THE EVOLUTION OF REGIONAL PLANNING AND GOVERNMENT
IN THE PROVINCE OF ONTARIO

by

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the Requirements for the Degree of
Master of Arts
in the School
of
Community and Regional Planning

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The move toward establishing regional government in Ontario reflects the recognition by both local and provincial governments of the inadequacies of the present governmental structure to deal with development issues of a regional nature. The requirements of a rapidly urbanizing and growing population are those whose discussion and provision is most efficiently made by a form of government larger than the existing municipality and smaller than the provincial government.

The hypothesis states that altering the provincial departmental organization is a necessary prerequisite to successful establishment of the planning function within the regional government. It is based on the argument that with the creation of regional government throughout the province, the existing operational framework of the departmental organization of the provincial government is not sufficiently coordinated to deal with planning issues for regional development. To defend the argument, documentation and analysis is made of the development of both local and provincial government. This gives a back-
ground upon which to establish how and why there may be problems in coordinating the implementation of planning policy for regional development and to make suggestions of possible changes.
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ACKNOWLEDGEMENTS

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I would also like to express my thanks to Dr. Paul Tennant, of the Department of Political Science, University of British Columbia, and particularly to Professor Brahm Wiesman, my advisor, for their criticism and assistance in the preparation of this thesis.
CHAPTER I -- INTRODUCTION

When the Almighty happened to bemuse his wisdom with playing shoot-the-works, he opened with one hand the hot valve of absolute energy and with the other the cold valve of absolute time.

Buckminster Fuller

Change in the nature of any institution and the rate of that change is generally dependent upon past events and developments within the institution. It is also dependent upon events external but pertaining to the institution itself.

In Canada the system of political institutions with its form of constitutional democracy and the three levels of government under which it operates is not unique in this dependence upon past events. At the same time, major changes at one level of government are often determined by the provisions made for these changes by higher levels of government, and an assessment of the cause and effect

of these changes is made difficult. At the same time, each level of government is taking a more participative role in the social and economic development of the country. Not only is the government expected to set more meaningful guidelines for community behaviour and development, but also it must provide more and more those services which were once not as critical to the population. Rapid changes in the social and economic character of the country have forced government to be more flexible in establishing policy to meet these needs.

Planning, in its broadest sense, as a coordinative function whereby policy may be effectively implemented, has become more important in the government's attempt to carry out its management of the social and economic resources for the present and future population, in an efficient and democratic manner. This includes the creation of new structure and process in government, and the identification of discrepancies in the existing institutional frameworks. In so doing, not only must the active parts of the institution

be understood, but also the reasons for the particular framework into which these parts are placed. There are justifiable reasons for present governmental structure and careful analysis is necessary before possible prescriptions can be formulated.

The following brief resume of events will be expanded in the body of the thesis; it is presented here to familiarize the reader in an introductory fashion.

In the province of Ontario, the system of government has developed over a period of one hundred and fifty years in a way that has generally been responsive to change, particularly in its early stages; that is, up to 1867. But reports such as that of the Commission on Municipal Institutions in 1888 stating that the municipal system in Ontario was "one of the best in the world",\(^1\) tended to lead to a state of self-complacency. Meanwhile, as urban growth continued, those connected with government did not attempt to foresee what effects it would have, particularly on local government. As changes in government became necessary because of this rapid urbanization, semi-governmental agencies, boards and commissions, such as the Ontario Railway and Municipal Board, were established. These centralized

power in the provincial government, at a time when the effects this would have on the efficient and economic exercise of government functions was not fully realised.

Post-war developments have continued in this frame; blind, perhaps for political reasons, to the potential for solving problems of coordination through changes in local government. Energy has been oriented mainly in one direction in an attempt to meet the administrative needs of the various departments of the central government. Many of the central functions being delegated to boards indicated also a decentralization of authority on a local level, but a decentralization without focus. This focus should exist: responsibility for action must eventually be vested in elected representatives of the people.¹

It is only in the past ten years that the potential for changing the structure that has existed so long has been seen. Suddenly, the idea of regional government is rapidly becoming a reality, as is described in the following chapters.

With this introduction, the encompassing problem in this thesis is viewed as being one of an inadequate provincial government organization for the effective and efficient administration of its functions related to regional

development. As the province of Ontario moves towards the establishment of some form of regional government, critical examination of the existing structures, as will be documented, has not involved equal treatment of both the local and provincial government. The coordination and reorganization of local government has been studied, but careful and close examination of the role of the central government departments with such major changes at the local government level has not been attempted. At the same time, the centralization of provincial authority with the aid of special-purpose boards has meant a dispersion and diffusion of authority on the local level, but without a focus.

The purpose of this study is not only to discover the reasons for this situation but also to attempt to foresee in what way the dichotomy between structure and function could be resolved by suggesting new structures. It has been said that "structure of government is bound to be always out of date because governments respond to pressure",¹ but on the other hand, by another analyst of government, that "urban focus and regional planning must have coordinated policy

¹Murray V. Jones, "Urban Focus and Regional Planning", Canadian Public Administration, J.I.P.A.C., IX (June, 1966), No. 2, p. 179.
planning at the provincial level as its starting point."\(^1\) Coordinated policy planning would seem difficult to attain if the administrative structures are not carefully coordinated.

The hypothesis is that altering the provincial departmental organization is a necessary prerequisite to successful establishment of the planning function within regional government.

The scope in this study is upon the planning function as a process whereby an attempt is made to ensure the rational development of a community or group of communities in terms of its physical layout, the use of land, and the use and development of its economic resources. Although more emphasis has come to be placed upon planning for the development of the social or human resources in any community, the main focus here is upon planning for physical and economic development. The focus is placed upon the local level of governments and the planning function carried on there, and also upon the provincial level of government: examining the nature of the province's legislative and administrative structures, and the past and present trends, particularly related to the regional planning function. The legality or constitutionality of federal-provincial relations is outside the scope of this study, but provincial delegation of authority to local municipalities will be examined.

The research methodology entails step-by-step examination and analysis of both local and provincial government structures, related to administration and planning, for environmental control and economic development. The procedure adopted is to examine the historical development of these structures in the light of the changing functions, and in so doing, to reveal possible inconsistencies between these functions and the structures created to carry them out. An attempt has therefore been made to obtain all the most recently published and reported materials, as well as the background data, having to do with government function and structure on the provincial, regional, or local levels.

The organization of the thesis complements this research methodology. The second chapter discusses the objectives of regional government, and gives a synopsis of the economic and social changes which have occurred in Ontario, necessitating a new approach to government. The third chapter is a description of the development of local government in the province, up to the present, as a background for the examination and analysis of the most recent developments. The fourth deals with the present provincial government structure and functional organization; the fifth chapter gives a resume of the developments over the past fifteen years towards regional planning and
government. The sixth, and concluding chapter, tests the hypothesis through summary examination of the data that has been compiled in the previous chapters. It also suggests measures to minimize the problems which are likely to be encountered in the establishment of regional government.
CHAPTER II -- GOALS FOR REGIONAL PLANNING
AND GOVERNMENT

The approach to planning for development in an area-wide, metropolitan, or regional context in the province of Ontario is reflected in the following general statement of the Prime Minister:

It is the responsibility of the Ontario Government to assess the present and future requirements of the province relating to social, economic, and governmental development. The provincial government also has the responsibility to carry out and give direction to regional land use and economic development planning. It has the duty to ensure that, when development occurs in any part of the province, it shall take place as a result of good regional planning. Such planning must include consideration of water supply, sewage disposal, transportation facilities, highways, agriculture, mining, the location of industry, the supply of labour, and all the other factors necessary to the provision of the best possible social and economic climate for the people who live and work within the region.¹

Accepting the role of the provincial government, for the moment, the second step in the development of a theoretical construct is to establish criteria upon which regional planning

¹Ontario, The Prime Minister, "Design for Development", A Statement on Regional Development Policy, April, 1966, p. 3.
areas and eventually regional government could be created.

Regional planning has been defined as "a process, based on law and undertaken by a form of responsible government, directed toward influencing development, private or public, in a manner that results, in the areas where people settle and establish regional communities, the best environment and the soundest use of resources that our civilization is capable of effecting", Immediate to this definition is the view that planning on a regional scale must be "based on law", and another authority states "regional planning through extra-territorial control by one government over other governments of equal status is not a desirable long-run solution".

To define the region and what the functions of planning for regional development will be, the existing political structures, both provincial and local, must first be examined. With administrative guidelines as to how governmental functions should be allocated, these definitions can be made. The criteria for the areal and functional division of government are based upon the concepts of service and access, "access" meaning the ability of individual citizens to participate


in and to influence public policy decisions; and "service", the efficient and economic achievement of public functions, be they administrative or otherwise.²

The following criteria are applied to the allocation of government functions:

1. The governmental jurisdiction responsible for providing any service should be large enough to enable the benefits from that service to be consumed primarily within the jurisdiction.

2. The unit of government should have a large enough area to permit realization of the economies of scale.

3. The unit of government carrying on a function should have a geographic area of jurisdiction adequate for effective performance.

4. The unit of government performing the function should have the legal and administrative ability to perform services assigned to it.

5. Every unit of government should be responsible for a sufficient number of functions so that it provides a forum for resolution of conflicting interests, with significant responsibility for balancing governmental needs and resources.

