



Archives of Ontario Private Acquisitions Strategy

Analysis Report of the **Infrastructure Sector** in Ontario

Version 1
September 2015

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of Ontario

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1. Purpose

The purpose of this report is to carry forward key recommendations from the Archives of Ontario Private Acquisitions Strategy by conducting examinations of Ontario's major sectors. This report highlights sub-sectors or areas within the infrastructure sector which are likely to generate records of provincial significance.

Infrastructure is a large and vital sector, which is a fundamental part of Ontario's productivity and overall growth. From the development of highways, transit lines, sewers and dams, to the building of hospitals, courthouses and schools, infrastructure supports the growth and prosperity of Ontario. Infrastructure includes a wide range of services and initiatives essential to the modernization and advancement of Ontario's society and economy, which directly impact the daily lives of Ontario citizens. Therefore, the need to document this sector is high.

The identification and appraisal of activities within the infrastructure sector will drive and support private records acquisition policy for infrastructure sector records in the *Archives of Ontario Private Acquisitions Strategy*.

2. Overview of the Infrastructure Sector in Ontario

The provincial government has long prioritized infrastructure development in Ontario. The Department of Planning and Development was established in 1944, providing a department to address some of Ontario's infrastructure needs. This department was mandated to work with agricultural, industrial, labour, mining, trade and other associations and organisations, and with public and private sector enterprises, in order to create and maintain productive employment and to develop the human and material resources of the Province. Undoubtedly, the infrastructure sector covers a wide range of government activities, which, more recently, have been administered through the Ministry of Public Infrastructure Renewal (2003, 2010) and the Ministry of Energy and Infrastructure (2007-2010).

Established in 2013, the Ministry of Economic Development, Employment and Infrastructure is responsible for building a strong, innovative economy that can provide jobs, opportunities and prosperity for all Ontarians. The Ministry is accountable for building Ontario's economy through long-term infrastructure planning and fulfilling key infrastructure projects. Some of the sector's core functions are: to support Ontario's business environment, build modern infrastructure, and develop infrastructure strategies.¹

¹ Mandate letter. Premier Kathleen Wynne to The Honourable Brad Duguid, Minister of Economic Development, Employment and Infrastructure, September 25, 2014.

In Premier Kathleen Wynne's 2013 Speech from the Throne, she stated, "your government understands that infrastructure is the underpinning of our economy".² The Government of Ontario recognizes the importance of infrastructure and has invested approximately \$85 billion in public infrastructure since 2003. Going forward, the 2013 Ontario budget has allocated more than \$35 billion to infrastructure investments until 2016.³

Ontario's commitment to building modern infrastructure and promoting economic growth was reaffirmed by Premier Kathleen Wynne in her mandate letter of September 24, 2014 to the Honourable Brad Duguid, Minister of Economic Development, Employment and Infrastructure. Wynne's letter outlines the Government of Ontario's key priorities, including:

- growing the economy and helping to create good jobs,
- strategic investment in the talent and skills of our people, from childhood to retirement,
- building of modern infrastructure, transit and a seamless transportation network, and
- a dynamic business climate that thrives on innovation, creativity and partnerships to foster greater prosperity.⁴

In addition to these key priorities, the Ministry of Economic Development, Employment and Infrastructure also has nine, more explicit, areas of focus as outlined in its plan *Building Together Jobs & Prosperity for Ontarians*. This ten-year plan, originally initiated by the Ministry of Infrastructure in 2011, focuses on infrastructure developments for: transportation, education and innovation, health care, rural areas, cities and regions, water and other environmental resources, tourism and culture, social infrastructure, justice and government services.⁵

<https://www.ontario.ca/government/2014-mandate-letter-economic-development-employment-and-infrastructure> [accessed April 22, 2015].

² **The Hon. David Onley, Lieutenant Governor of Ontario. *Speech from the Throne, February 19, 2013*, <http://www.premier.gov.on.ca/en/news/24955> [accessed April 22, 2015].**

³ Ontario. Ministry of Finance. *2013 Budget*. <http://www.fin.gov.on.ca/en/budget/ontariobudgets/2013/statement.html> [accessed September 16, 2015]

⁴ Mandate letter. Premier Kathleen Wynne to The Honourable Brad Duguid, Minister of Economic Development, Employment and Infrastructure, September 25, 2014 (from <https://www.ontario.ca/government/2014-mandate-letter-economic-development-employment-and-infrastructure>)

⁵ Ministry of Economic Development, Employment and Infrastructure. *Building Together: Jobs and Prosperity for Ontarians* http://www.moi.gov.on.ca/en/infrastructure/building_together/index.asp [accessed September 16, 2015].

