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LA THÈSE A ÉTÉ
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IMPACT OF AN OFFICIAL PLAN UPON A SMALL
COMMUNITY : CASE STUDY ARNPRIOR, ONTARIO

by

WERNER K. LAYER

A Thesis
presented to the School of Graduate
Studies and Research
University of Ottawa
in partial fulfillment of the requirements
for the degree of
Master of Planning

School of Urban and Regional Planning

OTTAWA, ONTARIO, 1982

A B S T R A C T

This thesis relates to the impact of an Official Plan on a small rural town and its planning area in Eastern Ontario. The town is Arnprior, while the planning area is the Lower Madawaska Planning Area.

In the form of a case study, relevant information regarding physical/spatial development of the planning area has been established and compared with the original policies of the area's Official Plan.

The purpose of this study was to gain insight and greater understanding into the nature of a local municipal planning process in a small town and rural environment. It was also to provide an overview and understanding of the relation between the municipal and provincial levels; and to review the provincial role and guidance toward the local, in this case, rural level during the physical planning and development process.

Success or failure of such a process in the past has not been discussed and analyzed too frequently. However, periodic renewal and reassessment of the local Plan (e.g. every five years or so) has been recommended by the provincial Planning Act for some time. To achieve the stated purpose it was considered necessary to review the beginning of urban planning and the circumstances of the late 19th and the early 20th centuries which were the cause for the gradual evolution of provincial planning legislation.

Urban planning is believed to be the centre of today's planning legislation, yet with the growing importance of regional and especially rural planning, the Ontario Planning Act has not provided differentiations between urban and rural planning.

In this thesis, the present state of rural planning has been discussed in the form of a review of relevant literature, as well as a detailed analysis of the provincial planning legislation and relevant policies up to 1980. The review of the 1981 provincial Bill No. 159 is not part of this study.

- The historical background of the town and the planning area have been reviewed and the beginning of local land use and planning by-laws (i.e. zoning) have been highlighted.
- The zoning by-laws have been dealt with and compared with those of the other two municipalities in the planning area.
- Main focus, however, was on the review and the discussion of the first Official Plan of the area, as well as the amendments to it.
- Based on a ten-year period the physical land use developments of the three municipalities have been analyzed and compared with each other, as well as with the original development policies of the Official Plan.
- In order to gain further insight and understanding of the local situations, five individual development projects have been reviewed in detail, relating to "actors" and actions, decisions and results.

The results of this analysis, relating to the local success or failure of these projects, have been summarized in a general review.

Based upon this information, conclusions have been drawn and provided in two groups together with a brief background summary of the conditions, as they are believed to have led to the conclusions. One group of conclusions is based on the local issues and conditions. The other is based on the first group but relates to the specific provincial / local-rural levels and the general regulations of the provincial Planning Act. Together, these conclusions reflect and support many of the progressive and ameliorative comments, discussed in the literature review.

The final conclusion of this study shows how the impact of an Official Plan upon a small community, based on the present Planning Act, may have diametrical results than originally stated and intended in the Official Plan.

A C K N O W L E D G M E N T S

It is impossible to list and to give credit to all who have assisted during the preparation of this thesis.

First of all, my deepest respect and appreciation to my thesis advisor Professor Dr. Léon Ploegaerts, who provided unfailing guidance and encouragement during the long preparation period of this study. Above all, his kind understanding of personal and academic matters has assisted me constantly during all the critical periods encountered.

I would also like to thank Professor Dr. Jack Wright not only for his fine academic assistance, but for his outstanding personal support and guidance throughout the entire duration of my studies for this thesis. His encouragements have been invaluable.

Furthermore I would like to mention the constructive support and the friendly assistance received from both the Municipal Clerk of the Town of Arnprior, Mr. Gerry Buffam and his colleague from the township of McNab, Mr. Murray Yantha. Without their cooperation and support the case study would have been unthinkable.

A special mention to Mme. Monique Poirier, the Secretary of the School of Urban and Regional Planning, who with her constant friendly and happy personality, provided an outstandingly pleasant working environment for students and faculty alike.

Special appreciation is further directed to my editor, Mr. John Sontrop, who with his friendship and the countless drawn-out evening hours provided invaluable encouragement and the proper form of the text.

Finally I would like to give special tribute to my associate, as well as friends, and last but not least to my family. Their kind support, understanding, friendship and selfless love has been my stimulant. Without their constant co-operation, consideration and patience I would not have been able to attend to these studies and to complete the thesis. The years at the School of Urban and Regional Planning have been to me a tremendous and valuable experience and have provided me with new professional opportunities. Thank you all.

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I N T R O D U C T I O N

1) Background to the issue:

Small town and rural planning has become a relatively important issue since the 1960's when the Province of Ontario decided to implement a regional planning system. This was in addition to the traditional urban planning practiced in Ontario and, with some minor variations, in the rest of Canada since the turn of the century. It is believed that urban planning issues and problems throughout the years have been at the centre of planning legislation. The effectiveness of this legislation in relation to the regional and rural planning level is one of the key issues, fundamental to this thesis. In order to gain a greater understanding of the background of the present rural planning program or process, it is necessary to provide a comprehensive review of the early beginning of planning in Canada, concentrating mainly on Ontario's situation.

A major question arising during this review is whether or not urban and rural planning issues, as well as planning actions, are of the same make-up, and if they can be effectively provided for by utilizing the same approach (i.e. method) based on one type of planning legislation. Other questions relate to the planning methods and the traditional planning instruments or tools. How effective is

the urban planning process regarding small towns and rural environments? Are the provincial/municipal policies, already in place, equally useful for urban as well as rural planning areas?

Such questions led to the topic for this thesis and it is the intent of this study to provide practical insight into the present conditions leading to an Official Plan in a rural area, as well as its effects on the public and the planning area.

Context of Planning Development : Canada & Ontario

The Canadian urban evolution, particularly the beginnings of Lower and Upper Canada, has been well described by Stelter and Artibise (1977)¹. In addition, Cooper and Hulchanski (1978)² are probably the best established authorities in the documentation of the specific Ontarian urban evolution and history. According to their research, Toronto and Montreal were the first major cities which had prepared some form of Town Plans, in 1905 and 1906 respectively.³ The Provincial Government of Ontario in 1906, adopted The Ontario Railroad

1. STELTER, Gilbert A. & Alan, F.J. ARTIBISE
The Canadian City : Essays in Urban History.
The Carleton Library No. 109, McClelland and Stewart Limited in Assoc. with the Institute of Canadian Studies, Carleton University 1974;
2. COOPER, Ian & J. David HULCHANSKI.
Canadian Town Planning 1900-1930 : A Historic Bibliography Vol. I. Planning : Bibliographic Series No. 7, Centre for Urban and Community Studies; University of Toronto, 1973, pp. 7 & 18;
3. Ibid.

and Municipal Board Act, and in 1912 The City and Suburbs Plan Act.

In 1917, the Province approved its first Planning and Development Act; and during the same year established a "Bureau of Municipal Affairs".⁴

The Federal Government of Canada, on the other hand, established a "Commission of Conservation" in 1908-1909, to which, in 1914, a special advisor for Town Planning was appointed⁵. In 1919, a "\$25 million Housing Loans Program" was established⁶.

These facts and their corresponding dates provide an excellent reflection of the legislative/political measures and actions undertaken by the three levels of governments at that time.

Additional references by Cooper and Hulchanski provide the following interesting information:

- a) the first "Dominion Public Health Conference" was held in Toronto in 1910;
- b) the first Canadian "Town Planning Conference" was held in 1911; and

4. Ibid.;

5. Ibid.;

6. Ibid. AXWORTHY Lloyd and James M. GILLIES, (as well as) The City : Canada's Prospects, Canada's Problems, edited, Toronto, Butterworth & Co. (Canada) Ltd., 1973, 316 p.

- c) the first academic course in "Civic Art and Town-Planning" was initiated by the University of Toronto, also in 1911.

This reflects some of the serious concerns and issues which likely were discussed and shared by municipal and provincial administrators and politicians, engineers and town planners, as well as health officials and socially concerned individuals. A review and study of some of the more prominent Canadian magazines and journals oriented to and dealing with municipal planning affairs during that era, such as:

"The Canadian Municipal Journal"

"The Engineering Contract and Record"

"Conservation of Life"

"The Journal of the Town Planning Institute" and

"Canadian Engineer"

reveal very interesting records of the evolution and the increasing significance of planning and municipal issues. Topics such as "Town Planning that Pays" by Ewing (1920)⁷; "Value of a Plan to a Small City" by E. H. McCuiston (1920)⁸; "The Full Meaning of Town Planning" by Ch. T. Ruthen (1920)⁹; "Selling Municipal Service" by J.R. Brown

7. The Canadian Municipal Journal, Vol. XVI, No. 3, March 1920, pp. 82-83 & 88;

8. The Canadian Municipal Journal, Vol. XVI, No. 2, 1920, p. 45. "... In 1874, the architects and engineers of Germany for the first time in all history, so far as we know, undertook to set out with some sort of standardized detail the recognized fundamentals of Town and City Planning";

9. The Canadian Municipal Journal, Vol. XVI, No. 4, 1920, p. 112.

(1920)¹⁰; "Proposed Town Planning Legislation for Ontario" by the Ontario Town Planning and Housing Association (1922)¹¹; and "Toronto Bureau of Municipal Research" by Dr. H.L. Brittain (1920)¹²; provide a good impression and reflection of the orientation of municipal planning issues. It appears that the initial peak of the early town planning activities occurred shortly after World War I and continued during the early 1920's. The following years, the financial collapse, and the depression of the 1930's as well as their impact on urban development and other community planning issues has been summarized by G. Spragge and G. Hodge (1978). They provided not only a useful chronological review of the evolution of planning in Canada, but also a comparison with the evolution of urban planning in the U.S.A. Canada, in those years, attempted to deal with regional disparities but never reached a national planning level as did, for example, the U.S. However, during the 1930's, the Royal Commission on Dominion-Provincial Relations, came close to implementing planning on the national-federal level. The 1961 "Resources for Tomorrow Conference" was another attempt by the Federal Government to aim at a national planning role.¹³ Further discussions relating to this article will follow in Chapter I.

