization of a responsible planning function for the development of regional interests, and for the administration of a staff of well-equipped professional planners. Within any comprehensive planning process, matters, such as location, size, growth, economic and social characteristics, amenities and the allocation of resources, all require to be considered. Therefore, in order to plan intelligently, a community must take into consideration its position as an integral part of a larger geographical and economic region. Regional planning is not only essential but of increasing importance in view of the emergence of metropolitan areas.²²

In the absence of well-developed metropolitan plans, the urban patterns that are emerging today are a random collection of local plans and policies designed to meet local objectives. Each community, in seeking an optimum solution to its own problems, does not necessarily work in the interests of the people in the larger metropolitan area. For example,

²¹T. J. Kent, Jr., The Urban General Plan (San Francisco: Chandler Publishing Company, 1964), pp. 12-16.

²²Vandiver, "Urbanization and Urbanism," The Changing Metropolis, F. J. Tietze and J. E. McKeown, editors (Boston: Houghton Mifflin Company, 1964), p. 31.

many sub-urban municipalities have chosen to promote the development of single-family houses on large lots as a means of forestalling costly investments in new utility systems. When a large number of communities in an area limit their planned development in this way, the net result has often been to force a vast outward movement of people to the fringes of metropolitan areas, creating a need for new and expensive utility systems in the peripheral communities, and forcing long commuting trips to the central cities. A pattern of development that is economical for many suburbs can be very costly for the metropolitan area and the nation at large.²³

The formal relationship of metropolitan planning bodies to the local units varies widely. At one end of the continuum are the agencies which are established and financed by private organizations and groups. Those in this category have no official standing except to stimulate the interests of the citizenry and local governments in metropolitan-wide planning through research, preparation of land use plans, economic analyses, and publicity concerning the problems of the area. The New York Regional Plan Association and Pittsburgh Regional Planning Association are two of the better known private organizations in this field. At the other end are those agencies which are constituent parts of a general metropolitan or area-wide government in much the same way that city

²³Bollens and Schmandt, op. cit., p. 296.

planning commissions are component units of their municipal governments. The Metropolitan Toronto Planning Board and the Planning Department of Metropolitan Dade County, Florida, fall into this classification. Between these two extreme are the majority of metropolitan or regional planning bodies with varied degrees of relationship to their local units.²⁴

The type of area-wide planning agency that is currently becoming more popular is the metropolitan or regional commission serving a multiplicity of governments throughout an urban complex. These agencies have no organic relationship to the local units although their board membership may be appointed by the participating governments. The Northeastern Illinois Metropolitan Area Planning Commission is a prominent example of this type.²⁵

In 1962, a committee of the American Institute of Planners issued a statement on the role of metropolitan planning that is of considerable significance since it expressed the consensus of professionals on a relatively new activity in the local government field. The committee outlined the nature and objectives of metropolitan planning in the following terms:

The metropolitan planning agency should seek the development of a unified plan for land use, density and design, the provision and correlation of public facilities, services and utilities, and the preservation of open space and wise use of natural resources. It should strive to co-ordinate local

²⁴Ibid., p. 302.

²⁵Ibid.

planning, both public and private, with planning at the metropolitan level; similarly, the metropolitan plan should be co-ordinated with state and national plans--particularly those affecting transportation, public facilities and natural resource programs and functions that are metropolitan in scope. To this purpose, there should be a legal requirement that the agency review the content conformity or compatibility of all proposals affecting the metropolitan area.

. . . The metropolitan planning agency should seek establishment and acceptance of goals, both long-range and immediate, for the metropolitan area's physical development (with due regard to economic and social factors). These goals should be the basis for the formulation of the comprehensive metropolitan area plan--and that plan, in turn, should serve as a framework within which may be co-ordinated the comprehensive plans of municipalities, counties and other units of government in the metropolitan area.²⁶

The most desirable arrangements for metropolitan planning are in the few cases where the responsible agency is an integral part of an area-wide government. In such cases, the planning function can more easily be tied into the programs and decision-making processes of an on-going public body that has operational powers.

IV. Conclusions

In 1938, Lewis Mumford in his brilliant study "The Culture of Cities," stated that he could not and would not escape the fact that it was the city which gave a region its cultural

²⁶ American Institute of Planners, The Role of Metropolitan Planning (Chicago: American Institute of Planners, 1962), pp. 4-5.

vitality.²⁷ Later, Louis Wirth proposed that the metropolitan region should be a planning unit.²⁸

The metropolitan region is many-faceted and multi-dimensional with economic, social, and government interdependencies. Firstly, the condition of the economy of a metropolitan area has a direct and major bearing on the ability of its governments to finance their operations and, in turn, the governments of the area through their services and controls affect the prosperity of its economy. Secondly, work specialization produces a labor force of many diversified types, thus bringing to the metropolis new social values and expectations as well as broadened demands upon its governments. Thirdly, the shifting social composition of central cities often causes changes in the attitudes and positions of both central city and suburban public officials and political leaders. This is frequently evident on a variety of issues, including plans for metropolitan government re-organization.²⁹

Most of us desire efficient local government, but this means more than administrative competence. What we really

²⁷John Friedmann, "The Concept of a Planning Region - The Evolution of an Idea in the United States", Regional Development and Planning, John Friedmann and William Alonso, editors (Cambridge: The M. I. T. Press, 1964), p. 506.

²⁸Louis Wirth, "The Metropolitan Region as a Planning Unit", National Conference on Planning, Proceedings of the Conference held at Indianapolis, Indiana, May 25-27, 1942 (Chicago: ASPO, 1942).

²⁹Bollens and Schmandt, op. cit., p. 30.

desire is local government efficient in the sense that it responds to the community's needs and its aspirations, that it permits maximum participation of its citizens in the direction and control of local affairs, and that, within this framework, it administers local undertakings economically and with competence.³⁰ However, it is most doubtful that the cause of local democracy is advanced by permitting a system that encourages subordinate authorities to thwart and impede one another.

The structure of Canadian municipal government shows both British and American influence. With its roots in the British system, the council-committee form of local government has continued in widespread use in Canada. The tendency to foster relatively small councils elected on a non-partisan basis more clearly results from North American traditions. While the almost universal Canadian practice of electing the mayor separately may derive from the United States' constitutional tradition of distinguishing between executive and legislative powers, the fact that Canadian mayors have not been assigned any real authority, in contrast to their American counterparts, seems to indicate a reluctance to provide the substance for any genuine separation of powers. Such reluctance, it should be noted, is entirely in accordance with the concept of responsible government adhered to by most

³⁰Plunkett, op. cit., p. 8.

Commonwealth Countries. However, the political boundaries of the various units of local government found in Canadian metropolitan areas were established long before the advent of the automobile, in an era that was primarily rural-oriented. The existence of a variety of out-moded and inadequate local government units and special-purpose authorities within the metropolis, none of which has decisive control over the area as a whole, makes a major contribution to the metropolitan problem.³¹

Tools for planning implementation are scattered. Not only are they scattered among many municipal units within urban areas, but they are also scattered among different enabling and authorizing statutes. This scattering of the vital tools results not only in a lack of co-ordination, if all of the available powers are conferred on every municipality; but also a lack of consistency, since not all the municipalities within the same area will usually possess the same powers. The limitations arising out of the scattering of substantive power are re-inforced by our system of local government; the system assumes a degree of local autonomy that impedes that attainment of regional objectives. In large part the problem is one of scale, as local communities may not be organized on a geographic basis sufficiently extensive or strategic to allow them to undertake the necessary planning

³¹Ibid., pp. 69-80.

and development decisions.³²

Planning and development of the physical, economic, and social environment are among the most complex and difficult tasks of government. Urbanization and industrialization are closely linked, hence two distinct but related sets of issues must be dealt with: on the one hand, social and physical questions concerning the planning and development of cities; on the other hand, the economic questions arising in connection with industrialization. These two sets of problems should meet and be resolved in urbanization policy.³³

The political and administrative machinery and the procedures used at the various levels of government will affect the character of the policy, the quality of plans which are intended to embody the policy, and the effectiveness of their realization.

Metropolitan or regional planning is at the same stage today that city planning was about fifty years ago. It is winning recognition but it still remains outside the mainstream of local government life. The growing number of area-wide planning agencies furnishes tangible evidence of the current ferment in this field. So does the movement toward the establishment of metropolitan councils of public officials,

³²Daniel R. Mandelker, "A Legal Strategy for Urban Development", Planning for a Nation of Cities, Sam Bass Warner, editor (Cambridge: The M. I. T. Press, 1966), p. 211.

³³Vandiver, op. cit., p. 30.

a movement that gives promise of providing an institutional mechanism, imperfect as it may be, for relating planning to the executing agencies. This latter development may well offer the most advanced solution that can be expected in improving the governmental processes of the metropolis.³⁴

However, the role of metropolitan planning is not yet resolved, mainly because of the reluctance of different jurisdictions to give up any existing authority, the inevitable difficulties of integrating activities organized to operate separately, and the presence of different local interests.

Planning requires political leaders who are in a position to articulate community needs and goals and rally public support. It is precisely in this respect that metropolitan planning is seriously handicapped. Part of this difficulty arises from a lack of correlation of long-term plan objectives with the more immediate decision-making activity which occupies the majority of a political leader's time. If planning does not contribute to his immediate objective with concrete action, the politician will lose interest in the planning function. Therefore, before political support can exist for planning on a regional level, the planning function must prove its validity and efficiency at each level of government, and also at each functional operation within the various levels of

³⁴Bollens and Schmandt, op. cit., p. 303.

government.³⁵

Duties and authorities must be appropriate to area, population, and financial resources. Only when all of these factors are balanced at the highest level, will community satisfaction be maximized.

V. The Criteria for Testing Purposes

The in-effectiveness charged to many existing metropolitan planning agencies stems largely from their lack of political muscle and from their in-ability or failure to participate effectively when decisions are taken. Such lack of power and influence tend to be re-inforcing. The in-ability to meet the demands creates a gap between expectations and their fulfillment; as confidence in the planning agency is lost, its power in turn decreases.

Although traditional local governments are useful in meeting local problems, they cannot meet the problems of communication, leadership, and expression in the metropolitan context. If the metropolis is to reach its greatest possibilities, it will have to create institutions through which common discussion, common decision-making and common administration are

³⁵Vincent J. Moore, "The Structure of Planning and Regional Development," Emerging Cities of America, Government Relations and Planning-Policy Conference, January 22-24, 1965 (Washington, D. C. : AIP), p. 4.

facilitated.³⁶

Large scale, metropolitan-wide organization is unquestionably appropriate for a limited number of public services, but it is not the most appropriate scale of organization for the provision of all public services required in a metropolis. It is believed that there should be a division of functions between the "metropolitan" government and the "local" governments. There are two reasons for this: (1) local governments have vital roles to play in the lives of their citizens and in these roles they should be conserved; and, (2) a metropolitan government should only undertake specifically assigned governmental functions of metropolitan significance.³⁷

It is also recognized that reasonable distinctions can be drawn between the concerns of metropolitan planning and those of local community planning, so that metropolitan planning can focus on problems and issues of greater than local impact without interfering with matters of purely local concern.³⁸ However, it is also clear that continued progress

³⁶William N. Cassella, "Objectives of Metropolitan Government Listed", National Civic Review, Vol. XLVIII, No. 1 (January, 1959), p. 29.

³⁷Ibid.

³⁸The Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University, The Effectiveness of Metropolitan Planning (Washington, D. C.: U. S. Government Printing Office, June 30, 1964), p. 115.

will require a co-ordinated approach between the concerns of metropolitan planning and local planning.

It is important here to propose some criteria to evaluate the metropolitan government authorities of three selected metropolitan areas of Canada, and to prove the validity of the hypothesis. The criteria are mainly derived from "The Role of Metropolitan Planning" prepared in 1962 by the Metropolitan Conference Committee of the American Institute of Planners, and from "Alternative Approaches to Governmental Re-organization in Metropolitan Areas, A Commission Report" prepared in 1962 by the United States Advisory Commission on Intergovernmental Relations. However, in applying criteria, two limitations must be clearly recognized: (1) an appraisal of this kind, as any appraisal in the subject matter and methodology of the social sciences, can only suggest tendencies and likelihoods; and, (2) some of the criteria are compatible, but only if each is moderated, not maximized. Balance is necessary, for some of the criteria pull in different directions, reflecting contradictory values which the different criteria are presumed to secure.

Criterion I. Metropolitan government should be organized as general-purpose rather than single-purpose government. Assignment of functions to general purpose government is more likely to produce a proper balancing of total local needs and resources, a condition for effective decision-making and political responsibility. It is likely to produce more efficient

administration through better co-ordination among functions and the reduction of overhead costs. It can sharpen citizen control by enabling the citizen to concentrate, rather than diffuse his attention on those organizations and officials with the power to make decisions. Adherence to this criterion means minimizing the overlapping among units of government.³⁹

Broad scope for metropolitan government is important because services depend upon one another. When a government controls sufficient services, it can not only balance present needs and assign priorities, but it can also plan for the future. Government should have under its aegis responsibility for enough of the services to consider them as a total package to balance one with another, to assign priorities, always taking into consideration values of sub-areas and groups.⁴⁰

The metropolitan government should serve as a focus of leadership. Therefore, a general-purpose government for the metropolitan area is highly desirable.

Criterion II. The unit of government performing a function should have the legal and administrative ability to perform

³⁹Advisory Commission on Intergovernmental Relations, Alternative Approaches to Governmental Reorganization in Metropolitan Areas, A Commission Report (Washington, D. C. : U. S. Government Printing Office, June, 1962), p. 13.

⁴⁰_____, Performance of Urban Functions: Local and Area-wide (Washington, D. C. : U. S. Government Printing Office, September, 1963), p. 56.

the services assigned to it.⁴¹ Government needs sufficient legal authority to undertake a service or an aspect of a service, and to cope adequately with the forces that create the problems which the citizens expect it to handle. Therefore, the governmental jurisdiction responsible for providing any service should be large enough to enable the benefits from that service to be consumed primarily within the jurisdiction.

Criterion III. The performance of functions by a unit of government should remain controllable by and accessible to its residents.⁴² Accessibility and controllability of government are determined to a significant degree by factors that have little relationship to the size of the government. These factors include the number and nature of elective officials, the manner of their election (by district or at large), their terms, the distribution of powers among them, the appointive personnel, and many others.

Local control and accessibility may be more practicable for the citizen of a single area-wide government with effective over-view of all functions as well as a degree of remoteness from vested interests, than for the citizen of a small community which is overlaid by many units of government, subject to pressures, over which he has no control.⁴³ As James Madison

⁴¹Ibid., p. 41.

⁴²Ibid.

⁴³Ibid., p. 56.

argued in "The Federalist", the larger the area of government, the less the likelihood that any one special group will dominate the government, and thus the greater the likelihood that the many diverse groups of the community will have their interests respected.⁴⁴ Therefore, in terms of effective control and accessibility, the unit of government should be large enough to make it unlikely that any single interest can dominate it.

Criterion IV. While traditional concepts of small and intimate local governments are impossible to qualify, they are very real and constitute one of the essentials in our scale of values as to what we want our governments to be and how we want them to function. Obviously, increasing population and complexity of government services create inexorable pressure for modification, but not elimination, of these values. Although the small local municipalities have their advantages, they can, like many good things, be overdone. The problem is one of balancing traditional values with present day and future realities. The local municipality's size--its population and its land area--as well as its resources has considerable bearing on its local government's capacity to administer and provide the services its citizens require. Much could be done to strengthen the capacity of local government units under

⁴⁴ James Madison, The Federalist (New York: The Modern Library, 1941), pp. 53-62.

metropolitan government by boundary adjustment. Natural divisions and the character of urban development would have to be considered, but within this context municipalities could be made more nearly equal in size through consolidation and amalgamation.⁴⁵

As to the function of planning, however, local planning is also needed for: (1) co-ordination of urban functions provided on a municipality-by-municipality basis so as to produce the most effective over-all local program; and, (2) guidance of local development within area-wide guidelines proposed by the metropolitan planning body.⁴⁶

Criterion V. The unit of government carrying on a function should have a geographic area of jurisdiction adequate for effective performance. In order to co-ordinate and perform any type of service, the government should have political control of the total causal area and total area affected.⁴⁷

Where the political community does not contain the whole area, some interests may be dis-regarded. A city, for instance, may decide to discharge its sewage below its boundaries, and the affected public there may have no voice in this decision.

However, the meaning of geographic adequacy should not

⁴⁵T. J. Plunkett, op. cit., p. 114.

⁴⁶Advisory Commission, Performance of Urban Functions, op. cit., p. 225.

⁴⁷Ibid., p. 51.

be limited only to the Census Metropolitan Area. Any urbanized area which is contiguous to the Census Metropolitan Area should also be regarded as part of the metropolitan area. Therefore, the meaning of geographic adequacy should indicate the total area of the Census Metropolitan Area plus the urbanized area, if there is any, which is contiguous to the Census Metropolitan Area.