To further support infrastructure growth in Ontario, the Ministry of Economic Development, Employment and Infrastructure is aided by Infrastructure Ontario. Officially known as the Ontario Infrastructure and Lands Corporation, Infrastructure Ontario is a Crown corporation which was incorporated in 2005 under the Business Corporations Act. Infrastructure Ontario provides a wide range of services to support the Ontario government's infrastructure initiatives, including the delivery of large-scale, complex infrastructure projects.⁶ Infrastructure Ontario supports the Ontario government through four lines of business: major infrastructure projects, real estate services, infrastructure lending and commercial projects.⁷

The Ministry of Economic Development, Employment and Infrastructure, is additionally supported by the Ontario Realty Corporation (ORC), which is administered by the Ministry of Municipal Affairs and Housing. Established in 1993, the ORC provides a broad range of real estate services which aid infrastructure, including: construction project management, facilities management, and strategic portfolio management on behalf of the Government of Ontario.

The Ministry of Economic Development, Employment and Infrastructure and Infrastructure Ontario also recognize the fundamental need for private sector partnerships as key components to a successful and profitable infrastructure sector within the province. In order to meet the growing needs of the province, the ministry and Infrastructure Ontario fund numerous projects through Alternative Financing and Procurement, hiring private business and organizations to work with or on behalf of the government.⁸

Whether through government partnerships or privately funded projects, the private sector plays an important role in the infrastructure sector in Ontario. As infrastructure continues to be a priority for the province of Ontario, it remains important to examine these areas for records of lasting provincial significance.

3. Analysis of Archives of Ontario Holdings

In examining the holdings of the Archives of Ontario, a search of the Archives Descriptive Database was undertaken to determine what records have been acquired from the private sector that complement the Government of Ontario's

⁶ Infrastructure Ontario, Alternative Financing and Procurement, Section 3.05, 2014 Annual Report of the Office of the Auditor General of Ontario, page 194-195.

http://www.auditor.on.ca/en/reports_en/en14/305en14.pdf

⁷ <http://www.infrastructureontario.ca/Templates/AboutUs.aspx?id=120&langtype=1033>

⁸ Infrastructure Ontario, Alternative Financing and Procurement, Section 3.05, 2014 Annual Report of the Office of the Auditor General of Ontario, page 194-195.

http://www.auditor.on.ca/en/reports_en/en14/305en14.pdf

role in delivering infrastructure planning and policy, as well as promoting the building and modernization of infrastructure in the province.

A keyword search of our private holdings was completed, focusing on those collections with post-1980 records. This revealed that the Archives' holdings contain a variety of private records documenting some of the functions carried out by the government with regards to infrastructure in Ontario, the majority of which were records created by architectural firms. Overall, the scope and depth of the records varies. This inconsistent representation is largely due to the wide scope of activities encompassed by the infrastructure sector.

Some examples of notable records in the Archives of Ontario's holdings related to the infrastructure sector include:

- F 2187, Moriyama and Teshima Architects fonds
- F 4521, ENVision - The Hough Group Limited fonds
- F 4414, Zdzislaw Przygoda fonds
- F 4446, Peter J. Smith fonds
- F 4563, Peter Favot fonds
- C 315, Mathers & Haldenby fonds
- C 20, Page & Steele Architects fonds

While these records document examples of private sector involvement in the development of modern infrastructure in Ontario, major gaps in the Archives of Ontario's holdings exist.

4. Methodology for Analyzing the Infrastructure Sector

This section outlines the analysis methodology and rationale for how the sector was broken down and assessed.

Sub-sector Identifications

Sub-sectors within the Infrastructure sector were selected based upon an analysis of major activities related to infrastructure in the private sector. Sub-sectors were identified based upon the major categories of organizations, bodies and individuals known to be involved or have an interest in such activities within the private sector.

Exclusions and Limitations

The infrastructure sector covers a wide range of activities, many of which correspond and overlap with several ministries. Private records that are principally covered by other sectors and directly relate to the functions of the following ministries were avoided: Ministry of Energy, Ministry of Labour, Ministry of Research and Innovation, Ministry of Transportation and the Ministry of

Natural Resources. Additionally, digital infrastructure was excluded from this analysis as the focus of this report was limited to physical, built infrastructure.