10. Ibid.;

11. The Journal of the Town Planning Institute, Nov. 1922 (reprint Febr. 1931) pp. 12-23;

12. The Canadian Municipal Journal, Vol. XVI, No. 4, 1920, p. 111;

13. SPRAGGE, Godfrey & Gerald HODGE.
"Planning in the 1930's : Similar Roots, Separate Routes" in PLAN CANADA 1978, Vol. 18/3 & 4, pp. 151-152.

The Official Plan : an Historical Review

Based on the Ontario Planning Act, R.S.O. 1970, c. 349, an "Official Plan" at this date can generally be described as a document outlining specific, comprehensive community planning policies, (i.e. a future development program), based upon the physical, social and economic conditions and characteristics and capabilities of a local, municipal planning area. The forerunner of such a plan was the urban Master Plan, popular during the late 1930's through to the 1960's and basically a "left over" of the original City or Town Plan of the 1920's. Such plans were predominantly graphic (design-oriented) and dealt with such issues as local traffic, and indirectly with public health (local environment), general fire regulations and public safety. Some plans were dominated by "engineering" issues, while others were more oriented toward the beautification of the city environment. Early versions of such plans date back to the 1860's and 70's and include famous examples such as the Central Park Plan of New York City (1865), the Chicago Plan (1869), plans for Boston, Philadelphia, Washington D.C. and Montreal, all by Frederick Law Olmsted. (1822-1903).¹⁴ In addition to these graphic, primarily land use oriented layouts, there were a wide variety of private and semi-private organizations, institutions, etc. which were involved very actively in the social aspects (health and welfare) as well as cultural/educational problems and needs of urban centres.

14. BLAND, J., "A Great Landscape Architect" in : Municipal Review Canada, April 1949, pp. 12-13.

These two directions, the more graphic, and the more socially oriented, were the beginning of an urban involvement commonly referred to as community planning, which is largely supported now by all three levels of government. To various degrees, they now share the responsibility for the well being of the urban and rural population.

Rural planning, however, had its early beginnings in the once commonly accepted (-continent-wide-) conservation movement. Following the example of the United States, the Canadian Federal Government had established the "Commission of Conservation". One of the Commission's most prominent advisors in planning matters was Thomas Adams (1871-1940). He directed a nation-wide study concerning rural planning issues including resource management, and submitted his report to the Commission in 1917.¹⁵ Adams had a deep concern for the physical and social environment. He was perhaps one of the first to consider planning in a "regional" context. He sought to include the urban-centered hinterlands together with the urban issues.¹⁶ The

-
15. ADAMS, Thomas
Rural Planning and Development : A Study of Rural Conditions and Problems in Canada, Ottawa : Commission of Conservation 1917, 281 p. as discussed in : Conservation of Life, 3(3) July 1917, pp. 54-59;
 16. "... In a new country a certain amount of speculation is inevitable, and it is not an unmixed evil. It draws out, stimulates energy and enterprise that might otherwise lie dormant ... But when the pioneer stage is over and the building up of the social life of a new community begins, speculation takes on a new and injurious form" in : "Rural Planning and Development" Commission of Conservation in Canada; Ottawa 1917, p. 21 and p. 102.

Province of Ontario in 1917, changed its Planning and Development Act, extending its authority and including small cities, towns and villages located within the 5 mile radius of a major urban centre. "The Bureau for Municipal Affairs" (1917) however, also established by the Province at that time, failed to provide province-wide guidelines and standards for public roads, highways and services, nor did it enforce zoning and its applications at the municipal level. In 1921, in an address to the "Dominion Town Planning Conference" in Winnipeg, Adams suggested that "... planning should begin with rural municipalities ... since there was an urgent need for scientific rural development".¹⁷ He was referring to the 'drain' of human resources from the rural areas. There was a need for organized and orderly development, uniform standards and requirements, and he urged that such measures had to benefit the population as well as avoiding unnecessary public spending. Adams never separated urban from rural planning issues, recognizing the inter-dependency of the two. Unfortunately the Province of Ontario did not adopt Adams's guidelines during the course of preparation of its legislative framework which was aimed at guiding urban as well as rural land use planning. Instead, urban land use and related social issues continued to dominate, resulting in the effective separation of urban from rural planning, a practice which became more and more prominent in Ontario.

17. Op. cit. 11; "Planning Should Begin with Rural Municipalities" in : The Canadian Municipal Journal March 1921, p. 83.

Planning in Ontario since 1946

Ontario finally established a provincial "Department of Planning and Development" in accordance with the Act in 1944. The purpose of this Ministry was:

"... to collaborate with Ministers having charge of other departments of the public service of Ontario, with Ministers having charge of the departments of the Dominion and of other provinces, with municipal councils, with agricultural, industrial, labor, 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 the work and functions of the departments of the public service of Ontario".¹⁸

The Ministry was organized into five branches:

Community Planning

Conservation

Housing

Immigration and

Trade and Industry.

All branches were expected to maintain constant contact with each other and with various other administrative departments of the government. In his report (1950), the Hon. William Griesinger, Minister of the Department of Planning and Development, provided a complete review of the activities of the various departments within his Ministry.

18. GRIESINGER, William, Minister of Planning and Development; "What The Planning Department Does" in : The Municipal World, Oct. 1950, p. 315.

"The Conservation Branch", for example, instituted by "The Conservation Act, 1946", by 1950 had established 13 Conservation Authorities throughout Ontario.¹⁹ (Today we consider the Conservation Authorities an important part of Regional Planning).

"The Community Planning Branch", in accordance with The Planning Act, 1946, by 1950 had established 65 Planning Areas (primarily metropolitan districts) covering more than 161 municipalities, and embracing 2/3 of the provincial population. "Environmental issues", at that date meaning primarily issues relating to water supply and sewage treatment, received particular attention. Another important issue was "commercial and industrial" development. Northern and more "remote" communities were recognized for serving as "a pleasant recreational environment" termed "resort communities". The Ministry's prime role, as explained by the Minister, was that of an advisory body, leaving "all planning responsibilities" to the local level. The Branch's responsibility was to review submitted municipal plans prior to approval and registration.²⁰

The Housing Development Act, 1948 had enabled the Province to be engaged in various forms of financial assistance to the public.

19. Ibid.;

20. Ibid.

By 1950, 15 000 new homes had received some form of provincial assistance. The National Housing Act, 1949, provided further federal funding to complement the provincial housing program.²¹ (CMHC)

Commercial and Industrial development in the Province was considered to be "... the foundation of all Ontario Cities and Towns". Consequently, in the opinion of the Minister, the "Trade and Industry Branch" had to be maintained to further the industrial development of the Province²².

Griesinger's report indicated with "authority" that virtually nothing had changed since the early 1920's. The main emphasis, as far as the Province was concerned, was still on "development related urban issues." The official designation to act as a co-ordinating agency, within the government's ministries, apparently was of little significance. Presumably under strong political pressure, the broad structure of this Ministry was altered completely, shortly after the 1950 report. In addition, the Ministry was restructured several times throughout the 1950's and 1960's. Once the five departments became independent Ministries, the former "co-ordinating" role was dropped completely. In a way, such "reaction" was justified, given that urban development during the 1950's was hectic. At that time, unfortunately, the provincial planning program at best can be described as

21. Ibid.;

22. Ibid.

"sectoral"²³ or mainly "responsive".²⁴ After a dormancy of nearly 20 years, urban and rural land use issues literally flooded the metropolitan, urban-centered areas with activities of subdivision and development. The Province had been unprepared for this and the municipalities had to cope with the situations as best they could. However, virtually all rural issues, such as depopulation, uncontrolled land use development, regional traffic, industrial concentrations, etc. were mainly ignored as far as they affected the regional and rural context. The once popular demands by T. Adams for integrated planning approaches in a "comprehensive" sense apparently had been forgotten. Only a few within the new "planning generation", (-the most prominent among them being Hans Blumenfeld and L.O. Gertler), repeatedly warned against such one-sided planning policies, and outlined clearly the unavoidable consequences. Furthermore, critical comments from agricultural interests became more vocal regarding the seemingly "unchecked" urban expansions and the rapid loss of valuable farmland. Finally, during the late 1950's and the early 1960's, the Province launched the now well known studies which eventually resulted in a new regional approach (1966)²⁵. Initially the entire Province was to have been reorganized and restructured on a regional basis.