6. The performance of functions by a unit of government should remain controllable by and accessible to its residents.

²Ibid., p. 504.
7. Functions should be assigned to that level of government which maximizes the conditions and opportunities for active citizen participation and still permits adequate performance.¹

It will be seen that in Ontario, the allocation of functions on this basis was supposed to have been made with the establishment of local government in the nineteenth century. Today, these local governmental structures still remain, although amalgamation and annexation has changed their size.² Municipal corporations, however, since Confederation have not changed greatly in the nature of the functions that they perform or in the way they are organized to perform them.³ But there are broadened demands being placed upon provincial and municipal government, and one of the responses has been an increasing interest in the establishment of regional government and planning for regional development. In discussing the role of the government in regional planning, L. O. Gertler states that coordination of the regional planning system at the provincial level of government is

essential. "Striving for balance or equilibrium...will be important in many ways...most important is the striving for a harmonious correlation of economic processes and community development, and as a corollary, of the goals of optimum resource use and optimum environment".¹

Synopsis of Social and Economic Changes

The essential reason behind the difficulties that governments face in keeping pace with the developments is usually the accelerating rate of social and economic change. In the province of Ontario, not only has the population grown rapidly and distributed itself in very critical ways, but the expectations of this population are very different today from what they were one hundred, or even twenty-five years ago. Communication has become a major factor in this acceleration in the rate of change.

But what are those changes which have taken place in Ontario to create these problems?

<table>
<thead>
<tr>
<th>Period</th>
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<tr>
<td>1901 - 1911</td>
<td>15.8%</td>
</tr>
<tr>
<td>1911 - 1921</td>
<td>16.1</td>
</tr>
<tr>
<td>1921 - 1931</td>
<td>17.0</td>
</tr>
<tr>
<td>1931 - 1941</td>
<td>10.4</td>
</tr>
<tr>
<td>1941 - 1951</td>
<td>17.6</td>
</tr>
<tr>
<td>1951 - 1961</td>
<td>26.2</td>
</tr>
<tr>
<td>1961 - 1966</td>
<td>11.7</td>
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Figure 1 -- Decennial Population Increase, 1901 - 1966.²

¹L. O. Gertler, Resources for Tomorrow Conference, op. cit.
²See Table 1, p. 14.
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<th>Census Year</th>
<th>Rural-Urban Distribution (^1)</th>
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<tr>
<td></td>
<td>Rural</td>
<td>Urban</td>
<td>Urban</td>
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</tr>
<tr>
<td></td>
<td>Number (000's) %</td>
<td>Number (000's) %</td>
<td>Number (000's) %</td>
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<td>1871</td>
<td>1,265 78</td>
<td>356 22</td>
<td></td>
<td>1,621</td>
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<tr>
<td>1881</td>
<td>1,351 70</td>
<td>576 30</td>
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<td>1891</td>
<td>1,295 61</td>
<td>819 39</td>
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<td>1,247 57</td>
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<td>1,449 38</td>
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<td>1951</td>
<td>1,844 40</td>
<td>2,753 60</td>
<td>1,222 27</td>
<td>3,376 73</td>
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<td>1956</td>
<td>1,302 24</td>
<td>4,103 76</td>
<td>1,222 27</td>
<td>3,376 73</td>
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<td>1961</td>
<td>2,615 42</td>
<td>3,621 58</td>
<td>1,413 22</td>
<td>4,824 78</td>
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<tr>
<td>1966</td>
<td>1,367 20</td>
<td>5,593 80</td>
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Table 1 -- Population Trends in Ontario, 1871 - 1966.\(^4\)

\(^1\) Pre 1951 definition of Urban. Urban defined as all incorporated towns, cities, and villages regardless of size.

\(^2\) 1961 definition of Urban. All cities, towns and villages of 1,000+, whether incorporated or not, as well as urbanized fringes of cities classified as metropolitan areas, or other major urban areas, or of certain smaller cities if the city, together with its urbanized fringe, was 10,000 or over.

\(^3\) 1956 definition of Urban: basically same as 1961.

Examining the population increase in absolute terms (see Table 1), or in percentage terms (see Figure 1), the increase over the 1951-1961 period was greatest, being almost double the decennial increases since the turn-of-the-century. Meanwhile, the pace of growth has kept up with that of Canada's as a whole.

The urban-rural shifts reveal changes that have occurred, particularly in the urban fringe areas. In comparing the figures on the urban-rural breakdown, on the basis of the two different definitions of urban and rural, these changes are noticeable.

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<th>&quot;A&quot;</th>
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<tr>
<td></td>
<td>Urban</td>
<td>Rural</td>
</tr>
<tr>
<td>1941</td>
<td>62%</td>
<td>38%</td>
</tr>
<tr>
<td>1951</td>
<td>60</td>
<td>40</td>
</tr>
<tr>
<td>1961</td>
<td>58</td>
<td>42</td>
</tr>
<tr>
<td>1966</td>
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Figure 2 — Rural-Urban Distribution, 1941-1966.¹

While the rural population according to the definition of urban and rural used prior to 1951 ("A")² was increasing, 

¹See Table 1, p.14.
the 1961 definition ("B")\(^1\) of urban and rural indicates not only a decrease in the rural population at least over the 1961-1966 period, but also a twenty per-cent difference in the rural-urban distribution in 1961 ("B").

By the end of the nineteenth century, the rural part of the province was becoming stable; the towns and cities were starting to grow rapidly as the first rural-urban drift of potential labour and the urban-rural exodus of recreation-seekers commenced. The momentum of this growth in urban population is reflected in the fact that Toronto and its suburban municipalities even thirty-five years ago made up an area of less than one hundred square miles. In 1953, the jurisdiction of Metropolitan Toronto encompassed some two hundred square miles, and that of the new planning area, approximately seven hundred square miles. A study undertaken by joint provincial and municipal authorities, the Metropolitan Toronto Area Regional Transportation Study, five years ago worked on the basis of an area of some four thousand square miles. If this were to be extended to include the journeys of summer cottagers

\(^1\)Canada, D.B.S., 1961, Vol. I, 1-7, p. 2, "All cities, towns, and villages of 1,000 and over, whether incorporated or not, as well as urbanized fringes of cities classified as metropolitan areas, or other major urban areas, or of certain smaller cities, if the city, together with its urbanized fringe, was 10,000 or over."
to the Muskokas and Kawartha Lakes area, the region upon which Toronto has direct influence would involve about fifteen thousand square miles.¹

With the urbanization, industrialization has grown apace. The nineteenth century towns developed manufacturing industries using locally available resources of materials and labour, and supplying local needs: e.g., machinery manufacture, or furniture manufacture in towns such as Stratford, Kitchener, Peterborough, and London. The city of Toronto, and to a lesser degree, Hamilton and Oshawa, developed major manufacturing industries, not necessarily supplying local needs, rather province- or nation-based needs. Toronto also developed more than its share of tertiary industrial activity: originally most obvious was the establishment of the Toronto Stock Exchange and its subsidiary interests. Along with this and its government functions, the city became the natural "core" of the province's urban growth and industrialization. This growth has increased through time and space, so that today over two-thirds of the province's manufacturing industry in terms of productivity is located in a "horseshoe" extending

¹Gerald Hodge, "Emerging Bounds of Urban Development", printed by the Department of Municipal Affairs, Toronto, p. 5.
from Niagara Falls around Lake Ontario to Oshawa, east of Toronto. Increasingly, the smaller towns outside this concentration have become relatively less important for their manufacturing as improved transportation facilities have done away with many of the old problems which necessitated decentralization. Those with populations of up to ten thousand have returned to being primarily service centres for the surrounding rural farm and non-farm population.

What originated as a form of two-tier government, with the county and the townships within it forming the basis, has weakened as the towns have expanded often in the past at the expense of the rural countryside. Ever since the noticeable urbanization of large portions of the province, the townships not only have lost area and sources of tax revenue through annexation, but also have had life made more difficult when urban sprawl into them has necessitated costly servicing which the townships are not prepared to provide. And the county, although it was originally viewed as a basic regional economic development unit, was

unable to do anything about the situation as a result of the Territorial Division Act of 1910, by which the county's relation to the towns and townships was spelled out. The whole process is reflected in the fact that several of the growing towns became what is called "separated towns", denying their membership in the county at all; e.g., Trenton in the County of Hastings. Many of the townships have then become small, low-density rural areas attempting to provide services beyond their financial capacity. One of the first indications of this situation occurred during the depression in the 'thirties when more than forty\(^1\) defaulting municipalities were forced to come under the direct administration of the Department of Municipal Affairs.

Despite these economic differences between the urbanized and rural communities, the differences in terms of the expectations of the population are not that significant. In many areas, farming has become a business enterprise in the true sense of the word. Marginal farms are being rapidly taken over by large, efficient operations,\(^2\) and between 1961 and 1966 for example, the number of occupied farms in the province decreased by over nine per cent.\(^3\)

\(^1\)Norman Pearson, "Failure of Planning in Ontario", C.E. Research Report No. 34, Queen's University, Kingston, 1964, p. 3.
\(^2\)D.B.S., Census of Canada, 1966, Vol. IV (4-2), 3-1, 4-1.
\(^3\)D.B.S., op. cit., 2-1, 2-2.
Because of these changes, the rural population has become less cut off, and like the farms, the regional trade and service areas have become fewer and bigger. These people expect certain levels of service from their government that are on a par with those of urban communities, services which few rural municipalities are able to provide. School facilities and road improvements are two of the major services required, and to bring these to higher standards is difficult for the small township.

