

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."

CHAPTER 2. SUMMARY OF RESEARCH AND SUBMISSIONS

(A) Research Findings

The following summary has been prepared from the "Report on Research Findings" published earlier. For a detailed account of each point mentioned in the summary reference should be made to that report.

The Review area comprises 1,060 square miles of the Ottawa valley, at the juncture of the Ottawa, Rideau and Gatineau Rivers. The land is relatively flat, has generally fair drainage, and nearly 60% of the soil is suitable for agriculture. Less than 5% of the area is presently devoted to urban uses. Its location made the area important for fur and timber trades and helped determine its selection as the National Capital.

Employment in the area totals 147,000 with the Federal Government accounting for over a third. Less than 7% of the jobs are located outside the urban municipalities of Ottawa, Eastview and Rockcliffe Park, compared to 15% of the labour force. The employed labour force increased by almost two-fifths in the 1951-61 period, and employment is expected to reach 200,000 by 1976 and nearly 250,000 by 1986.

Since 1956, the population of the Review area has grown at a faster rate than any other major centre in Ontario, reaching 384,000 in 1963; 46% of the growth has been due to net immigration from other parts of Canada and abroad. The suburban municipalities of Nepean and Gloucester accounted for 25% of the area's growth in the 1951-61 period, and for 50% since 1961. Over 10% of the people now live beyond the National Capital Commission's Greenbelt, but less than 3% of the jobs are found there.

Average family income in the area is higher than that of any Census Metropolitan Area in Canada, reflecting proportionally fewer poor families and more with upper incomes. Almost one family in four has an income under \$4,000, however, and such families represent a significant proportion of total families in each of the area's municipalities.

Future population is expected to reach 530,000 by 1976 and 670,000 by 1986. By the latter year, it has been estimated that almost 30% of the population will be located beyond the greenbelt, compared to only 5% of the area's employment.

There are 17 local governments in the Review area with a total of 104 council members in the cities, villages and townships and 19 seats on Carleton County Council. The ratio of population per council members ranges from about 150:1 to over 11,000:1 in the area municipalities. Varying use is made of council committees which total 54, with 268 committee positions.

Local boards and commissions are extensively used. Exclusive of school boards, these number 80, with a combined membership of 519 and total staffs under their direct jurisdiction of 3,752. This may be compared to 3,973 school board employees and only 2,401 on municipal staffs directly under council jurisdiction. The combined local staff total of 10,126 represents nearly 7% of all employment in the Review area.

The impressive number of school board employees reflects a dramatic 132% increase in the area's total school enrolment from about 40,000 in 1951 to over 93,000 in 1963. School age population has grown significantly faster than the other age groups, and the proportion of these children attending school has also increased sharply. Aging of the present pre-school and younger school-age groups in the Review area will produce further increases of 13% in the 5-14 group and 20% in the 15-19 group by 1968. Immigration and still higher attendance be expected to add their impact on enrolment.

Recent improvements in Provincial legalization and school grants will assist the municipalities in providing the necessary schools and teachers, but present deficiencies in the Review area's school system leave no doubt that heavy municipal expenditures on education will be required for many years. Gross per pupil expenditures on elementary

education range from \$170 to \$439, evidence of a wildly divergent standard of education throughout the area. In general, the suburban and outer municipalities are spending more than \$1,000 of assessment on education, but receiving a lower standard of educational service than the urban municipalities.

Welfare needs in the Review area are presently concentrated in Ottawa, Eastview and Gloucester. Only Ottawa, Carleton County, the Ottawa-Carleton Children's Aid Society, and to a lesser extent Eastview, have developed welfare staffs of any magnitude. The Ottawa welfare programme is evidently the only one which goes significantly beyond the mandatory requirements under Provincial legislation.

Health services are provided by the Ottawa Board of Health, Eastview Board of Health, Carleton County Health Unit, and Prescott and Russell County Health Unit, and their attendant staffs. Only Ottawa, and to a lesser extent Eastview, have programmed extending much beyond the essentially preventative health services, but the recently-formed Carleton Health Unit is providing more clinics than the recommended standard and more Public Health Nurses than the Provincial average. Hospital needs in the area have recently been the subject of a thorough study by the Ontario Hospital Services Commission. Municipal involvement in the provisions of hospital facilities here is more direct and extensive than in most other centres due to Ottawa's role in providing the Ottawa Civic and Riverside Hospitals.

The history of planning in the Review area is a long one, involving the federal, and more recently, local governments. Although there is a joint Ottawa Planning Area Board plus six other boards, and most of the area is now under subdivision, zoning and building control, it cannot be said that effective regional planning control has been achieved. The prospect of extensive urban development beyond the greenbelt make this a particularly urgent need.

Planned provision of water and sewer facilities to the inner limit of the greenbelt is well under way, but critical decisions with regard to these services beyond the greenbelt are pending. Waste removal, hydro-electric power distributions, air pollution control and street cleaning and lighting do not appear to pose such critical problems, although some are of metropolitan significance.

Provision of roads in the Review area involves the provincial, federal, city, county, village and township governments. Sharp contrasts in quality are evident between some of the respective road systems in the area. Coordination of planning, financing and programming all future road works will be required if past disparities are to be overcome and a balanced road network created.

Public transportation is provided only by the Ottawa Transportation Commission. Growth beyond the city indicates an increasing need for an extended system, which may require permanent relief from some of its costs if it is to provide adequate service at reasonable fares.

Continuous coordination of roads, public transportation, traffic engineering and public parking will be required for an efficient total transportation system.

Provision of municipally sponsored housing for low-income families has been undertaken only by the City of Ottawa. The distribution of such families throughout the area suggests that some of the other municipalities with a considerable need for housing may feel unable to afford it, and that the amount being provided falls considerably short of the area's total requirements.

Ottawa is also the only municipality providing extensive park, recreation and library facilities. Their use by residents of other municipalities indicates an area-wide concern for certain types of these facilities.

Police protection in the Review area is provided by six municipal police departments, the Ontario Provincial Police and the Royal Canadian Mounted Police. Four municipal fire departments with full-time paid staffs, and numerous volunteer fire brigades provide fire protection. There are many inter-municipal fire agreements and a County Mutual Aid agreement is in effect for Carleton County. Police cooperation appears excellent without formal agreements.

Carleton County, Ottawa, Eastview, and Prescott and Russell County are involved along with the Provincial and Federal governments in the administration of justice in the area. Facilities generally appear adequate at the present time with the exception of Carleton County Jail, which is obsolete, Magistrate's Court space in the City of Ottawa, which, though excellent, is apparently becoming insufficient to handle the growing number of cases, and the Magistrate's Court at Rockland, which is inconveniently located for residents of western Cumberland.

Of the remaining municipal functions which include administrative services (such as finance, assessment, clerks, legal, audit, personnel, property, purchasing and equipment maintenance) and miscellaneous services (such as industrial and tourist promotion), finance and assessment are probably the greatest area-wide significance. Competent financial programming and equitable assessment will be essential if municipal resources are to be used most effectively in meeting the area's needs.

In the present allocation of these resources, education, protection and debt charges account for the predominant share of expenditure. There is wide variation among the area municipalities in both the gross expenditures on various services, and in the net financial burdens carried. This is largely a reflection of significant differences in revenue-yielding assessment. Grants in lieu of taxes on exempt federal properties materially assist Ottawa, Gloucester and Nepean but do not eliminate these differences.

