



Archives of Ontario Private Acquisitions Strategy

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

Version 1
September 2015

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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 private transportation sector which are likely to generate records of provincial significance.

Transportation is a cornerstone of Ontario's prosperity. A multi-modal system for moving people, goods, and services directly affects the province's capacity to create and sustain other sectors such as industry, infrastructure, tourism, and the environment. Therefore, the need to document this sector is high.

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

Specific organizations and bodies have not been cited within this report, as it is not the intention of this report to provide such a low-level review.

2. Overview of the Transportation Sector in Ontario

In this analysis, transportation is defined as the movement of people and goods for personal and commercial purposes. While the sector in Ontario is currently dominated by means of ground transportation such as trucking, railways, and automobiles, this analysis also includes transportation by waterways and airways to a lesser extent.

Roads and other means of transportation have been a key concern for the government and people of Ontario since the early settlement of the province in 1791. One of the first acts passed by the legislature of Upper Canada was "An Act to regulate the laying out, amending and keeping in repair, the Public Highways and Roads within this Province".¹ Ontario has had an office responsible for advising on road improvements since its first Commissioner of Highways was named by Order in Council on April 15, 1896. By 1910 the Office was generally referred to as the Highways Branch.

Demonstrating the importance of transportation to the province, the Commissioner was promoted to the level of a full Minister during World War I, and the Department received additional resources to improve the system of

¹ Statutes of Her Majesty's Province of Upper Canada. Niagara [Ont.]: 1792-1795. Accessed via Early Canadiana Online, http://eco.canadiana.ca/view/oocihm.9_10042_1/28?r=0&s=1.

roads. The Ministry of Transportation was created in 1961 to meet the growing needs of citizens.

The early 20th century was a period of rapid change in North American transportation, as people began migrating from rural areas of the country to urban centres. Within cities, the introduction of electric streetcars and trolleys provided citizens with more options in commuting. Between cities, railways and waterways provided the main modes of transportation in freight and passenger industries.

The rise of the private car after World War II coincided with social and economic changes that saw the development and preference for suburbs in North America. The availability of affordable oil in North America, including the discovery of oil wells in Leduc, Alberta in 1947, also helped to ensure the dominance of the automobile in transportation up to the present day.

In commercial seaway transportation, the construction of the latest Welland Canal in 1932 and the opening of the Great Lakes St. Lawrence Seaway in the 1950s allowed larger ships to travel from Montreal through the Great Lakes as far as Thunder Bay. These developments created a thriving waterway based commercial industry.²

Other milestones in twentieth century Ontario transportation history include the construction and designation of the 400 series highways in 1952, the opening of the Port George VI Airport (now the Billy Bishop Airport) in 1937, the opening of the Malton Airport (now the Pearson International Airport) in 1939, the construction of the Toronto Subway system in 1954, and the development and sale of the 407 toll highway in 1997 and 1998.

The Ontario government has dedicated a \$29-billion investment toward Moving Ontario Forward, a ten-year transit and transportation strategy.³ In urban areas, the government has partnered with the private sector in some transportation projects by forming public-private partnerships (PPP). These implement Ontario's Growth Plans and the Regional Transportation Plan (RTP) to coordinate the inter- and intra-city movement of commuters. Rapid Transit projects and integrated transit projects, such as the Metrolinx Regional Transportation Plan, work to make transit an attractive and affordable alternative to the automobile.

Other alternative and sustainable modes of transportation are becoming popular which complement or replace the private automobile. In 2014, the Ontario government implemented its first provincial cycling strategy for the province. Advocacy groups and cycling organizations, are also working to make this a

² 100 Years at the Heart of Transportation - An Historical Perspective <https://www.otc-cta.gc.ca/eng/publication/100-years-heart-transportation-historical-perspective>

³ The Hon. David Onley, Lieutenant Governor of Ontario. *Speech from the Throne*, 2014.

viable form of transportation for citizens. These groups frequently work with the Ministry to improve safety for all road users through education, legislation, and regulation.