The issues that come to the forefront when these developments are considered include the following: what is the most desirable spatial distribution of population, job opportunities, and leisure time activities; should there be an upper limit on population size and what should be the territorial extent of any urbanized area; what standards should there be for public utilities; and what is the future of parks and open space? Today, these questions have a bearing on areas wider than one municipality, be it a city, a township, or, in some cases, a county. To enable individuals within these municipalities to have at least some degree of understanding and say in how the questions are to be approached, it is obvious that the provincial government is not the most effective, capable,

1Jacob Spelt, op. cit., p. 130.
or responsible body to undertake the attack of these issues on its own.

These issues have been seen to justify change in the structure and function of government: how these changes are being brought about is the subject of the subsequent chapters.
CHAPTER III — LOCAL GOVERNMENT

Local government has a generally accepted dual purpose; firstly, to carry out the duties imposed upon it by the province which has created them and to which they are ultimately answerable; and secondly, within the scope and the degree permitted by law, to carry out the wishes of those being governed who inhabit the area.

It also fulfills a training function for the process of democratic government in the provincial and national spheres. Claims are made that it provides a resistance to overcentralization, particularly in the case where policies established by a superior level of government must be justified before the courts. "The protection of the municipalities" (being creatures of the province) "lies not in their legal or constitutional position, but rather in the needs of the people which must be met, and the difficulty, especially in urban communities, of meeting these needs through the medium of any other government."¹

The municipal structure in Ontario today involves some one thousand local authorities: townships, villages, towns, and cities; and superimposed a second tier of local government, including forty-three counties and eleven improvement districts. Municipal corporations are in most cases incorporated under the provisions of the Municipal Act\(^1\), and their boundaries are set out under the Territorial Division Act of 1910. The county government, made up of elected representatives from each of the smaller local municipalities, performs functions which are regional in nature, but, as is indicated, are limited in scope.

The counties\(^2\), originating as district councils, were formed to create a territorial division of the province for municipal as well as judicial purposes. In 1841, the establishment of district councils marked a break from the previous system of local government by the justices of the peace. Today, each county with its several towns, villages, and townships, performs the judicial function for each of these municipalities, and maintains certain of the major roads, and the health units which serve each community. Membership on the county council is made up of the reeves and deputy reeves of the townships,

\(^1\)Ontario, The Municipal Act, R.S.O., 1960, Section 10(3).
\(^2\)See Appendix F.
villages, and towns in the county. The county functions are not carried on within cities or within separated towns with the county boundaries, and they do not have representation on the county council. Representation in the provincial legislature is not generally based upon these counties; in some cases, only parts of a county make up an electoral riding; in others, parts of several counties make up a riding, to ensure representation on the basis of equal population.

Townships are territorial units, the acquisition of corporate status being governed by the Municipal Act which provides that, upon the application of not less than seventy-five inhabitants of a locality having a population of not less than one thousand, the Municipal Board may incorporate the inhabitants of the locality as a township or union of townships. These have historically been considered as farm-based, rural municipalities, ensuring a regularity to the pattern of rural development.

A village may gain corporate status upon the application of not less than seventy-five inhabitants of a locality having a population of not less than five hundred.  

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1 See Appendix G.
2 The Municipal Act, op. cit., Sec. 10(3).
3 Ibid, Sec. 10(4).
may be created in a similar manner, providing the locality has a population of not less than two thousand.\textsuperscript{1} The Municipal Board has the authority under the Municipal Act to create a city upon the application of a village or town having a population of not less than fifteen thousand, or of a township having a population of not less than twenty-five thousand.\textsuperscript{2}

The affairs of every municipal corporation are governed by an elected council, varying in name and number of members by the class of municipality. Each of these municipal corporations is responsible for assessment and taxation of the inhabitants, and for the carrying out of other duties assigned to them by the legislature of the province. These duties include the provision of municipal improvements such as streets and roads, water supply and sewage treatment where necessary, of a school system, and the control of land use.

Agencies having local functions other than these municipal corporations are of two kinds: those having province-wide jurisdiction, in some cases called autonomous boards, and those having purely local jurisdiction, controlled boards. The first category includes the provincially-organized Ontario Municipal Board, the Hydro-Electric Power Commission,

\textsuperscript{1}The Municipal Act, op. cit., Sec. 10(6).
\textsuperscript{2}Ibid., Sec. 11(4) and (5).
the Ontario Water Resources Commission, the Hospital Services Commission, and the various provincial departments having direct relationship with the municipalities; e.g., Municipal Affairs, Public Welfare, Health, Education, Highways, Energy and Resources, and Economics and Development. In the second category are found those local boards such as library boards, parks boards, school boards, public utilities commissions, planning boards, county sheriff and police commissions, juvenile courts and their committees, and children's aid societies. While these latter agencies are generally established by the municipal council, by by-law, and have council members sitting on the boards, usually there is also non-elected citizen membership. These boards often function in the same manner as do standing committees of council; i.e., making recommendations to the council on a particular issue.

One analyst of municipal government has described the whole framework as follows:

1. A multiplicity of municipal units, some of which have a status and boundaries that are no longer meaningful.

2. A bewildering variety of local boards and commissions resulting in extreme diffusion of responsibility and thus, from the point of view of the citizen, making accountability more difficult.

3. An educational structure comprising a variety of jurisdictions, many of which are no longer meaningful as effective school attendance areas and including a separation of responsibility for elementary and secondary education that is out of place in the twentieth century.
4. A number of conservation authorities with an important role to play but raising difficult problems of political accountability; and

5. An increasing involvement in what have traditionally been regarded as municipal responsibilities by a large number of departments and agencies of the province thereby complicating the attainment of effective administration through lack of coordination and dispersal of responsibility for action.¹

The reasons behind these characteristics of local government lie in how local government has developed in response to changing needs and requirements of the population. The following describes some of these developments.

**Origin and Development of Local Government.**

The following summarizes in chronological order the major events in the development of local government and of its relationship to senior government.

- **1791** Constitutional Act, enabling the first steps to be taken toward establishing local government.
- **1839** Durham Report.
- **1840** Act of Union, creating an Upper and Lower Canada, with a legislature which passed the District Councils Act.
- **1849** Baldwin Act, the first "Municipal Act".

¹Ontario, Department of Municipal Affairs, Peel-Halton Local Government Review, T. J. Plunkett, Commissioner, Toronto, September, 1966, p. 47.
1867 The British North America Act, giving the province complete responsibility for municipal government.

1882 Bureau of Industries created. Board of Health created.

1897 Provincial Municipal Auditor established.

1906 Ontario Railway and Municipal Board created.

1867 The appearance of the first inter-municipal organizations.

1917 Bureau of Municipal Affairs created.

1932 Ontario Municipal Board established.

1935 Department of Municipal Affairs created.

In 1764 the Courts of Quarter Sessions were established for judicial purposes by the Imperial Parliament in Britain, becoming partly legislative and administrative bodies for each of the district councils created in 1787 by the residents of each district. Under the Quebec Act of 1771 no provision had been made for municipal government, and to overcome this difficulty, what had been known as Quebec was divided into Upper and Lower Canada by the Constitutional Act of 1791, paving the way for the establishment of some form of local government. In 1793, the new Upper Canada legislature authorized the holding of town meetings, permitting the rate-payers to elect certain of their local executive officers. Previously, they had all been appointed by the legislature. This was the first real recognition by the central government of the necessity of at least some measure of responsible local
administration. In the same year, an Assessment Act was brought down; formerly the magistrates of the Courts of Quarter Sessions had had complete power in the levying of taxes, and since these magistrates were appointed by the central government, the claims of the inhabitants for change grew stronger. Many of the people living in Upper Canada had come from the States across the Canadian-American border where they were used to a much wider degree of local self-government. In conflict with them were the "Home" government powers, representing the British governing body, who attempted to maintain British North America as it had been established under the Quebec Act of 1771. This conflict eventually culminated in the rebellion of 1837 with William Lyon Mackenzie leading local government enthusiasts against those who by that time had become known as the Family Compact.

But changes were slowly taking place. In 1816, the first Public School Act gave the people of the existing towns, villages, or townships the right to meet together, free from the authority of the magistrates of the Quarter Sessions, for the purpose of arranging for common schools and appointing trustees.

The township had originated as a method of laying out land ensuring some sort of orderly settlement would take place. Up until 1849, the townships were generally still not sufficiently populated to make a local government possible,
and the towns and villages still had advanced little beyond the town-meeting stage. Kingston, Brockville, Belleville, and Toronto were the major exceptions. Lord Durham, the governor-general of British North America in 1839, reported, "the establishment of a good system of municipal institutions throughout these provinces is a matter of vital importance. A general legislature, which manages the private business of the country, wields a power which no single body, however popular in its constitution, ought to have; the power of local assessment, and the application of funds arising from it, should be entrusted to local management."¹ Further suggestions of his resulted in the 1840 Act of Union, creating an Upper and Lower Canada with one legislature which passed the District Councils Act. The new District Council, whose area of jurisdiction eventually formed the county unit of local government, was composed of a warden, appointed by the governor of the province, and elected councillors, taking over many of the functions of the Courts of Quarter Sessions. It was also given the authority to legislate by-laws. This gave the rural villages and townships a form of self-government somewhat approaching that of the larger towns and cities, although the townships were, and still are, looked upon as distinctly rural, farm-oriented units of government.

