

CHAPTER 6. SUMMARY OF RECOMMENDATIONS

In addition to the recommendations, numerous suggestions are made throughout the Report. Only the recommendations are summarized here.

Units of Government

It is recommended that the present municipalities in the Review area be replaced by a system of local government comprising District Councils and a regional council. (Boundaries of the region and districts are discussed below.)

There should be three categories of districts: urban, development, and rural. The urban category should comprise the area within the inner limits of the greenbelt plus the hamlets of Bell's Corners and Blackburn. Development districts would comprise the urban service areas beyond the greenbelt in which extensive urban development is planned. Upon reaching a predetermined population (to be established during the implementation period), a development district would become an urban district. The number of urban districts would, as a result, increase with continued growth. Rural districts would consist of the remaining areas in which continued non-urban uses are planned. The greenbelt itself should be included in the electoral areas of adjoining development districts (or their successor urban districts) to provide for representation of any tenants of greenbelt properties, but for all other municipal purposes it should be the direct responsibility of the regional government and excluded from any of the districts.

Elected Representatives

Urban District Councils should be composed of a chairman, a vice-chairman, and seven councillors directly elected by all qualified electors in the district.

Rural District Councils should be composed of a chairman and a vice-chairman directly elected by all qualified electors in the district and seven councillors directly elected by wards. The wards might be based,

in part, on the existing municipalities comprising each proposed rural district.

Development districts should initially only elect a chairman and a vice-chairman, directly and at large within the electoral area (which will comprise the district and adjoining greenbelt territory). As a development district grows, councillors should gradually be added so that upon becoming an urban district there are seven councillors directly elected at large plus the (then) chairman and vice-chairman.

It is recommended that the terms of office be three years, with no 'staggered' terms.

The Regional Council should be composed of the chairmen and vice-chairmen of the districts, giving each district two voting members on the Regional Council. If a seat on the Regional Council becomes vacant during a term, the District Council should appoint another of its members as representative until a by-election is held to fill the vacancy.

It is suggested that the head of the Regional Council bear the title of mayor or warden, and it is recommended that he be directly elected at large by all qualified electors in the region. The Regional Council should be permitted to provide from the current budget a fixed amount to pay for the election campaign of candidates for this position. A deputy mayor or warden should be elected by the members of the Regional Council (including the mayor or warden) from among themselves at the first meeting of the council following an election. The deputy should continue to represent his district, and should act as head of council during the latter's absence. If the mayor or warden dies or retires, the deputy should take over for the remainder of the term, and a new deputy be elected as above; the district seat so vacated would be filled as noted above.

Distribution of Powers

The legislative, executive and administrative authority and responsibility delegated to municipalities by the Province, should be lodged

with the regional government. The Regional Council should however be given authority to delegate selected legislative, executive or administrative functions to the District Councils, subject only to approval by the Minister of Municipal Affairs. An initial delegation of certain responsibilities of the districts is recommended in this report, and subject to any modifications approved by the Minister during the implementation period, should be adopted by the new government at the outset. Subsequent changes to increase or decrease the amount of delegation to any or all of the districts would be at the discretion of the Regional Council, subject only to approval by the Minister.

The regional government should stand between the Province and the districts, being responsible for all relations and negotiations with the Province. Similarly, the regional government should be responsible for all relations with the Federal Government and its agencies.

The Regional Council should obtain the views of District Councils on any proposed by-laws which would affect them, allowing reasonable time for the expression of district opinions before enactment.

The regional government should receive all Provincial and Federal grants in the region, and have sole taxing authority. The budget of the regional government would consist of three main components: amounts for regional services, schools and district needs. Each district would prepare an annual draft budget dealing with local requirements in the district (including schools unless there is an elected Board of Education); after any necessary amendment and adoption by the Regional Council, these district budgets would become an integral part of the overall regional budget. It is the intention of this recommendation that the responsibility for determining priorities of use of available funds for local purposes rest with District Councils.

District Councils should also have the power to require the Regional Council to levy an additional tax on the residential and farm assessment in a district, to pay for a higher standard of one or more

Services than that provided throughout all districts by the regional government, or to meet some special need of the district. Similarly, a District Council should have the power to request the Regional Council to provide in that district, a lower standard of one or more services than that provided generally throughout the region by the Regional Council, and to reduce the residential and farm tax levy in that district accordingly; the assessment in the district would of course still be required to bear its full share of the cost of the standard service or services provided elsewhere by the regional government. The Regional Council should be required to provide higher-standard service at district expense on demand (subject to the usual Municipal Board approval if any debenturing is involved). Granting of requests for lower-standard services should also be mandatory, provided that in the opinion of the Regional Council they would not adversely affect adjacent districts or the region as a whole, or result in standards below an acceptable minimum.

Council Committees

Coordination of the legislative, executive and administrative functions should be accomplished through an executive committee of the Regional Council, a few standing committees, and an administration divided into a comparatively small number of departments. The head of the Regional Council, assisted by the deputy head, should be the chief administrative officers of the regional government and they should also serve as chairman and vice-chairman respectively of the executive committee, besides sitting ex officio on each of the standing committees. The remaining members of the executive committee should be the chairmen of the standing committees who would be chosen by council from among the district chairmen. Each department should be responsible to a committee, being assigned to report to either a standing committee or the executive committee, depending on function.

The powers and responsibilities of conservation authorities under the Conservation Act should be granted to the Works Committee of the Regional Council, and administered by the Regional Works Department.

two representatives nominated by the separate school boards in the region.