In response to environmental and energy concerns, the growth of the electric vehicle industry is a recent development that is being supported by the province. The Ontario Government created the Electric Vehicle Incentive Program, which allows Ontario consumers, businesses, and non-profit organizations to apply for a rebate ranging from \$5,000 to \$8,500 towards the cost of new plug-in hybrid electric or battery electric vehicles.⁴

A more recent advancement in transportation technology includes the development of autonomous vehicles. Continuing with its support of new industries, the Ontario Government has invested \$1 million in the Connected Vehicle/Autonomous Vehicle (CVAV) program through Ontario Centres of Excellence. This research program investigates innovative new transportation technologies that will make Ontario's roads smarter, safer and more sustainable while improving traffic flow.⁵ This new industry is a potential source of future acquisitions at the Archives.

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 functions of the government with respect to planning, managing and operating an integrated multi-modal transportation network in Ontario. This search was limited to the post 1980 period. This revealed that the Archives' holdings contain very limited private records documenting some of the functions carried out by the Ministry of Transportation and its agencies.

The Archives of Ontario has identified the core functions of transportation as:

1. Developing an integrated multi-modal transportation system
2. Managing the provincial highways network
3. Ensuring road user safety

None of the functions can be considered to be well covered in existing private records holdings beyond tangentially related visual materials. For example, the

⁴ Electric Vehicle Incentive Program. <http://www.mto.gov.on.ca/english/vehicles/electric/electric-vehicle-incentive-program.shtml>

⁵ Ontario Centres of Excellence drives connected car innovation. <http://www.oce-ontario.org/news-events/media/news-releases/2014/03/27/ontario-centres-of-excellence-drives-connected-car-innovation>

Edward Emery fonds (F 4478) contains images of rail stations and locomotives, much of which pre-dates 1980. The John McQuarrie fonds (F 4422) includes low-level aerial photographs of streets, highways and airports in Toronto. The Pollution Probe Foundation fonds (F 1058) contains records on public transit and car pollution, but all but one file in the fonds predates 1980.

There is a significant gap between the Archives of Ontario's holdings of private sector and government records related to the transportation sector.

4. Methodology for Analyzing the Transportation 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 Transportation sector were selected based upon an analysis of major activities related to multi-modal transportation forms of transportation, commercial freight industries in Ontario, and road safety for citizens. 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

This section provides an overview of certain sectors or categories in the Ontario transportation sector which were excluded from the analysis.

Transportation in the province is heavily represented in the Archives' government holdings. Elements of the transportation sector have been captured by the sector analyses for infrastructure, the environment, energy, business and industry, and municipal governance and affairs, respectively. As such this analysis excludes following:

1. Infrastructure development, such as road or bridge building, which is covered by the Analysis Report for Archival Appraisal of Activities within the Infrastructure Sector,
2. Automotive and aerospace manufacturing, which is covered by the Analysis Report for Archival Appraisal of Activities within the Business and Industry Sector,
3. Industries relating to oil and energy, which are covered by the Analysis Report for Archival Appraisal of Activities within the Energy Sector.

5. Analysis of Transportation Sub-sectors

Appendix A has been created for the purpose of examining the scope of the transportation Sector with respect to:

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

Sub-Sectors

For the purposes of analysis, the activities within the Transportation Sector have been divided into the following sub-sectors in Appendix A.