Present deficiencies and anticipated future developments leave no doubt that municipal expenditures will continue to increase significantly. Available projections of capital requirements, assessment, employment and population suggest that present inequalities in the financial capacity of the various municipalities may be expected to continue.

The above findings taken together would seem to imply a need for more effective planning and control over development and service extensions, particularly beyond the greenbelt; for less inequality throughout the area in the provision of services, and in the burden of taxation; for more equitable ratios of population per elected representative; and for more effective and continuous machinery for coordinating federal, provincial and local government activities in the area.

(B) Analysis of Submissions

This analysis is necessarily limited to the essential nature of the submission in relation to the fundamental purpose of the Review. Most of the submission made additional recommendations which are not discussed here. Reference should be made to the "Summary of Submissions", published earlier, for a more comprehensive account.

The 56 submissions received during the first set of public hearings, as modified and augmented by the eight received during the second set of hearings, fall into two main categories: those suggesting change, and those suggesting preservation of the status quo.

Only a minority of the submissions - 8 out of 56, or one in seven - favoured retaining the status quo, i.e. making no significant changes to either the present local governments or their functions. They were received from:

Crystal Beach Community Association

Bell's Corners Property Owners Association

Mr. D.O. Campfield

Parkwood Hills Community Association

Nepean Hydro Commission

Nepean Public School Board
Township of Marlborough
and Township of March

It is notable that six of these are from organizations or residents of Nepean Township and that one of them in turn - the brief of Mr. D.O. Campfield - was endorsed by eleven other Nepean property owners' associations which did not make individual submissions. This certainly suggests a high degree of satisfaction with the present government of Nepean (though the brief from the Township itself favoured some functional changes) and indeed the only change these six submissions suggested as necessary was to increase the number of elected representatives so as to better enable them to bear their heavy workload. Two of these submissions also suggested paying the Reeve or all members of the Council more. Beyond these changes, only Mr. Campfield and the Nepean Hydro Commission suggests a need for more effective inter-governmental coordination; their proposed machinery for this however would depend entirely on voluntary cooperation of present local government units for its effectiveness and would not entail any essential change in present governmental structure or functions.

Similarly, the Township of Marlborough submission, while indicating support for a County Planning Board along with continuation of the present Township Board, did not suggest that any Township sovereignty need be given up to the County, because what is good for one is good for the other.

The Township of March in its brief suggested regional control over certain public utilities such as sewers, water and fire protection, but at the hearing this suggestion was withdrawn because of promising progress in sewer negotiation with the Ontario Water Resources Commission. This left March generally in support of the present structure and functions of local government, with the following exceptions:

a Provincial levy should replace township school levies;

the township would like to establish its own Planning Board, and would also support a County Planning Agency but only so long as it does not attempt to prevent future development in March.

Of the remaining 48 submissions, three neither opposed nor proposed any changes in the structure or functions of local government;

William Teron Ltd.

Nepean Township Hospital Committee

Messrs. D.C. MacPhail, O. Fisher, and Mrs. F.T. Graves

The first two of these were concerned with their specific interests, i.e. the March Ridge development and the need for a hospital to serve Nepean, while the last group was deeply concerned over the duplication of authority between the National Capital Commission and the area municipalities in the field of planning, urging the limits of federal authority in the municipal field be clearly defined.

The remaining submissions - 45, or 8 out of 10 - all proposed some significant change in either the structure or functions of municipal government, or both. These ranged all the way from proposals from a relatively minor shift of some responsibilities - from the township to the county level - to recommendations for the creation of a federal territory or eleventh province in the National Capital area. They fall into the following six categories:

recommending creation of a federal territory -	1
recommending creation of an eleventh province -	1
recommending change in a specific field of municipal service -	8
submissions from the Cumberland area, recommending its alignment with Ottawa-Carleton -	9
recommending retention of the present structure of local municipalities, but the transfer of certain functions -	10
recommending some form of metropolitan or regional government or agency -	16
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	45

Only one submission was received recommending the formation of a federal territory - from John H. McDonald, Q.C. On the other hand, several of the other briefs indicated strong opposition to a federal district, usually on the grounds that it would be the antithesis of democratic self-government. It is also significant that Mr. McDonald's brief was the only one urging a completely unified government for the region; all other proposals for a new form of government were based on a two level system comprising a regional government plus local municipalities or districts.

The proposal for creation of an eleventh province covering the national capital region was made during the second set of hearings by the Greenbelt Property Owners' Association. This submission proposed a revised system of local municipalities within the new province; it was also opposed to a federal district, suggesting that provincial status is required to effectively represent and safeguard local interests against federal authority.

Of the eight submissions recommending a change in a specific field of municipal service, four dealt with education, two with hospitals, one with public transportation and one with licensing.

The Ottawa Collegiate Institute Board recommended retention of an appointed board for secondary education, and suggested that the type of agreement in effect with Gloucester and Nepean could be extended if necessary under any forthcoming changes in local government. The Ottawa Public School Board recommended that public education within the outer limits of the greenbelt be brought under its jurisdiction, with extension to substantial areas of development beyond the greenbelt if necessary. Although a Board of Education was ultimately inevitable, the Board did not see it as offering any special benefit, and felt it should not be imposed until the larger area has been brought under one administration. The Ottawa Separate School Board stated the until separate education was given financial resources more equal to those of the public school system, Separate School Boards could not benefit from amalgamation.

Once this was achieved however, some sort of area consolidation for separate schools would deserve consideration. The brief of Mr. A.L. Dubé recommended that the Ottawa Collegiate Institute Board be elected rather than appointed, suggested there is a need for a system of junior high schools in the area, and urged more equal treatment for French-speaking pupils and teachers in the area's schools.

The Ottawa Civic Hospital submission recommended that it become an independent public hospital under the Public Hospitals Act, with a separate board of trustees outside City control, and that its debt and the cost of service to indigent out-patients should be assumed by municipal government. The Ottawa Hospital Council pointed out that all hospitals in the area have serious debt problems of which they should be relieved, along with the cost of services to indigent out-patients, which ought to be borne by municipalities. The Council also supported formation of a regional hospital planning agency.

The submission of the Ottawa Transportation Commission noted a growing need for extension of public transportation service as an essential public utility - a need that is increasingly in conflict with the provision in the Commission's charter which requires it to be financially self-supporting; municipal tax support will be required in future if adequate service is to be provided. A public transportation system penetrating both the Ottawa and Hull areas more effectively was also foreseen as becoming necessary in the future.

The submission on licensing from the Electrical Contractors' Association of Ottawa noted existing or proposed by-laws in several municipalities which require a contractor to establish a place of business in the municipality before he can do work there. The association favoured the principle of requiring a place of business, but felt it should apply to the metropolitan areas as a whole rather than each municipality.

The next of the six categories - submissions from the Cumberland area - comprises submissions from:

Rev. H.C. Vaughan, Rector, Parish of Navan
Planning Committee, Cumberland Community Association
Cumberland Township Public School Board
Dr. I.F. Kennedy, Cumberland Community Association
Lions Club of Navan
Women's Institute of Navan
Parish of Bear Brook
Township of Cumberland
and Nelson Charlebois, Reeve of Cumberland Township

The common theme of these submissions was the urgent need to separate the Cumberland from Prescott and Russell County and realign it with the greater Ottawa area to the west, to which it is tied economically and socially. The need for comprehensive regional planning was also stressed in three of these submissions, one (from the Parish of Bear Brook) warned of the threat to agriculture unless the farm economy is protected against rising taxes resulting from urban expansion.