Criterion VI. To carry out metropolitan planning policies, four basic functions should be performed by the metropolitan planning agency:

A. Research: The metropolitan planning agency should concentrate upon aspects of issues that are clearly of metropolitan significance and operate within the agency's competence. Research should provide the data needed for preparing a comprehensive plan.

B. Planning: To be effective, metropolitan planning should be comprehensive so that it can provide a forum for the resolution of conflicting interests and needs in providing urban services. This function should be to prepare a comprehensive plan.

C. Co-operation and Co-ordination: The principal role of area-wide planning should be to develop recommendations for area-wide goals for physical development, and to propose plans for co-ordinating public and private actions toward attainment of the goals at the various affected level of government.

D. Advice and Assistance: The metropolitan planning agency

should be related to other planning agencies and local government and non-government organizations. This function should be to establish standards for planning regulations and to encourage local units to adopt and properly administer them.⁴⁸

Criterion VII. There should be a legal requirement that the metropolitan planning agency reviews the content, conformity or compatibility of all proposals affecting the metropolitan area.⁴⁹ These proposals would include such measures of municipal planning as the local comprehensive plan and zoning and subdivision controls. However, the metropolitan body's review power is only the power to be heard, not the power to approve or reject. The power of review is not the power of veto, but rather the necessity of comment on proposals affecting the metropolitan area.⁵⁰ Therefore, metropolitan planning agency's authority is only to advise and make suggestions to localities.

In each of the following three Chapters, a metropolitan area is studied, the Metropolitan Vancouver Area in Chapter III, the Metropolitan Winnipeg Area in Chapter IV, and the Metropolitan Toronto Area in Chapter V. These Metropolitan Areas are studied and appraised based on the Criteria. The three metropolitan government authorities are studied under

⁴⁸Ibid., p. 221.

⁴⁹Ibid., p. 220.

⁵⁰Ibid., p. 221.

Criteria I to V; and the planning functions are studied under Criteria III to VII. After each section in each of the following three Chapters, an arbitrary appraisal based on the Criteria is given. The appraisal may be "excellent", "good", "fair", or "poor". In the last Chapter, there is a general comparison of the three Metropolitan Areas based on the Criteria and the arbitrary appraisals to test the validity of the hypothesis on its practical grounds.

CHAPTER III

THE METROPOLITAN VANCOUVER AREA

Vancouver is the western railway terminus in Canada. It is located on an excellent deep-sea harbor; and it is the distribution, business and financial center for British Columbia and much of the western prairies. It has three basic economic functions: (1) it is the hub of British Columbia's secondary industry; (2) it is the provincial focus for tertiary or service industry; and, (3) it is the major port for western Canada.¹

In the Lower Mainland Region, the rapid rate of population growth and purchasing power is the main stimulus to its industrial development. The proportion of the total national output of manufactured goods produced in this Region rose from 2.6 per cent in 1931 to 4.2 per cent in 1956 (in \$ terms). By 1976 it should rise again to around 5 per cent.² The widening range and the more advanced type of manufacturing which has developed in the Lower Mainland in recent years make for a more stable and flexible economy, and provide a stronger foundation for future growth. However, the industrial establishments in this Region are mostly grouped in the Metropoli-

¹Population Trends in the Lower Mainland, 1921 - 1986: Summary (New Westminster, Lower Mainland Regional Planning Board, April, 1968).

²_____, Manufacturing Industry in the Lower Mainland of B. C. (New Westminster, January, 1960), p. i.

tan Vancouver Area. At this moment there is no industrial development further than fifty minutes driving time from downtown Vancouver.³ Metropolitan Vancouver is becoming more important as a service and trade center rather than a manufacturing center.⁴

Residential development in Metropolitan Vancouver has also taken place in a consistent centripetal fashion. The past, present, and future population growth can be seen as shown in the following table:

TABLE II
THE POPULATION GROWTH IN METROPOLITAN VANCOUVER AREA
1921 - 1986

Year	Number of Population
1921	222,294
1931	337,218
1941	394,588
1951	562,048
1956	665,110
1961	790,259
1966	892,384
1971	1,026,000
1976	1,169,000
1981	1,335,000
1986	1,524,000

³ Industrial Land Prospects in the Lower Mainland Region of British Columbia (New Westminster, November, 1961), p. 13.

⁴ City of Vancouver, Planning Department, Vancouver's Changing Population (Vancouver, June, 1964), p. 6.

This population figures from 1921 to 1966 are derived from the Census of Canada, while the rest are projected by the Lower Mainland Regional Planning Board.⁵ However, massive migration is the key factor in this rapid population growth.⁶

Metropolitan Vancouver first received official recognition in the 1951 Census of Canada. Today, it includes 15 local areas: West Vancouver, North Vancouver District, North Vancouver City, University Endowment Lands, Vancouver City, Burnaby, Port Moody, Coquitlam, New Westminster, Fraser Mills, Port Coquitlam, Richmond, Delta, Surrey and White Rock.

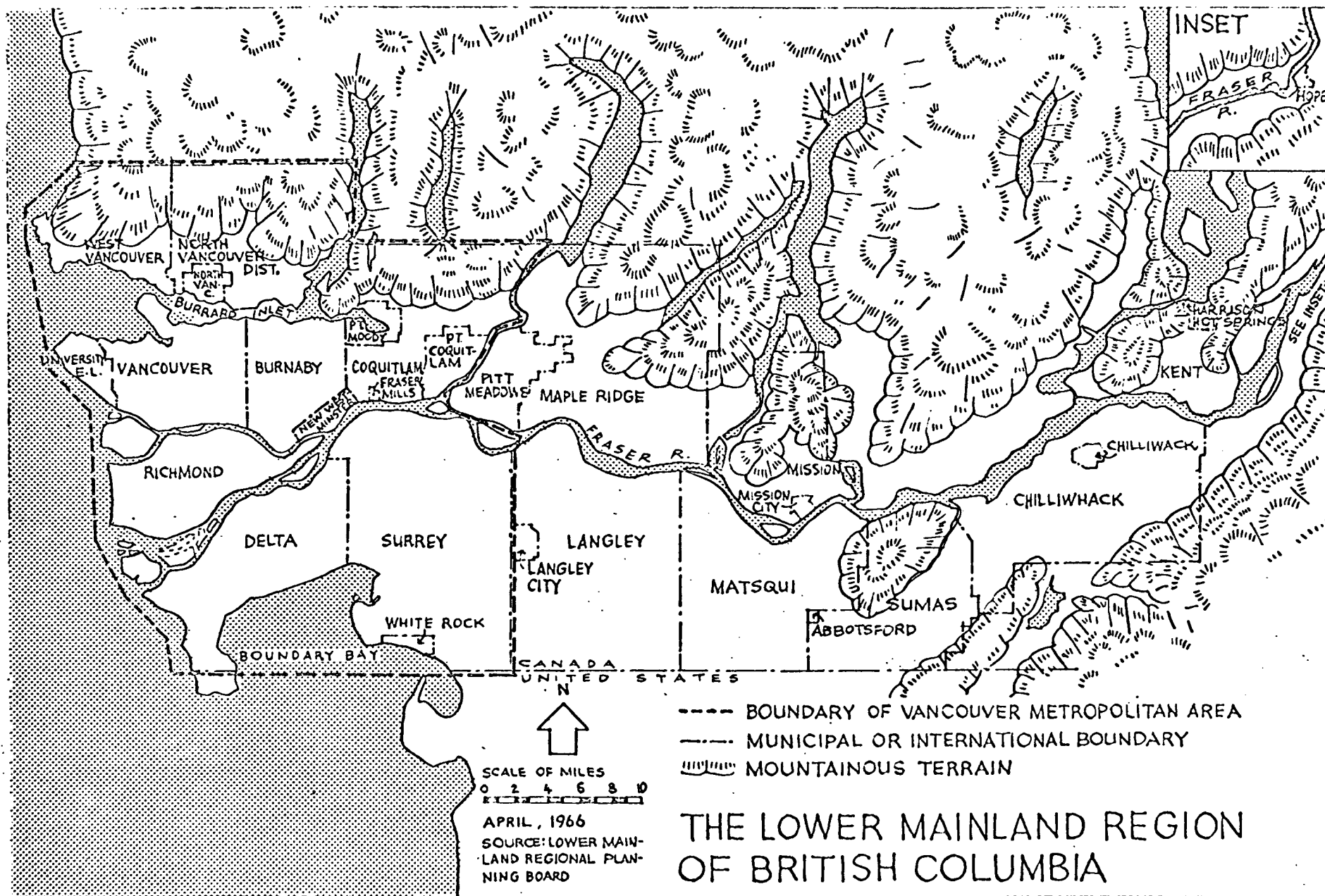
On June 29, 1967, under Sub-section (1) of Section 766 of the Municipal Act of the Province of British Columbia, the Fraser-Burrard Regional District was established by Letters Patent. The name of this Regional District was further changed to the Greater Vancouver Regional District on June 13, 1968.⁷ The Greater Vancouver Regional District includes all the municipalities within the Census Metropolitan Vancouver Area plus two electoral areas that are the Electoral Area A (University Hill) and the Electoral Area B (Ioco).⁸ Therefore, the Greater Vancouver Regional District is regarded in this thesis as the

⁵Lower Mainland Regional Planning Board, Population Trends, 1921 - 1986, loc. cit.

⁶Ibid.

⁷The name was changed by a supplementary Letters Patent on June 13, 1968.

⁸The Province of British Columbia, The B. C. Gazette, Vol. CVII, No. 28 (Victoria, July 13, 1967).



metropolitan government authority of Metropolitan Vancouver.

In 1949, at the invitation of the Minister of Municipal Affairs, Mr. R. C. McDonald, a meeting was held in Burnaby at which it was decided to petition the Provincial Government to declare the Lower Mainland Region a "Regional Planning Area." The petition was an official agreement that each community--and each individual through his council--has a stake in the growth and development of the Region as a whole. Therefore, the Lower Mainland Regional Planning Board was established and the Planning Area was gazetted by proclamation of the Minister of Municipal Affairs on June 21, 1949, under the Town Planning Act. In 1957, the provisions for Community and Regional Planning were brought under the Municipal Act of British Columbia. The present Lower Mainland Regional Planning Board is governed by Division 6, Part XXI of the Municipal Act, Chapter 255, R. S. B. C. 1960 as amended.⁹

Since the planning area of the Lower Mainland Regional Planning Board includes all the Metropolitan Vancouver Area plus 15 other local areas,¹⁰ the Lower Mainland Regional Planning Board is, therefore, regarded as the metropolitan Vancou-

⁹Lower Mainland Regional Planning Board, Annual Report, 1966 (New Westminster, January, 1967), p. 3.

¹⁰There are 14 municipalities outside of the Metropolitan Vancouver Area. However, there is one un-organized area which also should be counted.

ver planning body because there is no other area-wide planning body.

I. The Metropolitan Government Authority

Organization. Provincial legislation has in recent years provided for the establishment of regional districts in British Columbia. The objectives of this legislation can be stated as below:

- A. To create an adaptable type of organization capable of handling any inter-municipal service, with the affected municipalities helping in the design of the organization.
- B. To preserve both the identity of existing municipalities and a sense of community, even if this involves extra cost.
- C. To broaden the borrowing base of the municipalities without removing their taxing powers.
- D. To provide a local decision-making body for the un-organized areas of the Province.¹¹

The idea of regional districts in British Columbia is clearly towards the establishment of general-purpose and area-wide government authorities to provide assigned services on area-wide base.

When and where the Minister of Municipal Affairs feels

¹¹T. Rashleigh, "B. C.'s New Regional Districts", Community Planning in B. C. Vol. VI, No. 1 (February, 1966), p. 3.

there is a local need and demand for a Regional District, he prepares a recommendation that a district be incorporated with certain powers, obligations and duties. The Minister's recommendations are first forwarded to the affected municipal councils. Within sixty days, the municipal councils may hold a referendum on whether the municipality is to share the cost of the proposed functions of the regional district. When the sixty-day waiting period is over, the Minister may recommend to the Lieutenant-Governor in Council that Letters Patent creating a regional district be issued.¹² The Greater Vancouver Regional District was created according to this procedure.

In addition to the provisions in the Municipal Act, functions are provided to the regional district by Letters Patent or supplementary Letters Patent. Before making a recommendation to add any function, the Minister of Municipal Affairs must receive from the Regional Board a request that it be granted the power to undertake a function, such request to specify the member municipalities which are to participate and the basis for sharing the cost for each function. However, before advancing a request, the Regional Board must receive the consent of the council of each municipality which is to participate in the function.¹³ Therefore, it is clear that,

¹²Ibid.

¹³The Province of British Columbia, Municipal Act, Chapter 255, Sections 766(2), 766(3) and 766(4), R. S. B. C. 1960 as amended.

while the establishment of regional districts is primarily a Provincial responsibility, the assignment of functions is mainly on the initiative of local governments; and the participation of the local governments in assigning functions to the regional district is also on a voluntary basis. At the present time, the Greater Vancouver Regional District has only been assigned the hospital function which is provided by Provincial legislation.

If included in its Letters Patent, the Regional Board can prepare a regional plan which outlines projected major uses of land, including major roads. This plan is adopted by a majority of all the Directors. No public hearing or approval by individual municipal council is required. Since the Greater Vancouver Regional District has not been assigned a planning function at this moment, the area-wide planning matters in Metropolitan Vancouver Area have to be performed by the Lower Mainland Regional Planning Board which is a separate entity from the Regional District. This is highly undesirable according to the hypothesis of this thesis. Besides, there has been no working relationship between the Regional District and the Regional Planning Board.¹⁴

The appraisal of the Metropolitan Vancouver Government Authority in regard to Criterion I is therefore judged to be "poor".

¹⁴Mr. Jim Mclean, personal interview held at the Greater Vancouver Regional District, Vancouver, August 9, 1968.

Legal Powers. Generally, the regional district can have the same legal powers as any municipality. This is stated under Section 775 of the Municipal Act that:

Except as is otherwise provided under this Division or Letters Patent, the provisions of Part II to VIII, inclusive relating to rules, requirements, and procedures apply, mutatis mutandis, to a Regional District and to the Regional Board and the Directors thereof in respect of any or all of the powers, duties, and obligations of the Regional District or of the Regional Board granted or imposed under this Division as if the Regional District were a municipality;

Therefore, the Regional District is able to have a broad scope of legal authority for the purpose of performing its assigned functions. However, the Regional District does not have taxing power. It receives its annual revenue from the member municipalities.

The Greater Vancouver Regional District has not yet been assigned any function other than hospitals, however, but it has the potential to exercise certain legal powers when it is assigned more functions, such as housing, transportation, waste disposal, park acquisition, etc.

At the present time the appraisal of the Metropolitan Vancouver Government Authority in regard to Criterion II is therefore judged to be "fair". However, the appraisal may be better when more functions are assigned to the Regional District in the future.

Control. Under the present legislation, a regional district is controlled by its regional board. Under Section 769 of the Municipal Act, it is stated that:

. . . the Regional Board shall consist of the requisite number of Directors appointed by the Council or Trustees of each municipality from among its members . . . and the requisite number of Directors elected from the electoral areas

There is no direct control by the citizens. The citizens can only exercise their power on the regional district through their municipal councils which appoint Directors to the Regional Board.

The number of Directors each municipality or area has and the number of votes each Director has on Regional District matters is calculated by dividing the population of the municipality by the "voting unit", a population figure specified in the Letters Patent. Directors vote only on matters which are of concern to their municipalities financially. This restriction does not apply to any proposal related to that function which will require such member municipality to become liable to share in the cost of the function at a future date. The Directors elect one of themselves to be Chairman and appoint staff. At the present time, there are 21 Directors in the Regional Board of the Greater Vancouver Regional District. They come from 14 municipalities and 2 electoral area.¹⁵

As to the term of office of the Directors, it is stated under Subsection (1), Section 771 of the Municipal Act of British Columbia that:

¹⁵Ibid.

Each Director appointed by a municipality to a Regional Board upon the incorporation of the Regional District shall hold office until the thirty-first day of January in the year next succeeding or until the appointment of his successor, whichever is the later.

and under Subsection (2) of the same Section that:

After the first appointment of Directors by a municipality, each municipal Director shall be appointed annually, on or before the first day of February, by resolution of the Council or of the Trustees, as the case may be, and shall hold office until the thirty-first day of January of the year next succeeding or until the appointment of his successor, whichever is the latter.

This legislation ensures that no Director can hold office in the Regional Board longer than one year unless he is re-appointed by his council.

Regional Board revenues are obtained each year from the member municipalities. The un-organized areas are taxed through the Provincial Minister of Finance. Each municipality or area contributes only to those regional district expenses which the Letters Patent say it is responsible for. The budget of the Greater Vancouver Regional District for the year 1968 was only \$60,000.¹⁶

The appraisal of the Metropolitan Vancouver Government Authority in regard to Criterion III is therefore judged to be "fair".