1. *Integrated transit agencies*
2. *Municipal transit agencies*
3. *Public transit advocacy*
4. *Alternative transportation bodies*
5. *Commercial and freight*
6. *Transportation training and education*
7. *Individuals and activists*

Government Functional Linkages

The functional linkages provided in Appendix A are based upon the Ministry of Transportation's core functions of:

1. Developing an Integrated Multi-Modal Transportation System
2. Managing the Provincial Highways Network
3. Ensuring Road User Safety
4. Overseeing Metrolinx the Ontario Highway Transport Board

Appendix A: Analysis of Transportation Sub-sectors

Sub-sector name	Sub-Sector description	Related Government Function and responsible Ontario ministry	Related Archives of Ontario private holdings (containing records 1980-and later)	Sub-Sector appraisal rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Integrated transit agencies	This sub-sector includes organizations or agencies which manage cross-regional public transportation across Ontario between municipalities	Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-sector includes transit authorities responsible for the movement of people in community. These records would demonstrate the activities of agencies planning, implementing, and managing, government commitments.	The AO's holdings in this category are very limited for the post-1980 period.	HIGH
Municipal transit agencies	This sub-sector includes municipal transit boards and agencies which are not held by municipal/regional archives	Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-sector consists of regional transit authorities responsible for managing the transportation of commuters in local Ontario communities. These records would demonstrate the activities of transit boards working independently and with integrated agencies.	These records may be held by municipal or regional archives. The AO has no holdings in this category for the post-1980 period.	HIGH

Sub-sector name	Sub-Sector description	Related Government Function and responsible Ontario ministry	Related Archives of Ontario private holdings (containing records 1980-and later)	Sub-Sector appraisal rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Public transit advocacy	This sub-sector includes organizations with a mandate to advocate, lobby and / or promote aspects public commuter transit within the province	Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-sector includes organizations which represent the interests of public transit stakeholders, including private citizens and transit organizations. These records would demonstrate the evolution of transit improvement and shortcomings in existing transportation frameworks.	The AO has no holdings in this category for the post-1980 period.	HIGH
Alternative transportation bodies	This sub-category includes organizations with a mandate to promote the safe use of alternative and non-fossil fuel based transportation methods in the province. This includes cycling, hybrid / electric cars, and car share programs.	Ensuring Road User Safety (Ministry of Transportation) / Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-category includes organizations and bodies which represent the interests of stakeholders in alternative modes transportation. These records would demonstrate how emerging technologies and modes of transportation, interact with existing transportation frameworks	The AO has no holdings in this category for the post-1980 period.	HIGH

Sub-sector name	Sub-Sector description	Related Government Function and responsible Ontario ministry	Related Archives of Ontario private holdings (containing records 1980-and later)	Sub-Sector appraisal rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Commercial and freight transportation bodies	This category includes commercial, freight and for-profit operators and associations operating via road, railways, waterways or in the air.	Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)/ Ensuring Road User Safety function/ Managing the provincial highways network (Ministry of Transportation)	None	This sub-category includes organizations and bodies which represent the interests of commercial operators in the province. These records would demonstrate the activities of for-profit transportation groups and their impacts on the province.	The AO's holdings in this category are very limited for the post-1980 period.	HIGH
Transportation training and education	This category includes vehicle operation and safety education providers for all classes of vehicles for both private citizens and industries	Ensuring Road User Safety (Ministry of Transportation) / Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-category includes organizations which provide training to the operators of transportation vehicles. These bodies demonstrate the links between government safety regulations, the implementation of training in practice, and the resulting degree of transportation safety.	The AO does not hold any fonds within this sub-sector for the post-1980 period.	HIGH

Sub-sector name	Sub-Sector description	Related Government Function and responsible Ontario ministry	Related Archives of Ontario private holdings (containing records 1980-and later)	Sub-Sector appraisal rationale	Secondary considerations	Priority: High (AO has little to no documentation), Medium (AO has some documentation), Low (AO has significant documentation)
Individuals and activists	This category includes individuals who have had an impact on the Ontario transportation landscape through research, activism, or politics	Ensuring Road User Safety (Ministry of Transportation) / Developing an Integrated Multi-Modal Transportation System (Ministry of Transportation)	None	This sub-category includes notable individuals working primarily within the transportation sector, whose records would demonstrate the evolution of transportation theory and practice on a micro-level.	The AO does not hold any fonds within this sub-sector for the post-1980 period.	HIGH