All submissions in the next category - recommending retention of the present local municipalities but the transfer of certain functions - were received from the County area, and suggested the shift of functions or portions of functions (particularly overall planning) from townships and villages to the County itself. These were from:

Village of Stittsville
Village of Rockcliffe Park
Township of North Gower
County of Carleton
Township of Fitzroy
Carleton County Federation of Agriculture
Township of Gloucester (majority of Council)
and the Township of Nepean

The submission of Rockcliffe Park also mentioned transfer of certain functions to a regional authority as acceptable should the preference for a shift to the County prove not feasible, and the Carleton Federation

of Agriculture suggested, in addition to a transfer generally of 'personal services' to the County, that pooling industrial-commercial assessment for elementary education purposes, and planning and construction of arterial roads, could be on a regional basis for the County and City combined.

The Sittsville and March submission went still further in suggesting that the Province take over all education costs (several other briefs proposed a greater Provincial share of the costs of education), while Fitzroy indicated its opposition to annexation of any township territory by Arnprior, and Nepean suggested a joint parliamentary committee on national capital matters and regular meetings of city and county planning officials with the N.C.C. to obtain better Federal-local coordination. Unlike the submissions from ratepayer organizations and residents in Nepean, the Nepean Township brief did not favour a larger council or adoption of a ward system.

We come thus to the final category - submissions suggesting some form of metropolitan or regional government or agency, which would combine a central authority with local units of government. The eighteen in this group represent the largest single category, or almost a third of all submissions received. In addition, some of the briefs which dealt primarily with a specific field of municipal service, along with some from the Cumberland area, indicated acceptance of or support for this type of solution.

The submissions varied widely and were occasionally indefinite as to the amount of power to be allocated to the regional authority. They also divide into three groups according to the type of local units proposed: those utilizing all present municipalities, those which would eliminate some of the existing municipalities, and those which would replace all the existing units with a system of boroughs or districts more equal in size and resources.

Three of the submissions - from the City of Eastview, the Eastview Planning Board, and the Police Village of Manotick - proposed an 'agency' rather than a 'government' to deal with regional or area-wide problems,

coupled with continued autonomy of local municipalities. The Eastview submissions further suggested that functions should be relinquished to the agency through negotiation, and that all 'services to people' should be retained at the local level, transferring only physical and impersonal services. The Manotick brief in addition and as its main proposal, urged that Manotick be made a Village and subsequently a Town.

The brief presented by the City of Ottawa similarly proposed a regional agency or coordinating unit with limited powers - restricted essentially to regional planning and based on the cooperation of an enlarged City of Ottawa and strengthened County of Carleton extended eastward to Rockland. This proposal would involve the elimination or reduction in size of four existing municipalities through expansion of Ottawa to the inner limits of the greenbelt (including Bell's Corners and Blackburn), provided further study showed such annexation to be advantageous.

At the hearing on the Ottawa submission, however, it became apparent that there was some considerable difference of opinion among the members of the Board of Control, with some of them expressing the opinion that the regional coordinating unit would have to be given significant additional powers, which would in effect make it a regional government.

The remaining fourteen submissions all proposed two-tier systems with a central or regional government having significant powers, varying from control of planning and development plus arbitration of other matters (as proposed, and revised at the second hearings, by Michael Lackner), to control virtually all significant municipal functions (as proposed by Dr. Charlotte Whitton, the Township of Torbolton, John I. Butler, and Messrs MacQuarrie and Barrett).

Seven of the systems were based on the continuation of all existing local municipalities and were suggested by:

National Capital Region Branch,
Community Planning Association of Canada

Study Group of the University Women's Club of Ottawa

Eastview Public School Board

Township of Torbolton

Harold E. Denman

Merivale Gardens Home Owners' Association

Howard L. Perkins

Three others would involve more or less extensive changes to existing municipalities to create a City of Ottawa enlarged to the greenbelt and a strengthened County (similar to the City of Ottawa proposal):

Orleans Chamber of Commerce and Board of Trustees
of Orleans Police Village

Michael Lackner

Ottawa Board of Trade

In fact the latter two of these would transform the County into a unitary municipality by elimination of the townships and villages.

Dr. Whitton's proposal would also enlarge the City of Ottawa but the original annexation line as proposed in 1950 rather than the greenbelt, and omitting Eastview and Rockcliffe Park; these alterations should be made, in Dr. Whitton's view, during a transition or implementation period. All existing local municipalities would thus remain, under her proposal, albeit with some altered boundaries, although some might disappear in time through regrouping.

The remaining three submissions - from John I. Butler, Messrs MacQuarrie and Barrett (representing the minority view of Gloucester Township Council), and the City View Community Association (second hearing) - all proposed replacing the existing municipalities with a set of new boroughs and districts.

In summary then, the final category - submissions suggesting some form of regional government or agency - divides into the following types of proposals:

A central agency with limited powers:

- retaining existing municipalities 3
- based on an existing enlarged city and a strengthened county, eliminating some municipalities 1

A central government with significant powers:

- retaining existing municipalities 7
- based on an enlarged city and a strengthened county: 3
- retaining existing municipalities but with altered boundaries: 1
- replacing existing municipalities with new boroughs or districts: 3

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CHAPTER 3. THE OBJECTIVES AND POSSIBLE SOLUTIONS

(A) Statement of Objectives

A tentative formulation of some of the problems facing local government in the area was attempted in the concluding chapter of the Report on Research Findings, and has been repeated in the last paragraph of Chapter 2 of this report.

In spite of the fact that a number of the submissions argued for retention of the status quo, none of these presented evidence to invalidate the research findings, or to prove that there are no problems; nor did they suggest any feasible method of dealing with them. On the contrary, the majority of submissions supported the conclusion that there are in fact serious problems which will require some significant changes in local government if they are to be met.

In light of the research and submissions, we have concluded that the present structure of local government in the Review area, taken as a whole, suffers from the following deficiencies:

- (1) It is not sufficiently responsive, either to area-wide needs such as regional planning or, in large urban wards, to really local needs.
- (2) It is not sufficiently responsible, but provides too many opportunities to pass the blame to another when needs are not met. Because authority is divided among far too many bodies, there is no clear-cut responsibility when something goes wrong.
- (3) It is not sufficiently capable of performing necessary functions in large parts of the area, because adequate financial resource and trained staff are lacking.

- (4) It is not properly coordinated in the handling of the growing number of problems which affect more than one municipality or which require the close cooperation of several administrative departments. Federal-municipal coordination is also often inadequate.
- (5) It is not equitable in the ratios of elected representative to population, or in the allocation of resources, costs and benefits of municipal government.
- (6) It is not particularly efficient because of the duplication among numerous administrations, and the fact that many of them are too small to employ trained staff or modern methods. The negotiations required for any inter-governmental coordination which is attempted are also inherently inefficient and time-consuming, and may also be inconclusive.
- (7) It has not been sufficiently adaptable to changing needs, being bound by rigid boundaries, organizational structures and procedures, which require external intervention by the Province to alter them. It is not capable of self-evolution.