Local Governments and Their Functions. Since the establishment of the Greater Vancouver Regional District in June, 1967,

¹⁶Ibid.

no local government has been dissolved, amalgamated,¹⁷ or incorporated because of this new establishment. Although there are many small municipalities, such as North Vancouver City, Port Moody, Port Coquitlam, New Westminster and Fraser Mills, all the local governments within the jurisdiction of this Regional District have been preserved.

Under Section 790 of the Municipal Act it is stated that:

The powers, obligations, and duties of a member municipality shall be reduced only to the extent that any of them have been assigned to the exclusive jurisdiction of the Regional District under Letters Patent or to the extent provided in this Division.

Since the Greater Vancouver Regional District has only been assigned the hospital function, the local governments in this Regional District still maintain all the other functions they had before the establishment of this Regional District in 1967. However, most local governments in the Lower Mainland Region have assigned certain functions to some single-purpose functional districts, such as the Greater Vancouver Water District, the Greater Vancouver Sewerage and Drainage District, Vancouver-Fraser Parks District, etc.

¹⁷ Although there were proposals for the amalgamation of North Vancouver City and North Vancouver District, and for the amalgamation of Vancouver City and Burnaby District, the former was defeated by a general vote of the citizens in both municipalities on September 19, 1968, and the latter is still under study by both municipalities involved.

Therefore, the appraisal to the Metropolitan Vancouver Governmental Authority in regard to Criterion IV is to be "fair".

Geographic Adequacy. The Greater Vancouver Regional District contains the total Census Metropolitan Vancouver Area plus the Electoral Area A and the Electoral Area B. However, it does not include Langley District, Pitt Meadows, and Maple Ridge which have been developing rapidly in recent years. This may be the only shortcoming in terms of the Regional District's geographic adequacy.

The appraisal to the Metropolitan Vancouver Government Authority in regard to Criterion V is therefore judged to be "fair".

II. The Metropolitan and Local Planning Functions

Since the Lower Mainland Regional Planning Board is a separate entity from the Greater Vancouver Regional District, it is necessary here to study firstly and briefly the Planning Board's organization and functions.

The Lower Mainland Regional Planning Board is governed by the provisions of Division 6, Part XXI of the Municipal Act of British Columbia which establishes that: (1) each municipality within the Planning Area appoints to the Board one member of its Council who shall hold office for one year; (2) the Board elects its own Chairman and determines its own procedure; and, (3) the financial support of the Regional Planning Board

shall be shared by the component municipalities on a per capita basis.¹⁸ However, the Board also comprises one member appointed by the Lieutenant-Governor in Council. This member is privileged to participate in General Meetings of the Board, and shall be eligible to hold any elective office.

There are two important committees under the Board. The technical Committee, composed of senior Municipal Planners from member municipalities and the Province, advises the Staff Executive Director on the Board's technical work program. Secondly, there is the Municipal Staff Committee, composed of one senior municipal staff member appointed by Council from each municipality. This Committee serves as a liaison between the staff and member municipalities on technical matters relating to planning programs, and on administration of the Official Regional Plan.¹⁹

There are 28 member municipalities within the Planning Board.

Control. Under Subsection 4, Section 720 of the Municipal Act, it is stated that:

The Board shall consist of one member of Council appointed by the Council of each municipality within the area and one member appointed by the Lieutenant-Governor in Council who shall hold office during pleasure.

Since the members of the Lower Mainland Regional Planning Board

¹⁸Lower Mainland Regional Planning Board, Annual Report, 1966, op. cit., p. 9.

¹⁹Ibid., p. 10.

are not elected directly by the citizens in the Planning Region, the citizens can not exercise their power directly over the Board.

As to the term of office of the Planning Board members, it is said under Subsection 6, Section 720 of the same Act that "the term of office of each Council member, except for the initial appointment, is for one year or until his successor is appointed."

It is also provided under Subsection 7 of the same Section that "the Board shall, from its own members, elect a Chairman, and shall determine its own procedure." This means that the Planning Board, whose members are appointed by the member municipal councils, is the sole authority in determining its own affairs. The Planning Board receives its revenue from its member municipalities.

The appraisal of the Metropolitan Vancouver Area Planning Functions in regard to Criterion III is therefore judged to be "fair".

Local Planning Functions. Under the provisions in the Municipal Act, no local planning function is lost or assigned to the Lower Mainland Regional Planning Board. Although the Planning Board can provide planning services to any member municipality, this service has to be agreed upon by both parties involved; and no compulsory power is given to the Regional Planning Board in this regard. Therefore, local municipalities retain full

authority on local planning matters subject to the provisions of any official Regional Plan.

Among the 28 member municipalities of the Regional Planning Board, 10 municipalities have employed professional planning staffs: Burnaby, Coquitlam, Delta, New Westminster, North Vancouver City, North Vancouver District, Richmond, Surrey, Vancouver, and West Vancouver. All of these are within the jurisdiction of the Greater Vancouver Regional District. This means that most of the local governments within the Metropolitan Vancouver Area have their own planning establishments and programs.

Although over half of the municipalities within the Regional Planning Area having not established their own planning services, they are small in size, and are able to obtain necessary planning services from the Lower Mainland Planning Board by contract.

The appraisal of the Metropolitan Vancouver Area Planning Functions in regard to Criterion IV is therefore judged to be "good".

Geographic Adequacy. The Lower Mainland Planning Area is in the extreme south-west corner of the Mainland of British Columbia, its boundaries extend about 25 miles north of and roughly parallel to the United States boundary, and running from the Strait of Georgia at Vancouver eastward about 100 miles inland to the Town of Hope at the entrance to the Fraser River Canyon.

The metropolitan development is concentrated in the

Western part of the Region, about one-third of the Planning Area, focusing on Vancouver. Although the Metropolitan Vancouver Area is growing continuously and rapidly, it is certain that the urbanized area will not be able to grow beyond the boundaries of the Regional Planning Area in the foreseeable future.

The appraisal of the Metropolitan Vancouver Area Planning functions in regard to Criterion V is therefore judged to be "excellent".

Metropolitan Planning Functions. The prime role of the Lower Mainland Regional Planning Board is to prepare a regional plan. The Municipal Act does not define the exact content or nature of the Regional Plan. A second role of the Board is to provide Technical Staff for local planning on a fee-for-service basis upon request of the municipalities.²⁰ The approach to the preparation of an overall Regional Plan has been to carry out a series of basic studies to examine the Region in its many aspects of parkland, industrial land, farmland, residential land, and population. The facts, findings and recommendations of these studies were integrated in the Board's 1964 report "Chance and Challenge" which formed the basis of the Official Regional Plan enacted on August 29, 1966. Following the presentation of the principles and objectives in the report "Chance and Challenge", a series of steps were taken by

²⁰Ibid., p. 4.

the Board to prepare draft reports, solicit the comments and reactions of the Councils, Municipal staff, and Provincial officials. The Official Regional Plan for the Lower Mainland Regional Planning Area was adopted in accordance with the provisions of the Municipal Act by the Lower Mainland Regional Planning Board on June 17, 1965; and was later adopted by Order-in-Council of the Provincial Government on August 29, 1966.

The Official Regional Plan constitutes the co-ordinated development policy of the Lower Mainland municipalities, their agencies, the Lower Mainland Regional Planning Board, the Province of British Columbia, and its agencies. The text of the Plan consists of three parts: the General Provisions, the Development Area Policies, and the Administrative Provisions. The Schedules of the Plan consist of the Long Range Plan Map, the Current Stage Plan Maps, and other reference maps.²¹ The Plan has thereby provided the basis for municipal development policies and community plan studies, for public and private utility system extensions and improvements, for highway location plans, for school and college planning, and for Municipal servicing programs. However, this Plan has only proposed some general concepts for the future development. It does not give any realistic suggestions for the future growth of Metropolitan

²¹Lower Mainland Regional Planning Board, Official Regional Plan (New Westminster, 1965), p. 2.

Vancouver.

The Planning Board's role in guiding the overall development of the Region is involving the Board and its staff more and more in the programs and activities of other government agencies. While having close contact with local governments, the Board also has working relationship with Provincial agencies, Federal agencies, and inter-municipal agencies. A key part of this Regional function of the Board is the liaison with and co-ordination of the various public and private activities at work building the Region. On each major study by the Board, a public meeting has been held to receive reactions from all interested parties. These are in addition to the meetings of the Board with the municipalities, Provincial, Municipal, and Federal staff. For example, during the period of preparing the Regional Plan, from January, 1965 to July, 1966, the Board held a series of meetings with the municipalities and their representatives, and Board staff reviewed the Plan policies in special meetings with the municipalities.²² However, the Board's Technical Committee is increasingly performing a key co-ordinating role. This Committee, consisting mainly of the present Planning Officers of the Lower Mainland municipalities, meets monthly to discuss and evaluate matters of inter-municipal and regional concern. In addition to contributing to the Board's technical work program, the Committee

²² _____, Annual Report, 1966, op. cit., p. 11.

members have taken advantage of the monthly meetings to explore matters of mutual local concern and to establish improved working relationships between staffs working on similar problems in neighboring municipalities. However, if the coordination function of the Board is to be truly successful, it is apparant that the Board's Technical Committee could well be expanded to include representation from all the Lower Mainland Municipalities, as well as from other governmental agencies active in the Region. This need has been appreciated by the Minister of Municipal Affairs, and in addressing the Board on Junary 16, 1968, the Minister announced that a Technical Planning Committee would be assigned to the Board with representation from the several Provincial Departments and from Federal Departments.²³

Also under the Regional function, the Board provides information on the Region and its many aspects to the municipalities, development authorities, private firms and individuals. The Board also maintains a reference library that is used by Provincial and municipal agencies in addition to use in keeping the Board up to date on the latest literature in Regional and Community Planning. The Board's staff endeavor to further the cause of planning by giving public addresses on request, and by furnishing display materials on community and

²³_____, Annual Report, 1967 (New Westminster, January, 1968), p. 6.

and regional planning matters.²⁴

Under the "municipal planning service" role of the Board, it may "undertake community planning work for a member municipality on such terms and conditions as are mutually agreed upon." This service is available on request to: (1) those member municipalities not having planning staff and to their Commissions and Boards--to conduct planning studies and to provide continuing planning advice; (2) those municipalities having planning staff--to assist on a consulting basis in the conduct of major studies, and to place local studies in a regional context. In this case, the Board's staff serve as an extension of the municipal planning department staff; (3) any inter-municipal agency; and, (4) Provincial Government departments.²⁵ Considerable use has been made of the municipal planning service since it was established in 1949 with studies of community plans, school plans, park plans, commercial center studies, apartment studies, civic center studies, servicing studies, advance street and subdivision planning, zoning by-laws, subdivision control by-laws, and replotting schemes. However, the Board has established policies to govern this service: (1) the service is an advisory service provided by the Board's professional staff--the Board itself does not review or influence the technical advice offered to municipal councils;

²⁴ _____, Annual Report, 1966, op. cit., p. 7.

²⁵ Ibid.

(2) all studies and information carried out remain as confidential reports to the municipality, agency, or department until released by them; (3) only a total amount of local planning work is to be undertaken as will utilize the staff time assigned to the municipal planning service under the Board's Annual Program.²⁶

Therefore, the appraisal of the Metropolitan Vancouver Area Planning Functions in regard to Criterion VI is to be "good".

Legal Powers. Although member municipalities have responsibility for decisions on regional planning matters, the Lower Mainland Regional Planning Board has no legal authority to interfere with local planning matters. The Board has no legal power to review local plans and programs, or even to give any advice to its member municipalities if the Board is not requested to do so.

It is stated in the Official Regional Plan that:

. . . each Responsible Authority with its agencies, and any group of Responsible Authorities with their Agencies, shall comply with the Regional Objectives, General Policies, and Development Area Policies of this Plan²⁷

However, it is still in doubt whether the provisions of the Official Regional Plan really have any regulatory power on local planning activities.

²⁶ Ibid., pp. 7-9.

²⁷ _____, Official Regional Plan, op. cit., p. 12.

The appraisal of the Metropolitan Vancouver Area Planning Functions in regard to Criterion VII is therefore judged to be "poor".

III. Conclusions

The Regional District is designed to make it possible for the various communities in a region to work together through their representatives on a common Regional Board which will have certain responsibilities in respect to regional problems. In a statement made by the Minister of Municipal Affairs of British Columbia, it is said that, "it is a device for combining functions. It is not a political amalgamation. It is functional amalgamation in which a board is established to undertake services and administer them jointly".²⁸ The Minister further stated that "regional districts do not have taxing authority and, except for hospitals, have no statutory functions applied by law"; and "regional districts are not meant to pave the way for amalgamation of municipalities in the districts, although some amalgamations should take place, especially on the Lower Mainland."²⁹ Therefore, it is clear that the idea of the regional district in British Columbia is an attempt to make local governments participate in regional matters while still preserving their own status as much as

²⁸Vancouver Sun (Vancouver), September 10, 1968, p. 1 and p. 6.

²⁹Ibid.

possible. However, it should be mentioned that, although the idea of regional districts is good, their success will be dependent upon Provincial stimulus to make local governments involve themselves more in regional issues.

There is another issue that is the representation of local governments in the Regional Board. Under the present legislation, the Regional Board Directors are appointed by their Councils. The Minister of Municipal Affairs' idea on this is that "electing a separate regional district council ... would create frictions between the regional district and the local councils."³⁰ Whether this is true or not, and whether this arrangement is more democratic, are questions that are left in doubt.

The greatest problem of successful planning in the Metropolitan Vancouver Area is the separation of government authority from the planning function. Since both the Greater Vancouver Regional District and the Lower Mainland Regional Planning Board are established under Provincial legislation, the remedy lies with the Provincial Government. The Minister of Municipal Affairs has stated in regard to this issue that "it (the Lower Mainland Regional Planning Board) would become part of the Greater Vancouver Regional District. It would be changed from its present position, in effect an advisory board, to that of the planning section of the political regional

³⁰Ibid.

Board"; and "there should be one regional government for the Lower Mainland."³¹ This means that there is a possibility of enlarging the present jurisdiction of the Greater Vancouver Regional District to include the whole Lower Mainland Region instead of four Regional Districts³² at present. The deadline for this change has been set by the Minister for the early 1970's.³³ This change is surely welcomed according to the hypothesis of this thesis.

The events in the Lower Mainland Region support the validity of the hypothesis of this thesis.

³¹Ibid.

³²The four Regional Districts in the Lower Mainland Region are the Greater Vancouver Regional District, the Dewdney-Alouette Regional District, the Central Fraser Valley Regional District, and the Fraser-Cheam Regional District.

³³Vancouver Sun, loc. cit.

CHAPTER IV

THE METROPOLITAN WINNIPEG AREA

Metropolitan Winnipeg, situated mid-way between Montreal and Vancouver at the eastern edge of the Prairie region, is Canada's fourth largest metropolitan area. Besides being the political, educational, medical and cultural capital of Manitoba, Metropolitan Winnipeg is still an important transportation, commercial, administrative and industrial center for much of Western Canada. It has a varied industrial base, such as low cost power, a large supply of fresh water, and excellent transportation facilities.

Since wheat exports first began to trickle from the west, Winnipeg has been the headquarter of the Canadian Wheat Board and many world famous grain companies.¹ Because Winnipeg lies almost in the center of the 80-mile corridor between Lake Winnipeg and the boundary of United States, it has been the historic gateway to the west. Today, as in all of its days, Winnipeg's economy has drawn strength from its lines of communication and the facilities that serve them. While agriculture still remains important, manufacturing, along with trade and service industries, has contributed an important balancing influence in Winnipeg's economy.

¹A Report on Metropolitan Winnipeg Industrial Location (Winnipeg, The Metropolitan Corporation of Greater Winnipeg, Planning Division, August 25, 1964), p. 4.

From the point of view of employment and the value of sales, food and beverage, clothing, metal fabricating, printing, publishing and transportation equipment industries are Winnipeg's most significant industries.² Of the miscellaneous manufacturing industries, 73.9 per cent are located in downtown Winnipeg.³ Because of the prospective expansion of western agriculture, and development based on gas, oil, mineral and pulpwood resources, there are good grounds for expecting that a major share of the growth of western demand will be channelled toward Winnipeg.

Although the Metropolitan Winnipeg Census Area does not coincide with the political boundaries of the entire Metropolitan Area, the difference is so small that, to all intents and purpose, the population of the Census Area may be accepted as that of the Metropolitan Winnipeg Area.⁴ The past, present and future population growth are shown in the following table: (please see Table III on next page (76)).

For the Metropolitan Area as a whole, 54 per cent or 64,511 of the 1951-1961 population increase was due to natural increase and 46 per cent, 54,665, was due to net migration.⁵

²Ibid.

³Ibid., p. 9.

⁴Metropolitan Winnipeg Population Study: 1961-1986 (Winnipeg, The Metropolitan Corporation of Greater Winnipeg, Planning Division), p. 4.

⁵Ibid., p. 20.