¹In R. K. Ross, op. cit., p. 11.
The 1849 Baldwin Act, the first "municipal" act, settling the matter of local self-government, set out "one general law, for the erection of Municipal Corporations and the establishment of Regulations of Police in and for the several Counties, Cities, Towns, Townships, and Villages in Upper Canada."\(^1\) Whereas the counties or districts established in 1791 had been primarily for military and political purposes, by 1849 they were functioning mainly as judicial bodies.

In 1867, at the time of confederation, the province was given the exclusive power to make laws affecting municipal institutions and "on all matters of a merely local or private nature."\(^2\) The passing of the British North America Act by the British parliament was an acceptance of the developments that had occurred in Upper Canada, where the legislation relating to municipal institutions was enacted by the provincial legislature, and not by the Dominion Parliament. This was based on the belief that a province "having created the municipality is able to confer upon that body any or every power which the province itself possesses under the Confederation Act."\(^3\) This then definitely delegated to the province the

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\(^1\)In K. G. Crawford, op. cit., p. 32.
\(^2\)Ibid., p. 56.
responsibility of providing for and supervising to a degree the actions of local municipal government. This again indicates the effects that the United Empire Loyalist and other settlers from the States had on the system of government. As the province grew not only in numbers but also in wealth, provincial agencies, commissions, and boards which had as their focus of concern the efficient and effective functioning of local services were set up.

In 1882, the Bureau of Industries was established, responsible for the collection of municipal statistics. At the same time, a Board of Health was established. In 1897, the office of the Provincial Municipal Auditor was created to supervise municipal and school acts, but it did not apply to cities of fifteen thousand and over.\(^1\) In 1917, the Bureau of Municipal Affairs took over the job of collecting and analyzing municipal statistics and the Provincial Auditor became a member of the Bureau.

As Ross states\(^2\), "it became apparent that neither expediency nor efficiency was to be obtained through the supervision and control of local authorities by direct legislation on the part of the provincial government". This attitude became stronger until the Ontario Railway and

\(^1\)R. K. Ross, op. cit., p. 17.
\(^2\)Ibid., p. 14.
Municipal Board was created in 1906 to deal with complaints from the public regarding communication utilities and services throughout the province, such as railways, street railways, and telephone services. Its scope was eventually broadened to deal with certain parts of acts such as the Assessment Act and the Local Improvements Act.

In 1932, the Railway and Municipal Board was renamed the Ontario Municipal Board and its powers were greatly increased. The 1902 Provincial Assessment Commission had reported, "Some governmental supervision of contemplated permanent improvements might with public advantage be provided so as to require, as a condition precedent to the undertaking of such enterprises, the previous approval of a properly constituted governmental board..."¹ The Board, in 1932, became a three-member body with the powers, rights and privileges of the Supreme Court within its jurisdiction in relation to municipalities and their boards: to advise, to develop methods of financing, to approve or disapprove by-laws, to authorize certain financing, and to validate debentures, to direct or waive a vote of the electors on any by-law, to supervise the expenditure of borrowed money, and to inquire into local administration.

¹In R. K. Ross, op. cit., p. 16.
Three years later, in 1935, when the Bureau of Municipal Affairs became a department, the Ontario Municipal Board came under the Department of Municipal Affairs Act and was given the power to determine whether or not a municipality in default of payment should come under the direct administration of the Department of Municipal Affairs.

While those boards previously described were created as found necessary, there was also the establishment of other autonomous provincial boards and commissions to assist in the regulation of local affairs. The relationship between the municipal authorities and the provincial agencies may relate to one or more of the following: the approval of an assistance grant for a specific purpose; the approval of an action to be carried out by a municipality under the relevant legislation; and the obtaining of the consent of a municipality for a programme to be implemented by a department or an agency.\(^1\)

The Ontario Water Resources Commission, for example, created in 1956 by the O.W.R.C. Act, supervises and controls the establishment and construction of new sewage and water works, and it may supervise the maintenance and operation of such works when completed. A municipality undertaking a major water works project must first of all receive the approval of the Commission which would arrange the financing; or if

\(^1\)R. K. Ross, op. cit., p. 92.
the commission felt that a municipality was unable to adequately
complete a project themselves, it would make the necessary
arrangements with the municipality to undertake the work
itself. The Commission plays an important role in water
and sewer servicing throughout the province.

Outside of the formal structures of local government,
there have developed inter-municipal and inter-county associa-
tions, such as the Association of Ontario Counties, and the
Ontario Municipal Association, which have stood for strong
local participation in their own affairs, and these organiza-
tions are now the prime bodies through which the seeds for
reorganization of local government are taking root. These
inter-municipal organizations which have come into existence
indicate another reaction to the centralization of governmental
functions at the provincial level. While they originated as
bodies serving as interest groups on municipal affairs, they
have become staunch supporters of change. It is, however,
what might be termed a conservative view of change; there
is still strong support for the maintenance of the municipal
structures as they now exist, and, as shall be seen, the
county, with widened powers and authority, is felt to be
the ideal regional unit. The part the organizations have
taken will be discussed in greater depth in Chapter Four.

See "A Blueprint for Local Government Reorganization",
The Municipal World, St. Thomas, Ontario, Vol. 77 (Nov. 1967),
No. 11, p. 338.
From this description of local government and its historical development, it can clearly be seen how important the legislative framework designed by the province is in the exercise of the powers and duties of the local municipalities. It is important in respect not only to those responsibilities and powers granted, but also in respect to the relationship of the municipality with the provincial authorities. The development of boards and commissions was perhaps seen at one time as the lesser of two evils in the gradual trend towards centralization, but they have been found to be less than satisfactory.\(^1\) The difficulties with these boards are a good part of the reasons for the developments in regional planning and government.

CHAPTER IV -- ORGANIZATION OF THE PROVINCIAL GOVERNMENT

The departmentalization of government functions is a natural phenomenon in the necessary division of labour, but a departmentalization which must be constantly reviewed and reorganized to ensure its operational efficiency as governmental functions change and grow.\(^1\)

The role of the provincial government in its relation to the municipalities was spelled out in the British North America Act of 1867, and, as has been indicated in the previous chapter, the trend has been towards a centralization of administrative supervision over the local governments.

This chapter discusses the provincial government departmental organization as related to the planning function, both in terms of economic and physical planning, and to other related functions dealing with municipal administration and services; e.g., assessment and taxation, education, water

and sewers, and recreation. The present departments of Municipal Affairs and of Economics and Development will be given more close examination than the departments dealing with the latter functions.¹

Prior to 1960, the Department of Municipal Affairs, established in 1935, administered the Assessment Act and the Municipal Act, in the first case directing the procedures used in municipal accounting, auditing, and assessment systems. The Municipal Act², in prescribing the framework of municipal institutions in the province, defines many of the powers and responsibilities assigned to municipal corporations. On an order of the Ontario Municipal Board, the Department of Municipal Affairs may be required to take over direct control of the administration of all the affairs of a defaulting municipality, or of a new municipality for a limited period of time, although few cases have occurred in the past twenty years. The Department also performs a broad advisory service to all municipalities on questions of physical development. A Municipal Advisory Committee, established early in the Department's history, and made up of one member of legislature and five appointed municipal

¹See Appendices A, B, C, D and E.
officials, has met once a month with the Minister of Municipal Affairs to discuss problems in municipal administration.

In 1944, a Planning Act was passed and at the same time the Department of Planning and Development was created by statute, with the responsibility of advising and, to a degree, supervising planning activities at the local level. This function was carried out by the Community Planning Branch within the department. The other functions of the department were in the area of promoting the expansion of trade and industry within the province and the development of improved services and of local resources by individual municipalities or groups of municipalities.

The department recognized at least in theory the need for a balance between physical planning and economic planning and was specifically given the role of coordinating government policy on the provincial and municipal level:

The Minister shall collaborate with the ministers having charge of the other departments of the public service of Ontario, with the ministers having charge of the departments of the public service of Canada and of other provinces, with municipal councils, with

1See Chapter II, p. 12; also Charles Hoar, "Economic and Physical Planning: Coordination in Developing Areas", J.A.I.P., Vol. XXIV, No. 3, 1958, "the core of an economic development plan is usually a budget for the public investment sector, plus indications of what is expected from the private investment sector... The plan implies a certain location of industry and a certain distribution of population and thus a certain pattern of land use." (emphasis mine).
agricultural, industrial, labour, mining trade, and other associations and organizations, and with public and private enterprises with a view to formulating plans to create, assist, develop, and maintain productive employment and to develop the human and material resources of Ontario, and to that end shall coordinate the work and functions of the departments of the public service of Ontario.¹

By 1959, there were seven regional development associations in the province; each one having appointed representation from participating municipalities within the region.² The boundaries of these economic regions were defined by the federal government in 1953 for the purpose of surveys of regional economic development. The associations could receive a ten thousand dollar annual matching grant for the purpose of industrial and trade promotion from the government through the Regional Development Services Section of the Department of Planning and Development.