23. QADEER, Mohammad, A. "Issues and Approaches to Rural Community Planning in Canada" in : PLAN CANADA 19/2 June 1979; pp. 106-121, p. 113;

24. GERTLER, Leonard, O. "Planning for Settlements, 1980" in : In Search of Place : Planning for Small Communities, Proceedings of the 1980 CIP/ICU Conference, Kitchener, Ontario. June 22-26, 1980, 382 p.; pp. 1-12, p. 3.

25. Design For Development, a White Paper 1966, Government of Ontario;

However, in form of a compromise, only 13 Regional Municipalities were established. The study-area, the Town of Arnprior and the Lower Madawaska Planning Area, are located on the immediate fringe of one of these, namely the Regional Municipality of Ottawa-Carleton (1969). The planning area under study is located north west of Ottawa and abuts the Regional Municipality. In one of the earlier versions of the regionalization program, Arnprior and the Lower Madawaska district were expected to be one of a number of rural districts. The Town of Arnprior was chosen as a "Growth Centre" and the entire area was to have been part of the so-called "Central Ottawa Valley Region"²⁶. This region was never established although Arnprior and its planning area, in a "voluntary" move, and in co-operation with the provincial authorities, established themselves as a "joint planning area" in 1969. Furthermore, the Town of Arnprior had gradually been upgrading its local municipal services and had been selected by the Province as location for regional services such as "Hospital District" and "School District". The intention of the Town was to attract industry and to continue its urban development where they had left off in the mid-1920's!

2 Purpose of the Study

During the mid-1960's, and based upon the provincial planning policies for regional and rural areas, (Design for Development 1966 and Ontario Committee on Taxation - Smith Report as well as White

26. Ontario Committee on Taxation - Smith Report. Government of Ontario, Vol. II, 1967.

Report 1967), official plans were considered necessary and practical for expressing policies of local development. The Government had envisaged the creation of a local planning program, stating publicly the intent of establishing an "urban land use development" plan for each municipality.²⁷

This study intends to identify the impact and the corresponding activities (i.e. physical, economic and social according to the Planning Act²⁸) generated by such policies of the Plan during its application and implementation within a rural planning area. This study recognizes the historical evolution of local conditions. It also recognizes the legislative, policy and administrative framework provided by the Province to these rural municipalities. Based on these two aspects, this study will analyse the impact and actual results on the LMPA²⁹ of Ontario's official planning policies in relation to a rural planning area.

Introduction of the Study Area

The Lower Madawaska Planning Area is composed of three independent political/municipal entities, a village, a township and a town. The Town of Arnprior has been an important urban node in the planning area since the early 1850's, serving mainly as a trade and service centre for the area.

27. J.L. Richards & Associates Limited, Ottawa; "Planning in Renfrew county" Nov. 1968 (Reprinted Oct. 1971) Unpubl. pp. 15-20.

28. R.S.O. 1960 c. 296, Sec. 10-(1);

29. LMPA = Lower Madawaska Planning Area - First Official Plan (1973).

McNab Township, the second largest municipality (by population), dates back to the early decades of the 19th century and had traditionally been an agrarian and a timber resource area for the Town of Arnprior.

The Village of Braeside was primarily established as a 'one-company' community, at the turn of the century (Gillis Brothers-Consolidated Bathurst located one of its major lumber mills along the Ottawa River).

Located between the Town and the Village, north and north-west, and abutting the town proper, there are two hamlets, Mansfield and Sandy Beach. Both are part of the Township and over the years, especially the 1930's, have developed in typical suburban style. Originally there were cottages and garden homes of a seasonal character located in a scenic landscape of small lots. Without any urban plan or layout, these hamlets, over the years, have attracted a large portion of the residential development. Together with the Village, their population now enjoys the "urban amenities" of Arnprior, yet their taxes do not support the Town. Arnprior is fully serviced and has sewage treatment facilities. The hamlets and the Village are unserved, and depend largely on individual installations of septic beds and private wells. Due to the permeable soil conditions in the areas, most water sources are polluted. Taxes in the hamlets, the suburbs and the Village, are much lower than those of the Town. There are three basic types of communities within the planning area, an urban community, a rural non-farming community, and a "remnant" of the old traditional farming community.

Reasons for the Selection of this Area

- 1) This "Planning Area" was the first of its kind in Eastern Ontario and had been established as a result of provincial programs and rural planning policies.
- 2) The social and the economic make-up of each of the member municipalities of the LMPA appeared to be notably different from each other. Yet the first Official Plan assumed a homogeneity of the area's needs and aspirations and provided an urban-centered program.
- 3) The first Official Plan assumed that the Town's traditional trade/service relation with its rural hinterland was sufficient to support and to maintain its economic base.
- 4) The "Planning Area's" proximity to Ottawa-Carleton and to the Town of Renfrew; and
- 5) The relatively small size of each of the municipalities, there having seen very limited development activities over the years, were points in their favour.
- 6) Two of the three municipalities, the Township of McNab and the Town of Arnprior had the type of information available which was considered essential for meeting the requirements of this study.

Hypothesis of the Study

A hypothesis has been developed stating that the "First Official Plan" (1973) of the LMPA was not an efficient useful and generally appreciated document or planning program to improve the social, economic and physical well-being of the communities within the planning area. It is believed that the primarily physical land use

activities (i.e. development and urban expansion considered as a measurable impact) could likely have taken place without the procedures outlined in this Official Plan. The value of the first Plan is therefore questioned. This study will review and analyse whether or not the planning program developed for the LMPA and submitted to the local councils and subsequently to the Minister of Municipal Affairs, was the summary of locally perceived concerns, needs and desires. It will identify whether such public reflection ever was vocal enough to receive political attention and support. Furthermore, the study will review the question of whether or not the format and the form of the plan were suitable for a rural community to deal with change and land use development.

Approach - Case Study

The strategy and process of this study is based on the collection and analysis of data related to rural planning and land use development. Furthermore, this study reviews the legislative, policy and administrative framework at the provincial as well as the local levels.

In general terms this study follows a similar course in its approach as developed by Alfred J. Kahn (1963)³⁰ for his "Design of Research". In his approach, Kahn developed a mode of investigation which was based on a systematic gathering of information and data. Simply stated, the results-synthesis of the first level of research

30. KAHN, J. Alfred "Design of Research" in : Social Work Research (edt.) Norman A. Polansky. University of Chicago Press 1963, 1975 edition (306 p.) pp. 48-73.

provided the base data for the next, higher level; the results of the second level became the base for the third level and so on. In his final level of study, Kahn tested the various aims, the hypothesis, on an experimental level (i.e. project comparison). In the case of this study, such comparison will make use of the nation-wide research by G. Hodge and M.A. Qadeer (1977) Towns & Villages in Canada : The Importance of being unimportant.³¹

For the purpose of this study a two-dimensional form of fact finding has been chosen to provide the empirical results. This includes the gathering of relevant information from existing literature (Literature Review Chapter 1); the Legislative, Administrative and Policy Framework (Chapter 2); and the review of all relevant documents relating to the Official Plan and the local zoning, (Chapter 3). It is essentially an inductive approach used to obtain the necessary theoretical background.

In order to establish a realistic impression of all physical development during the study period (1970-1981) in the planning area (LMPA), the construction permits of each municipality were analyzed. This was to identify the developers and the types of development. Statistical data has been obtained from all three municipalities (including minutes of council meetings in some instances). From this general information five "typical" development projects and proposals were selected and reviewed in detail using a deductive approach. Much

31. HODGE, Gerald & M.A. Qadeer Towns & Villages in Canada : The Importance of being unimportant. Ministry of State and Urban Affairs, Ottawa. Queen's University, Kingston, Ontario. Oct. 1977. 192 p.

of the information relating to the five projects has been provided in chronological order in the Appendices.

Originally it had been intended to consult the local media, one of the two weekly's in Arnprior, to summarize the degree of public information and interest related to the five developments. However, for a number of years now, the records and files of that paper have been stored in microfilm and are available only in Pembroke, the paper's head office. This made the additional cost and time expenditures prohibitive and therefore unwarranted for inclusion as material for this study.

The results and summaries of each chapter are brought together in a "General Conclusion" at the end of the study.

Brief Outline of the Study

Chapter I provides the review of the relevant literature chosen for this study. At the same time an attempt is made to identify the various terms of planning presently in use and to establish some of their historical significance.

Chapter II presents an overview of the provincial legislative, administrative and policy framework established by the Province to guide municipal land use planning. The Planning Act, as it relates to "joint planning areas" and the "Official Plan", has received special attention. The regional and rural planning policies of the mid 1960's are discussed in relation to their effect on the local, municipal level of the LMPA and the Town of Arnprior. Not included in this study is the review of the recently published provincial Bill 159, An Act to revise the Planning Act, Government of Ontario, 1981, 73 p.