In view of these deficiencies, our objectives in formulating proposals for a new system of municipal government are stated as follows:

To so reorganize the structure and functions of local government in the Review area as to make it more responsive to both local and area-wide needs, with clear lines of responsibility and accountability to the electorate; to give the reorganized government adequate resources, and assure that its costs are equitable borne and its benefits equitably shares; to equip it with an efficient administration under effective control, together with devices for formal continuous coordination; to allow for genuine flexibility in its adaptation to future needs, and to build into it the power of self-evolution so that its form as well as its function may continually improve without need for external intervention to overcome rigidity; to provide for a smooth and rational trans-

ition from the present system to the new one; to create the possibility of effective federal-local coordination by creation of a responsible local system fully capable of performing well all functions within the municipal field, and having adequate channels for federal-local communication.

In summary, the needs of local government in the Review area require basic changes in the present structure; the form of change must not only provide technical solutions to known problems but must also create a political organization which will contribute to the development of a mature approach to local government within a framework of increasing freedom and responsibility.

(B) An Approach to Alternative Solutions - including those suggested in the Submissions

There are a number of local government structures which might be examined, including any number of variations on basic alternatives. The basic alternatives, of course, must be chosen from the only three that are available:

1. Leave the present structure as it is;
2. Adapt some known system to the local government problems of the Review area;
3. Propose a solution which has little precedent but which appears to fit the unique circumstances of the area under study.

It must be stated at the outset that, even if it were open to us to recommend (which it is not), we would not propose a federal district because it would mean the abolition of local government. We are not in sympathy with such an objective. In addition, we doubt the feasibility of this alternative under the Canadian Constitution. We therefore cannot accept the suggestion made in the submissions for such a governmental structure for the Review area.

For somewhat different reasons, we have not considered the creation of an eleventh province as a worthwhile alternative. We find that this suggestion avoids the real responsibility of exhausting local government alternatives within the present provinces and ignores the problem of self-sufficiency of the proposed new province.

Having regard the present and anticipated problems of local government in the Review area, as clearly established in the research phase of this Review, and having regard to the nature of most submissions for changes in present organization, we find the retention of the present structure to be untenable. We are left with the last two basic alternatives.

Other Examples

There are two basic patterns of municipal organization in Canada: the unitary 'sovereign' municipality which increases its size as urbanization spreads beyond its borders, and the 'federated' group of municipalities usually found in the county system of government or in some relatively new urban structures (Toronto and Winnipeg). The advantages of the single 'amalgamated' municipal government are to be found in central political control, uniform taxation, and an undivided administration; it can attain control of policies and administrative efficiency - but so can a dictatorship (theoretically). The test of healthy local government must be found in something far more than efficiency; democracy has never been efficient in the business management sense of the term. In local government the test must be both an ability of the governed to attach responsibility to the governors and for the governors (elected councils) to be responsible to the needs of the people. In large, growing and complex urban areas the use of ratios of representatives to population commonly found at provincial and federal levels of government, and adequate for these governments, fails to provide the degree of responsiveness required in local government. One representative for each 50,000 or 75,000 is not our idea of 'local' government. If, indeed, local government should be 'close to the people' then it follows that the people must at least have an opportunity to know some of the representatives.

Hereto fore this problem has not been solved because of a fear of an 'unwieldy' council if it should become 'too large'.

Successive annexations are either contested by the people in the areas being annexed because of a fear of 'loss of autonomy', higher taxes (or both) and various other reasons. The process has all the distasteful elements of the struggle between predator and the victimized; the government of our complex urban region needs a better basis for structural change.

The single, while, centralized, 'bureaucratic' large urban municipality is, therefore, not as attractive as a preferable method of governing metropolitan areas; the new form of human settlement requires a more sophisticated approach.

Two attempts have been made to overcome the disadvantages of a monolithic local government organization in Canada, in Toronto and in Winnipeg. We are familiar with both examples but do not propose to discuss each in detail. Metropolitan Toronto is an example of a 'federated' group of municipalities with each member of having some 'sovereign' responsibilities, carrying them out through both a separate 'legislative' and administrative structure. The only fundamental difference between the Toronto and Winnipeg examples is in the constitution of each: Toronto (Metropolitan) is a 'government of governments' with the Metropolitan Council composed of local government representatives indirectly elected, while Winnipeg follows the London (England) example of separate elections for local (borough) and central (Greater London) Councils.

Such federated systems divide municipal functions between the local and 'Metro' governments. Certain responsibilities are thus given to the local level, with each of the local municipalities being charged with the same set of functions. Each municipality is not however given an equal resource base commensurate with these responsibilities, and as a result the standard of local services shows considerable divergence from municipality to another. The recent report of the Royal

Commission on Metropolitan Toronto reflects this aspect of the problem.

Also common to such systems is the existence of a relatively large number of areas within the same urban complex which have had separate political existence over a relatively long period of time and have coped with their problems of growth and change in a more or less adequate way; the less adequate, the greater the necessity to form 'Metropolitan' governments. The aspect of scale or total size of the urban area also is highly relative to such 'federated' structures.

Few, if any, of these characteristics exist in the Review area; total geographic size does not, in itself, make comparisons appropriate. Most of the urban population is concentrated in the Cities of Ottawa and Eastview, the Village of Rockcliffe Park and relatively small portions of the Townships of Nepean and Gloucester. Recent urban growth has occurred within several jurisdictions relatively ill-equipped to plan for a rapidly growing urban population and to operate urban institutions; certainly there is a wide diversity of resources to meet the high costs of urban services of both the 'hard' and 'soft' varieties (water pipes and welfare).

The Ottawa area is in the early stages of a 'metropolitan' settlement pattern; metropolitan government would be an illogical structure from either the social or economic point of view. It would be impractical to form a 'metropolitan' government for this area without dissolving the City of Ottawa and the result would have to be a series of local units without adequate resources to provide the local component of services inherent in any 'two-tier' system of local government if a meaningful role were to remain for the lower 'tier'.

It is within this context that we find the proposals for change contained in many of the submissions unacceptable. The City of Ottawa, in its brief, proposed a limited (geographical) monolithic structure which ignored the essentially dynamic nature of urban growth beyond the greenbelt and was not convincing in its proposed relations with the remaining

County. The County Council, on the other hand, tended to deny the existence of the City and, mistakenly we believe, sought a solution in greater centralization at the County (partial 'metropolitan') government level.

We find that a structure preserving some of the essential features of the County or 'metropolitan' system and providing for central policy determinations and administrative operations best suits the needs of the Review area both now and for some time in the future.

Whereas other examples tend to assume the division of both the legislative and administrative functions between two levels of local government as an essential requirement we feel that it is not only possible but indeed desirable to think of a complementary legislative function but an undivided administrative function. Central division-making and administration combined with local policy formulation - local councils acting as an extension of a central council - is therefore the key objective and forms the cornerstone of the recommended system of local government in the Review area.

CHAPTER 4. THE RECOMMENDED SOLUTION

(A) Principles of the New Political Structure

Preceding chapters have stated the problem and discarded several alternative solutions because they fail to meet one or more of the essential requirements of an adequate local government structure as set out in Chapter 3.