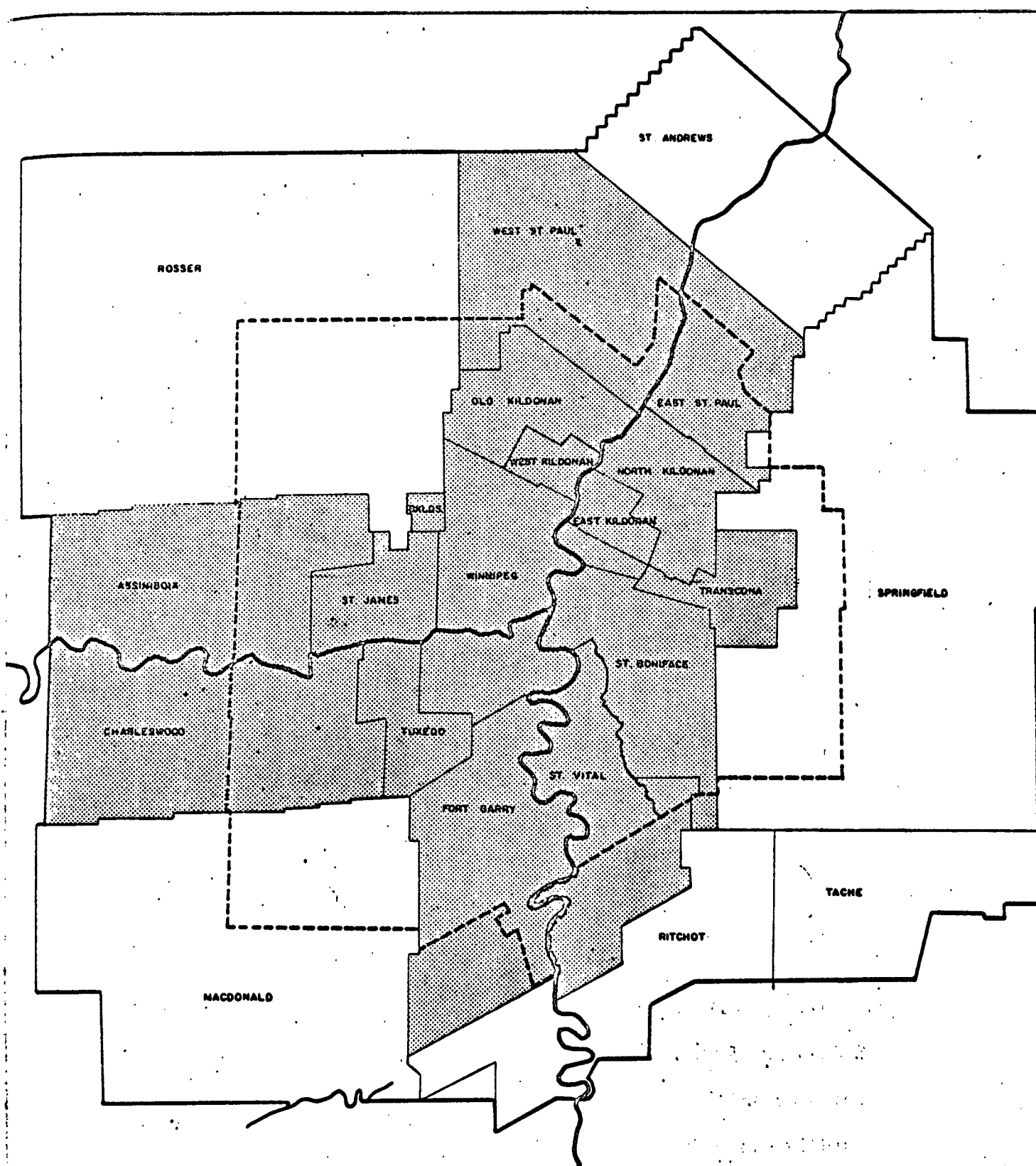
TABLE III
THE POPULATION GROWTH IN METROPOLITAN WINNIPEG AREA
1901 - 1986*

Year	Total Metro. Population
1901	48,000
1921	227,985
1931	294,905
1941	302,024
1951	356,813
1956	409,687
1961	475,989
1966	508,759
1971	615,000
1986	980,000

* Metropolitan Winnipeg Population Study: 1961-1986 (Winnipeg: The Metropolitan Corporation of Greater Winnipeg, Planning Division), p. 4; and, Greater Winnipeg 1981: A Study of Population Growth (Winnipeg: The Metropolitan Planning Commission of Greater Winnipeg, April, 1957), p. 6.

Before the establishment of the Metropolitan Corporation in the Winnipeg Area in 1960, many of the essential inter-municipal services were operated by single-purpose boards and commissions. Among them were The Greater Winnipeg Water District, established in 1913, The Mosquito Abatement District (1927), The Greater Winnipeg Sanitary District (1935), The Metropolitan Planning Commission (1949), The Metropolitan Civil Defence Board (1951), and The Greater Winnipeg Transit Commission (1953).⁶

⁶ Metropolitan Winnipeg (Winnipeg, The Metropolitan Corporation of Greater Winnipeg), p. 1.



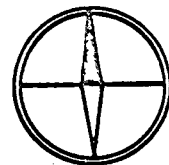
METROPOLITAN WINNIPEG CENSUS AREA



BOUNDARY OF THE METROPOLITAN WINNIPEG AREA



ADDITIONAL ZONE BOUNDARY



In 1955, the Provincial Government of Manitoba established an investigating commission to inquire into the need for metropolitan government. This commission presented its report in 1959. In this report, it recommended the establishment of a strong metropolitan government with control over many public services. The Metropolitan Winnipeg Bill was then introduced by the Provincial Government in the spring legislative session of 1960. It incorporated many of the recommendations of the investigating commission, but rejected its eight-city idea. The Bill passed through the Manitoba Legislature, and received the assent of the Lieutenant-Governor on March 26, 1960.⁷ The single-purpose boards and commissions listed above were dissolved, and their responsibilities were assumed by the Metropolitan Corporation, along with other services which previously had been administered by the municipalities themselves. The first Metropolitan Council was elected on Wednesday, October 26, and held its inaugural meeting the following Monday.⁸

The Metropolitan Corporation is also the authority in charge of the planning matters in this Area.

In this thesis, therefore, the Metropolitan Corporation of the Greater Winnipeg is regarded as the metropolitan government authority of the Greater Winnipeg Area.

⁷S. George Rich, "Planning in Metropolitan Winnipeg", Community Planning Review, Vol. XII, No. 2 (1962), p. 22.

⁸The Metropolitan Corporation of Greater Winnipeg, Metropolitan Winnipeg, op. cit., p. 13.

I. The Metropolitan Government Authority

Organization. The Metropolitan Corporation of Greater Winnipeg operates under the council-committee system: that is, the Corporation operates under the direction of the elected council with standing committees. An administrative division corresponds to each standing committee. The administrative function is organized into divisions, each of which has a director who is responsible to a chief administrative officer, known as the executive director of the Corporation. A detailed description of the Corporation's organization can be seen in the Figure on next page.

On January 1, 1961, the Metropolitan Council officially assumed responsibility for the transit system, the water supply and sewage disposal system, area planning, and assessment. Civil defence, parks, the zoo, municipal golf courses, mosquito abatement, zoning, building permits, and inspections were assumed as metropolitan services on April 1, 1961; and the metropolitan street system, including bridges and arterial traffic control on May 1, 1961. Weed Control came under the jurisdiction of the Metropolitan Council in April, 1965.⁹

The Metropolitan Corporation is the single metropolitan government authority in Metropolitan Winnipeg. It is also a general-purpose government. The appraisal of this Metropoli-

⁹Ibid., p. 12.

tan Winnipeg Government Authority in regard to the Criterion I is therefore judged to be "excellent".

Legal Powers. The Metropolitan Winnipeg Act assigns the following functions, powers, and responsibilities to the Corporation:

- A. Assessment on a uniform basis of all property for metropolitan purposes and for the purposes of local taxation;
- B. The supply, storage, treatment, pressure, and arterial distribution of water to area municipalities (The municipalities are responsible for local distribution);
- C. Sewage collection and disposal, not including local collection;
- D. Public transportation, major streets and bridges, including traffic control;
- E. Major parks, municipal golf courses, zoo;
- F. Civil defence;
- G. Mosquito abatement;
- H. Weed control;
- I. The Act also provides for eventual metropolitan responsibility for garbage and refuse disposal, and certain powers under the Rivers and Streams Act when proclaimed by the Lieutenant-Governor-in-Council.¹⁰

In exercising the Corporation's powers, it is provided under Section 7 of the Metropolitan Winnipeg Act that:

¹⁰Ibid., p. 7.

Without restricting the authority of the metropolitan council to consider resolutions on any subject or matter, the powers of the corporation may be exercised either by by-law or by resolution of the council, except where, by this Act or any other Act of the Legislature or by a general by-law of the corporation regulating the proceedings of the council, a power is specifically required to be exercised by by-law.

The Corporation has no control over education or over municipal borrowing.¹¹ Another limitation in exercising the Corporation's powers is stated under Subsection 7, Section 83 of the Metropolitan Winnipeg Act that:

Notwithstanding any other provision of this Act, except by the enactment of the metropolitan development plan or by a land use by-law passed to implement that plan, the corporation shall not enact a by-law that would have the effect of changing the use to which any land in the additional zone might be put unless the council of the municipality in which the land is situated has, by resolution, consented to the change.

The appraisal of the Metropolitan Winnipeg Governmental Authority in regard to Criterion II is therefore judged to be "good".

Control. Under Subsection 1, Section 10 of the Metropolitan Winnipeg Act, it is stated that "There shall be a metropolitan council for the metropolitan area; and the powers of the corporation shall be exercised by the council as provided in Section 7."

As to the voting power of the members of the Metropolitan

¹¹Rich, op. cit., p. 23.

Council, it is provided under Subsection 2, Section 13 of the same Act that:

Each member of the council (including the chairman except where the council consists of eleven members) has one vote on each question to be decided by the council; but in the event of a tie vote, whether the council consists of ten or eleven members, the chairman has an additional or casting vote.

The first Metropolitan Council, consisting of ten members, was elected on October 26, 1960 for a term of four years, and the second was elected on October 28, 1964 for a term of two years. Present legislation provides for subsequent two-year terms of office. The first Chairman of the Council was appointed by the Provincial Government for a four-year term. Subsequent chairman are elected by the Council which may select one of its own members, or a former chairman.¹²

In the Metropolitan Winnipeg Area, the councillors are selected by direct election to Council. For electoral purposes the Metropolitan Area is divided into ten divisions. One member of the Council is elected by the electors of each division. Each electoral division is composed of a part of the central City of Winnipeg and parts of one or more of the other municipalities. Thus each division cuts across municipal boundaries. The voters of the City of Winnipeg form a majority in five of the divisions, and suburban voters form a majority in the

¹²The Metropolitan Corporation of Greater Winnipeg, Metropolitan Winnipeg, op. cit., p. 9.

other five.¹³ Therefore, the council members are elected directly by Greater Winnipeg citizens on an even basis.

Nomination of candidates to the Metropolitan Council takes place on the first Wednesday of October every two years from 1964, and elections are on the fourth Wednesday of the month. The members take office on the first Tuesday immediately following the declaration of the results of the election.¹⁴ Every citizen eligible to vote in his municipal elections is eligible to vote in one metropolitan division.

The appraisal of the Metropolitan Winnipeg Government Authority in regard to Criterion III is therefore judged to be "excellent".

Local Governments and Their Functions. When the Metropolitan Corporation was newly established in 1960, the Corporation covered the entire area of ten cities or municipalities, most of six others, and small parts of another three--a total of nineteen government units, with a total area of 256 square miles, and with a population of nearly a half-million people.¹⁵

In 1964, another amendment removed portions of five rural municipalities from within the metropolitan boundaries, reducing the number of municipalities to fourteen. It was

¹³Ibid.

¹⁴Ibid., p. 10.

¹⁵Rich, Loc. cit.

acknowledged that these areas likely would be included again at some later date when urban development requires it.¹⁶ At present time, there are eleven municipalities wholly within the metropolitan boundaries. They are the cities of Winnipeg, St. James, St. Boniface, East Kildonan, West Kildonan, Transcona; the suburban municipalities of Fort Garry, Old Kildonan, North Kildonan; and the towns of Tuxedo and Brooklands. The other three suburban municipalities which have large areas within the metropolitan boundaries are the municipalities of St. Vital, Charleswood, and Assiniboia.

All fourteen municipalities maintained their status after the establishment of the Metropolitan Corporation in 1960. However, they have lost certain functions which have been assigned to the Metropolitan Corporation because these functions are regarded as inter-municipal, and can be better performed by the Metropolitan Corporation.

The appraisal of the Metropolitan Winnipeg Government Authority in regard to Criterion IV is judged to be "fair".

Geographic Adequacy. The Metropolitan Winnipeg Area proper covers 166.60 square miles. However, the Metropolitan Corporation can also exercise certain powers within the additional zone which covers 492.86 square miles.¹⁷ Therefore, the total

¹⁶The Metropolitan Corporation of the Greater Winnipeg, Fourth Annual Report, 1964 (Winnipeg, 1965), p. 2.

¹⁷The additional zone is an area of land some five miles in depth extending beyond and encircling the metropolitan boundary.

area under the control of the Corporation is 659.46 square miles.

Under the Metropolitan Development Plan, which was adopted in April of 1968, no urban expansion will be permitted in the additional zone within the term of the Plan, except for some low density expansion of some existing villages.

The appraisal of the Metropolitan Winnipeg Government Authority in regard to Criterion V is therefore judged to be "excellent".

II. The Metropolitan and Local Planning Functions

Part IV of the Metropolitan Winnipeg Act which became effective on April 1, 1961 made the Metropolitan Corporation the planning authority for the whole of the area, including the administration of zoning, building, plumbing and electrical by-laws, and the approval of subdivision of land. These functions had previously been the responsibilities of the various municipalities independently. The work of the Metropolitan Planning Commission, an advisory board of which some but not all the area municipalities had been members, was taken over by the Corporation on January 1, 1961. The Planning Division of the Corporation was initially staffed by the transfer of employees from the Metropolitan Planning Commission, and from the Zoning, Building, Plumbing and Electrical Inspection

Staffs of area municipalities.¹⁸

At the present time, the work of the Planning Division is organized into three branches: (1) the Department of Research and Program Development, which is responsible for long range planning; (2) the Department of Inspection and Planning Control, which is in charge of current planning and enforcement of land use controls; and, (3) the administrative services. There are 140 employees in the Planning Division.¹⁹

Control. Under Subsection 1, Section 23 of The Metropolitan Winnipeg Act, it is stated that "the metropolitan council may by by-law appoint such administrative officers of the corporation as it deems necessary to carry on the business of the corporation." This is further stated under Subsection 2 of the same Section that "a person appointed under subsection (1) is subject to this Act and to the authority of the council, and shall discharge such duties as may be imposed upon him by the council or by this Act." It is clear that the citizens can exercise their authority on all metropolitan matters through the Metropolitan Council.

¹⁸Sixth Annual Report, 1966 (Winnipeg: The Metropolitan Corporation of the Greater Winnipeg, 1967), p. F-17.

¹⁹This information is derived from the answer of the questionnaire which were sent to Planning Division of the Metropolitan Corporation of Greater Winnipeg in July, 1968.

The employees of the Planning Division are also under the authority of the Metropolitan Council. As to the appointment of the Director of the Planning Division, it is said under Subsection 1, Section 25 of The Metropolitan Winnipeg Act that:

. . . the council may appoint a person to have, subject as herein provided, supervision over, and authority in respect of, that service, facility, or system

The employees of the Planning Division are also employed by the Metropolitan Corporation. This is provided under Section 86 of the same Act that:

The corporation shall establish a Department of Planning as part of its administrative organization, and shall employ such planners, planning officers, assistants, inspectors, and employees as are necessary to enable the corporation to discharge the duties and exercise the powers charged or conferred upon it under this Part.

Therefore, the citizens have control of all metropolitan planning matters through the Metropolitan Council.

The appraisal of the Metropolitan Winnipeg Area Planning Functions in regard to Criterion III is judged to be "good".

Local Planning Functions. It was stated earlier that the Metropolitan Corporation is the sole authority in charge of planning matters within the Metropolitan Winnipeg Area. However, the Department of Urban Renewal and Housing of the City of Winnipeg, which is responsible for the preparation of urban renewal schemes in the City, is a local agency dealing with matters of a planning nature. This local Department works

closely with the Planning Division of the Metropolitan Corporation on urban renewal studies in the City of Winnipeg.²⁰ However, there is no local planning establishment other than the Department of Urban Renewal and Housing of the City of Winnipeg in the whole Metropolitan Area, all of the planning work being performed by the Metropolitan Corporation.

The appraisal of the Metropolitan Winnipeg Area Planning Functions in regard to Criterion IV is therefore judged to be "poor".