Chapter III reviews briefly the local history of Arnprior, and provides a useful background to link the past with the present. As well, the chapter concentrates on the evolution of the local zoning and land use policies in Arnprior. These policies originated in the late 1940's, leading up to the Town's first comprehensive zoning By-Law of 1964. The preparation of the first Official Plan, the era leading up to it (1969-1973) and the years of its implementation (from 1974 to 1980) are then reviewed. This includes a review of the many amendments that followed. This chapter also provides a brief review of the second Official Plan. In form of short summaries it takes a critical look at both Official Plans.

Chapter IV investigates the actual land use development in the LMPA and analyzes, in more detail, five selected developments; three in Arnprior and two in McNab. Through these reviews it establishes a link between development activities and the various actors involved. The major observations and impressions gained during the case study have been synthesized at the end of this chapter.

In the General Conclusions the outstanding elements of the study are summarized in the form of final observations and statements. These are compared with the initial intent and the hypothesis of this thesis. Some of the observations led to recommendations, stated at the end of these conclusions.

CHAPTER 1

1.0 Review of Related Literature

"This thing which for want of a better name they call Town Planning is in reality as old as centuries; yet it is only in recent years that it has been forcing itself steadily forward upon public attention and recognition until it bids fair to assume the proportions of a great popular movement".

(James Ewing 1920)¹

1.1 Preamble

As indicated by the above quotation, planning in one form or another has been a central part of concerns and discussions relating to urban and environmental issues as well as to aspects of community life since the turn of the century.

It is the intent of this review to gain insight into the various aspects of planning, highlighting their various evolutions in order to comprehend the special nature of rural community planning and its relation to regional and urban planning.

In the following, thoughts and comments relating to the subject of the study are reflected on relevant literature. Utilizing the various terminologies encountered during the study, a framework of a chronological historical nature has been established to identify some of the major roots, the evolution and development in planning as they relates to the aim of the study.

1. Op. cit. Introd. n. 7; (Ewing, James M.E.I.C. Town Planning Engineer in Montreal).

The terms "Regional Planning", "City and Urban Planning", "Community Planning", and "Social Planning" are reviewed in some detail since some of the most relevant information for this study exists within the context of these terms.

1.2 Regional Planning

While there is evidence of town and city planning back to the ancient period of history, virtually no consideration was given to regional planning until recent times. Such recent concerns relate to the much more obvious need to be concerned with transportation, water supply, sewage disposal, air pollution, as example of factors affecting contiguous political jurisdictions. Academic concerns for regional planning are tied to the concepts of Ebenezer Howard and the Garden City Movement and to Benton Mackaye, considered the father of regional planning (USA 1928).² However, it was in the reconstruction of cities and regions in the post World War II period that regional planning was generally accepted at a political level in both Europe and North America. One of the earliest examples of a regional or metropolitan approach to planning is Metropolitan Toronto in the early 1950's, being the first large urban complex in North America to accept planning at such a large scale.

In its present day context, regional planning gained considerable attention and importance during the mid 1950's and 1960's. The initial focus was on the national/federal concept of regional planning. Mainly on that level, during those years, the opportunities and advantages offered by the planning process as such,

2. HALL, Peter Urban and Regional Planning London, Vancouver David & Charles : Newton Abbott Ltd. 1975, 312 p. pp. 49-50;

were recognized and utilized to assess and direct development of natural and human resources. With such a system in place the Government sought to establish and to consolidate Canada's strategic role as a stable supplier and trading partner on the world market. Industrial and commercial opportunities were sought and developed and in concert with all provincial governments; the economic significance of regional planning was considered most important. Employment and disparity problems were some of the main issues considered at that level.

L. Mumford (1938) in his book The Culture of Cities, discussed the "Regional framework of civilization" and the "Postulates of regionalism".³ In comparison with the Canadian evolution regional planning in the U.S. developed in a different direction and form during the late 1920's and the two following decades. Spragge and Hodge (1978) explained the evolution of regional planning in the two countries and pointed out that in Canada, regionalism in the mid 1920's had lost its meaning and importance, at least at the federal level. In the U.S., however, the federal government took the initiative in the early 1930's to provide national leadership, involving itself at the regional and local level in the planning process (New Deal Era).⁴ In the post World War II period, however, primarily during the early 1950's, very similar urban development issues faced both nations, and once again regional planning issues moved gradually

3. MUMFORD, Lewis The Culture of Cities New York Harcourt & Brace, 1938, 1942 print. 586 p. pp. 300-401;

4. Ibid.

parallel.⁵ Writings by Mumford, H. Blumenfeld, John Friedmann and others gained in importance as well as actuality and stimulated new thoughts and developments in Canada. Thus Mumford's ideas on regional planning, in addition to those of Thomas Adams's (1917)⁷ and others, are indeed well suited to express the meaning of regional planning. Mumford saw in regional planning activities an act of comprehensively ordering the natural resources of a community, its material equipment and its population for the purpose of establishing a basis for the "good life" and "well being" of that community.⁸ This description appears to resemble the basic planning philosophy applied in Canada at the federal, and to a large extent, the provincial levels. During the post W. War II period, the provinces and their major urban centres were faced with problems and issues unknown before, yet indirectly related to the above. Throughout Canada, provincial governments, assisted by the federal level, gave considerable attention to regional development and mainly to the ever-increasing growth of their urban centres. The industrial and commercial activities, as well as immigration, in a centripetal motion, drew populations from the rural areas, toward the major urban centres. This transformation, in turn, brought about a constant demand for greater residential development in urban areas. At the same time, in a centrifugal motion, established

5. Op. cit.; Introd. n 13;

6. FRIEDMANN, John R.P. "The Concept of a Planning Region" in : Regional Development edit. L. Gertler (1965) Conference on Regional Development & Economic Change, Feb. 1965. Dept. of Economics & Development, Province of Ontario;

7. Op. cit. Introd. n 15;

8. Op. cit. 3, pp. 371-374.

urbanites left the urban centres and moved to the suburbs or small municipalities within the rural fringe of the city. Such tendencies furthered the unchecked sprawl of the urban region. The flexibility of the private automobile, the perfection of media, communication, in addition to major utilities such as electricity and telephone, provided the basis for such regionalism. New highways and traffic links from the historical urban centre reached deep into the rural regions. Often however, such new modes and their convenience and capacity were soon outgrown by the unchecked land development.

In Canada, urban and regional development issues, including planning, are the responsibility of the provinces (BNA Act). Each province chose a somewhat different approach to grapple with its planning issues.

In Ontario, since The Planning and Development Act 1918, all urban centred municipalities within a certain distance from the centre were subject to legislative guidance as spelled out by the Act. In reality however, during the first half of the century, planning had concentrated and dealt primarily with urban centred issues. It was believed at that time that the experience gained in the urban context would be useful in providing practical guidance for smaller municipalities, towns and villages. Over the years, the legislative framework had mostly been adopted to meet urban-centred issues, and consequently most policy guidelines were adopted or formulated accordingly. Thomas Adams (1917), in his report to the Canadian Commission of Conservation, had already expressed his concerns for rural-urban integrated planning in order to manage the region's vital natural resources, as well as to protect the physical and social environment of its commu-

nities. He was one of the first in Canada to write and to express his ideas on planning in a regional context. He integrated the rural hinterland, the resource areas with the urban centres. It can safely be assumed that the influence of both Adams and the Canadian Commission on Conservation, persuaded the Ontario Legislature to expand the authority of The City and Suburbs Act, 1912 to The Planning and Development Act, 1917 which included towns and villages within the urban fringe.⁹ L. Mumford (1938), led by the American experience of the 1920's and 1930's wrote :

"What is important to recognize is that these new principles of urban development, as demonstrated by Sir Ebenezer Howard and his associates, are universal ones : they point toward balanced urban communities within a balanced region; on one hand a wider diffusion of the instruments and processes of a high culture and on the other the infusion into a city of the life sustaining environment and life directed interest of the countryside".¹⁰

J. Friedmann (1956) wrote on the same topic :

"City planning has been primarily concerned with community conservation through land use planning and control, while the purpose of planning for regions has been an economic process through the development of natural resources".¹¹

Friedmann, discussed the American situation during the mid 1930's and stated:

"To construct regions which would adhere to cities rather than to the broader aspects of resources, economic patterns and regional interests, is to place the emphasis upon one factor rather than the total region. Upon such a basis regional planning tends to become an expanded form of city planning. On the other hand it is by no means certain that

9. Op. cit. Introd. n 6.

10. Op. cit. 3, p. 401;

11. Op. cit. 6; (pages of that report are not numbered)

planning has not arisen, at least in part, out of necessity of preserving local rural culture and resources against chaotic economic and social forces emanating from the city".¹²

Friedmann concluded that in the U.S., during the 1930's, the planning of a region dealt primarily with resource development as a means to improving urban economic welfare. To overcome such a situation he recommended the establishment of regional planning policies in a common urban-regional framework such as the logical framework of a "City-region".¹³

Hans Blumenfeld (1960) in relation to the Canadian urban/regional conditions wrote :

"Like all planning, regional planning means exploring interaction and attempting to order all actions so that they will help rather than hinder each other."¹⁴

Furthermore he concluded:

"... Because of the reduced space in the world available for urbanization, planning is forced beyond the boundaries of individual municipalities to encompass its surroundings and its relations to neighbouring municipalities, leading to comprehensive planning primarily of metropolitan areas but beyond that also of larger more loosely connected regions."¹⁵

L.O. Gertler (1961) described the consequences of the chaotic planning conditions in Canada during the 1950's. He explained the regional importance and the interrelation between urban centres

12. Ibid.

13. Ibid.;

14. BLUMENFELD, Hans "Regional Planning" in : PLAN CANADA Vol 1, No. 2 June 1960, pp. 122-124, Town Planning Institute of Canada.

