

Final Report
And
Recommendations

OTTAWA, EASTVIEW & CARLETON COUNTY

LOCAL GOVERNMENT REVIEW

June, 1965

Murray V. Jones
Special Commissioner

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Research Director

OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW

June 30, 1965

Honourable J.W. Spooner,
Minister of Municipal Affairs,
Province of Ontario,
801 Bay Street,
Toronto, Ontario

Dear Mr. Minister:

I am pleased to submit my report resulting from the "Ottawa, Eastview and Carleton County Local Government Review". Throughout the report the use of the plural "we" will appear because, in fact, Mr. D.M. Paterson, Research Director, has contributed substantially to all phases of the Review.

I am pleased to report that we received excellent cooperation from all those concerned in the Review area. We are indebted to many officials and others who assisted us materially in conducting the Review. We wish to acknowledge the generosity of Carleton County and particularly Miss H. Coldrey, former County Clerk, in providing the County Council chambers for the public hearings.

The procedure used made it possible for us to discuss the issues of local government with officials of all the affected municipalities and others. It is my considered opinion that this local participation should be continued in the implementation phase of the program.

I am including with this final report a copy of each of two earlier publications: "Report on Research Findings" and "Summary of Submissions". I also enclose the full transcript of proceedings made at the public hearings.

I am most grateful to have been commissioned to undertake this review of local government and trust that the recommendations will prove to be both acceptable to you and of substantial value to the people in the Review area.

Respectfully submitted,

Murray V. Jones,
Special Commissioner

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CHAPTER 1

Introduction

This report, including recommendations, has been prepared in response to a stated need for a review of local government in the Ottawa area. Unanimous agreement was expressed by members of the Councils of each of the sixteen municipalities originally included in the Review area that it was time to examine the adequacy of municipal structure and interrelations. The Township of Cumberland in Prescott-Russell County was later added to the study area as a result of formal request from that municipality.

It became clear as the study progressed that there were a number of distinct but related matters which would influence the course of the study. Of prime importance is the fact that Ottawa is the 'seat of government' for Canada and adjoins the Province of Quebec and its municipalities centred on the City of Hull. The effect of this unique circumstance on local government is, to say the least, profound. From studies of future economic prospects of the area it must be assumed that the purpose of urban settlement will continue to be based largely on the growth of employment by the Federal Government. Of most direct relevance is the operation of the National Capital Commission which, in many respects, has played a role which might be said to be normally associated with municipal government.

The terms of reference for the Review (a copy of which is attached to the end of this chapter) preclude any extensive discussion of federal-local relations except to determine the effect on local government of present and anticipated operations of the Federal Government. This means, in our view, that a study of local government structure must assume a continuation of the present interest expressed by the Federal Government in this area. We do not attempt to suggest how federal-local relations might be changed but rather propose a system of local government which is calculated to serve local needs and also enable the continuing interest of all Canadians in this area to be effectively expressed.

We were only indirectly able to consider the intermunicipal relations between the Ontario and Quebec sides of the Ottawa River. We have, as a matter of courtesy, kept the Minister of Municipal Affairs in the Province of Quebec informed of our studies. We very much appreciate the growing interdependency between residents on both sides of the Ottawa River; we can only hope that our examination of local government problems within the Ontario portion of the region will be of some assistance to those interested in future local government organization within the Province of Quebec. Our recommendations do not include any reference to intermunicipal relations; to do not preclude but rather are intended to contribute to the possibility of future joint coordination of policies and practices.

Another related factor is the current study of the future physical form of the urban area being conducted by planning consultants on behalf of the Central Mortgage and Housing Corporation and the National Capital Commission and with the concurrence of the Province of Ontario. It is obvious that the needs of local government are directly related to the settlement pattern; the lack of a plan of future settlement makes the choice of municipal government structure difficult. We have been kept informed of the progress of that study and have kept in mind probable future physical development in formulating our recommendations. We hope that the new local government organization, if adopted, will take advantage of the 'concept' study and take the steps which, under our present constitution, only local and provincial governments can take in deciding upon a comprehensive plan for the area. There appears to be universal agreement in the area on the vital importance of 'area planning'; we fully concur with this opinion.

Many other related elements affecting our recommendations appear in the main body of the report. We have attempted to make ourselves aware of all significant factors that bear on the terms of reference. We do not, however, consider the proposed changes will meet all needs through time. We are in a period of such rapid change in urban development

that to expect political structures to suit long-term needs is to be less than realistic. On the other hand, there is a need for stability in political institutions. The need to respond to change, and at the same time, to provide stability has led us to a recommendation which attempts to provide, as a normal function of local government, a method of continuously evaluating the adequacy of the proposed institution in all its aspects.

The basic form of this report is a statement of principles and objectives. We do not consider it appropriate at this time to deal with all the varied and detailed matters which are involved in creating a new set of institutions. We believe the basic principles should be stated as clearly and simply as possible and that we should indicate, in general terms, how these principles should be carried into the new organization. We believe it is necessary of the Province to state the objectives of local government and, where particular changes are proposed, that the affected people be consulted on the most effective ways of turning the principles and objectives into workable administrative devices.

We include in this report a brief summary of our research findings and analysis of submissions made at the public hearings. The main body of the report deals with our appreciation of the need for changes in local government structure and organization. We have also attempted to deal with administrative organization in the belief that it is inappropriate and incomplete to discuss a viable political structure without indicating how the legislative and administrative components of local government might be related.

Finally, we wish to state that we have attempted to give proper weight to the many opinions expressed both privately and publicly. We have attempted to balance what we concluded where the local governmental needs of the area with the current and sincere opinions of elected officials and others as to how these needs should be met. We are aware that our recommendations come much closer to some views expressed than to others and that the prospect of change is not welcomed by many people.

However, changes are constantly occurring and will continue to occur; we have attempted to anticipate many necessary and desirable changes and have also attempted to design a mechanism through which the growing importance of local government can flourish. If the proposals can, when implemented, provide for a responsible and responsive governmental organization, then the central principle expressed in this report will have been realized.

TERMS OF REFERENCE

"To inquire into and report upon:

- (a) the structure, organization and methods of operation of all municipalities and their local boards in the County of Carleton, including the Cities of Ottawa and Eastview and the Corporation of the County of Carleton.
- (b) all aspects of the functions and responsibilities of the existing local government institutions within the said area and, in particular, without limiting the generality of the foregoing, inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction within the said area.
- (c) the anticipated future development of the area or other changes therein which may require reorganization or revision of the existing system of local government in the area.
- (d) the effect of present and anticipated future projects and operations of the national government upon the responsibilities and resources of local government therein.
- (e) any other related matters affecting the local government structure within the area."