Geographic Adequacy. The Metropolitan Corporation has not only the sole authority in the Metropolitan Area proper but also in the additional zone in terms of exercising its planning powers. The additional zone is an area of land some five miles in depth extending beyond and encircling the metropolitan boundary. The Corporation is given planning jurisdiction over this area in order that development on the fringe of the urban area could be controlled. As mentioned earlier, no urban development at the present time is envisaged for this area with the exception of some planned low-density development in and around existing village communities.²¹

The appraisal of the Metropolitan Winnipeg Area Planning Functions in regard to Criterion V is therefore judged to be

²⁰Metropolitan Corporation, Sixth Annual Report, 1966, op. cit., p. 9.

²¹The Metropolitan Corporation of Greater Winnipeg, Planning Division, Draft Development Plan of Winnipeg (Winnipeg, 1963), p. 33.

"excellent".

Metropolitan Planning Functions. The duties of the Planning Division of the Metropolitan Corporation are provided by Provincial Legislations and by the Metropolitan Council. This is stated under Subsection 3, Section 86 of the Metropolitan Winnipeg Act that:

Planners, planning officers, assistants, inspectors and employees in the Department of Planning shall discharge such duties, in addition to those stated herein, as are prescribed by the Metropolitan Council.

At the present time, the major functions of the Planning Division are:

- A. preparation and implementation of the Development Plan;
- B. preparation and implementation of the Metropolitan Zoning By-law;
- C. building, plumbing, and electrical inspections;
- D. development plan examination;
- E. issue of building, plumbing, and electrical permits, and occupancy certificates; and
- F. current planning including subdivision control, re-zoning, and Board of Adjustment.²²

The studies which have been made during the past years of the Corporation are many, and provide a sound basis for the formation of the Metropolitan Development Plan. These studies cover such subjects as school, the central business district,

²²Information from the answer of the questionnaire, loc. cit.

new metropolitan base maps, population, metropolitan urban renewal, parks and recreation, metropolitan area transportation, river bank development, industrial development, land use records, new metropolitan zoning by-law, etc. Studies are also being undertaken to enable detailed area plans to be completed for every part of the Metropolitan Area. These plans will define in more detail the future land use characteristics of the area, and provide for such things as schools, parks, regional and neighborhood shopping centers, town centers, etc., and also give more specific guidance to the area municipalities on the future development of their communities.²³

It is stated under Subsection 1, Section 79 of the Metropolitan Winnipeg Act that:

After the coming into force of this section, the metropolitan council shall, subject as herein provided, as soon as it is practicable, cause to be prepared and approved and by by-law establish, a plan.

and under Subsection 2 of the same Section that "the plan, which shall be attached to and form part of the by-law . . . , in general terms, shall establish the pattern of future use of land." The preliminary report on the Development Plan was prepared in November, 1961; and the Draft Development Plan in 1963 and 1964. The Metropolitan Development Plan was prepared in 1966 and was officially adopted on April 11, 1968 after many hearings, studies and revisions.

²³The Metropolitan Corporation of Greater Winnipeg, The Metropolitan Development Plan (Winnipeg, April, 1968).

The broad purpose of the Metropolitan Development Plan is to secure and promote orderly growth, economic development and desirable amenities within the Metropolitan Area. The Plan translates this broad purpose into "objectives" followed by a description of the courses of action or "policies" that have to be followed by all levels of government for the attainment of the objectives. The Plan is aimed at achieving a compact urban area with a concentrated center and a clearly defined pattern of living, working and commercial areas connected by efficient and economical service systems. It looks ahead twenty to twenty-five years when the population will have reached about 780,000.²⁴

The Metropolitan Development Plan consists of the following major elements: residential development, centers for the Metropolitan area, industrial land, transportation, open space, urban design and fiscal policies. A zoning by-law for the Metropolitan Area will follow after adoption of the Plan.²⁵ The Plan may by by-law be altered or amended from time to time as the Metropolitan Council deems desirable.

Since a community is never static, but constantly changing and growing, much of the Planning Division's effort is devoted to current planning tasks, involving the processing of applications for new development, renovations, re-zonings, sub-

²⁴Ibid.

²⁵Ibid.

divisions, and all of those matters relative to the physical growth of the community.²⁶

Because the Metropolitan Corporation is the single planning authority in the Metropolitan Winnipeg Area, the Planning Division is responsible for all planning matters in this Area.

The appraisal of the Metropolitan Winnipeg Area Planning Functions in regard to Criterion VI is therefore judged to be "excellent".

Legal Powers. It is stated under Subsection 1, Section 83 of the Metropolitan Winnipeg Act that:

. . . the corporation has exclusive authority in the metropolitan area and other than dwellings located in areas zoned for agricultural uses for the purpose of the administration and enforcement of the plan; and for that purpose and for the purpose of developing any feature of The Metropolitan Development Plan, the metropolitan council may enact by-laws, having force in both or either the metropolitan area and the additional zone, or in parts of both or either the metropolitan area and the additional zone, . . .

The appraisal of the Metropolitan Winnipeg Area Planning Functions in regard to Criterion VII is therefore judged to be "excellent".

III. Conclusions

In the introduction to Bill 62, an Act to establish the Metropolitan Corporation of Greater Winnipeg, Premier Duff Roblin said, in part:

²⁶Metropolitan Corporation, Sixth Annual Report, 1966, op. cit., p. 9.

The principle on which this Bill rests consists of two rather simple thoughts. First of all, that we should develop a central planning authority for this metropolitan area that would be charged with the responsibility of providing a unified development plan. And secondly, that we should also provide for the central control of certain essential services to the public within this same urban area²⁷

It is clear that the establishment of the Metropolitan Corporation of Greater Winnipeg was due to the recognition of the importance of area-wide planning and co-ordination between planning and other government functions. However, this achievement could not be realised without a great effort on the part of the Manitoba Provincial Government in the years preceeding the establishments of the Metropolitan Corporation in 1960.

The Metropolitan Development Plan was prepared by the Planning Division in co-ordination with all other divisions of the Corporation. It typified the inter-divisional team-work which the administration has been able to establish. The planners, therefore, act as co-ordinators. They do not attempt to tell other specialists what to do, but rather attempt to super-impose the plans prepared by the individual sepecialists, and to make sure that the edges of these plans match.²⁸

The planning concept contained in the Metropolitan Winnipeg Act departs from the North American tradition in one im-

²⁷Metropolitan Corporation, Metropolitan Winnipeg, op. cit., p. 3.

²⁸Rich, op. cit., p. 27.

portant way: it does not incorporate direct citizen participation in the formulation of planning policies; and it does not provide for a planning board or a planning commission with appointed citizen membership. However, this does not mean that citizen participation has been ignored or considered unnecessary, but rather it has served to clarify and define the areas of responsibility of the three groups of participants, the planners, the politicians and the citizens, in the planning process.²⁹

However, an important short-coming of the planning functions in the Metropolitan Winnipeg Area is the elimination of the local planning function. The Planning Division of the Metropolitan Corporation, consequently, has to be responsible for all planning matters in this Metropolitan Area, from the preparation of long range planning policies and objectives to the examination of plumbing and building permits, etc. The task is too big; and, therefore, the planning staff of the Division have to devote much of their precious time to dealing with these matters which can be properly assumed by local planning bodies. This is highly undesirable according to the hypothesis of this thesis.

It is also stated in the Metropolitan Development Plan that the effective implementation of the Plan requires legislative actions by the Provincial Government. These actions relate to policies and standards for providing open space, parks and

²⁹Ibid.

school sites, urban renewal, industrial development, river-banks, refuse disposal, design control, land acquisition for features of the Plan, and fiscal matters. When the Plan is put into force and in effect in the Metropolitan Area, it might prove more efficient to review and re-draft Part IV of the Metropolitan Winnipeg Act which relates to the planning function and responsibilities, than to take independent action on each of these matters.³⁰

All the events which have occurred in the Metropolitan Winnipeg Area also justify the hypothesis of this thesis.

³⁰The Metropolitan Corporation of Greater Winnipeg, The Metropolitan Development Plan, loc. cit.

CHAPTER V

THE METROPOLITAN TORONTO AREA

Metropolitan Toronto, Canada's second largest metropolis, is situated in southern Ontario on the north shore of Lake Ontario. Metropolitan Toronto is the fastest growing urban center in Canada in terms of population increase. Toronto is the capital of the Province of Ontario, and the Metropolitan area is also a center of industry, commerce, culture, and foreign trade.

Being a large metropolis, Toronto produces goods and performs services of great diversity, not only for the local population but for all of Canada. In 1961 employment in the Metropolitan Toronto Census Area amounted to 789,651, which was about 43 per cent of its total population, an unusually high proportion compared with the national 35.5 per cent.¹ First in employment is manufacturing, which was the livelihood of more than 234,5000, or about 30 per cent of the labor force in 1961. Services constitute a broad category, which in recent years has assumed great importance in Toronto's economic structure. Trade, both wholesale and retail, also assumes an important role in Toronto's economy.² The continued growth of manufacturing,

¹Donald Kerr and Jacob Spelt, The Changing Face of Toronto (Ottawa: Geographical Branch, Mines and Technical Surveys, 1965), p. 74.

²Ibid.

trade and finance can be explained within the framework of the market, labor supply and transportation facilities of Toronto.

The development pattern of Metropolitan Toronto shows a wide-spread dispersal of residential and employment areas and a strong concentration of development downtown and at focal of the transportation system. The population of the Metropolitan Area in 1967 had grown by 60 per cent since the establishment of the Metropolitan Corporation in 1953; the increase of nearly 55,000 persons per year represents an annual growth rate of about 4 per cent.³ The Census Metropolitan Area as defined by the Dominion Bureau of Statistics is slightly larger than the Metropolitan Toronto Planning Area. The growth of population in the Metropolitan Toronto Census Area, the Metropolitan Toronto Planning Area, and the Municipality of Metropolitan Toronto can be seen as in the following table: (please see Table 4 on next page (99)).

A large proportion of Toronto's population growth, amounting to more than half of the total, has stemmed from immigration. About one-third of the residents of the area were born outside of Canada, and nearly 25 per cent of the area's inhabitants immigrated to Canada since the War.⁴ The fringe areas surrounding Metropolitan Toronto are also undergoing

³Metropolitan Toronto Planning Board, Metropolitan Toronto 1967 (Toronto, July, 1967), p. 10.

⁴Ibid.

TABLE IV

THE POPULATION GROWTH IN METROPOLITAN TORONTO AREA
1921 - 1980*

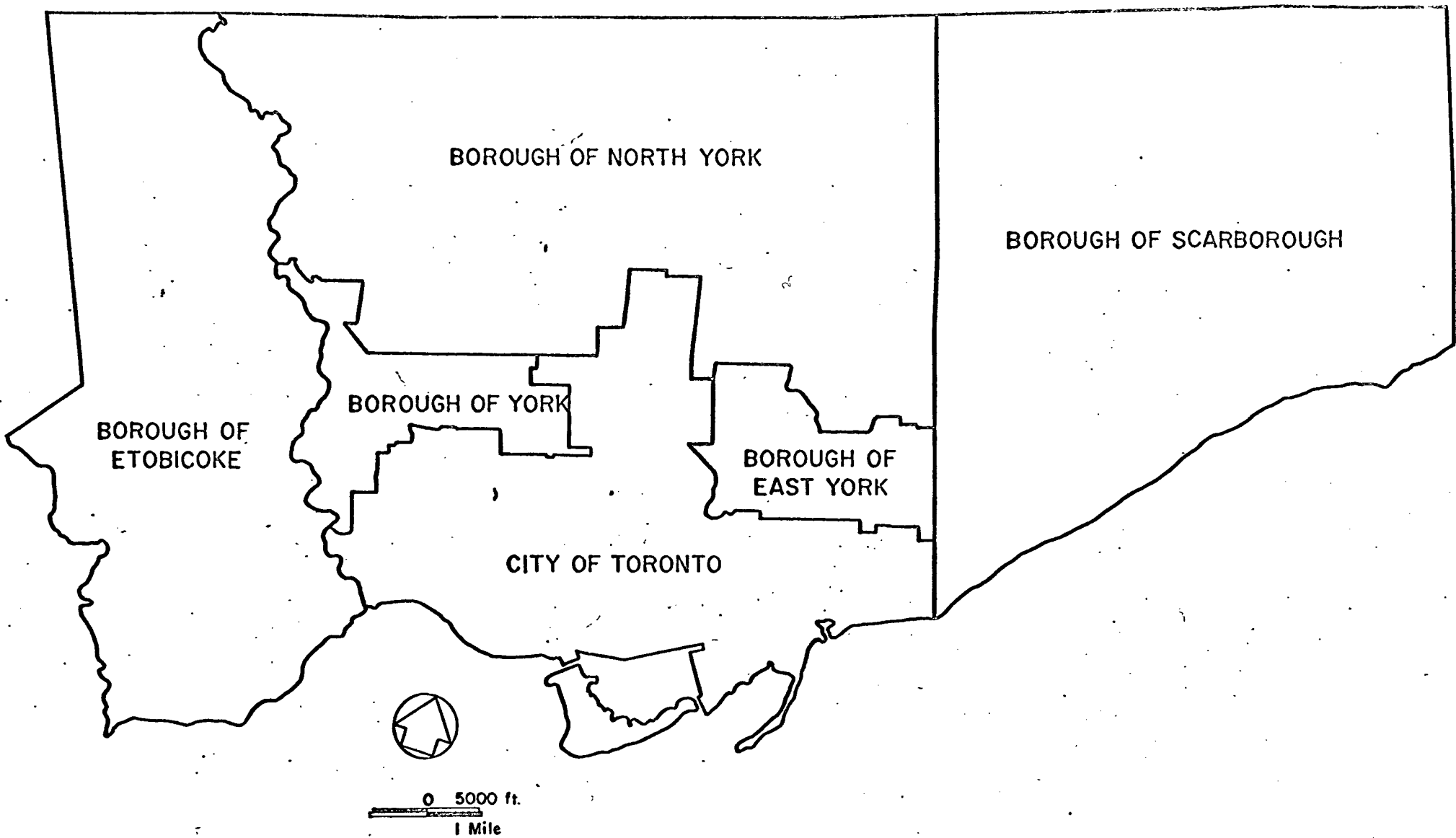
Year	Metro. Census Area	Metro. Planning Area	Muni. of Metro.
1921	-	640,002	611,443
1931	862,702	852,564	818,348
1941	961,154	950,490	909,928
1951	1,210,353	1,194,887	1,117,470
1956	1,504,277	1,475,811	1,358,028
1961	1,824,589	1,777,858	1,618,787
1966	2,158,496	2,100,370	1,881,691
1980	-	2,811,600	2,400,000

*Metropolitan Toronto Planning Board, Metropolitan Key Facts (Toronto: Metropolitan Toronto Planning Board, January, 1968).