The inescapable conclusion is that a successful solution cannot be based either on a single city or a metropolitan (county) form of government, nor on a division of the Review area into a city and a county component. Rather, a new structure combining the best features of each of these two forms is required, with jurisdiction over an area which comprises a socio-economic unit centred upon the national capital, including its rural fringe. This means inclusion of at least the bulk of Carleton County and a portion of Russell County, with the exact outer boundary requiring additional studies for proper determination.

The structure that is proposed combines the county principle of local units whose representatives constitute a Regional Council, with the city principle of a capable central administration financed by pooled resources. The 'City-County' government might be called the Municipality of the Ottawa and Carleton Region.

Because the existing local municipalities are so unequal in population and resources, it would be impossible to use them as the local units in a balanced two-tier system; the City of Ottawa would either completely dominate, or be seriously under-represented in any such attempt. Accordingly, a series of new and different kinds of local units should be created, and to avoid serious under- or over-representation through a system of indirect election to the Regional Council, they will require reasonable equality in population. It is suggested that these new local units be called 'Districts' to distinguish them from existing units of local government.

The number and size of districts required is related to two considerations: first, they should consist of distinct geographic units, if at all possible, and contain community 'identifies', and second, they should have a size of population which can provide a high ratio of representatives to electors but with a relatively small council in order to obtain responsiveness and attempt to obtain consensus of objectives for the district. If given the responsibility of providing important municipal services, they would have to be quite large if they are to obtain an adequate tax base and be capable of operating efficient administrative departments. On the other hand, if they are to be 'close to the people' and responsible to local feeling, providing an effective channel for citizen participation in local government, they should be considerably smaller.

Of the municipal services to be provided in the area, most have a strong area-wide component which is properly the concern of a Regional Council, representative of all districts. This is certainly the case in the important fields of planning, capital financing, assessment, education, sewer and water services, welfare, health, roads, public transportation, libraries, police protection, major parks and the administration of justice. While the extent of the purely local component in these fields varies from one to another, in none of them is it great enough to suggest that major responsibilities belong properly at the district level.

Thus, even in large districts, to justify administrative departments of efficient size would require assignment of service responsibilities which logically belong at the regional level; with small districts, the duplication and inefficiency inherent in a series of small administrations would be unavoidable.

Therefore, to avoid these difficulties, and at the same time gain the democratic advantages of small districts, it is proposed that the Regional Council be made responsible for all legislative and administrative functions, with the several District Councils given a significant role

as an extension of the Regional Council in the formulation of district policies and programs.

Regional Council responsibility for legislation and administration should be coupled with regional authority to delegate in these fields to the District Councils, subject only to approval by the Minister. As with Provincial delegation to municipalities, the pressure of demands on government may be expected to result in a significant assignment of responsibilities and probably staff to the district units, but with ultimate authority resting in the Regional Council.

The system proposed is therefore not a federation with jurisdiction divided between the regional and local components, but one in which the local units or districts, whose representatives constitute the Regional Council, are complementary to it. The proposed structure does not represent a radical departure from accepted democratic principles; rather it enhances these principles by increasing democratic control and the possibility of participation but still enables authority to be effectively exercised. Just as any elected government is given authority over those it represents, so is the Regional Council, representative of the District Councils, given authority over them.

In such a system, the Regional Council would receive the delegation of Provincial powers and responsibilities to local government as embodied in the various Provincial Acts, and stand between the districts and the Province. The Province would only deal directly with the regional government and indirectly through it with the district governments, as provided in the statute creating the new regional government.

Financial powers and responsibilities would also be given essentially to the regional government, but a District Council would have the right to require a special tax levy on the residential and farm assessment in that district to provide a standard of service above that provided throughout all districts by the regional government. Similarly, a District Council would be able to request a lower standard of service

than that provided generally throughout the region, with a corresponding reduction in the residential and farm tax levy in that district. The district would of course still bear its full share of the suite of standard services provided elsewhere.

With this exception, regional resources would be completely pooled and allocated according to needs throughout the area by the Regional Council. In ascertaining the district needs and their priorities however, the District Council's intimate knowledge of its area should be fully utilized in the preparation of the 'district budgets' to be submitted to the Regional Council for approval and subsequent incorporation as an integral part of the overall regional budget.

Similarly, the experience and intimate knowledge of members of the numerous separate boards and commissions now existing in the area should be utilized where possible on citizens' advisory bodies appointed by and responsible to the Regional and District Councils. These advisory bodies should not have the powers and responsibilities now possessed by the boards and commissions however, such powers and responsibilities belong with the councils which are accountable to the people, and should be transferred to them as the boards and commissions, with the exception of hospital and school boards, are abolished.

The proposed system would therefore centralized municipal powers and responsibilities in a Regional Council which would be accountable through a district electoral process to the electorate, and which would delegate aspects of Regional Council responsibilities to the District Councils as considered appropriate from time to time.

The boundaries of the three types of districts should be defined during the implementation period, recognizing the three inherently different types of area in the region:

- 1) Urban districts - the areas for which urban services have already been planned, i.e. to the inner limit of the greenbelt, plus the hamlets of Bell's Corners and Blackburn;

- 2) The greenbelt itself, and development district beyond it and
- 3) Rural districts, in which extensive urban development is not anticipated.

The greenbelt and the development districts, while having representation on the Regional Council, should be wholly administered by the latter, and would only gradually acquire district councillors as development proceeds.

The establishment of an urban service area is of vital importance to the proposed system of government in order to allocate selected service costs only to those areas which to or will benefit therefrom; agricultural areas must be protected from municipal taxation beyond a level which can be borne by the farm economy. At the same time, services to the rural areas which are of regional (or wider) concern - such as education - should be of the same standard provided in other areas. A precise boundary for the urban service area, and allocation of costs both within and outside this boundary, will need to be defined and should be undertaken during the implementation phase as described later in the report. The initial definition of the urban service area should be submitted to the Ontario Municipal Board for approval, and any subsequent changes (made by the Regional Council with approval of the Minister) should be subject to appeal to the Municipal Board.

(B) Constitution

Having proposed a new form of local government organization we now recommend elements of a constitution.

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 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 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 term of office be three years, with no 'staggered' terms, so that municipal elections would be held once every three years.

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 should be filled as noted in the preceding paragraph.

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 to 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 effect 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; 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 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 services at district expense on demand (subject of course 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 of 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 officer 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 district chairmen. Each department would be responsible to a committee, being assigned to report to either a standing committee or the executive committee, depending on function. Suggested departments and standing committees are discussed in a later section of this chapter dealing with administrative organizations.

Boards and Commissions

With the exception of hospital and school boards, all existing local boards and commissions should be abolished and the services and staff under their jurisdiction made the responsibility of the regional government administrative departments. Policy decisions formerly made by the boards and commissions would henceforth be formulated by council committees for adoption by Council. The executive committee would be constituted as the planning board under the Ontario Planning Act, and would have as its primary responsibilities both financial and physical planning.

Direct provision of hospital facilities is not considered a proper municipal function, and it is accordingly recommended that the hospital boards of the Ottawa Civic and Ottawa Riverside hospitals should be made independent of local government control. Along with the other hospital boards in the region, they have serious financial problems which should be met through direct grants of capital funds in the same manner as other hospitals in Ontario operating under the Public Hospitals Act.