5. Analysis of Infrastructure Sub-Sectors

This section examines the scope of Infrastructure Sector records with respect to:

1. Identifying and defining sub-sectors and categories within the Infrastructure Sector,
2. Making connections between private sector activities and government functions,
3. Identifying existing holdings in the Archives of Ontario related to the Infrastructure Sector (containing records dated 1980-CCY),
4. Identifying possible acquisition targets in the private sector,
5. Providing a rationale for the importance of acquiring documentation within a sub-sector or category, and
6. Identifying level of acquisition priority for each sub-sector based upon the rationale.

Infrastructure Sector Sub-sectors and categories:

For the purposes of analysis, the activities within the Infrastructure Sector have been divided into the following sub-sectors and categories.

1. Professional organizations
2. Construction, engineering and architectural companies
3. Planning and consulting firms
4. Advocacy and labour organizations
5. Individuals and consultants

Government Functional Linkages

The functional linkages provided in Appendix A are based on the infrastructure related core functions of the Ministry of Economic Development, Employment and Infrastructure and Infrastructure Ontario.

1. Development of Infrastructure strategies
2. Infrastructure development and improvement
3. Infrastructure maintenance



Appendix A: Analysis of Infrastructure Sub-sectors

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Infrastructure Sub-sector / Category	Sub-sector / category description	Government Function and responsible ministry:	Related Archives of Ontario private holdings (1980-CCY):	Sub-sector / category Appraisal Rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Construction , engineering and architectural companies	This sub-sector includes construction, engineering and architectural companies within the infrastructure sector in the province.	Infrastructure development Infrastructure maintenance (Ministry of Economic Development, Employment and Infrastructure)	F 2187, Moriyama and Teshima Architects fonds F 4446, Peter J. Smith fonds F 4447, Bernard Rasch fonds F 4593, Lenscape Incorporated fonds	This sub-sector would document businesses which are involved in various aspects of infrastructure development and maintenance throughout the province.	The AO's holdings in this sub-sector are very limited for the post-1980 period.	HIGH
Planning and consulting firms	This sub-sector includes planning and consulting firms within the infrastructure sector in the province.	Infrastructure development Infrastructure maintenance Development of Infrastructure strategies (Ministry of Economic Development, Employment and Infrastructure)	F 4521, ENVision - The Hough Group Limited fonds F 4563, Peter Favot fonds	This sub-sector would document planning and consulting firms which are involved in various aspects of infrastructure development and maintenance throughout the province.	The AO's holdings in this sub-sector are very limited for the post-1980 period.	HIGH

Infrastructure Sub-sector / Category	Sub-sector / category description	Government Function and responsible ministry:	Related Archives of Ontario private holdings (1980-CCY):	Sub-sector / category Appraisal Rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Professional associations	This sub-sector includes associations of various professions within the infrastructure sector in the province.	(No related function)	F 4402, Ontario Professional Planners Institute fonds	This sub-sector would document associations of various professions within the infrastructure sector which support and represent the interests of their representatives. The records from this subsector would document the furthering or advancements of a profession, as well as the interests of the professionals engaged in the work.	The AO's holdings in this sub-sector are very limited for the post-1980 period.	HIGH
Advocacy and labour organizations	This sub-sector includes organizations with a mandate to advocate and lobby for infrastructure needs and improvements in the province, as well as those labour organizations which lobby for the needs and rights of those working within the sector.	(No related function)	F 2076-6, Alvin D. McCurdy's papers of the Carpenters and Joiners Union ** (is this is a stretch)	This sub-sector would document organizations which advocate for infrastructure development, as well as labour organizations which lobby for the needs and rights of those working within the sector.	The AO's holdings in this sub-sector are very limited for the post-1980 period.	HIGH
Individuals and consultants	This sub-sector includes individuals who have made significant contributions in the areas of planning, development and	Infrastructure development Development of Infrastructure strategies	F 4642, Michael Hough fonds F 4530, Anthony Usher	This sub-sector would document individuals who have made significant contributions to the infrastructure sector in Ontario.	The AO's holdings in this sub-sector are very limited for the post-1980 period.	HIGH

Infrastructure Sub-sector / Category	Sub-sector / category description	Government Function and responsible ministry:	Related Archives of Ontario private holdings (1980-CCY):	Sub-sector / category Appraisal Rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
	other advancements in the infrastructure sector.	(Ministry of Economic Development, Employment and Infrastructure)	Planning Consultant fonds			