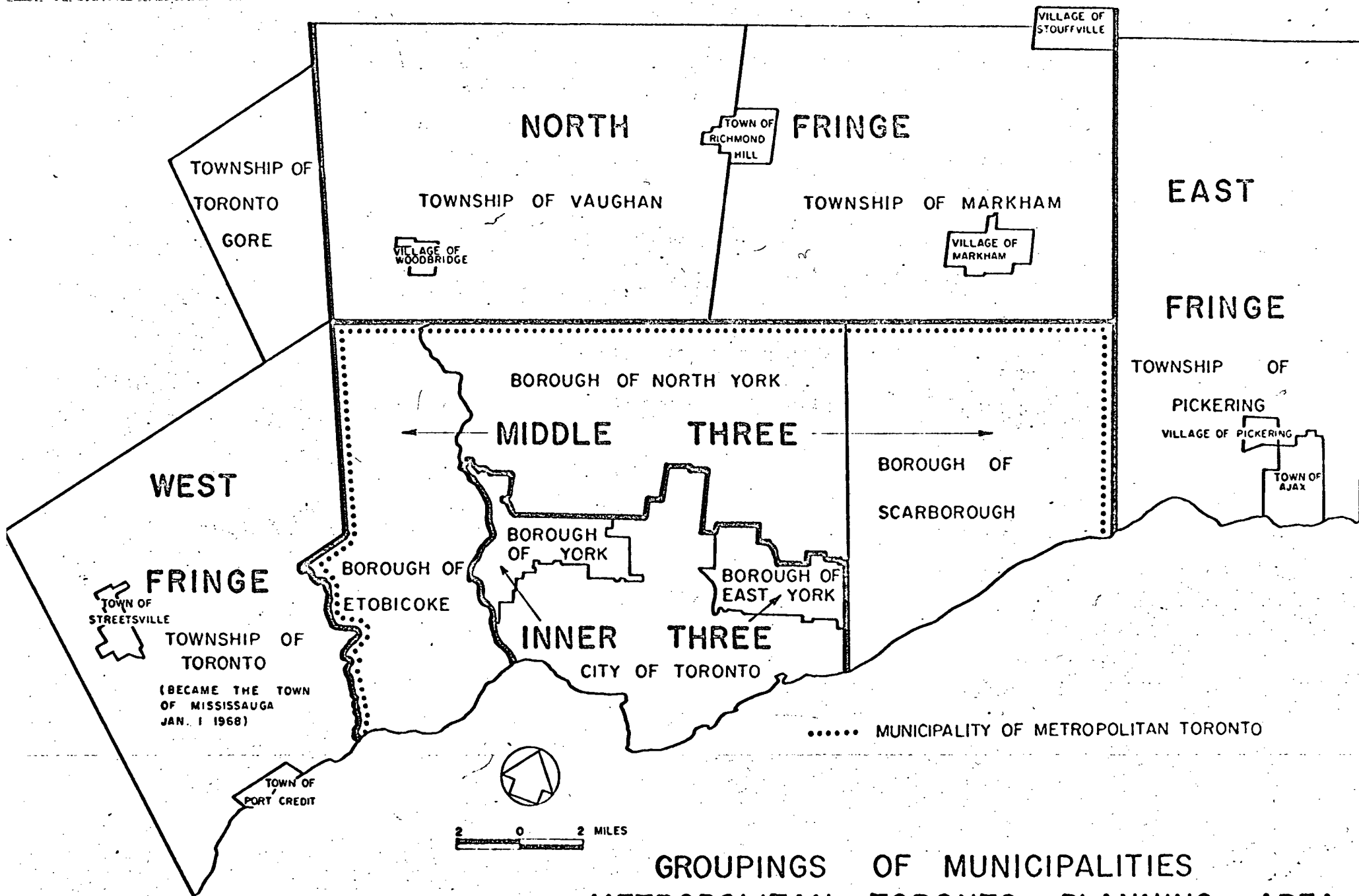
urban development. Most of the fringe growth has been occurring in the western section---Toronto Township, Streetsville, and Port Credit. This growth is part of the historic development trend along the north shore of Lake Ontario between Toronto and Hamilton.⁵

In the 1940's, the inability to expand needed municipal services to meet the demands of the growing population created a crisis in local government in the Toronto area. Following extensive hearings in 1950-51, the Ontario Municipal Board under the chairmanship of L. R. Cumming, Q. C., handed

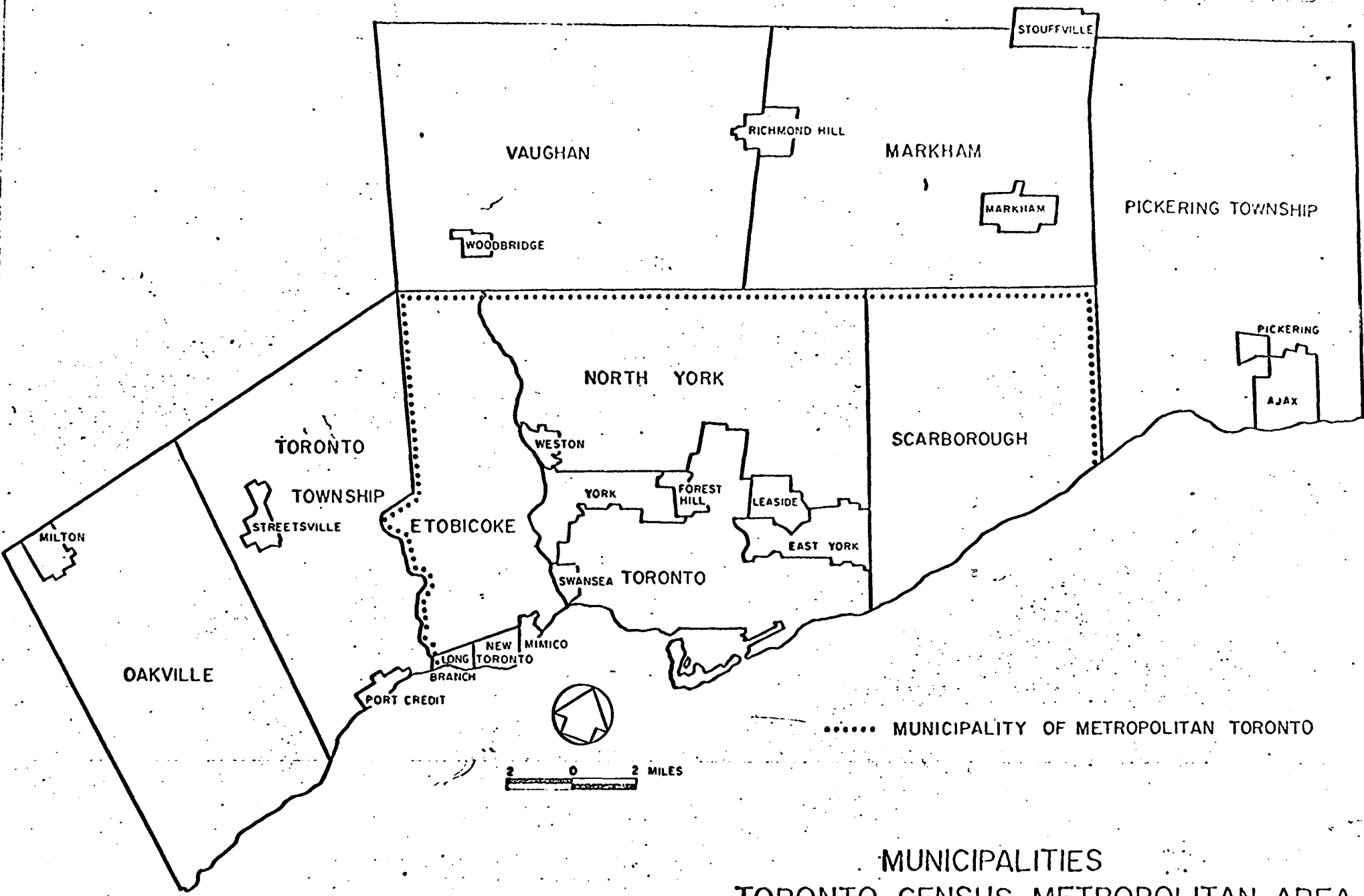
⁵Ibid.



METROPOLITAN TORONTO MUNICIPALITIES



GROUPINGS OF MUNICIPALITIES METROPOLITAN TORONTO PLANNING AREA



MUNICIPALITIES
TORONTO CENSUS METROPOLITAN AREA
(DEFINED BY DOMINION BUREAU OF STATISTICS)

down its historic decision on January 20, 1953, recommending the establishment of a federated metropolitan government which would have jurisdiction over matters of common concern to all 13 municipalities. The Provincial government subsequently adopted the Municipality of Metropolitan Toronto Act (Bill 80), and on April 15, 1953 the Metropolitan Toronto Council held its first meeting, assuming jurisdiction over the area on January 1, 1954. However, despite the Metropolitan Corporation's success in sustaining the physical and economic growth of the area, many problems remained and caused increasing concern. It was evident that the physical and social needs of the older areas would require increasing attention; financial disparities continued to exist between the municipalities, particularly with respect to schools; and a growing concern was expressed regarding equality of representation on the Metropolitan Council. In 1963, the Provincial Government appointed a Royal Commission on Metropolitan Toronto; and in June, 1965 Dr. H. C. Goldenberg, Q. C., delivered to the Government his Report of the Royal Commission. On January 1, 1967 a new Metropolitan Government was created. The area was re-organized from 13 municipalities to six--the City of Toronto and the five Boroughs of East York, Etobicoke, North York, Scarborough and York. The Metropolitan Council was re-constituted to provide representation on the basis of population. Some new functions were assigned to the new Metropolitan Corporation.

In Ontario, planning areas are established for

community planning purposes under The Planning Act, R.S.O. Chapter 296, which is administered by the Minister of Municipal Affairs. Planning areas existed before the formation of Metropolitan Toronto; the Municipality of Metropolitan Toronto Act, 1953, provided for the creation of a metropolitan planning area, to continue and expand the area-wide planning which had been carried on since 1946.

The Municipality of Metropolitan Toronto is regarded as the metropolitan government and planning authority of the Metropolitan Toronto Area.

I. The Metropolitan Government Authority

Organization. The Metropolitan Corporation is controlled by the Metropolitan Council, which consists of 33 members coming from the six local municipalities on a population basis. The policy-recommending body of the Council is its Executive Committee which consists of the Metropolitan Chairman, the six local municipal mayors, and two senior controllers and two aldermen of the City of Toronto.

The Metropolitan Council may establish standing or other committees, and assign duties to them as the Council regards desirable. At the present time, the five Standing Committees of the Metropolitan Corporation are: (1) legislation and planning, (2) parks and recreation, (3) transportation, (4) welfare and housing, and, (5) works. A description of the organization of the Metropolitan Corporation can be seen in the

chart on the next page.

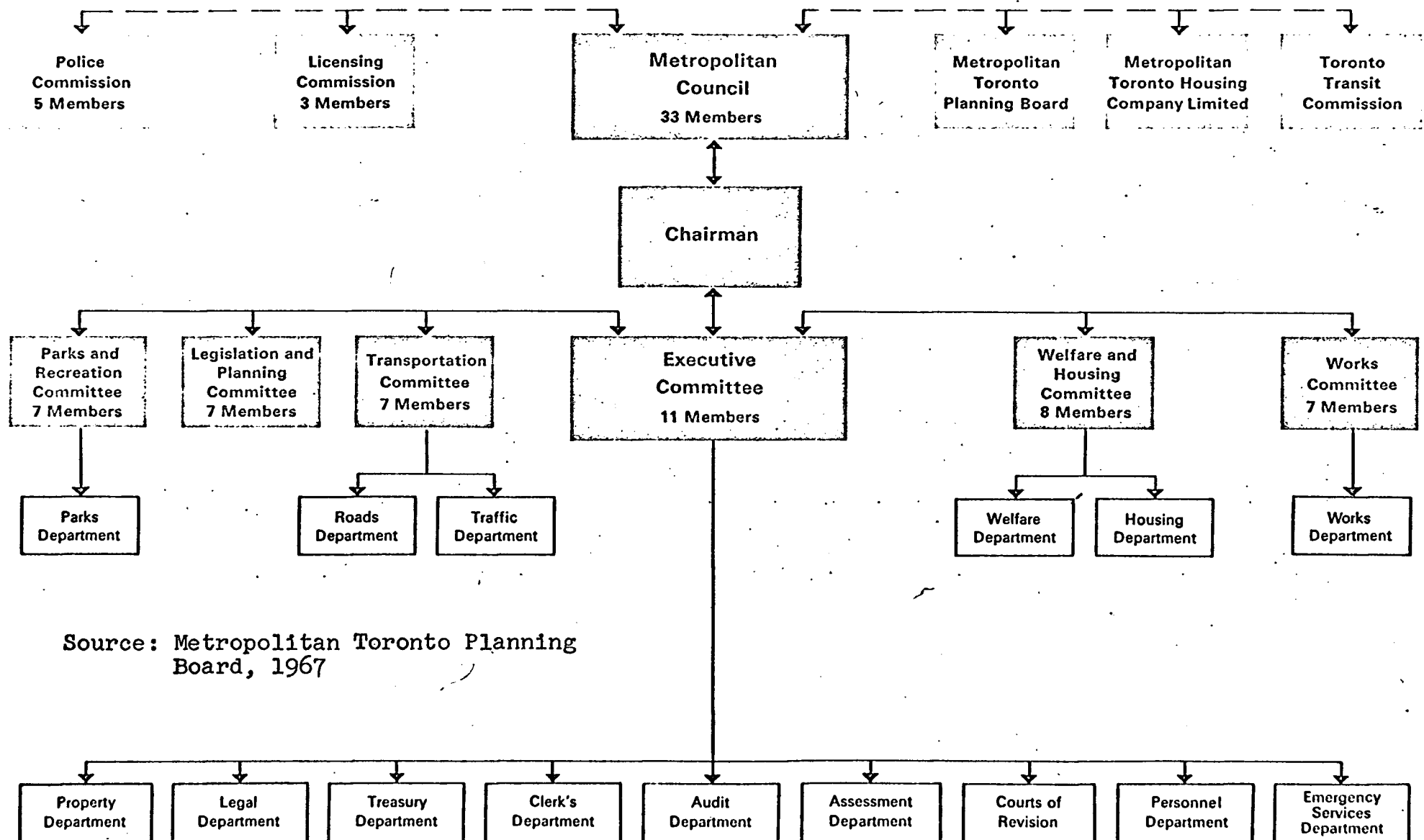
In 1953, while the local municipalities retained their individual identity, the Metropolitan Corporation took into its jurisdiction the wholesale supply and purification of water, provision of major storm and sanitary sewers and the control of water pollution, responsibility for basic education costs, public transportation and the major road network, regional planning, administration of the county jail and the lower courts, public housing, regional parks, homes for the aged and the care of indigent hospital patients and neglected children. In 1957, the functions of metropolitan policing, licensing and air pollution were assigned to the Metropolitan Corporation. On January 1, 1967 the Metropolitan Corporation was re-organized, and was provided new responsibilities---welfare and housing, libraries, ambulance service, Canadian National Exhibition, waste disposal, and education.⁶

The operation of the Metropolitan Corporation is based on pooling of the financial resources of the area municipalities through a system of metropolitan assessment and taxation. The Metropolitan Corporation's funds are secured by an annual levy on each of the local municipalities, based on their proportion of the total assessment in the Metropolitan Area.⁷

⁶Metropolitan Toronto Planning Board, Summary of Procedures of the Metropolitan Toronto Planning Board Effective April 1, 1967 (Toronto, May 1, 1967).

⁷Metropolitan Toronto Planning Board, Metropolitan Toronto 1967, op. cit., p. 12.

METROPOLITAN ORGANIZATION



Source: Metropolitan Toronto Planning Board, 1967

The appraisal of the Metropolitan Toronto Government Authority in regard to Criterion I is therefore judged to be "excellent".

Legal Powers. The powers of the Metropolitan Corporation are exercised by the Metropolitan Council. It is stated under Subsection 2, Section 3 of the Municipality of Metropolitan Toronto Act that "except where otherwise provided, the powers of the Metropolitan Council shall be exercised by by-law". It is also provided under Subsection 3 of the same Section that:

A by-law passed by the Metropolitan Council in the exercise of any of its powers and in good faith shall not be open to question, or be quashed, set aside or declared invalid either wholly or partly, on account of the unreasonableness or supposed unreasonableness of its provisions or any of them.

As to the legal powers of the Executive Committee of the Metropolitan Corporation, it is provided under Subsection 2, Section 12 of the Municipality of Metropolitan Toronto Act that:

The Executive Committee has all the powers and duties of a board of control under subsection 1 of section 206 of The Municipal Act, and subsection 2 to 15 and 17 to 19 of that section apply mutatis mutandis.

The appraisal of the Metropolitan Toronto Government Authority in regard to Criterion II is therefore judged to be "good".

Control. The Municipality of Metropolitan Toronto is controlled by the Metropolitan Council. At the present time, the Metropolitan Council consists of 33 members. Twelve members come from the City of Toronto; six from the Borough of North York; five

from the Borough of Scarborough; four from the Borough of Etobicoke; three from the Borough of York; two from the Borough of East York. Each local municipality's share of the number of members on the Council is based on the municipality's population.

Members take their seats on Metropolitan Council by virtue of their election to their respective municipal councils. The members who are elected with the highest votes to their local municipal councils automatically become the members of the Metropolitan Council.

The Metropolitan Council elects one of its own members or any other person as its Chairman. The Chairman is the head of the Metropolitan Council and the chief executive officer of the Metropolitan Corporation. The Chairman and all other members serve for a term of three years.

As to the voting power of the members, it is stated under Subsection 2, Section 8 of the Municipality of Metropolitan Toronto Act that "each member of the Metropolitan Council, except the Chairman, has one vote only, and the Chairman does not have a vote except in the event of an equality of votes."

The appraisal to the Metropolitan Toronto Government Authority in regard to Criterion III is therefore judged to be "good".

Local Governments and Their Functions. The establishment of the Municipality of Metropolitan Toronto does not indicate the elimination of local governments. The Metropolitan Corporation has been assigned only these functions which can be carried out

most effectively on an area-wide basis. Those functions of purely local nature have remained with the local governments.

On January 1, 1967, the 13 local municipalities were combined into six municipalities by almagamation as follows:

- A. Toronto, Swansea and Forest Hill became the City of Toronto;
- B. York and Weston became the Borough of York;
- C. East York and Leaside became the Borough of East York;
- D. Etobicoke, Long Branch, New Toronto, and Mimico became the Borough of Etobicoke;
- E. North York became the Borough of North York;
- F. Scarborough became the Borough of Scarborough.⁸

The consolidation of local governments into six Boroughs was clearly an attempt to form more efficient local governments in the Metropolitan Toronto Area to provide better local services. Besides, the principle of a two-level form of metropolitan government is still maintained.

The appraisal to the Metropolitan Toronto Governmental Authority in regard to Criterion IV is judged to be "excellent".