Concern increased as the number of "special purpose" boards on a province-wide scale increased in number. Up until the end of World War II there had been relatively few, approximately five, but by 1957 there were sixteen.

The result was the 1959 Gordon Commission "Report on the Organization of Government in Ontario" to look into the "administrative and executive problems of the Government

¹Ontario, The Department of Planning and Development Act, 1950, Section 3.
²See Appendix H.
of Ontario in all divisions of the Provincial Service, and to examine into the relationships of boards and commissions to the Government and the Legislature.⁴ The four general principles upon which recommendations were based were ministerial responsibility, financial accountability, grouping of relation functions, and provision for appeal.² While it was acknowledged that a diversity of government functions sometimes necessitated "differing applications in differing situations", the recommendations were based upon these four guidelines.

The Gordon Commission effected a major change in the organization of the government particularly related to municipal administration. In 1960, the Community Planning Branch which administered the Planning Act was transferred from the Department of Planning and Development to the Department of Municipal Affairs. Under the Planning Act, the approval of subdivision proposals and rezoning applications became the joint function of the Department of Municipal Affairs and the Ontario Municipal Board. The establishment of planning boards now also came under the administrative function of the Department of Municipal Affairs. This change was an attempt to bring planning for physical development more directly in contact, at the provincial level, with issues of municipal administration as a whole.

²Ibid., p. 15.
The Planning and Development Department in 1961 was combined with the Department of Commerce for a brief period to become the Department of Commerce and Development; in 1962, the Department of Economics was united with Commerce and Development to form the Department of Economics and Development. In the five-year period since, the Department of Economics and Development has expanded rapidly; the functions of economic policy-guidance and research and of regional economic promotion for development apparently fitting together well. A new Regional Development Branch composed of a Regional Research Section, to undertake studies of the ten economic regions as a basis for further research\(^1\), and to act in liaison with other government departments and non-governmental research bodies, has come into existence.\(^2\) In 1966, the Regional Development Associations were re-named Regional Development Councils.\(^3\)

The Gordon Report also recommended that the Department of Municipal Affairs should be responsible for all municipal questions and that it should be strengthened and reorganized.

\(^1\)As of June, 1966, surveys of nine of the ten economic regions of the province had been published, each survey setting out the major components of economic activity, examining the extent and direction of growth and indicating the region's contribution to the provincial economy.

\(^2\)Created early in 1966. See Appendix D.

\(^3\)Ontario, The Regional Development Councils Act, 1966.
With the transfer of the Community Planning Branch and part of the work of the Municipal Board also being given to the Department of Municipal Affairs in 1960, at least two of the principles upon which the Report was based were implemented: that of ministerial responsibility and grouping of relation functions. After 1960, official plans and subdivision plans were referred to the Ontario Municipal Board solely on the strength of an appeal from the municipality, the subdivider, or the Minister of Municipal Affairs. Restricted area by-laws passed under the relevant section of the Planning Act still require the approval of the Municipal Board, the approval being for a limited period of time.

While recommendations had been made that the approval of municipal financing should also be transferred from the Municipal Board to the Department of Municipal Affairs, with appeals being possible, a Select Committee of the House in 1960 reported to the legislature that such issues were of a quasi-judicial nature and that approval should remain subject to the decision of the Municipal Board. This function has remained with them. Nevertheless, the major

2Report of the Committee on the Organization of Government in Ontario, op. cit., p. 44.
proposals made by the Gordon Commission have been implemented. The Department of Municipal Affairs has, as a result, developed more direct ties with the local municipalities.

The Department of Energy and Resources has control over the administration of the Conservation Authorities throughout the province. Organized on a watershed basis, they develop much of the natural public open space for recreational and conservational purposes. While their responsibility for water pollution control was taken over by the Ontario Water Resources Commission in 1965, they still operate very closely with this commission in the supervision of water and sewage works.

The Department of Tourism and Information and its Tourist Industry Development Branch acts as an intermediary between local tourist interests and the government by administering the Tourist Establishment Act which sets out the guidelines upon which each tourist establishment carries on its trade. Regional Tourist Councils have been formed throughout the province, and these associations, although forming altogether different regions than those of the Regional Development Councils, have attempted voluntarily to merge with them.¹ The government has passed legislation for a five-thousand dollar matching grant to the tourist councils.

¹The Prime Minister, "Design for Development", op. cit., p. 11.
As a potential source of important data on rural agricultural development, the Agricultural Rehabilitation and Development Administration (A.R.D.A.) program in Ontario also operates regionally. Its activities are jointly financed by the federal and provincial governments, the secretariat being attached to the Department of Agriculture. County-based committees set up to deal with agricultural development problems receive the assistance of rural development officers of the Department of Agriculture.

The Department of Education has been gradually working towards the establishment of boards of education on a county basis. Legislation in 1964 established the township as the smallest unit of elementary school administration, and the number of school boards dropped by 1967 to just over sixteen hundred from forty-two hundred in 1955. The details of the new system, to be brought in as of January, 1969, are described in Chapter Five.

As individual municipalities have changed and as they have become more and more interdependent, the role of the province in every department has expanded in an attempt to coordinate these interdependencies in an efficient manner. But claims by local municipalities of over-centralization of responsibility and superfluity of administrative boundaries

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for these departmental field offices have led to examination\(^1\) into new approaches by the provincial government. It is recognized that certain functions must of necessity have different administrative regions; for example, the conservation authorities boundaries which are based upon watersheds could not effectively be used as boundaries for regional development areas. However, certain functions carried on by various departments are very similar in their objectives, while the regions in which these functions are carried on vary greatly. The administration of the Planning and Municipal Acts by the Department of Municipal Affairs, for example, is based upon an entirely different system of organization than are the regional development areas through which the Department of Economics and Development operates. The developments that have occurred in this respect are dealt with in the following chapter. The major events in the development of the Department of Municipal Affairs and the Department of Economics and Development are summarized below.

1935 Department of Municipal Affairs created to administer the Municipal Act and the Assessment Act.

1944 Department of Planning and Development established to administer the newly legislated Planning Act.

\(^1\)See pp. 55-65.
1953 Establishment of ten economic regions.


1960 Transfer of the Community Planning Branch to the Department of Municipal Affairs from Planning and Development.

1962 Establishment of the Department of Economics and Development.
CHAPTER V — DEVELOPMENTS IN REGIONAL PLANNING AND GOVERNMENT

The increase in population and the effect it has had both on urbanized and rural communities have made changes within the administrative system of the provincial government necessary. But at the same time, along with these changes in function, "Regional planning has remained either an ineffective mechanism or is not operative at all. That such a paradox should exist, — inter-dependent urban regions having ineffective or no regional planning machinery, — means that we have been attempting to secure desirable ends by means that are faulty and incapable of leading to any unified objective."¹

Whether or not this statement can be accepted can only be determined by examining the steps that have been taken towards regional planning, and more recently, regional government.

¹Murray V. Jones, "Urban Focus and Regional Planning", op. cit., p. 177.
The pace at which concern with regional planning and government has grown has been increasing over the past fifteen years. The establishment of Metropolitan Toronto in 1953 was possibly the spark that was needed to set off regional government enthusiasts. Many of the municipalities see the remedies for their own difficulties, be they financial or administrative, in an approach somewhat like that of Toronto. What was created as the result of a lengthy period of provincial investigation and of discussions and appeals on the part of the municipalities\(^1\), was a federation of the thirteen municipalities. While they retained their political identities, a second tier of local government took over certain powers and responsibilities, particularly those of a metropolitan or urban-wide scale dealing with transportation and roads, water and sewage, health and welfare, planning, assessment and taxation, justice, and parks and recreation. In 1956, the policing function and licensing service were organized on a metropolitan scale as well. Subsequent studies have been commissioned\(^2\) but these will not be discussed here.

\(^{1}\)For example, "Decisions and Recommendations of the Ontario Municipal Board", the 'Cummings Report', January, 1953.  
\(^{2}\)For example, "Report of the Royal Commission on Metropolitan Toronto", Carl Goldenberg, Commissioner, Department of Municipal Affairs, Toronto, 1965.
Metropolitan Toronto as an important step in the evolution of regional planning and government, however, presents limitations for examination here, in that it is a rather unique case in relation to the requirements in the rest of the province. This study is more concerned with an examination of the enabling structures by which regional government and planning can be effective throughout the province.

A paper published by the Community Planning Review in 1954 written by J. Wreford Watson was indicative of the support for planning on a regional basis in Canada. He made a plea for regional conservation and planning of resources as a necessary prerequisite to successful national planning. By 1960, more professionals were focussing their attention on this issue; for example, Hans Blumenfeld in "Regional Planning" in PLAN; Leonard Gertler in "Regional Planning and Development" in the Resources for Tomorrow background papers; and Eric Beecroft in his "Agenda for Regional Government", presented to the 1961 Annual Convention of the Ontario Municipal Association in Toronto. These men, Gertler and Blumenfeld in particular, stressed emphatically the need for a total planning approach to the

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2Reprinted in "Regional Development", op. cit.
regional problem: incorporating economic and physical planning into one meaningful unit.