15. Ibid.

and their rural regions. Gertler highlighted the reciprocal relation between the two. In his view :

"... regional planning has to overcome the self-defeating attitude of the urbanites towards the land. Land is limited and that needs to be communicated."¹⁶

W.J. Watson (1954) in an article discussing the "Basic Problems of Regional Planning in Canada" stated that:

"No country has more to gain by planning than that country which has most to lose by not planning."¹⁷

Watson stated that in his view Canada had a great deal of wealth for its population, both in resources and in skills.

"However, the country has forged ahead because of the free development of that wealth. Stress has been on enterprise rather than on planning".¹⁸

He summarized:

"Planning is one of the chief methods of meeting our (societal) responsibilities and making use of our opportunities. The basic planning should therefore narrow down from the nation and broaden out from the City to become the region. There is a need for regional studies. There is a need for planning the minute concerns of municipalities, but these will be made more stable if filled into the framework of the region. When land is studied from a regional point of view, we are no longer interested in the claims of one use alone and for itself. On the contrary, we try to work out a basis for mutual dependence of all uses, recognizing that they are all dependent on the region."¹⁹

16. GERTLER Leonard, O. "Regional Planning and Development" in Regional Development. Op. cit. 6, 1965;

17. WATSON, Wrenford F. "Basic Problems of Regional Planning in Canada" in : Community Planning Review Vol. IV, 1954 (see Gertler, 1965);

18. Ibid.;

19. Ibid.

J. Kinsel (1956) developed Watson's ideas further. He described his point of view as follows:

"By and large this post war move to the cities caught us unprepared. And now we are running to keep from slipping backward".²⁰

Kinsel was referring mainly to the physical expansion of most urban centres, the loss of agricultural land, the lack of development regulations in most rural municipalities, especially the ones in close proximity to urban centres. He included commuting issues and the need for new transportation modes. He complained about the fact that the social and cultural fabric of the traditional rural neighbourhoods would be destroyed and that rural depopulation would aid a deteriorating process with regard to the quality of public services available. His concerns were directed toward rural educational services and facilities, rural health services and facilities; and towards the lack of a wide variety of meaningful employment for all age groups and for both sexes.²¹

Gertler (1961) carried Kinsel's approach further when he stated :

"The interest in regionalism in Canada arises out of the differences of income and economic opportunity in the broad regions of the country. There is an increasing interest in each region, in achieving greater strength by developing resource potentials. There are three spheres of influence:

the national,
the broad economic, and
the urban centered region.

20. KINSEL, John "A Concept of Rural-Urban Regions" in : Community Planning Review, Sept. 1956, (see Gertler, 1965);

21. Ibid.

The basic economic trends have created the pronounced shift of population from country to town (city). The resulting impact on resources of land and water and the difficulty of maintaining effective community environments have given rise to regional planning."²²

Gertler, similar to Mumford, developed an analytical system to identify the characteristics of planning regions. Furthermore, he developed organizational guidelines and goals for regional development. Considering the legislative guidelines provided by most provinces, Gertler concluded :

"A system that produces regional or joint planning boards with neither the authority to dispose of matters that are its unique concerns ...; because of financial strictures with staff qualified to do a competent job, leads not to a joint planning but to a joint frustration -- accompanied by public disrespect and demoralization."²³

H. Lash (1976) summarized these early and trying years of Canadian regional planning as attempts

"... to achieve the orderly, economic and convenient development of the communities ..."²⁴

Lash centred on the lack of positive legislative guidelines and the success of the urban centres, planned or unplanned, despite the lack of provincial leadership and corresponding legislation.²⁵

Gradually convinced that some form of legislative guidance and planning policy was needed, the Ontario Government authorized a

22. Op. cit. 16.

23. Ibid.

24. LASH, Harry. Planning in a Human Way, Urban Prospect, Ministry of State, Urban Affairs Canada. Macmillan Co. Repr. 1977. 100 p. p. 17;

25. Ibid.;

number of studies which have been mentioned earlier.²⁶ The Province, in response to these studies decided to restructure the form of the existing municipal order and found itself moving toward regionalism. Presently, Ontario has 13 regional municipal districts; a compromise to an earlier proposal to convert all of the Province into municipal regions. As mentioned previously, the Regional Municipality of Ottawa-Carleton was the first of such regions in Eastern Ontario. It came into being on January 1, 1969 and was officially announced on November 28, 1968 by Premier John Robarts.²⁷

1.3 Rural Planning

The subject of rural planning became one of the important issues of regional planning. In mid-April 1974, the "Countryside in Ontario" conference was held at the University of Western Ontario, London, Ontario. According to their 'Proceedings Reports', one major objective of that conference had been the identification of rural planning and the achievement of some effective means to curb the continuous loss of valuable farm land. This conference had not dealt with rural communities in detail. As reported however by W.C. Found (1974), Ontario lacked goals and planning priorities for its rural landscape. In his conference summary, Found observed that the view points expressed by the participating academics ranged from that of "... the classic grid, non-interventionist to the allusion of

26. Op. cit. Introd. n 24, n 25 & n 26;

27. ROBARTS, John, Premier of Ontario, publ. statement Nov. 28, 1968.

comprehensive landscape planning in rural France". Apparently all participants agreed that some new forms of government intervention were needed, but little conclusion was reached of what that intervention should be.²⁸ N. Pearson (1974), the author of the second summary report for that conference, warned against the "... mostly urban-focussed and somewhat nostalgic attitudes ..." which he had detected in many of the submitted papers. He indicated the existence of strong confrontation and conflict between food production and urban growth. Pearson stated that a large part of the existing problem stemmed from mis-information. Natural resources had been considered to be "cheap and unlimited" thus establishing an unrealistic concept of a planned future.

"We must have some crash-programs, but let them be useful and fundamental ... Let us know which areas are vital landscapes needing to be protected for the future : and let us move to keep them and to pay those who live there to look after them for us".²⁹

Agricultural uses, reforestation, protection of water resources, conservation of parks, and management of geological aggregates (building materials) Pearson considered to be a necessary part of future resource management and proper regional planning. In his view, through mismanagement much of our wealth is being wasted irreversibly.³⁰ The Province has responded with some guidelines and Acts to provide protection and guidance. However, according to Pearson, there remains a lot to be done.

28. FOUND, W.C. Summary #1, The Countryside in Ontario. edit. M.J. Troughton, J.G. Nelson and S. Brown 1974 pp. 233-236;

29. PEARSON, Norman "Summary #2". The Countryside in Ontario. 1974, Op. cit. 28, pp. 239-242;

30. Ibid.

From the aspect of community planning, we tend to include small urban communities, towns and villages, in rural planning. Such practice indicates and confirms the interaction and relation between urban and rural planning issues, similar to the ideas expressed by Adams. Today, in Ontario "rural planning" is considered to be an integral part of regional planning. Rural planning deals mostly with the needs and expectations of rural communities as well as with the political reorganization of these communities in a regional context.

1.4 Town Planning

Until the mid 1960's Canada's planning profession had been organized under the title "The Town Planning Institute of Canada". "Town Planning" is a former British planning term and its frequent use in Canada until recent times indicates the influence and leadership of planners of British background. Thomas Adams was likely one of the most prominent among these planners in this country. Town Planning was a common term during the first half of this century and implied urban as well as rural planning activities. Most of the periodicals quoted in the Introduction,³¹ dealing with municipal development, provide ample support for this statement. One early example of the meaning of "Town Planning" is a provincial Bill proposed for Town Planning legislation in Ontario (1922). This document had been prepared by members of the "Ontario Town Planning and Housing

31. Op. cit. Introd. n 11; pp. 12-23.

Association" and had been expected to support the Government in formulating a "revised" Act. Horace L. Seymour was one of the 18 people who participated in its preparation. One of the Bill's major requirements was the establishment of a permanent provincial department, "The Bureau of Town Planning and Housing" which was to deal with all planning and housing activities to secure co-operation and co-ordination between various town planning authorities and developments in the Province. This Bureau had been expected to :

- a) Provide information on all issues dealing with planning and housing.
- b) Collect statistical information.
- c) Communicate the meaning of planning and housing legislation to the users as well as to the other provincial governments.
- d) Prepare guidelines for local authorities as well as standards and regulations required for the purpose of the Act.
- e) Receive and review all plans referring to town planning and land subdivisions.

The purpose of the Bill was to amend the 1918 Planning and Development Act. One interesting aspect was the organizational program proposed by this Bill. It entailed that each municipal corporation, city, town, and village, should submit a plan showing the desired area of future development. Such a planning area was to be known as the "Planning District" of the municipality and had to be accompanied by a development schedule along with the reasons for such a demand. Such a plan had to show and include all land within the municipality and if desirable, include land outside of its built-up

area proper, even if such territory belonged to other municipalities. Only with the approval of the "Bureau" could such plans be changed or altered from time to time.