Geographic Adequacy. The urban development in Toronto Area has reached far beyond the Metropolitan Corporation proper. To the east, urban development has reached into the Pickering Township, Pichering and Ajax. To the north, the urbanized area has extended into Vaughan, Woodbridge, Markham, and Richmond

⁸ _____, Metropolitan Key Facts, loc. cit.

Hill. To the west, the heaviest urban expansion occurs, and people have moved into Port Credit, Toronto Township, Streetsville, and even in Oakville. However, the political jurisdiction of the Metropolitan Corporation is still limited within the same area (240 square miles) as it was in 1953.

The appraisal of the Metropolitan Toronto Government Authority in regard to Criterion V is therefore judged to be "poor".

II. The Metropolitan and Local Planning Functions

The composition of the Metropolitan Toronto Planning Board is established by the Minister of Municipal Affairs of the Province of Ontario under Section 5 of the Planning Act. The members of the Board are appointed by the Metropolitan Council, subject to the approval of the Minister. On May 2, 1967 the Minister established a 28 men membership for the Board. This new composition increased the representation from the fringe area which had no political representation on the Metropolitan Council. In addition, the new composition will ensure much closer liaison with local planning boards than has been the case in the past through representation from those boards.⁹

The Board appoints an Executive Committee composed of the Chairman, Vice-Chairman, Chairman of the Metropolitan Council, and two members appointed annually by the Board, to make

⁹Metropolitan Toronto Planning Board, Summary of Procedures, op. cit., p. 3.

recommendations concerning personnel, organization and administrative matters, including the Board's annual budget, and to transact Board matters during the period between regular Board meetings.¹⁰

The staff of the Board is organized into four divisions - administration, land use, research and transportation. There is a further breakdown in the land use and transportation divisions in that sections of each division deal with development control and comprehensive planning respectively.¹¹

Control. Under Subsection 1, Section 3 of The Planning Act, it is stated that:

The Council of the designated municipality shall appoint the planning board of a planning area, and every appointment to the planning board of a joint planning area is subject to the approval of the Minister.

and under Subsection 2 of the same Section that:

Where a planning area consists of part or all of one municipality and territory without municipal organization, every appointment to the planning board of the planning area is subject to the approval of the Minister.

It is clear that the Minister of Municipal Affairs and the Metropolitan Council of Toronto have a great authority in the formation of the Metropolitan Toronto Planning Board.

As to the composition of the Planning Board, it is pro-

¹⁰Ibid.

¹¹Ibid., p. 6.

vided under Subsection 1, Section 4 of the same Act that:

- A planning board . . . shall consist of,
- (a) Where the planning area consists of part or all of one municipality or of part or all of one municipality and territory without municipal organization, the head of the council of the municipality is a member ex officio; or
 - (b) in the case of a joint planning area, the head of the council of the designated municipality is a member ex officio,
- and four, six or eight members who are not employees of a municipality or of a local board.

However, the members of the Planning Board who are members of the metropolitan council can not constitute a majority of the members of the Planning Board.

As to the term of office of the Planning Board members, it is provided under Subsection 5, Section 4 of the same Act that:

- The members of the planning board who are not members of a municipal council shall hold office for three years, provided that on the first appointment the council of the designated municipality, from among such members shall designate members who shall hold office,
- (a) until the 1st day of January of the year following the date of appointment;
 - (b) until the 1st day of January of the second year following the date of appointment; and
 - (c) until the 1st day of January of the third year following the date of appointment,
- respectively, so that as nearly as possible one-third of such members shall retire each year; and the members of the planning board who are members of a council shall be appointed annually.

The members of the Planning Board are able to be re-appointed.

The great power of the Minister of Municipal Affairs has been noted earlier. This is further provided under Section 5 of The Planning Act that:

Notwithstanding any other provision in this Act, the Minister may, in order to suit the special needs of any planning area, vary the constitution of the planning board, the procedures by which it is appointed, the term of office of its members, and the manner in which it is to function, and designate the functions of the planning board within the scope of section 10, and may make special provisions relating to the recommendation, adoption and approval of the official plan of the planning area.

The citizens of the Planning Area therefore do not have any important role in their area-wide planning matters.

The Planning Board receives its financial support from the Municipality of Metropolitan Toronto.

The appraisal of the Metropolitan Toronto Area Planning Functions in regard to Criterion III is judged to be "poor".

Local Planning Functions. The Municipality of Metropolitan Toronto Act provided for the creation of a planning area which has been defined as Metropolitan Toronto plus one tier of townships surrounding it, at total of 19 municipalities, six within Metro and 13 in the fringe area. The Metropolitan Corporation is the designated municipality for the planning area. Each of 19 local municipalities is also a subsidiary planning area.

In the two-level planning system of the Metropolitan Toronto Planning Area, the Metropolitan Planning Board is concerned with establishing the general pattern and principles of development, leaving to local municipalities the responsibility for detailed planning control. The local planning boards have retained the right to formulate or amend their own official plans, provided approval is obtained from the Metropolitan

Planning Board and the Provincial Government.

All 19 local municipalities have employed professional planners, or have appointed planning officials to deal with their local planning matters.

The appraisal of the Metropolitan Toronto Area Planning Functions in regard to Criterion IV is therefore judged to be "good".

Geographic Adequacy. On June 23, 1953 the Metropolitan Council recommended that "the Planning Area be the Municipality of Metropolitan Toronto, and in addition, the Townships of: Toronto, Toronto Core, Vaughan, Markham and Pickering and all incorporated Municipalities therein." This was the area subsequently designated by the Minister of Planning and Development, then responsible for community planning, as The Metropolitan Toronto Planning Area. The area beyond Metropolitan Toronto but within the Metropolitan Toronto Planning Area is called the "Fringe" area of the Planning Area, and the 13 municipalities therein, the "Fringe Municipalities". The 13 Fringe Municipalities are the Towns of Ajax, Mississauga, Port Credit, Richmond Hill and Streetsville, the Townships of Markham, Pickering, Vaughan and Toronto Core, and the Villages of Markham, Pickering, Stouffville and Woodbridge. Thus the Metropolitan Toronto Planning Area is made up of the City of Toronto and the five Boroughs and the 13 Fringe Municipalities.

The total area under the jurisdiction of the Metropolitan

Planning Board is 720 square miles, about 480 square miles larger than the Metropolitan Toronto proper. However, at the present time, the urban development along the north shore of Lake Ontario has reached beyond the western boundary of the Planning Area into Oakville. The future urban development of Toronto Area will certainly proceed into those areas where the Planning Board has no planning control at all.

The appraisal of the Metropolitan Toronto Area Planning Functions in regard to Criterion V is therefore judged to be "fair".

Metropolitan Planning Functions. The Planning Board has been assigned such duties as are stated under Subsection 1, Section 10 of The Planning Act that:

Every planning board shall investigate and survey the physical, social and economic conditions in relation to the development of the planning area and may perform such other duties of a planning nature as may be referred to it by any council having jurisdiction in the planning area, and without limiting the generality of the foregoing it shall,

- (a) prepare maps, drawings, texts, statistical information and all other material necessary for the study, explanation and solution of problems or matters affecting the development of the planning area;
- (b) hold public meetings and publish information for the purpose of obtaining the participation and co-operation of the inhabitants of the planning area in determining the solution of problems or matters affecting the development of the planning area;
- (c) consult with any local board having jurisdiction within the planning area;
- (d) prepare a plan for the planning area suitable for adoption as the official plan thereof and forward it to the councils of the municipalities affected thereby, and recommend such plan to the council of the designated municipality for adoption;

- (e) recommend from time to time to the councils of the municipalities in the planning area the implementation of any of the features of the official plan of the planning area;
- (f) review the official plan from time to time and recommend amendments thereto to the council of the designated municipality for adoption.

The Metropolitan Toronto Planning Board has conducted many studies in the past years, such as apartment distribution and density study, metropolitan urban renewal study, waterfront plan, transportation study, commuter rail study, water and sewer services, metropolitan park system, general land use, population and density plan, urban development boundary, school, housing, employment study, shopping centers and retail distribution, and many others. The Board has carried out a comprehensive planning research program and a comprehensive transportation program, in conjunction with the Metropolitan Roads and Traffic Departments, the Toronto Transit Company, the Department of Highways and the Metropolitan Toronto and Region Transportation Study.¹²

The Board is also charged by the Municipality of Metropolitan Toronto Act with the preparation of an official plan covering land uses, ways of communication, sanitation, green belts and park areas, and public transportation.

On December 15, 1966 the Metropolitan Council adopted the "Metropolitan Plan for the Metropolitan Toronto Planning Area". This Plan had its origins in the 1959 Draft Official

¹²Metropolitan Toronto Planning Board, Metropolitan Toronto 1967, op. cit., p. 33.

Plan which has revised by the Metropolitan Planning Board in 1964 and given extensive public hearings throughout the Planning Area during 1965. The Plan was adopted by the Metropolitan Planning Board in December, 1965 as a plan suitable for adoption as an "official plan" within the meaning of The Planning Act, but was subsequently revised and adopted by the Metropolitan Council in December, 1966 not as an "official plan" but as a statement of the policy of the Metropolitan Corporation for the planning of future Metropolitan works and services and as a guide for future development in the Metropolitan Toronto Planning Area.¹³

The Metropolitan Plan proposes an urban area within the Planning Area for future development. The proposed urban area comprises about 400 square miles; it provides for almost complete development of Metro itself, and for development of about 36 per cent of the fringe. The Urban Development Area's boundary is only the limit of urban development which can be accommodated in the foreseeable future.¹⁴ The area for urban development will be relatively compact, with residential and employment areas dispersed so as to permit reasonable accessibility and interchange. Intensive uses will be concentrated in the Central Area and at selected locations throughout the Urban

¹³The Municipality of Metropolitan Toronto, Metropolitan Plan for the Metropolitan Toronto Planning Area (Toronto, December, 1966), p. 1.

¹⁴Metropolitan Toronto Planning Board, Summary of Procedures, op. cit., p. 5.

Development Area at the focal points of the transportation system.¹⁵ Lands outside the urban development boundary will be reserved for productive agricultural activity and un-intensive rural and recreational uses.¹⁶

in 1964, the Planning Board also completed the Transportation Plan which served as a basis for the Metropolitan Plan.

The Planning Board acts in an advisory capacity to the Metropolitan Council, and the services of its technical staff are made available to the local municipalities, both to deal with specific problems and to assist them in developing their own overall plans. In conjunction with the local municipalities the Board advises the Minister of Municipal Affairs and the Ontario Municipal Board on new plans of subdivision and zoning by-laws, and makes recommendations to the Metropolitan Council on the location and design of major roads, transit facilities and the timing of sewer and water facilities and other major public works.¹⁷ The services to local municipalities are provided at no cost to the local municipalities except for publication costs where a substantial volume of reports is required.

¹⁵The Municipality of Metropolitan Toronto, Metropolitan Plan, op. cit., p. 3.

¹⁶Metropolitan Toronto Planning Board, Metropolitan Toronto 1967, op. cit., p. 34.

¹⁷_____, 10 Years of Progress: Metropolitan Toronto 1953-1963 (Toronto, June, 1963), p. 16.

The appraisal of the Metropolitan Toronto Area Planning Functions in regard to Criterion VI is therefore judged to be "good".

Legal Powers. It is stated under Subsection 1, Section 15 of The Planning Act that:

Notwithstanding any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections 2 and 3, no by-law shall be passed for any purpose that does not conform therewith.

and under Section 16 of the same Act that "A by-law that conforms with an official plan shall be deemed to implement the official plan whether the by-law is passed before or after the official plan is approved."

An official plan, therefore, is binding on the municipality which has adopted it, and in this case on the local municipality which has adopted it, and in this case on the local municipalities in the Metropolitan Toronto Planning Area as well. All subsidiary official plans must conform to the Metropolitan Official Plan if there is one.

To facilitate the Metropolitan Planning Board's work in preparation of a plan and in the implementation of such a plan, the Minister of Municipal Affairs refers all official plan amendments, local official plan amendments, and subdivisions within the Planning Area to the Board; and the Ontario Municipal Board directs that notice of all zoning by-laws be given to

the Board.¹⁸ In cases where local amendments conform to the Metropolitan Plan, the staff of the Planning Board is authorized to thus indicate to the Minister. The zoning by-laws are handled in the same way as official plan amendments. As to subdivision plans, local municipalities forward their recommendations for approval to the Planning Board which then incorporates its views and the views of any agency it may have consulted before forwarding these subdivision plans to the Minister. The Commissioner of the Planning Board is authorized to submit recommendations on subdivision applications directly to the Minister.¹⁹ Therefore, although the Official Plan is not in existence, the Planning Board is able to express its opinions on local planning matters.

It is also provided under Section 33 of The Planning Act that:

In addition to any other remedy or penalty provided by law, any contravention of a by-law that implements an official plan and any contravention of section 15 may be restrained by action at the instance of the planning board of the planning area in which the contravention took place or any municipality within or partly within such planning area or any ratepayer of any such municipality, and any contravention of an order of the Minister made under section 27 may be restrained by action at the instance of the Minister or the municipality in which the contravention took place or any adjoining municipality or any ratepayer of any such municipality or adjoining municipality.

Although the Metropolitan Plan has not been adopted as

¹⁸ _____, Summary of Procedures, op. cit., p. 6.

¹⁹ Ibid., pp. 6-7.

the Official Plan, the provisions of legal powers to the Planning Board are good. The appraisal of the Metropolitan Toronto Area Planning Functions in regard to Criterion VII is therefore judged to be "excellent".

III. Conclusions

The philosophy behind the constitution of the Municipality of Metropolitan Toronto is based on the recognition of two basic factors: representation common to both levels of council, and a distinction between those services which are most effectively provided on an area-wide basis and those which are purely local.²⁰ As to the first concept, members are not elected directly to the Metropolitan Council but become members of the Council by virtue of election to office in their local municipalities as mayors, aldermen or controllers. This has ensured continuity and co-ordination between the operations of the Metropolitan Corporation and the local area municipalities.²¹ As to the second concept, the two-level planning machinery imposes on the local municipalities the basic responsibility for regulating and determining their own appearance and special characteristics, while imposing on the Metropolitan Corporation

²⁰William R. Allen, Q. C., Metropolitan Toronto - A Successful Metroplex, an address to the Advanced Administration Institute, Harvard University, July 21, 1967, p. 4.

²¹Metropolitan Toronto Planning Board, Metropolitan Toronto 1967, op. cit., p. 4.

the responsibility for providing the area-wide framework required for the development of the area as a whole.

However, the Planning Board's relationship to the Metropolitan Council is of critical importance. As it is constituted in the Province of Ontario, planning boards are intended to be advisory bodies. Although this arrangement is reasonable, the process for the adoption of an official plan is difficult and full of frustration. This can be seen in the provisions for the adoption of an official plan under Subsection 2, Section 10 of The Planning Act that:

No plan shall be recommended for adoption unless it is approved by a vote of the majority of all the members of the planning board;

and under Subsection 1, Section 11 of the same Act that:

The plan as finally prepared and recommended by the planning board shall be submitted to the council of the designated municipality;

and under Subsection 2 of the same Section that:

The council of the designated municipality may adopt the plan by-law;

and under Subsection 1, Section 12 of the same Act that:

Upon adoption, the plan shall be submitted by the council that adopted it to the Minister . . .;

and under Subsection 2 of the same Section that:

The Minister may then approve the plan, whereupon it is the official plan of the planning area;

and under Subsection 1, Section 12a of the same Act that:

The Minister may refer any part of the plan to the Municipal Board . . .;

and finally under Subsection 2 of the same Section that:

When a part of the plan has been referred to the Municipal Board, the Minister may approve the remainder of the plan, whereupon the remainder, together with such part of the plan as may be approved by the Municipal Board, is the official plan of the planning area.

Besides, there is nothing in The Planning Act which says an official plan must be implemented. This is one of the unresolved issues of planning in the Province of Ontario. The question, therefore, is how to encourage positive municipal action to implement the official plan?

In other respects, the Metropolitan Plan for the Toronto Area, as a statement of the Corporation, deals largely with those development principles, policies and regulations which are considered to be directly of Provincial concern. These are, in the first instance, those matters which affect direct Provincial interests such as the highway system; secondly, those matters which affect the general pattern of development in the surrounding region; and thirdly, those matters which may affect, directly or indirectly, Provincial financial obligations to the Municipality of Metropolitan Toronto or to local municipalities in the Planning Area.²²

There is little doubt that there will be substantial pressures for further urban development in the fringe areas well beyond the provisions made by the Metropolitan Plan. It is foreseeable that future urban expansion will go into the Oshawa area immediately to the east, and the Hamilton-Burlington

²²The Municipality of Metropolitan Toronto, Metropolitan Plan, op. cit., p. 1.

area to the west. Therefore, the Province must adopt policies to secure a suitable pattern of regional development in this large Toronto urban complex. This is stated by the Metropolitan Toronto Planning Board:

the Metropolitan Toronto Planning Board appeals to the Province of Ontario for a comprehensive policy statement regulating and shaping the future development of the whole south central region of the Province.²³

At the present time, only the Province has planning jurisdiction over the whole region.