Beecroft gave very positive reasons for the establishment of regional government: not only would it facilitate administrative activity of the provincial government but it would also "decentralize and democratize federal-provincial operations", bringing "many major problems of national development within the purview of local citizens and their leaders, ..."\(^1\)

With these as typical concerns in the background, it is of interest to examine what has occurred both on local and provincial levels towards establishing regional planning and government.

Organizations such as the Ontario Municipal Association which was formed at the turn of the century have performed liaison roles in an attempt to present local views to the provincial government in a more effective manner. The Ontario Municipal Association, with representation from most municipal governments, was active in 1906 when the Ontario Railway and Municipal Board was changed. At that time, they felt that there was a need for such a body as the Ontario Municipal Board.\(^2\)

\(^1\)Ibid.
\(^2\)R. K. Ross, op. cit., p. 16
Since the mid-'fifties, other similar organizations have sprung up. In 1953, a meeting of suburban townships around Toronto seriously affected by proposed annexation was held, and this led to the formation of the Ontario Association of Rural-Urban Municipalities, a branch of the Ontario Municipal Association.

In 1960, the Association of Ontario Counties was formed as an aftermath of action by Brantford Township to form a regional government on a county basis. Their constitution sets out their primary aim, "to study the present jurisdiction and possible expansion of the county system, and bring in recommendations for its better utilization and modernization in order to meet present and future conditions". In 1961, a brief submitted by them requested a royal commission on local government, but at the time no action was taken by the province. This organization still holds to the belief that a revised county form of government could be successful; in "Blueprint for Local Government Reorganization", presented to the province in October of 1967, it advocated that cities and separated towns rejoin counties to form regional governments. In the urban areas of the province these would provide coordination of the functions such as

2Ibid.
assessment and taxation, education, parks and recreation, water and sewers, planning, and transportation.

Despite this proposal from the association, the recommendations have been criticized from within the ranks of the association. A former president was reported to state that "this association and other associations have come to the end of their rope unless we get some intestinal fortitude from Queens' Park". He went on to say that it was a type of "band-aid" solution¹, in that this kind of reorganization would not solve the basic coordinative problems of the provincial government nor any of the real taxation problems of the municipalities. To start with, no boundary changes were recommended, and more permissive legislation as a means of enabling the local governments to attempt to solve their own difficulties was also felt necessary.

Another action on the part of the local municipalities was the 1963 establishment of the Niagara Peninsula Municipal Committee on Urban and Regional Research, involving Lincoln and Welland counties and the cities of St. Catherines, Niagara Falls, and Welland. With a grant from the Canadian Council on Urban and Regional Research, they retained H. B. Mayo to do a review of local government

¹Toronto Globe and Mail, October 26, 1967, p. 4.
for the area. Theirs was the first of a series of reviews which have been commissioned since by the Department of Municipal Affairs, looking into the structure and organization of local government. These will be discussed at a later point in this chapter.

The Ontario Branch of the Federation of Mayors and Municipalities is a fourth organization which in November, 1965, acted with those bodies already mentioned, as well as with Chambers of Commerce throughout the province, Jaycees, and the Association of City Engineers, to form an Ontario Conference on Local Government. With the assistance of the Community Planning Branch and the Regional Development Service of the Economics and Development Department, acting as information officers, the conference has helped to pave the way to better understanding of the problems of local government and of steps being made toward regional government.

One final example of municipalities attempting to examine and perhaps solve their own problems on a regional scale was the establishment in November, 1965, of a Regional Executive Committee consisting of the warden

1Virginia Thorne, "Ontario Conference on Local Government", in Municipal World, St. Thomas, April 1967, p. 120.
2With a 1966 population of approximately 108,000, and an area of 1,600 square miles.
of Prince Edward and Hastings Counties, the mayors of Belleville and Trenton and their senior executive officers. The Committee has met regularly but informally since June of 1965 and in December, 1966, was able to set up an amalgamated health unit. Other subjects discussed by the committee have included the establishment of a regional college in the area, joint planning activities, and a Water Resources Commission study of the area. ¹

At the same time, at the provincial level, attempts were being made to discover in what direction regional development and planning should proceed.

The Regional Development Branch of Economics and Development sponsored a conference in February, 1965, entitled "Regional Development and Economic Change". Krueger's paper on regional economic development in Ontario dealt with the problem of coordinating economic and physical planning, and he stated:

"The importance of coordinating policies and programmes of different departments and branches of the provincial government can hardly be over-emphasized. Unless there is close coordination at the provincial government level, some of the proposals previously made will be impossible to execute, and the end result of all the attempts at reform at the local level will meet with very limited

¹Jean Portugal, "Regional Cooperation is Possible", in Municipal World, St. Thomas, February 1967, p. 37.
success. It is for this reason that I recommend, regardless of what other action is taken, that the government establish a Cabinet Committee on Regional Development, and further, that this Cabinet Committee begin working as soon as possible on a Provincial Development Plan to act as a guide for departmental programs.  

The Report of the Select Committee on the Municipal Act and Related Acts\(^2\), called The Beckett Commission of 1965, recommended "regional" units of local government; adopting the existing counties "in whole or in part", as a practical starting point. All cities and separated towns, with the exception of Metropolitan Toronto, would be a part of the government of their particular region, and membership on the regional council would be by direct election on a ward system. It was recommended that the Planning Act be amended to make planning a regional responsibility, with the accompanying dissolution of the planning boards. Planning in this context was considered as an adaptive process with regard to physical development only. The report also recommended detailed study of the province to determine suitable boundaries for larger units of government.

\(^2\)Ontario, Select Committee on the Municipal Act and Related Acts, Report, Toronto, March 1965, p. 185. This Committee was appointed in March of 1961.
In April, 1966, as a result of these reports and commissions, the Premier presented a statement to the legislature entitled "Design for Development". At the same time, the Minister of the Department of Economics and Development brought in two pieces of legislation: an Act to provide for Regional Development Councils with wider responsibilities and increased financial backing than the previous Regional Development Associations, and an Act to create an Ontario Development Corporation. At the time, it was stressed that these moves were only concerned with regional development and not regional government; that the existing power and authority of the municipal and county authorities would be left unchanged.

Primary among the priorities set up was the establishment of a Cabinet Committee, such as the one Krueger had suggested, with the function of "directing and coordinating the preparation and implementation of regional plans relating to land use and economic development, housing, highways, transportation, agriculture, industry, education, and other matters pertaining to growth and development within the province."¹ The Cabinet

¹Ontario, "Design for Development", op. cit., p. 15.
Committee consisting of ministers of six provincial departments, would be concerned with the "inter-related process of policy, priorities, planning and coordinations of government activity".¹ The Departmental Advisory Subcommittee was to "examine and submit regional development

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¹Ibid, p. 22.
plans and programmes to the Cabinet Committee".\textsuperscript{1} It was also to direct and coordinate the activities of the Regional Advisory Board. This Board is the same body that presently works out of the Regional Development Branch of the Department of Economics and Development with the regional councils.

The ninth and last of the objectives established by the Premier was "to work toward the gradual establishment of common administrative and planning regions among the operating departments and agencies of the provincial government".\textsuperscript{2} It was, however, not made clear in this "Design" what changes would be necessary within the provincial governmental structure to bring this about, apart from the newly-formed cabinet committee.

The Cabinet Committee met for the first time in December of 1966, and reports of its meetings are not made public. Figure 3 shows the organization structure of the committee and its relation to the regional councils.

In keeping with the other priorities set out in the "Design for Development", the Department of Economics and Development commenced a series of regional economic surveys with the aid of several universities in the province; one by York University's Hans Carol, "Geographic

\textsuperscript{1}Ibid, p. 15.
\textsuperscript{2}Ibid.
Identification of Regional Growth Centres and Development Regions in Southern Ontario\textsuperscript{,1} and one on Eastern Ontario by Gerald Hodge of the University of Toronto.\textsuperscript{2}

The outcome of these priority statements and projects has been a renewed effort on the part of the Department of Economics and Development and its Regional Development Branch to "implement a firm development plan in 1969 that will bring all the regions of the province to their economic potential".\textsuperscript{3} The regional development officials under the director, R. S. Thoman, do acknowledge the conflicts which the Smith Report on Taxation made clear.\textsuperscript{4} These involved relating the future regional government policies with the regional economic policy that has been established for the ten economic regions of the province. The regional development officials have advocated on a number of counts co-terminous boundaries for economic and government regions, but the officials have also suggested that the acceptance of the government regions suggested by

\textsuperscript{1}Hans Carol, "Geographic Identification of Regional Growth Centres and Development Regions in Southern Ontario", a Report to the Regional Development Branch, Toronto, November, 1966.


\textsuperscript{3}Toronto Globe and Mail, January 11, 1968, p. 12.

\textsuperscript{4}Ibid.
the Smith report\textsuperscript{1} may well be impossible\textsuperscript{2}. The Smith Committee, in the process of making its report, did not consult with the regional development officials of the Department of Economics and Development, whose work in the regional development section is far advanced into its new programmes.\textsuperscript{3}

Further consideration is being given by this department into the possible coordination of provincial government activities by establishing regional centres for administrative purposes rather than regions with strict boundaries.\textsuperscript{4}

Developments have been taking place within the planning boards of individual or two or more municipalities. In 1966, for example, the various municipal planning boards in Waterloo County formed a joint county planning board. Waterloo at the time was a county of over two hundred and thirteen thousand people, the three cities of Galt, Kitchener and Waterloo making up seventy-five per cent of this population. Subsequently, the

\textsuperscript{1}Ontario, \textit{Report of the Committee on Taxation}, L. Smith, Commissioner, Toronto, September 1967, p. 13; and on page 510, twenty-two regions, in three classes -- metropolitan, urbanizing, and county -- are outlined for the province.