Education

Public elementary and secondary education throughout the region should be made the responsibility of a single board of education. It would be desirable if this board, while retaining full authority over school administration, should be made advisory to Regional Council in matters of education finance by depriving it of the power to determine the level of school taxation (which it does not have the responsibility to levy). Should this prove feasible, it is recommended that the board members be appointed by Regional Council for concurrent three year terms, with the following composition:

One member of each District Council who is not a member of the
Regional Council

One citizen from each district

(public school supporters)

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, plus two members elected by the separate school boards in the region.

While recommendation of changes affecting separate education is considered beyond the scope of this report because of the legislation involved, the Review has made it clear that, in the words of the Ottawa Separate School Board, "there are two standards of education in the review

area, reflecting the more limited financial resources of separate school boards." Need for some consolidation of separate school systems to raise standards in suburban and rural areas is also evident (as in the case of public schools) but is regarded as not feasible unless separate school financial resources are first improved.

In the interests of more equal educational opportunity for all children in the area, it is accordingly suggested that the appropriate Provincial and local school authorities consider the possibility of some consolidation of separate school boards along the lines recommended for public education, and of a more equitable allocation of Federal and Provincial grants-in-lieu of taxes as they effect the two systems. The latter issue is of course related to the larger question of corporate tax allocation, but is in itself of special significance in the Review area because of the importance of Federal grants-in-lieu.

It is also 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 planning 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 if an appointed board is formed) plus one citizen member 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

Due to the detailed nature of the administration of subdivision control by-laws and minor variations in zoning by-laws, committees of adjustment should be appointed for one or a group of districts by the Regional Council from among residents of the district or districts.

Zoning by-law amendments (basic by-laws are a direct responsibility of the Regional Council) can be initiated either by the District or Regional Council. The enactment of such amendments is the prerogative of the Regional Council which, as stated earlier, conducts all statutory relations with the Province and its Ontario Municipal Board. The power of the District Council would be limited to initiating and recommending zoning by-law amendments for enactment by the Regional Council. In practice we see a process of formal delegation developing whereby the central council would only substantially intervene when, in the opinion of the Regional Council, the proposed amendment was contrary to the public interest in the area as a whole or detrimentally affected an adjoining district.

The Regional Council should delegate to the District Council the responsibility of conducting public hearings as contemplated by the Planning Act. The purpose of this suggestion is to seek initiative, understanding and support through the District Councils in the formulation of public policy in a field which obviously has a strong local (district) component.

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.

(C) Boundaries

There are four kinds of boundaries to be considered:

- Outer boundaries of the regional municipality
- District boundaries
- Urban service area boundary
- Ward boundaries (in rural districts).

Outer Boundaries

As indicated elsewhere in this report we are not satisfied that the boundary of the Review area is necessarily appropriate for an effective regional government. There may be an immediate need for instance to consider the conflicting terms of Arnprior and Fitzroy Township. We are not satisfied that the inclusion of Cumberland Township into the proposed regional government completes the action necessary in this part of the area. We recommend that a further study be undertaken in order to determine whether additional areas of Prescott and Russell County should be included in the regional government area.

For somewhat similar reasons, we are not sure whether other parts of the outer boundary of Carleton County are the best that could be chosen as the outer limit of the proposed regional jurisdiction. One uncertainty is based on the fact that we could, within our terms of reference, 'look out' but not 'look in'. We are aware of many municipal interrelations between many Carleton County municipalities and adjoining urban centres in adjoining counties. Part of our concern is due to the arbitrary nature of most boundaries; they must be drawn but there will always be two areas, one on either side of the boundary and, in this case, only one side has been examined. For the moment, however, we feel that all of our recommendations can be implemented without prejudice to further investigation of boundary issues.

District and Ward Boundaries

The principles underlying the size and number of districts have been stated. In general, we believe the population of an urban district should be on the order of about 25,000 to 35,000 people. We do not feel completely competent at this time to be precise about district boundaries (particularly the boundaries of urban and development districts), or the boundaries of wards in the rural districts. We feel that this is a matter that requires local knowledge and participation in drawing meaningful boundaries. In general, we would suggest that, all other criteria satisfied, a place like Eastview should form a district. There may be

similar areas which could logically form a district. For the foregoing reasons we recommend that the determination of district and ward boundaries become the second step in the implementation procedure described in Chapter 5.

It is recommended that a Boundary Commission be appointed by the Province for this purpose, comprising 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 Advisor. The boundaries selected would require approval of the Minister of Municipal Affairs.

It is also recommended that the statute creating the new government provide a basis for subsequent changes in district and ward boundaries. A simple, and we think appropriate, method might be a decision by a two-thirds majority of the Regional Council and final approval of the Minister of Municipal Affairs.

The rural district boundaries are easier to define not only due to the existence of fairly distinct geographical units but because of a deliberate policy to use as far as possible, the existing municipalities as wards in the proposed three rural districts. We recommend that one of the rural districts be composed of the present Townships of Fitzroy, Huntley, Torbolton, and that part of March Township outside the development district (to be defined). Because of the importance of the cottage area in Torbolton Township and the emerging 'estate' development in March and Torbolton Township it may be preferable to so arrange ward boundaries that the semi-urban portion is constituted as two or more wards. The exact boundaries can be left to be determined in the implementation program.

The second rural district would comprise that part of Nepean Township outside any planned development district, the rural portion of Goulbourne Township, the Townships of North Gower and Marlborough and the Village of Richmond. It may be argued that the Village of Richmond should be left as it is for historic reasons though the same argument

could be used with respect to all other existing municipal corporations. It is partly in answer to this question that we suggest, as much as possible, the existing local units become wards in what we believe constitutes the minimum practical unit for a rural district.

The third rural district would be composed of that part of Gloucester Township which is not included in a development district, Osgoode Township and that part of Cumberland Township which is outside the potential development district noted later.

It will be obvious that this proposed structure does not contemplate the continuance of the existing police villages; their continuance in the proposed structure would not only prove to be superfluous but have negative benefits.

Development District Boundaries

This boundary is not technically difficult to determine at this time but is bound to be a controversial matter in the affected areas. On present evidence there would seem to be justification for defining a development district in parts of March and Goulbourne Townships on the west, including the present village of Stittsville; between the airport and Manotick on the south including the present urban development in Manotick; and an area around Orleans extending into Cumberland Township on the east including the area known as Queenswood. As in the case of determining urban district boundaries we recommend that the boundaries of the first set of development districts be established as the second phase of the implementation program. The criteria should include present development, approved plans, and planning schemes including the one being developed by consultants for C.M.H.C. and the N.C.C.

Urban Service Area Boundary

It follows from the discussions about development district boundaries that the boundary of the urban service area will coincide with the outer limit of the development district. It also follows that as and when development districts are added the urban service area boundary will automatically move as well. The use of an urban service area

only meets a fundamental objective of dividing urban and rural financial responsibilities by, by the same token, exerts a powerful influence in controlling the location, extent and timing of urbanization. That better development-control tools are needed than now exist in the area is obvious and to the extent that the proposed device meets such needs it should make a positive contribution to the whole operation of local government.

The procedures recommended for the initial definition and any subsequent alterations of the urban service area have been discussed in the first part of the chapter.