If it is deemed essential to leave financial authority with the board, then it should be composed of two members elected by the public school supporters in each district, plus two representatives chosen by the separate school boards in the region.

It is recommended that the proposed regional board of (public) education jointly explore with whatever separate boards are constituted, means of cooperation, coordination and possible sharing in matters of mutual concern such as population research, school planning, sites, special services, and facilities, including buildings. We are convinced that it would not be feasible to recommend structural changes in the separate school system without an improvement in its financial resources. Should such an improvement be brought about however, it is recommended that the separate school authorities give immediate and serious consideration to the creation of a structure similar to that proposed for public education.

The regional board of education (elected or appointed) should be given authority to co-opt advisory citizen members as it sees fit up to a number equal to the membership of the board.

Advisory Committees

The Regional Council should appoint two committees to advise the executive committee (i.e. planning board) on planning matters, one a technical committee, the other a committee representative of local interests. The technical planning advisory committee should be chaired by the director of planning and have the directors of the following departments as members:

education (chief administrator of the board of education)

transportation

health and welfare

works

parks and recreation

administration

agriculture

(and/or others that may be established).

Representatives of the National Capital Commission, Central Mortgage and Housing Corporation and the Ottawa Welfare Council or its equivalent should be appointed to the technical planning advisory committee. The other advisory committee is a 'citizens' group and should comprise one councillor from each district, nominated by the District Council, other than members of the Regional Council (or school board is an appointed board is formed), plus one citizen members from each district appointed by the District Council.

The councillor who represents his district on the planning advisory committee should also act as chairman of a group of district citizens appointed by the District Council to advise on local planning matters, should the District Council decide to appoint such an advisory group.

Abolished boards and commissions should be replaced where feasible by advisory committees appointed by the Regional Council, to be consulted by the appropriate Regional Council committee.

Local Planning Administration

Committees of Adjustment should be appointed for one or a group of districts by the Regional Council from among the residents of the district or districts. Zoning by-law amendments can be initiated either by the District or Regional Council. Delegation of power to hold public hearings in connection with local planning matters should be considered at the outset of the operation of the Regional Council. The Regional Council should only refuse an amendment initiated in the district when regional standards or an adjoining district are adversely affected.

Rules of Procedure

Methods of operation and procedural rules should be established during the implementation period. It is hoped that some of the traditional methods of operation can be changed within the new organization; the Regional Council should become a local legislature rather than a bigger version of a local council.

Boundaries

It is recommended that a further study be commissioned to determine the outer boundary of the Regional Government Area. The terms of reference for this study should permit an examination of both sides of possible boundaries, so that the study may 'look into' as well as 'out of' the region.

The boundaries of districts, and of wards within the rural districts, should be determined during the second step of the implementation program. It is recommended that a Boundary Commission be appointed by the Province for this purpose, comprising of the Mayors of Ottawa and Eastview and the Warden of the County of Carleton (or their nominees), and a representative of the Province as Ministerial Adviser. The boundaries selected would require approval of the Minister of Municipal Affairs.

Urban districts should have populations on the order of about 25,000 to 35,000 people. Development districts should have an outer boundary which coincides with urban service area boundary as determined by planning studies. The initial definition of the urban service area and the allocation of costs both within and outside it, should be submitted to the Ontario Municipal Board for approval, and any subsequent changes should be subject to appeal to the Municipal Board. Three rural districts are recommended, each comprising several of the municipalities or parts of municipalities remaining beyond the development districts. The rural districts should have wards, which might be based in part on the existing municipalities. The Regional Council should be given authority, subject to approval by the Minister, and perhaps only by a two-thirds majority vote, to alter district boundaries.

Administration

With public transportation and public parking made a direct responsibility of the Regional Council, it is recommended that these services no longer be required to be self-sustaining. Necessary tax support should however be based on a formula which encourages efficient operation.

A review of municipal, provincial and federal road jurisdiction should be undertaken, and the possibility of increased Provincial jurisdiction in the rural districts explored.

A department of agriculture should be established by the regional government, and an agricultural committee of the Regional Council created, comprising the chairmen and vice-chairmen of the three rural districts plus the head and deputy head of the Regional Council as proposed for other committees. The chairman of this committee will be a member of the executive committee.

Each District Council should be supplied with a relatively small staff secretariat, recruited and paid by the regional government, but appointed by the District Council.

Finance

The assets and liabilities of the existing municipalities in the region should be taken over by the regional government without compensation.

Determination of the outer boundary of the region may require compensation for the transfer of assets and liabilities between the region and one or more of the adjoining municipalities; Prescott and Russell County will certainly be affected if the Cumberland area is included in the region as recommended. Such compensation should be arranged if justified.

Provincial grants to the new regional government should not be reduced, but perhaps increased from the total previously paid to the existing municipalities.

Implementation

A five-step implementation program is recommended as follows:

1. a policy decision by the Provincial government on the recommendations contained in this Report,
2. the appointment of a Boundary Commission and the determination of district and ward boundaries,

3. the enactment of necessary legislation by the Province,
4. the election of councils and the establishment of other parts of the new organization (such as the board of education) for organizational purposes,
5. the enactment of necessary organizational by-laws, appointment of committees, the hiring of personnel, etc.

It is recommended that the Province appoint an implementation advisor who might assist in drafting the required legislation, and advise the new government during the implementation period.

Present municipal staff personnel should be offered employment with the new government with no lesser salary or other benefits than now accrue, including pension benefits.

Permanent Review Committee

It is recommended that a permanent review committee be established to observe the operations of the new government, receive submissions, and recommend both to the regional government and the Minister of Municipal Affairs, any necessary changes.