\textsuperscript{2}\textit{Toronto Globe and Mail}, op. cit.

\textsuperscript{3}\textit{Ibid.}

\textsuperscript{4}\textit{Ibid.}
provincial government and local municipalities have given greater recognition to the fact that many of the regional problems cannot be solved by numerous local planning authorities. Therefore, planning workshops have been held throughout the province, in an attempt to familiarize local authorities both with the work of the Department of Municipal Affairs and with their own responsibilities.

The result of these has been an indication on the part of the local municipalities that they are willing to change their present system of organization as far as certain functions are concerned. With the commissioning of the Mayo Report in 1965\(^1\) by the Niagara group, the Minister of Municipal Affairs has set up other local government reviews: the Peel-Halton study led by T. J. Plunkett, the Ottawa-Eastview-Carleton study directed by M. V. Jones, and the Northwestern study released late in 1967 by Eric Hardy. Further studies are underway for the Waterloo area, Central Ontario, and Elgin County.

The first of these released was the Jones' report in June of 1965.\(^2\) It recommended a government system for the whole of Carleton County including the City of Ottawa

\(^1\)See page 53.
and the municipality of Eastview, which would abolish all twelve existing municipalities, and the formation of district councils to tend to a limited range of functions, but mainly to send representatives to a regional council which would have area-wide responsibilities. On the basis of public and civil service reactions, the Department of Municipal Affairs rejected Jones' proposal. In February, 1968\(^1\), the Minister announced that by January, 1969, the region will have a two-tier form of government, differing from Jones' recommendations basically in that the present local municipalities would not be done away with or their boundaries changed. The regional council will be composed of elected members from the councils of the local municipalities, except for the chairman. The functions carried out by this regional council will include assessment, arterial road maintenance, major water, sewage and drainage works, regional planning, capital financing, and welfare services. At the same time, however, came the announcement by a dominion-provincial group (including the Department of Municipal Affairs) of the intention to establish a federal district for the capital. As expressed by the present mayor of Eastview\(^2\), the general opinion is that this would lead to an "overgoverning", and that there is need for only one,

\(^1\)Toronto Globe and Mail, February 3, 1968, p. 1.  
\(^2\)Toronto Globe and Mail, op. cit.
preferably a federal district, government body for the region.

The Niagara report by Professor Mayo in 1966\(^1\) recommended a two-tier system of local government for the region, comprising a regional municipality, Metro Niagara, and twelve-member municipalities, cities and boroughs, similar to the present Metropolitan Toronto system. However, the proposed Metro Council would be comprised of the twelve mayors, twelve council members elected at large, and eleven additional council members to be elected at large from the municipalities of twenty thousand population and over. Each member in the metropolitan government would serve a three-year term in office. The school system would also be reorganized on a two-tier basis. The metropolitan council would issue all debentures for municipalities, school boards, and the local special purpose bodies. This was basically the plan framework that was put forth for the Ottawa-Carleton region by the Minister of Municipal Affairs.

The Plunkett Commission report\(^2\) for Peel-Halton counties, after dealing very carefully with the present structure and nature of the two counties, recommended the


\(^{2}\)Ontario, Department of Municipal Affairs, *Peel-Halton Local Government Review*, op. cit.
abolition of all existing local governments in these two counties and their replacement by two single-tier agencies, one for the southern urbanized area, and one for the northern rural-agricultural area. To date, there has been no known reaction to these proposals.

The Ontario Committee on Taxation, the Smith Report of September, 1967, made proposals in the course of its examination of the provincial-municipal tax structure, for changes in the structure of local government. "We believe that the future of the county, the procedures open to those who seek or oppose local boundary changes, the relationship of the city or separated town to the county or other regional unit of government and the desirability or otherwise of consolidating or refashioning other units of local government should be taken up as a subject of prime importance and early priority by the Ontario Government."\(^1\) Based upon criteria of access and service, twenty-two regions -- metropolitan, urbanizing or county -- were proposed with the judicial function being left entirely to the province. The distribution of functions to be performed by these three different kinds of regions was described in further justifying the proposed structure.

Later, in November of 1967, the government announced that some fifteen hundred school boards would be abolished as of January, 1969, to consolidate the administration of the province's education in one hundred county-size boards of education. They were also to be given the power to issue separate tax bills to the public. This confirms the trend toward reorganization of the local structures, but how these particular units will fit in with the regional governmental structures when they come into existence is a matter which apparently has not yet been given serious consideration. The county as an appropriate area within which to create a regional government cannot be considered a feasible long-range proposition. The boundaries were created over a century ago, and today the county bears little relation to what would be considered a region, in the sense of a region and its various parts having similar development problems and needs.

In summary, the main events leading to the establishment of regional government, whatever its form, are listed in point form below.

1900-1910 the creation of the Ontario Municipal Association, a first step in the organization of local government representatives for the purposes of expressing their views;

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1953 the establishment of Metropolitan Toronto as an indication to local government of how some of their problems could be solved;

1960 the establishment of the Association of Ontario Counties, through which county problems could be discussed and assessed;

1963 the Niagara Peninsula Municipal Committee on Urban and Regional Research created, the first regional municipal organization to examine the possibilities of a form of regional government;

1965 the Prince Edward and Hastings counties create a Regional Executive Committee, as a practical step towards solving some of their common problems;

1965 Conference on Regional Development and Economic Change, sponsored by the Department of Economics and Development, drew together many well-informed specialists on regional development and government;

1965 Report of the Select Committee on the Municipal Act and Related Acts, the Beckett Report, which made recommendations for the change in structure of local government on the basis of financial conditions of these local governments;

1965 Ottawa-Carleton-Renfrew Local Government Review, the first of a series examining possible structural and administrative changes in local government;

1966 "Design for Development", a white paper on provincial policy for regional development, and the creation of the Cabinet Committee on Regional Development, a first step in coordinating departmental policy;

1966 the establishment of a joint planning board for the whole of the County of Waterloo, a recognition of the need for this function to be on a scale larger than one municipality;
1966  Niagara Local Government Review;
1966  Peel-Halton Local Government Review;
1967  Report of the Ontario Committee on Taxation, the Smith Report, in an attempt to reconcile "structure with finance", suggested twenty-two government regions for Southern Ontario;
1968  the announcement of the consolidation as of January 1, 1969, of the province's school boards and of the boards of education.

With these examinations into the possibilities of the reorganization of government functions onto the regional level, no stone of local government activity has been left unturned. The Departments of Municipal Affairs and Economics and Development, in authorizing the reports of the Smith Commission, the local government reviews and the regional economic surveys, have made important steps towards understanding the financial and taxation problems of the local municipalities and their needs in realizing their economic and social potential.

But simply discovering and understanding these problems does not solve them. Through the legislation which the two departments administer, their attack of developmental issues on the regional scale is through altogether uncoordinated techniques. While each department seems to be carrying on programmes in a very energetic manner, the end for which they are working appears to have been somewhat clouded; Jones' pronouncement on
"means that are faulty and incapable of leading to any unified objective" appears to hold some truth.
CHAPTER VI  --  APPRAISAL AND CONCLUSIONS

Planning has been defined in the second chapter of this thesis as a process based on law and directed towards influencing private or public development resulting in the best environment and the soundest use of resources that man is capable of effecting. This definition refers to two aspects of the process of planning: first, the design of physical development and the protection of the natural and man-made environment, referred to as physical planning; and second, the optimum use and development of resources, referred to as economic planning. Physical and economic planning are two interdependent aspects of the process of planning, and they often interact in a state of circular causation.

In the examination of the planning process as carried on in Ontario, it has become evident that it is not the criteria for the allocation of governmental functions listed in Chapter II which are most relevant to an appraisal of the hypothesis. What is of greater

\(^1\)See p. 10.
significance are the actual functions related to planning for physical and economic development as carried out by the Department of Municipal Affairs and by the Department of Economics and Development.

Planning, at the community, regional, or provincial level, as a process affecting the physical environmental development along with the economic and social development has become a crucial tool in the effective and efficient management of our resources. The process must have the framework to ensure it takes place in a coherent and unified manner. The planning function as foreseen in the first Department of Planning and Development Act was a step in the above direction: "The Minister shall collaborate with a view to formulating plans to create, assist, develop, and maintain productive employment and to develop the human and material resources of Ontario, and to that end shall coordinate the work and functions of the departments of the public service of Ontario." The transfer of some of its functions to the Department of Municipal Affairs in 1961 was perhaps functionally sound in terms

1Ontario, The Department of Planning and Development Act, 1950, Section 3.
2See p. 41; also p. 43.
of administrative efficiency, but it meant that the original purpose of the Department of Planning and Development could never be realized. As the remaining sections of the Department of Planning and Development became a part of the Department of Economics, the gap widened between what in fact the functions and original purpose of the Department of Planning and Development had been and what they now were.