(D) Administrative Organization

It is not usual in reports of this nature to deal with staff organization. This is normally left to new Council. However, in this case there are a number of important considerations arising from the change in structure and proposed constitution which merit specific attention. As indicated earlier we believe that a number of functions now being carried out by appointed boards and commissioner should become the direct responsibility of the elected council. Having this change in mind and having regard to what appears to us to be a fairly logical division of functional responsibilities we suggest the following administrative structure be considered:

<u>Standing Committee of Regional Council</u>	<u>Department</u>	<u>Functional Responsibility</u>
Executive Committee	Planning	comprehensive planning subdivision control and zoning (subject to qualifications set out in Section B - Constitution) housing and renewal (programs and plans) committees of adjustment (district function)
Executive Committee	Finance	financial planning (capital and operating budgets)

<u>Standing Committee of Regional Council</u>	<u>Department</u>	<u>Functional Responsibility</u>
Transportation Committee	Transportation	roads - construction and maintenance including snow removal and cleaning public transportation traffic control public parking
Health and Welfare Committee	Health and Welfare	health hospitals welfare homes and housing for the aged, and public housing - operation (in conjunction with Ontario Housing Corporation)
Works Committee	Works	sewers and pollution control storm drainage water hydro and street lighting garbage collection and disposal
Parks and Recreation Committee	Parks and Recreation	parks recreation community centres
Library Committee	Library	libraries
Police and Fire Committee	Police	police
	Fire	fire
Executive Committee	Administration	tax collection payrolls central accounting assessment courts of revision clerks legal

<u>Standing Committee of Regional Council</u>	<u>Department</u>	<u>Functional Responsibility</u>
		Audit
		personnel
		licensing
		purchasing
		property
		registry offices
		justice and jails
Agricultural Committee	Agriculture	agricultural land use planning
		initiation and coordination of A.R.D.A. programs in the region
		staff service to Regional Federation of Agriculture

There are a number of other miscellaneous functions such as emergency measures, industrial promotion, tourist promotion, the exhibition, and the market - which should be assigned to committees and departments during the implementation phase of the program.

The basis of the foregoing suggestions is, in order:

1. Planning. We believe that the planning function is vital to orderly and economic growth of the region and should be one of the prime responsibilities of the executive committee of council. The department should be properly staffed and maintain constant liaison with the federal planning authority, the N.C.C. As already indicated, the head of the planning department should be the chairman of the technical advisory group.
2. Finance. Of equal importance to physical (and indeed social and economic planning) is financial planning. Estimating financial resources, programming expenditures and related functions of the finance department should receive high priority by the new Council.

3. Transportation. All the evidence points strongly to the need for an integrated transportation program and operational control. We find no basis for separating any of the four basic components of urban transportation: roads, public transportation, parking and traffic control. We most emphatically state our preference for a radical change in the financial constraints presently applied to O.T.C. and the Parking Authority. With these services brought under the Regional Council, we recommend that they no longer be required to be self-sustaining. Necessary tax support should however be based on a formula which encourages efficient operation. It will be obvious that both Ottawa and Eastview Suburban Road Commissions will be dissolved with the creation of the new organization. In this connection it appears to us that a review of road jurisdictions should be undertaken vis-à-vis the Province, the Regional Government and the Federal Government with a view to greater Provincial road jurisdiction in the region, particular in the rural districts.

4. Health and Welfare. These functions, though not wholly related, seem to us as being capable of administrative coordination. Involved in this suggestion is the elimination of the Boards of Health or Health Units and, only if legally essential, the continuation of, at most, one 'Board of Directors' for limited-dividend housing projects.

5. Works. The most radical recommendation we have to make in connection with this function is that all hydro administrations, whether elected or appointed be dissolved and the operation, including street lighting, come under the Works Department. We can think of no substantial reason why this action should not be taken and many good reasons why it should. It may be that the rural districts should still be served directly through the rural system of H.E.P.C. but this aspect can be dealt with during the implementation period.

We also see this department, and more specifically the Works Committee of Council, having all the powers and responsibilities of Conservation Authorities under the Conservation Authorities Act, and being eligible for Provincial conservation grants.

6. Parks and Recreation. The function changes little under the proposed new organization. On the one hand, close liaison will be required with the N.C.C. and on the other hand staff might well be assigned to districts in response to local needs and programs. This would be another instance where aspects of administration (recreation programs and operation of community centres come to mind) might well be delegated to District Councils.

7. Libraries. This function is usually performed by Library Boards. We find no objection to a degree of local responsibility for the operation of community or district libraries. On the contrary, there is much to commend such a practice. We believe, however, that the basic responsibility for planning a basic library system and financing it should rest with the regional government. We would suggest that district library committees (including a member of the District Council) be appointed if it is felt that such an element of organization for library services is necessary or desirable.

8. Police and Fire. We firmly believe that the regional police force should be responsible to elected representatives. To this end it is recommended that the Police and Fire Committee of the Regional Council be constituted a Police Commission for purposes of the Police Act, to determine the policies to be followed in police administration. Executing of these policies would of course be the responsibility of a Chief of Police, and elected representatives would have no power to interfere with the day-to-day administration except on matters of policy.

Undoubtedly district or precinct police stations will be required, and it is suggested that where possible, the selection of personnel for district stations have regard for ethnic characteristics of the districts.

Fire departments have traditionally reported to a council committee and we recommend this practice continue.

9. Administration. In many jurisdictions a number of the functions of this proposed department have separate departmental status. Subject to more considered conclusions to be reached in the implementation process we feel that there is merit in a grouped 'secretariat' or functions which are primarily involved in 'running the government'. The head of this department would have some of the characteristics of a city manager or chief administrator ('business' manager).

The most unusual suggestion with regard to this department is the inclusion of licensing administration among its functions. We believe that the determination of licensing policies and procedures should be a responsibility of elected representatives and not of an independent commission, and accordingly recommend that this be a duty of the executive committee of the Regional Council. As it is suggested that the administration department report to the executive committee, the administration of licensing (collection of fees and issuing of licenses) could logically be one of its functions. As with police administration, elected representatives would have no power to interfere with day-to-day administration except on matters of policy.

10. Agriculture. Local government does not normally contain a department of agriculture. We do not suggest the piece of administrative organization anticipating new responsibilities for local government but rather to give proper recognition to an important segment of the regional economy. We see the agricultural committee of Council consisting of the chairmen and vice-chairmen of the three rural District Councils plus the head and deputy head of the Regional Council, as proposed for other committees. This will also mean that the chairman of this committee will be a member of the executive committee and, in a limited sense, replace the present role of warden of the County. The staff function is thought of as mainly advisory in nature but the head of the agriculture department could very well help coordinate the role of the Provincial and Federal Departments of Agriculture as they affect local government in the region, act as a liaison

Officer with officials of the A.R.D.A. agency and the Regional (now County) Federation of Agriculture and generally bring needed action programs within the legal competence of local government to the attention of the regional government through the agriculture committee and executive committee of Council. The department could also supply technical advice to the District Councils.

District Council Staff

It will be necessary for each District Council to employ a relatively small staff secretariat. We recommend that the regional government personnel officer be used to recruit the requisite staff, that they be appointed by the District Council but that salaries and other costs be paid from the regional government treasury.

We are well aware that many detailed aspects of an administrative organization needed for the proposed new government structure have not been mentioned.