Metropolitan Toronto has extra-territorial planning powers over the outer thirteen local municipalities. They have their representatives on the Metropolitan Planning Board, but they are not represented on the Metropolitan Council that is empowered to adopt a plan for their area.²⁴ There is also a strong need for a re-appraisal of the government structure in the fringe areas and their relationship to Metropolitan Toronto.

It is very clear that the events in the Metropolitan Toronto Area have supported the validity of the hypothesis of this thesis.

²³Metropolitan Toronto Planning Board, Summary of Procedures, op. cit., p. 5.

²⁴William R. Allen, Q. C., "The Place of the Planning Board in the Community", Community Planning Review, Vol. 12, No. 3 (1962), p. 23.

CHAPTER VI

SUMMARY AND CONCLUSIONS

This thesis has involved a process of testing the validity of the hypothesis, which is: for planning at the metropolitan level to be successful, it must be integrated into a well organized area-wide government authority, and must obtain a well co-ordinated working relationship with suitably modified local governments and local planning bodies. This has been done by theoretical research and case studies. This thesis does not intend to propose any utopian ideas, but rather try to give some practical directions, and to point out what courses of action should be followed in solving our metropolitan problems. Although this thesis is mostly limited in the scope to Canada, its findings and principles may be applied at least to other parts of the democratic world.

This thesis has been able to cover only a small part of today's numerous metropolitan problems. Many other metropolitan problems, such as the conflicts between central city and suburban municipalities, citizen's participation in metropolitan affairs, conflicts between metropolitan and local planning authorities, the proper division of government functions between metropolitan and local governments, the proper roles of upper governments in solving metropolitan problems, etc., are not studied here. Therefore, this thesis has only tried to examine a segment of those metropolitan problems, and to propose a few

principles which should be followed in any proper government action to deal with metropolitan problems.

I. The Theoretical Validity of the Hypothesis

In Chapter I, today's metropolitan problems have been pointed out as the consequences of the industrialization, the rapid urbanization in the twentieth century, and the inability of local governments to cope with new demands. Only efficient regional planning at the metropolitan level can solve today's metropolitan problems effectively. However, the necessity for the integration of metropolitan planning function with a well-organized metropolitan government authority has been proved essential in making metropolitan planning efficient. According to this sequence of reasoning, the hypothesis of this thesis was established.

In Chapter II, the detailed studies on the causes of rapid urbanization in the twentieth century, the character of metropolitan areas, and the inability of local governments to cope with metropolitan problems prove that there is a need for metropolitan planning and a necessity for local government re-organization. The research on the local government structure of Canada, and the forms of metropolitan government authority in North America has also proved that there is a need for a well-organized metropolitan government to deal with metropolitan problems. Finally, the study of the functions of planning, the need for the integration of planning and government in

metropolitan areas, and the necessity for government re-organization for planning efficiency at the metropolitan level has proved the theoretical validity of the hypothesis.

Based on the theoretical validity of the hypothesis and on the arguments in Chapter II, Criteria have been worked out to test the three cases: the Metropolitan Areas of Vancouver, Winnipeg, and Toronto.

II. The Validity of the Criteria

Although the Criteria proposed in Chapter II have been used for the purposes of testing the actual cases, they should also be recognized as the principles for the organization of metropolitan government and planning.

A brief comparison of the three cases studied in this thesis can be used to test the validity of the Criteria:

Metropolitan Government Should Be Organized as General-Purpose Government. The Greater Vancouver Regional District has only been allocated the hospital function. Its in-effectiveness in satisfying other metropolitan needs can be seen by the existence of many other single-purpose districts and boards in the Metropolitan Area. The separation of the area-wide planning function, in the Lower Mainland Regional Planning Board, has proved highly undersirable in terms of effective planning implementation.

Both the Metropolitan Corporation of Greater Winnipeg

and the Municipality of Metropolitan Toronto have demonstrated their effectiveness in providing area-wide services as general-purpose governments.

This supports the validity of Criterion I.

Metropolitan Government Should Have Sufficient Legal Powers.

The Greater Vancouver Regional District has the potentiality to exercise its legal powers to perform services when it has been assigned more functions.

Both the Metropolitan Corporation of Greater Winnipeg and the Municipality of Metropolitan Toronto have good legal powers to perform those responsibilities assigned to them.

This supports the validity of Criterion II.

Metropolitan Government Should Remain Controllable by and Accessible to Its Citizens.

The members on the Regional Board of the Greater Vancouver Regional District are appointed by local municipal councils. It has been pointed out that this arrangement of indirect representation, being democratic or not, is still in doubt.

The direct elections of the members on the Metropolitan Councils of the Metropolitan Corporation of Greater Winnipeg and the Municipality of Metropolitan Toronto are more likely to ensure citizens' role and promote citizens' participation in their metropolitan affairs.

This supports the validity of Criterion III.

Local Municipalities Should Be Modified to Create Efficient Local Governments, and Local Planning Functions Should Be Encouraged.

In the Metropolitan Vancouver Area, where no local municipality has been modified, inter-municipal servicing problems exist and are increasing. The established local planning bodies are unable to cope properly with these inter-municipal problems.

The Metropolitan Corporation of Greater Winnipeg has been built up as a strongly centralized metropolitan government, especially in terms of its planning function. As government functions increase, it is doubtful that this metropolitan government will be able to handle all the services demanded without efficient local governments to share the burden.

In Metropolitan Toronto, the former thirteen municipalities were consolidated into six on January 1, 1967. This modification was clearly based on the idea that the local governments should be made efficient in performing local services by modifying their boundaries.

This lends support to Criterion IV.

Geographic Adequacy. The Greater Vancouver Regional District has a political jurisdiction excluding some urbanized areas while the Lower Mainland Regional Planning Board possesses a more than adequate geographic jurisdiction in terms of planning for the Metropolitan Area. It is doubtful as to how these two bodies could function together and develop an efficient program

for the future development of the Metropolitan Vancouver Area.

The Metropolitan Corporation of Greater Winnipeg has a relatively good geographic jurisdiction in terms of its political and planning control.

Urban development has exceeded the political and planning jurisdictions of the Municipality of Metropolitan Toronto. Therefore, it is also difficult for the Municipality to handle its area-wide problems.

This supports the validity of Criterion V.

Basic Metropolitan Planning Functions Should Be Research, Planning, Co-operation and Co-ordination, and Advice and Assistance.

The Lower Mainland Regional Planning Board has carried out comprehensive studies and prepared the Official Regional Plan. It also maintains a good working relationship with local planning officials, and provides assistance to local municipalities when requested.

The Planning Division of the Metropolitan Corporation of Greater Winnipeg has all the planning responsibilities in the Area. It has worked out comprehensive studies as well as the Official Metropolitan Development Plan. However, it does not co-operate with or provide assistance to the local municipalities except the City of Winnipeg.

The Metropolitan Toronto Planning Board has studied its Area extensively, and has been able to prepare a metropolitan plan which was adopted by the Metropolitan Council as a state-

ment of its objectives. It has not been able to build up a very sound working relationship with local planning bodies. However, the Planning Board provides assistance to local municipalities.

This supports the validity of Criterion VI.

The Metropolitan Planning Body Should Have The Power of Review Over Local Plans. The Lower Mainland Regional Planning Board is purely an advisory body. Local planning bodies adopt its suggestions only on a voluntary basis. Therefore, its success is also limited in terms of area-wide planning implementation.

The Planning Division of the Metropolitan Corporation of Greater Winnipeg is the only planning authority in the whole Metropolitan Area. Therefore, it does not have any difficulty in this regard.

The Metropolitan Toronto Planning Board has the review power over local plans. Therefore, area-wide objectives can be more readily ensured.

This supports the validity of Criterion VII.

A brief comparison of the three Metropolitan Areas based on the Criteria can be presented in Table V on the next page.

III. The Validity of the Hypothesis

The success of planning as a function of government is highly dependent upon the structure of the government. There-

TABLE V
A COMPARISON OF THREE METROPOLITAN AREAS BASED
ON THE CRITERIA

Criteria	Metro Vancouver Area	Metro Winnipeg Area	Metro Toronto Area
<u>Metro. Govt. Authority:</u>			
I Multi- Function	poor	excellent	excellent
II Power	fair	good	good
III Control	fair	excellent	good
IV Local- Government	fair	fair	excellent
V Area	fair	excellent	poor
<u>Metro. and Local Plan- ning:</u>			
III Control	fair	good	poor
IV Local- Planning	good	poor	good
V Area	excellent	excellent	fair
VI Metro.- Planning	good	excellent	good
VII Power	poor	excellent	excellent

fore, if planning in metropolitan area is to be successful, it must be attached to well-organized metropolitan and local governments with a proper division of government powers between them. In a democratic society, the crucial issue in the areal division of government powers lies in the achievement of a responsible and responsive system of government. Paul Ylvisaker attempts to portray this problem in the chart which is reproduced below:¹

The Rationale for an Areal Division of Governmental Powers within the Modern Democratic State

BASIC VALUES	INSTRUMENTAL VALUES OF THE AREAL DIVISION OF POWERS —i.e., The means by which adp is presumed to realize the given basic values; expressed in terms of the: IndividualGovernmental Process	
LIBERTY (Constitutionalism, with a goodly admixture of laissez-faire)	<p>Gives further assurance of protection against arbitrary or hasty governmental action</p> <ul style="list-style-type: none"> —by providing additional and more readily available points of access, pressure, and control; —by making it possible for minorities to avail themselves of governmental position and power; —by serving to keep governmental power close to its origins, and governmental officials within reach of their masters. 	<ul style="list-style-type: none"> —by providing a system of countervailing power among governmental levels, assuring friction and debate; —by creating a network of compartments, to localize ills which may beset the body politic.
EQUALITY (Especially as embodied in its corollary of democracy and the axiom of wide-scale participation)	<p>On the negative side, provides a further barrier to the concentration of social, economic, and political power.</p> <p>On the positive side, provides additional and more readily available opportunities for participation as a means of contributing to the development both of the individual (in the Aristotelian tradition of citizenship) and of public policy.</p>	<p>Gives further assurance of:</p> <ul style="list-style-type: none"> —responsiveness and flexibility; —energy and "collective wisdom"; —consent and loyalty
WELFARE (service)	<p>Additional assurance that demands will be heard and that needs will be served.</p>	<p>Gives further assurance that governmental action will be effective (granted the claims listed immediately above), and that performance will be more efficient, in accord with the administrative principles of:</p> <ul style="list-style-type: none"> —scale; —delegation; —decentralization; —specialization; —the availability and yardstick effect of comparative costs.

¹Paul Ylvisaker, "Some Criteria for a 'Proper' Areal Division of Governmental Powers", Regional Development and Planning, J. Friedmann and W. Alonso, editors (Cambridge, Massachusetts: The M. I. T. Press, 1964), p. 524.

As noted, the problem is to devise the means whereby the basic values of liberty, equality, and welfare could be realized on an optimum basis through an areal division of powers. This thesis has demonstrated a way to resolve this problem.

It is felt that the hypothesis of this thesis has been supported to be valid.

IV. A Further Study: The Role of Province

If a community chooses to plan, it must implement the decision through its organizational structure. It is the government which is best suited to assume the responsibility for planning. Although the role of local governments in dealing with metropolitan problems in Canada is indispensable, the key to solving the complex difficulties lies with the provincial governments. This fact has been found in this thesis: that within the three Areas studied in Chapters III, IV, and V, the provinces have played vital roles in solving their metropolitan problems. The ability of local governments to meet critical development problems is largely conditioned by the province. The tools which the localities can utilize, the money they spend, and the powers they exercise, are to a great extent determined by the actions of the provinces.

The British North America Act, which is the constitution of Canada, assigns to the provincial governments sovereignty in all matters relating to property and civil rights, in all matters of a local nature, and over all crown lands and re-

sources. Therefore, planning as it relates to communities, resources, and public and private property, is also a provincial responsibility.² There is no doubt that if localities are to function well, the province must provide the proper framework and many of the means for them to do so.

Actions of the province to deal with metropolitan problems can be many; but it is not the intention of this thesis to study these in detail. Determination of how far, and in what directions a province should go depends on several factors: (1) its historical experience in dealing with urban development problems; (2) the relative intensity of metropolitan problems; and, (3) a judgement on whether or not the multiplicity of local governments is causing a loss of local control over local problems of the metropolitan area.³ In order to make intelligent judgements, there is a need for unifying principles and policies to serve as a framework to guide metropolitan growth. The province can, and must, provide this unified dimension--pulling together facts and information, making province-wide projections of economic, social and physical development trends, and formulating imaginative, well-thought-out development goals.

²University of British Columbia, Division of Community and Regional Planning, Planning for Regional Development in British Columbia (Vancouver, Spring, 1965), p. 1.

³Council of State Governments, "The States' Role in Urban Development", Metropolitan Politics, M. N. Danielson, editor (Boston and Toronto: Little, Brown and Company, 1966), pp. 315-316.

However, the role of the provinces of Canada in municipal affairs has been capricious. No province makes provision for continuous, or periodic review of its municipal problems. The provincial governments seem unconvinced that the metropolitan problems are high priority issues, or that the problems are serious enough to warrant effective government re-organization. One of the reasons for this lack of sympathy with cities is the ircontinued rural orientation. The willingness of public officials to place a high priority on urban problems has not yet caught up with the population movements of the last twenty or thirty years. It is true that the Conservative Government in Manitoba, the Progressive Conservative Government in Ontario, and the Social Credit Government in British Columbia are built upon strong rural support.⁴

Another reason why cities fail to get a sympathetic hearing at the provincial level is because they generally are under-represented in provincial legislatures. Some of this urban under-representation is due to continued inaction on the question of re-distributing seats in provincial legislatures. The provincial governments could undertake wholesale re-distribution but it is easier and sometimes safer to do nothing.⁵

Despite this general pattern of provincial inaction,

⁴Harold Kaplan, The Regional City (Toronto: Canadian Broadcasting Corporation, 1965), p. 18.

⁵Ibid.

the Canadian record on metropolitan reform is better than the American. The situation in the United States, for the most part, is far more critical than in Canada. Urban under-representation in their state legislatures is more blatant than in any Canadian province; and party control of the state legislature is usually more rural-based. Most Canadian cities get a somewhat better deal from their provincial governments than American cities do from their state governments. As a result, Canadian cities have had less incentive for by-passing the provincial governments and seeking direct federal assistance. The cities in Canada also realize that, under the present status of Canadian federalism, the provinces are too powerful to be by-passed.⁶

Too often the planners and reformers who are convinced that they have the solutions to metropolitan problems dismiss the obstacles to reform as mere "politics". But the prevailing systems in our provinces reflect deep-seated attitudes and understandable self-interest. The obstacles to reform are neither trivial nor stupid. They are real, numerous, and difficult to overcome.

However, to find a proper role for the province to deal with metropolitan problems is beyond the scope of this thesis, and should be the subject of another work.

⁶Ibid., pp. 19-20.

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APPENDIX

THE QUESTIONNAIRE SENT TO THE LOWER MAINLAND REGIONAL
PLANNING BOARD, THE PLANNING DIVISION OF THE METRO-
POLITAN CORPORATION OF GREATER WINNIPEG, AND
THE METROPOLITAN TORONTO PLANNING BOARD
IN JULY, 1968

1. Please describe the present geographic area covered by your agency or refer me to a publication where I can obtain this information.
2. When and under what legislation was your agency established?
3. (a) Is your agency attached to a metropolitan or regional government?
Yes () When and under what legislation?
No ()
(b) Have there been any official inquiries into metropolitan or regional government in the past 20 years?
Yes () Please list.
No ()
4. Please list the major functions of your agency or refer me to a publication where I can obtain this information.
5. Please describe the main technical and administrative divisions of your agency or refer me to a publication where I can obtain this information.
6. Approximately how many people are normally employed by your agency?
7. Have you prepared a comprehensive metropolitan or regional plan?

Yes () Please give title and date of publication.

No ()

8. Has the comprehensive metropolitan or regional plan been adopted?

Yes () Date?

No () Can you refer me to any publication or newspaper stories that will explain why?

9. Have you in your own or in cooperation with other agencies prepared any metropolitan or regional plans for a specific function such as transportation, shoreline, recreation, etc?

Yes () Please list title and date of publication.

No ()

10. (a) Have any of the specific functional plans been officially adopted?

Yes () Please list.

No ()

- (b) Have any of the specific functional plans not officially adopted nevertheless in your opinion been used as a guide?

Yes () Please list.

No ()

11. Are there any other agencies in this metropolitan area also carrying on certain land use and transportation planning functions on an area-wide basis?

Yes () Please give name and address.

No ()

12. Please give the names of the local planning bodies of the municipalities within your metropolitan area.
13. Please list your publications in the past three to five years that will probably be relevant to my research and their prices.

THANK YOU VERY MUCH!