The Department of Municipal Affairs\(^1\), in administering the Planning Act since 1960, has had a degree of control over the kind of physical development that could take place within the province. With the approval of subdivisions and official plans subject to the Minister of Municipal Affairs, and with the individual's right to appeal to the Ontario Municipal Board, the development in the province followed to a large extent the physical developmental policies as set down by the Ontario government. The planning boards established under the Planning Act are often the media through which provincial policies and programmes are implemented at the municipal level, and several of these have become county-sized boards\(^2\), indicating the trend towards a regional approach.

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\(^1\)See Appendix E.
\(^2\)See p. 61.
to physical development.

The Regional Development Branch\(^1\) of the Department of Economics and Development in giving advisory aid to the regional development councils within each of the ten economic regions, is also affecting the physical development of each region it deals with. But as has been indicated earlier, these regions are neither those with which the Department of Municipal Affairs works through the joint planning boards, nor were their boundaries determined with a view as to what would be the most viable region for planning for development. The majority of the economic regions created in 1953 are made up of many counties, and they do not reflect the great disparities existing within them in terms of population density, economic activity, and of the needs of the people.\(^2\)

While local government has had a strong traditional wariness of control from Queen's Park, the day is over when it is possible for them to maintain their isolation with any degree of success. Since the changes that are necessary in municipal organization must eventually derive from the provincial government, it is in the structure of

\(^{1}\)See Appendix D.

\(^{2}\)See Appendix H; also p. 40.
the existing acts related to municipal administration and planning that local government is most interested. But despite all claims by the Department of Economics and Development\(^1\) that the economic policy of the government is being passed down through the regional development councils, it is difficult to acknowledge that the end result is planning for regional development in a comprehensive, coordinated way. Municipalities have for a longer period of time had much more direct contact with the legislation of the Planning Act, the Assessment Act, and the Municipal Act, administered by the Department of Municipal Affairs. It is these controls, be they positive or negative, which also may influence to an extent the economic development that occurs in a community.

What is being attempted here is to indicate that the interdependence of the various aspects of the process of planning is something which over the past eight years particularly has not been recognized by the provincial government.\(^2\) What is of particular importance to the forthcoming creation of regional government will be the reflection in regional planning legislation of the wider

\(^{1}\)Toronto Globe and Mail, January 11, 1968, p. 12.
\(^{2}\)See pp. 12 and 39.
implications for development than solely those of a physical nature. The Planning Act to date has been a form of legislation dealing basically with physical development and has borne very little working relation to policy guidance given by other departments of the provincial government.

With the establishment of regional government throughout the province of Ontario, the Department of Municipal Affairs will continue to administer the Municipal, the Planning, and the Assessment Acts which would be broadened in their scope to deal with the regional governments. If the Department of Economics and Development continued to promote economic development policies on the basis of ten present economic regions and their regional councils, this would compound the difficulties met by each municipality within the regional government in coming to a consensus with the other municipalities as to how to approach development issues. But in the event that the Department of Economics and Development adopts the new government regions to perform its regional economic advisory role, the problem of unrelated and uncoordinated boundaries will be partially overcome. At the Cabinet level, the Coordinating Committee\(^1\)

\(^1\)"Design for Development", op. cit., p. 22; also see pp. 57, 58, 59.
will continue to have an important role to play in bringing a focus to the planning function in their concern with the "policy, priorities, planning, and coordinations of government activity."\(^1\) One of their concerns should be in defining very clearly the relationships that the research function and the regional advisory boards of the Department of Economics and Development will have with the Department of Municipal Affairs and the acts that it administers.

But in terms of policy for regional development and planning, the implementation of this policy at the administrative and professional level of the provincial government should also be coordinated. Below, the several alternative structures of the provincial government's organization for the regional planning function that are aimed at bringing this coordination and focus to the implementation of policy are outlined.

To clarify, the organization of the provincial departments most directly involved in planning for the physical and economic development of the region, Municipal Affairs, and Economics and Development, is viewed as the one department, Municipal Affairs, per-

\(^1\)Ibid.
forming a consenting and directing role to the regional government in terms of physical development. The other, Economics and Development, performs an advisory role with regard to regional economic development. Superimposed is the Cabinet Committee and the Departmental Advisory Subcommittee with its role of coordination of policy and priorities. At this point, it may be assumed that regional developmental policy is coordinated. To ensure that implementation of this policy is coordinated at the administrative level, a first alternative is suggested. The Departmental Advisory Subcommittee is headed by the Minister of Economics and Development, with representation from six other provincial departments, including the Department of Municipal Affairs. It is suggested that these representatives become a full-time, or permanent, advisory body; each member being employed by its respective department to act as a coordinator of research and development programmes undertaken by each department.

An alternative to this type of coordinating body would involve a small group of civil servants working out of one department, preferably the Department of

\[1\] See p. 58.
Municipal Affairs or Economics and Development.

This particular body would serve as a central information source on regional development programmes and work closely with the representatives on the Advisory Subcommittee.

Both of these first two proposals are based on the premise that planning for regional development is ultimately dependent upon the provisions of many departments of the provincial government. This fact cannot be disputed. But a third alternative is proposed in an attempt to tie in the developmental aspects of the regional planning process more closely. Since the research section of the Community Planning Branch would, with the recognition of regional governments and regional planning legislation, be given the task of making detailed investigations of the physical development policies and programmes for these regions, it is proposed that the research function be more meaningfully reorganized into a regional studies group and a special studies group. This would enable the regional studies group to work more directly with the other sections in the department itself, the sections which would deal directly with the regional government on issues of physical planning and administration, and with other
departments. In making studies of the regions, close communication would necessarily be made, for example with the research section of the Department of Economics and Development. The other group within the research section of the Department of Municipal Affairs (the special studies group) would not assume such close operational ties with the regional branches of the other departments. This would clarify the function of the research section and make possible greater co-ordination on issues of regional policy implementation between provincial departments.

In the examination of the hypothesis present in this thesis: that altering the provincial departmental organization is a necessary prerequisite to the successful establishment of the planning function within regional government, the question must be asked whether the proposed changes described above will be effective in making for regional planning legislation that is comprehensive and coordinated in its scope. The suggested changes are themselves very minor in terms of provincial departmental organization, but they all involve a change in the framework of government that could make possible a more efficient and rational implementation of policy for the economic and physical development of the province.
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APPENDIX A

GOVERNMENT DEPARTMENTS OF THE

PROVINCE OF ONTARIO AS OF SEPTEMBER, 1967
APPENDIX A

GOVERNMENTAL DEPARTMENTS OF THE
PROVINCE OF ONTARIO AS OF SEPTEMBER, 1967

Department of Agriculture
Department of the Attorney General
Department of Civil Service (1962)
Department of Economics and Development (1962);
previously separate departments of Economics
and of Planning and Development (1944)
Department of Education
Department of Energy and Resources Management (1961);
previously known as Energy and Resources (1959)
Department of Financial and Commercial Affairs (1966)
Department of Health (1924)
Department of Highways (1915)
Department of Insurance (1924)
Department of Labour (1919)
Department of Lands and Forests
Department of Mines
Department of Municipal Affairs (1935)
Department of Provincial Secretary
Department of Public Records and Archives
Department of Public Works
Department of Reform Institutions (1946)
Department of Social and Family Services (1967);
previously Public Welfare (1931)
Department of Tourism and Information (1964);
previously Travel and Publicity (1946)
Department of Transport (1957)
Department of Treasury
Department of University Affairs (1964)

1 Ontario, The Ontario Committee on Taxation, Report, L. Smith, Chairman, Toronto, 1967, p. 85. Except where date is noted, the date of the establishment of the department was prior to 1915.
APPENDIX B

ORGANIZATION CHART.

DEPARTMENT OF PLANNING AND DEVELOPMENT, 1959
APPENDIX C

ORGANIZATION CHART,

DEPARTMENT OF MUNICIPAL AFFAIRS, 1959
APPENDIX D

ORGANIZATION CHART,

DEPARTMENT OF ECONOMICS AND DEVELOPMENT

OFFICE OF THE CHIEF ECONOMIST, 1966
MINISTER OF ECONOMICS AND DEVELOPMENT

DEPUTY MINISTER

Chief Economist

Economic Analysis Branch
- manpower analysis
- fiscal-financial analysis
- international economics
- economic intelligence and reports

Applied Economics Branch
- resource studies
- industry studies
- market research
- special projects

Economic Planning Branch
- chief of forecasting

Fed.-Prov. Affairs Secretariat

Regional Development Branch
- regional research
- regional development services

Ontario Statistical Centre
- research and development
- general projects
- computer operations
- programming

APPENDIX E

ORGANIZATION CHART,

DEPARTMENT OF MUNICIPAL AFFAIRS, 1967

WITH PARTICULAR DETAIL ON THE

COMMUNITY PLANNING BRANCH
-adapted from organization charts drawn up periodically by Department of Municipal Affairs.
APPENDIX F

COUNTIES, SOUTHERN ONTARIO
APPENDIX G

TOWNSHIPS, SOUTHERN ONTARIO
APPENDIX I

TOURIST REGIONS, SOUTHERN ONTARIO, 1967
APPENDIX J

CONSERVATION AUTHORITIES,

SOUTHERN ONTARIO, 1967