"Notice of every application to the Board of Approval of such plan or amendment of the same, together with a copy of every such plan, shall be served on every municipality, the whole or any part of which is included in the lands shown on such plan."³²

Furthermore the Bill foresaw an appeal system not unlike that of the modern Planning Act. Another interesting aspect was the "local authority" which had been proposed for the Plan Commission. The selection of such a Commission was similar to the present selection of Planning Board members.

"Where the Town Planning District does not extend beyond the limits of the municipality making the application, the provision of this Act shall be administered by the municipal council or a Commission consisting of the head of the municipality and two ratepayers appointed by council for two years or until their successors are appointed except that at the first appointment one shall be appointed for two years and one for one year".³³

If more than one municipality was part of the plan, the Commission appointed had to be approved by the Board of Approval (ORMB). As far as the operation was concerned, each Commission was required to keep account of all submissions and decisions. The responsibilities of the Plan Commission were:

- local assessments;
- issuing of debentures for periods up to forty years;

32. Ibid., paragraph 4 p. 14;

33. Ibid., paragraph 13, p. 14.

- payments of all general expenses of operating and financing the Official Plan;
- all expenditures on behalf of the Town Planning District with the authority to assess such costs against the municipality;
- to solicit and receive grants, hold buy or sell and deal in real estate provided such lands were necessary for highways, public parks, squares, etc.;
- to give account of its expenditures to the municipal council;
- to advise the council of its decisions and inform them of the estimates of land required;
- the local councils, Park - and or School Boards within the District were to inform the Commission of their land requirements, yet they were responsible for their own funding.

A local Plan was expected to deal with :

- the development of local, undeveloped land;
- the remodelling of existing parts of the town as required;
- the identification of "The best economic use of land";
- amenities and conveniences in relation to planning, layout, classification and use of land for any purpose;
- open spaces for parks, playgrounds, etc.;
- design and location of public buildings monuments and structures;
- zoning to regulate the use of land and the occupation of erections, structures, and buildings; the use and development, height, area, bulk, location and type of construction of erections, structures and buildings;
- preservation of objects of historical or natural beauty;
- to be certified by an Ontario Land Surveyor;

- to show all highways and roads, streets, right of ways of the district;
- to amend such detailed development plan from time to time with the approval of the Board;
- to have all deeming of land use (zoning) well researched and documented since upon request such deeming was subject to review and approval by the Board.

Even though Thomas Adams had apparently not been involved in the drafting of this Bill, it seemed to reflect very much the more regional or holistic planning philosophy of Adams. The planners of European descent (mostly British) were advocating for social justice and community rights and tried to include a humanitarian element into their plans. Adams, Ruthen and Ewing, expressed such issues in their writings.

Peter Hall (1975) in discussing the "Pioneer Thinkers" in urban planning stated that the

"... delay in the recognition and acceptance of their ideas is very important. Some of these ideas were more or less fully developed by the end of the nineteenth century, and a large part were known to the interested public by the end of the First World War. Yet with the exception of some small-scale experiments up to 1939, nearly all the influence on practical policy and design has come since 1945".³⁴

The 1922 Draft of the proposed amendment to The Planning and Development Act, 1918, was unsuccessful. As indicated by the title "A Prayer That Failed", reprinted in : Journal of Town Planning Institute Feb. 1931, the proposal had been the result of "pioneer thinking" and

34. Op. cit. 2, p. 34.

had chosen a structure which would have given the "Plan Commission" autonomy and influence far greater than any Planning Board ever has been able to achieve. The authors had recognized the need for political strength as well as financial independence and internal power, to provide the Act with the necessary influence. ~~Only the~~ School Boards and to a degree the Health and Welfare authorities were successful in maintaining local independence and autonomy within the municipal level of governments. It should, however, be added that in both of these sectors in the meantime, the provincial influence became extremely powerful, to the extent where local representatives are merely administrators with little or no influence upon policies. On the other hand it is not too difficult to see why such a proposal did not receive the necessary support. Compulsory legislation, though tried in some of the other provinces, was contrary to the permissive position historically adopted by most North American planning legislation. (Influence of U.S. tradition). In the final paragraph of this article there was a brief highlight of the 1931 Ontario planning situation.

The 1918 Act was termed to be :

"obsolete with various town planning powers scattered over half a dozen other Acts".³⁵

The demand for a

"... consolidation of the town planning powers under one modern Act and the appointment of a provincial director and staff for educational and executive purposes ..."

35. Op. cit. Introd. n 11, p. 23.

had apparently been long standing. The opposition of the legal department of the Province has apparently been given as one reason for that unfortunate delay.

"Recently, however, the provincial branch of the National Council of Women interviewed the Ontario Prime Minister and Cabinet and presented a petition on these lines. They received a very sympathetic hearing and it is possible that they may succeed where the town planning group has failed."³⁶

This is an early example of citizenry input into provincial level of policy making.

Other early references to Town Planning can be found in the writings of Sir Patrik Geddes (1915)³⁷, and Sir Ebenezer Howard, who described his Garden-City idea as

"... a town, designed for healthy living and industry; of a size that makes possible the full measure of social life, but not larger, ..."38

In Canada, Thomas Adams (1914), in a public address to a Toronto Conference, is quoted as having identified :

"... town planning as everything in the development of the town; safeguarding of health of the community and the provision of proper homes for people, including factories, play spaces for children, hygenic installations, such as public baths and all pleasing amenities of a civic community. It also includes concern and understanding

36. Ibid.;

37. GEDDES, Sir Patric (1854-1932), Cities in Evolution; an Introduction to the Town Planning Movement and the Studies of Civics now Introd. by Percy Johnson-Marshall, New York, H. Freitag, 1968, 409 p.;

38. HOWARD, Sir Ebenezer, Garden Cities of To-morrow, ed. by F.J. Osborn, new introd. by L. Mumford, LONDON, Faber & Faber 1965, 168 p. p. 7.

of the commercial community, industries, transportation modes. It concerns itself with physical aspects of correct building lines, height limitations, control and character of existing buildings. It concerns itself with all future development of the municipality on land not already built upon."³⁹

Another view of "The Full Meaning of Town Planning" has been provided by Charles T. Ruthen (1920), a British architect;

"The full meaning of town planning should be understood, if the principles governing this art are to be intelligently applied to regional planning, as the preliminary to a grant scheme of national development. These possibilities of town planning in a district and of regional planning in a country, it will be generally admitted by all students, are illimitable.

The full significance and importance of the aims; the possibilities and far-reaching consequences and effects of a proper regional plan appear so great as to suggest the revolutionizing of modern ideas of national life".⁴⁰

Ruthen also addressed such issues as the community and public interests versus the traditional private individual rights and interests of property owners. He warned against urban overcrowding and excessive densities which in his opinion, would lead to public health problems. He advocated modern roads and streets in urban areas, providing sufficient width for future development. He stressed the need for more conscientious efforts for community issues such as public matters of health, attractiveness, landscaping and convenience.⁴¹

39. ADAMS, Thomas, What Town Planning Really Means, Public address at a Toronto Conference, 1914;

40. RUTHEN, Charles T., F.R.I.B.A., M.S.A.; "The Full Meaning of Town Planning" in : Canadian Municipal Journal, 1920, Vol. XVI, No. 4, p. 112; Op. cit. Introd. n 9.

41 Ibid:

James Ewing, (1920), a Town Planning Engineer from Montreal, expressed similar concerns. He urged for the support and the enforcement of planning. In his views, rural or regional towns located strategically in rich agricultural districts throughout Canada had a prosperous future. With proper planning, he stated, they would be able to avoid the typical pitfalls of communities which have attracted industries at all cost yet without a prepared environment for them. If well planned, industries would gladly apply for a location. He warned against the depopulating, centripetal movement toward the urban centres, suggesting that regional towns should invest in modern services and healthy living conditions which in turn would bring desirable industries.

"It is not necessary to do everything all at once, and spend big sums that will only get you into difficulties. But it is necessary to have clearly fixed in your mind what your general objective is, and gradually and steadily work up towards that however and whenever you can afford to."⁴²

Ewing's article represented the "Old Planning Approach", as discussed by P. Hall (1975) which proceeded on the basis of "survey - analysis - plan" (1920-1960)⁴³. He obviously foresaw the problems and dangers associated with a development era.

Henry S. Churchill (1938) provided a very interesting "flashback" of the chaotic planning/development situations of the late 1920's and the 1930's and at the same time, similar to Ewing, looked ahead to the expected development boom. By referring to the painful

42. Op. cit. Introd. n. 7;

43. Op. cit. 2, p. 12.

consequences of the past, he urged municipalities to move to proper planning in order to prevent the re-occurrence of financial chaos.

"The answer for the largest cities, where the situation is beyond adequate control, is none too hopeful".⁴⁴

Mumford was in strong disagreement with such generalizing statements as he expressed in his critique of a report by Thomas Adams (1928) "The Metropolitan District of New York" which in Mumford's view committed that city" ... to a continuance of its past mistakes ..."⁴⁵.