We wish to stress that the administrative organization outlined is put forward as a suggestion realizing that most aspects of administrative structure will need to be considered by the Councils when first elected and other aspects will become part of the normal function of the local government when in full operation.

In particular, it would be noted that the various district responsibilities which have been specifically referred to are by no means intended as an exhaustive list. It is anticipated that the Regional Council will, in time, delegate functions in many fields to the District Councils, assigning funds and staff as necessary for their performance. The provisions of all kinds of local amenities, such as the landscaping of boulevards and local parks, the supply and maintenance of minor recreational equipment, and possible the construction of sidewalks in residential areas, come to mind as matters which might logically be delegated. The operation of tot-lots, nursery schools, day care centres, community centres, swimming facilities, recreation programs, health clinics and the

provision of other types of social services also suggest themselves as functions which might logically be carried out under District Council supervision.

The proposed system of regional government is intended to encourage as much delegation to the local level as possible, consistent with the overriding need to adequately meet all area-wide requirements.

CHAPTER 5. FINANCIAL IMPLICATIONS AND IMPLEMENTATION

(A) Financial Implications

It will be apparent that implementation of the recommended changes will have a profound effect upon municipal finance in the region. Indeed, this must necessarily be one of the primary aims of any adequate proposal, for present disparities in financial resources and requirements are at the root of many area problems.

We feel it would be undesirable, and perhaps even irresponsible, however, to attempt to calculate the probable effect of the proposed changes upon tax rates throughout the region. It would be impossible to do this adequately without making assumptions as to the spending programs of the new government, which can in fact only be decided by it.

Nor is it necessary to calculate the relative financial viability of various parts of the region under the proposed government, for the essence of the scheme is equitable pooling of resources to meet all needs.

The question of assets and liabilities must be considered however. For the future, the proposal is clear: all liabilities undertaken by the new regional government will be against the resources of the region, and the corresponding assets added in future will belong to and benefit the region.

With regard to existing assets of the present municipalities within the region, it is recommended that they be transferred to the proposed Regional Government without compensation other than the assumption by that government of all outstanding liabilities of the municipalities. We believe this to be the only course consistent with the principle of shared needs and resources embodied in the proposed system, and are convinced that additional compensation for what in fact is law is already public property, cannot be justified.

Determination of the outer boundary of the region during the implementation period may be expected to require transfer of assets and liabilities between the region and one or possibly more of the adjoining municipalities; Prescott and Russell County will certainly be affected if territory in the Cumberland area is included in the region as recommended. It is possible that special compensation for this kind of transfer may be justified by the need to ensure the continued viability of adjoining municipalities, and it is recommended that this matter be studied during the implementation period, and compensation arranged if required.

Within the region, rural districts should not be required to pay for assets or services which are primarily of benefit to the urban population, and it is recommended that this principle be applied, through the use of urban service areas, to the retirement of existing and future debt assumed by the regional government.

With the proposed pooling of assets, tax resources, grants and credit, and the capability of comprehensive financial planning, the financial capacity (including debenture borrowing capacity) of the proposed government should reach a maximum level; the future demands on municipal government in the National Capital area will undoubtedly heavy however, as indicated in the Report on Research Findings and the Statistical Review recently published by the National Capital Commission. Provincial grants may accordingly be expected to remain a vital part of the region's resources base, and it is recommended that the grants to the new regional government not be reduced but perhaps increased from the total previously paid to the existing municipalities. For instance, we are of the opinion that road grants should be based on at least 50% of cost as applied in the formation of Metropolitan Toronto.

(B) Recommended Implementation Program

The creation of the proposed municipal organization in the Review area requires a carefully planned implementation program. We suggest such a program has five main chronological steps:

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 all necessary organizational by-laws, appointment of committees, the hiring of key personnel, etc.

The completion of this program would be at the time determined by the Province when the new government would assume complete operational control.

The first basic step is a matter of provincial government policy but we suggest that an early decision would be highly desirable.

In order to carry out the other steps we recommend that the Province appoint an implementation advisor, who might assist in drafting the required legislation and then act as an adviser to the new government in preparing for the formal start of full operation. We feel that the period of time required for the program may be about a year, apart from the time required to enact legislation and conduct elections, with the determination of boundaries taking about two months, and the organization period between elections and full operation taking about ten months. It may well be necessary to conduct elections at a time other than the traditional time for municipal elections (usually in December) but this should not provide any special difficulties.

We assume that matters of personnel, contractual obligations and similar issues would be important matters for consideration during the organizational period. It is our view, and recommendation, that present personnel be offered employment with the new government with no lesser

salary or other benefits than now accrue, including pension benefits. Obviously each present employee cannot be guaranteed the same job or job-title since many present positions would disappear, while many new ones would be created.

Permanent Review Committee

We wish, at this time, to raise an important issue which would affect the future course of the new government. The people operating most institutions, and political institutions are certainly new exception, have a tendency to become so concerned with operational problems that the ability to critically and continuously examine the adequacy of the structure of the organization is weakened or does not function at all. Furthermore, it is contrary to so-called 'human nature' for those operating an organization to propose changes which would have a negative effect on their current positions or policies.

We feel that if the proposed government is to be even more effective than we are confident it will be, that a permanent review body should be established so that a 'feed-back' function can be created. We do not suggest that such a body should be constituted as a 'watch-dog' operation but rather it be constituted so as to be able to observe, to develop objective criteria for recommending constitutional changes and be given the statutory responsibility for recommending such changes both to the regional government and the Minister of Municipal Affairs. The Committee should be given power to hold public hearings and receive public or private submission from any qualified voter and public or private organization.

Subject to further consideration we suggest that the review body be composed of the head of the Municipal Organization Branch of the Department of Municipal Affairs as chairman, a recognized expert in municipal government on the staff of an Ottawa university, the head and deputy head of the Regional Council and a senior member of the regional government staff (perhaps the head of the administration department).

We do suggest this measure as a substitute for the carrying out of normal political responsibilities but rather as a supplementary device in the interests of healthy local government.

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.

The Police and Fire Committee of the Regional Council should be constituted a Police Commission for the purposes of the Police Act.

Licensing should be a responsibility of the Executive Committee of the Regional Council

Boards and Commissions

With the exception of hospital and school boards, all existing local boards and commissions should be abolished and the services and staff under their jurisdiction made the responsibility of the regional government administrative departments. Policy decisions formerly made by the boards and commissions would henceforth be formulated by council committees for adoption by Council. The executive committee would be constituted as the planning board under the Ontario Planning Act, and would have as its primary responsibilities both financial and physical planning.

Hospital boards of the Ottawa Civic and Ottawa Riverside hospitals should be made independent of local government control. Along with the other hospital boards in the region, they have serious financial problems which should be met through direct grants of capital funds in the same manner as other hospitals in Ontario operating under the Public Hospitals Act.

Education

Public elementary and secondary education throughout the region should be made the responsibility of a single board of education. It would be desirable if this board while retaining full authority over school administration, could be made advisory to the Regional Council in matters of education finance by depriving of it the power to determine the level of school taxation (which it does not have the responsibility to levy). Should this prove feasible, it is recommended that the board members be appointed by the Regional Council for concurrent three-year terms, with the following composition:

one member of each District Council who is not a member of the
Regional Council)
one citizen from each district) (public school supporters)

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.