In continuation of Churchill's article, however, it stated :

"But for the smaller towns and villages, which will feel the boom through the trend towards industrial decentralization, the answer may be yes, if early, wise provision for control is established ... Proper planning for the future does not prevent expansion and the making of profits. It sees to the fact that those who make profits pay their share of added community costs and do not, in the long run, do irreparable damage to their fellow citizen. ... if this is not heeded, the old cycle of false prosperity through land speculation, and real depression through bankruptcies, will again be gone through. Towns and villages which expect marked industrial growth would do well to establish a simple and easily comprehended town plan, based on the land uses of their immediate region ... A development wisely planned and properly placed may lead to natural growth and a more pleasant town; otherwise it may bring blight and disaster."⁴⁶

Churchill's article expressed a strong feeling for the relation between physical/spatial land use planning and economic community issues. He expressed a strong concern for social justice. Adams

44. CHURCHILL, Henry S. "Small-Town Planning of the 'Future" in The Municipal World 1938, Vol. XLVIII, No. 3, p. 50;

45. Op. cit. 3, p. 390;

46. Op. cit. 44.

(1917) in his report to the Commission of Conservation in Canada spoke strongly against the negative impact of development and speculation, but also recognized corrective benefits related to such developments.⁴⁷

Horace L. Seymour (1939) a town planning and housing consultant and one-time associate of Adams wrote about the tax structure of older, established city centres. In reference to the popular move toward the suburbs and municipalities outside the urban fringe in order to evade high urban taxes he stated :

"A town plan prepared as the result of studies should provide the control necessary, to obviate the tending toward congestion of traffic and of buildings at the centre of the city, and of too great dispersion of development in the outskirts or environs with farflung costly utilities. The functionally planned city gets more services for less money. It is the way to reduce tax levy. It is economics of town planning.

The most important concern of every good citizen should be a study and understanding of the 'Economics of Town Planning'".⁴⁸

J. Maurice King (1946), Mayor of the City of Stratford, Ontario, addressed a convention in Fort William, Ontario, and explained a planning process in which the Stratford citizenry had played an important part. During the establishment of future development objectives for the city, the public had been consulted, informed and invited to participate in the preparations of various plan stages. An advisory committee had been formed which, with the help of sub-committees, established criteria for employment and local industry,

47. Op. cit. Introd. n 15.

48. SEYMOUR, Horace L. "Town Planning Reduces City's Taxes" in : Canadian Engineer, April 25. 1939, pp. 4-8.

housing and neighbourhood environments, educational and cultural development, recreation issues, community health, safety and welfare services in addition to other special interests. All information gathered by the sub-committees, who in turn worked with the City Departments including the treasury, was forwarded to the advisory committee and the planning and development staff. Plans at various stages were publicly discussed to assure public awareness.⁴⁹ This was one of the few examples which described the actual preparation period of the plan and how public involvement had its beginnings in the post-war years.

Up to now, this review of the relevant literature has dealt with the origins and meaning given to the term "Town Planning" as it evolved from the beginning of the 20th century to 1950. In Ontario, it came to be applied to a variety of planning activities which, in part, were urban-oriented. Despite the writings of such people as Adams, Rûthen and Ewing, who reflected a strong social and community oriented concern, municipal planning and plans became more physically and spatially oriented. This should be attributed in part to the influence of Americans such as Frank L. Wright and others, who advocated skillfully a North American "standard" existing of spacious homes and often generously landscaped communities.

1.5 City and Urban Planning

"City Planning" was a term used to identify non-rural or more specifically, urban types of planning. In the U.S., in the latter part of the 19th century, city planning and city beautification

49. KING, J. Maurice "Town Planning" in Municipal World Aug. 1946, pp: 231-233.

programs were of substantial importance. It should be noted that the era of E. Howard's Garden-cities in Britain occurred approximately at the time of the American city-beautification movement. In Britain however, the term "town-planning" survived until the mid 1960's. In the U.S., "city-planning" was one of the more popular terms used when dealing with urban planning issues. Initially this early type of planning was an intra-urban activity which usually dealt only with sectoral issues. The most outstanding difference in the evolution of urban centres between Canada and the U.S. was the method of annexation of municipalities within the urban fringe in the U.S., creating huge urban mega-structures. In Canada, on the other hand, various municipalities existed within one metropolitan area. E.K. Faltermayer (1968) in trying to establish the origins of the American urban "mess", as he called it, stated that the underlying attitudes were based on individualism, a disrespect for nature, a naive belief in the inexhaustibility of the country's resources and a bias against big cities.

"These traits, combined with an absence of city-designing skills among the earliest Anglo-Saxon colonists, produced a generally ugly urban environment almost from the start. Our troubles were compounded after World War II when the middle class, increasingly motorized and yearning for a suburban life-style, spilled far beyond the confines of the big cities into a 'hodgepodge' of suburban jurisdictions ill prepared for the influx. In this state of near-anarchy, new settlements were flung across the landscape in haphazard fashion and new commercial ugliness spread widely along roadsides, in a process that is still going on."⁵⁰

50. FALTERMAYER, Edmund K. Redoing America : a nationwide report on how to make our Cities and Suburbs Livable, New York, Harper & Row, Evanston & London, 1968, 242 p., p. 15.

As far as the tradition of the city living of the American population was concerned, Faltermayer stated :

"Of all the groups that came to America, only the Jews - and not all of them - arrived with a strongly ingrained tradition of city living. But while the Jews made a disproportionately large contribution to city cultural life, they never were numerous enough to alter the prevailing anti-city bias."⁵¹

In Faltermayer's view it was the French inspired movement called 'Beaux Arts' which led to the "American City Beautiful Movement". The 1893 Chicago Fair, Chicago's Pullman suburb, San Francisco, the Benjamin Franklin Parkway in Philadelphia, Roland Park in Baltimore and Radburn were seen by him as the most outstanding results of this movement, which lasted into the mid 1930's. By then, the economic and social problems of the cities were demanding action in the housing sector and in public service sectors. The "New Deal Era" and the post-war economic and social "pre-occupation" pushed "City design" into the background.⁵²

Bayrd Still (1974) stated that the

"increasing awareness of the city and its problems in this organization minded era, led to a new concern for comprehensive city planning, in the interest not only of improving the appearance of cities but of giving them more effective commercial facilities and making them more defensible from a social point of view."⁵³

51. Ibid. p. 19;

52. Ibid. pp. 24-32;

53. STILL, Bayrd, Urban America : a History with Documents, New York University, Boston, Little, Brown and Co., 1974, 562 p., p. 341.

During the years from 1890 to the 1920's a number of large cities proposed and implemented elaborate city plans and appointed planning commissions. Still portrayed the various emerging planning groups and civic reformers as "professional in their outlook, but not fully clear as to the goals and scope of the program they projected".⁵⁴ He discussed the various "City-beautiful" programs and plans such as the work of H. Burham (Chicago); G. Kessler (Kansas City), B.C. Marsh and his views on social planning as well as J. Nolen, who saw city planning as a "scientific art." With the increased mobility and the gradual "spillover" into the urban fringe, suburban living became fashionable after World War I and many of the major American urban centres grew into the metropolitan era.

In Canada the term "city planning" was frequently used by planners with an American training (e.g. municipal engineers). In 1933, in an editorial of the Canadian Engineer the editor observed :

"... The economic depression is forcing attention to many social and economic problems in community life which may result in a truer city planning than there has been before."⁵⁵

In 1934, another editorial appeared in the same periodical under the title "Commerce and City Planning"⁵⁶. It indicated the growing influence in Canada of the American approach to planning. T.I. Gunton (1981) concluded that :

54. Ibid., pp. 341-349.

55. "Has City Planning Stopped" in : Canadian Engineer, Vol. 65; No. 4; (1933) p. 15 Editorial.

56. "Commerce and City Planning" in : Canadian Engineer, Vol. 66; (July, 1934) p. 11 Editorial;

"Canadian planners responded to the new, more conservative mood of the twenties by developing a more passive approach based on the City Planning ideas in the United States."⁵⁷

He concluded^o that Canadian planning during those years had begun to "ally itself" with real estate interests, supporting zoning controls and protecting private rights.⁵⁸ This was the final departure from the European/British "socially-oriented" approach to town planning which in Canada had started with Adams, Ruthen and others and had been guiding the evolution of Canadian planning until then.

"Urban planning" has been considered as the activity of regulating urban development, which is a function of the intensity of political and economic stress.⁵⁹ It appears that the term emerged during the late 1930's and was increasingly used during the post-war years. It became a standard expression for comprehensive urban planning issues in the U.S., Europe and Canada.

D.P. Moynihan (1969) addressed the issue of urban problems and developed a number of suggestions for identifying the common understanding of "urban" concerns. In his view the concerns he addressed included :

- poverty and social isolation in urban areas,
- the need for an economic and social balance or equilibrium within the urban areas, if necessary with federal subsidies.

57. GUNTON, Thomas I. (1981) The Evolution and Practice of Urban and Regional Planning in Canada Unpublished Ph. D. Thesis. U.B.C. March 1981, p. 325;

58. Ibid.

59. Ibid., pp. 341-342.

- A complete restructuring and reorganization of the fragmented and obsolescent urban governments; and an encouragement toward effective decentralization.
- Establishment of fiscal vitality of urban governments.
- Establishment of a uniform nation-wide jurisdiction for all metropolitan areas.
- Elimination of regional disparities to halt rural-urban migration, etc.⁶⁰

In Canada, it is the Provinces which have the responsibility for urban and regional planning issues according to the BNA Act. The Ontario Provincial Government had not been prepared for the unexpected force and scale of urban-oriented development in the late 1940's and 1950's.⁶¹ This was readily apparent in the official report of the Ontario Minister of Planning and Development, the Hon. William Griesinger (1950)⁶². Such a conclusion is also borne out by the fact that the Federal Government through the C.M.H.C., was desperately trying to develop and implement an effective approach to urban planning at that time.⁶³ Kinsel (1956) also confirms this conclusion.⁶⁴ The situation in Ontario, as well as in all other Canadian provinces, stimulated continuous studies and discussions in the early 1950's. Although some concentrated on urban issues, others considered the more regional aspects of land development and land use.

60. D.P. Moynihan in : Op. cit. 53, pp. 486-487;

61. Op. cit. 20;

62. Op. cit. Introd. n. 17;

63. Op. cit. 57, pp. 284-305;

64. Op. cit. 20.

1.6 Community Planning

In 1944 the Planning and Development Act in Ontario had established a "Department of Community Planning". A.E.K. Bunnell, (1947) believed that the creation of this Department in 1944 and the 1946 Ontario Planning Act, in his interpretation, had :

"... put community planning in the Province on a permanent basis by providing for the preparation of planning schemes and the implementation thereof"⁶⁵.

In his opinion, the 1946 Act provided the necessary tools for planning. However, in his thoughts, their usefulness was dependent on the awareness of municipalities to see the Act as being able to meet their local requirements and needs. He added that the Department was in a learning process and that the effectiveness of the Act was expected to become better known over time.⁶⁶ Ontario chose the term "Community Planning" in 1944 to refer to its regular municipal land planning policies. During the 1950's through to the 1970's, this term was, however, also commonly used for social, welfare and health issues as well as the organization of citizen's groups within the community. From Bunnell's report, it is evident that such community concerns and issues were not considered to be part of the responsibility of the Department of Community Planning. Community planning, however, whether rural or urban, is expected to deal with the community as a whole.

65. BUNNELL, A.K.E. "Community Planning in Ontario" in : Public Affairs 10(4), pp. 260-263, publ. Institute of Publ. Affairs Dalhousie University (Canadian Quarterly) 1947, p. 260;

66. Ibid. p. 263.

Over the past fifty years the process of urbanization has reached far beyond urban communities and as pointed out by M.A. Qadeer (1979), K. Davis (1965) and others, all Canadian communities have adopted a rather similar lifestyle. They all are subject to a very similar cultural, social, economic and political order. Davis stated :

"the difference between a rural and an urban community is of course one of degree, a precise operational distinction is somewhat arbitrary and it varies from one nation to another".

He explained his statement as follows:

"In general, the later a country became industrialized, the faster was its urbanization ... This association between economic development and urbanization has persisted ... Urbanization is a finite process, a cycle through which nations go in their transition from agrarian to the industrial society."⁶⁷

M.A. Qadeer (1979) in his article makes reference to A.J. Vidich's "Small Town in Mass Society (1968) and concludes :

"In a mass society, rural-urban differences are dissolved and hierarchical orders are diffused ... Urbanism as a way of life has spread beyond urban areas. It has become the national lifestyle, and Canadian rural communities are part of this national way of life ... Canada has become an urban society."⁶⁸

In the context of this study, it is important to consider whether or not the Planning Act should differentiate between urban and rural communities. Qadeer recognized that there is a certain similarity. However, he pointed to -

67. DAVIS, Kingsley "The Urbanization of the Human Population" in :
- Cities, a Scientific America Book, New York; A. Knopf 1967,
(pp. 3-24) pp. 5-9;

68. Op. cit. Introd. n. 23, pp. 107-108;

"... qualitative differences ... and threshold distinctions between urban and rural needs, ... all in all these are variations on the same themes and are not reflections of two separate universes."⁶⁹

It can be said that each community is unique in its own way. A rural community setting requires special sensitivity and particular analysis and planning guidelines for its daily management process. Public awareness and community involvement are expected to be part of the management process. It becomes obvious that the community planning experience developed in the 1950's and 1960's in urban centres, as a process of participatory planning, has since been adopted within the planning process in rural communities.

Many small towns in Ontario, during the late 1950's and the early 1960's, in recognition of the continuing trend toward land development and industrialization, tried to establish themselves as secondary growth centres. As such, they tried to attract small and middle sized industries which often tended to have unfounded expectations of modernization, urban growth and development. Although an Official Plan was not mandatory, many of the small towns, in their aim for modern services, infrastructure and "their" share of supportive industries, were persuaded by the provincial Government to engage in local planning schemes. In addition, both the federal and provincial levels of Government put financial "aid" programs in place to

69. Ibid., p. 108.

encourage small towns in building modern sewage treatment facilities, water services and even underground utility lines. Municipal plans were prepared mainly to satisfy such provincial urbanized requirements and in order to qualify for grants and loans available from these governments towards amelioration programs, as well as to be listed by provincial government offices as being eligible for industrial development and provincial/federal support.

W.J. Monasch, (1968) was critical of such an approach :

"Planning activities undertaken by most communities leave much to be desired. Productive planning is being undertaken by a very small minority of communities."⁷⁰

Monasch's remarks, however, were primarily directed toward urban and metropolitan planning, hinting at the need for continuous social and economic awareness as well as public participation in the planning program. Harry Lash (1965) in an unpublished article on "Goals" which he developed for the urban community of Montreal, outlined a planning approach which considered public participation as a legitimate and essential element of any planning "program". Lash identified 11 issues which he considered essential ingredients of a successful and publicly supported "plan". These ingredients were :

"Adequacy, Accessibility, Diversity, Legibility, Singularity, Stimulation, Identity, Health, Safety, Comfort and Resilience".⁷¹

70. MONASCH, Walter F. "Your City and State Planning - Who Speaks for the Public Interest?" in : Private Property & Public Interest Conflict edit. C.W. Forrest Jr. & R.K. Joy 1968, pp. 27-33; p. 28.

71. LASH, Harry, On Goals, Montreal, Quebec. (Unpublished paper) 1965, 24 p. pp. 4-15.

Lash's article, along with many others, indicated that not only regional and rural planning issues existed, but that the large urban centres were still trying to find suitable answers to many existing, primarily socially-oriented, urban problems. Lash indicated that the-

"... objective of the Master Plan ... (was not) ... to raise the general standard of living, to fight poverty, to attract industry or to create the employment opportunities that will be needed, if the members of the future labour-force of the region are all to find jobs. These are programs or goals appropriate to economic and social planning, but this kind of planning is being done by others."

However, Lash continued :

"Our physical plans should conform to economic and social policies adopted by senior governments, and the implementation of some physical plans may reinforce their programs, ... economic and social planning goals are not in themselves objectives of the Master Plan."⁷²

Lash obviously had correctly understood the provincial policies for community planning, but what about the "others". Who were the economic and social planners and were they willing to cooperate with physical/spatial planners?

The 1950's and the 1960's were turbulent years for urban as well as rural communities. The evolution of each community differed in regard to the historical time factor and closely related to the geography, demography and economy of the urban/rural centre. Each of these centres have a different, individual environment influenced by the above factors, subject to constant change. Such change is influenced by local as well as external forces. Change in medium size and large centres is usually very noticeable.

72. Ibid., p. 21.

During the years mentioned above, physical development, urban sprawl, growth and change were very obvious. In small towns and villages, however, the change in most instances has not been so much physical as demographic, social, as well as in the economic sector. According to Hodge and Qadeer (1977) geography, distance as well as the relation to a major urban centre plays some importance.⁷³

E. Trist, (1973), quoting Emery, (1967) stated that :

"the greater the degree of change, the greater the need for planning, otherwise precedents of the past could guide the future; but the greater the degree of uncertainty, the greater the likelihood that plans, right today, will be wrong tomorrow."⁷⁴

Trist's article dealt with the conflict of urban/rural land use issues, the need for environmental protection and protection of agricultural land versus urban sprawl.⁷⁵

L.O. Gertler (1980) summarized planning throughout the post-war years as :

"... the period in which planning was re-established in this country ... (as a period) ... in which we were engaged in formulating mainly responsive policies to cope with a burgeoning pattern of urban settlements -- and, to a degree, with their regional impact."⁷⁶

73. Op. cit. Introd. n. 31, p.1;

74. TRIST, Eric, F. "Urban North America - The Challenge of the Next Thirty Years" in : The City : Canada's Prospects, Canada's Problems, edit. L. Axworthy & J.M. Gillies; Butterworth & Co. (Canada) Ltd. 1973 pp. 57-72, p. 58;

75. Ibid. pp. 66-71;

76. Op. cit. Introd. n. 24, p. 3.

M.A. Qadeer (1979) called it "sectoral planning" which responded to regional/rural needs such as the distribution of health services, education, and sanitary/environmental services, housing, industry, etc. Such "reaction" to existing problems was very typical during the 1960's in Ontario.⁷⁷ As mentioned earlier, regional planning in Ontario brought about this renewed interest in rural communities, small towns and villages. Their geographic location in relation to a major urban centre or to major industries was of particular significance.

Hodge and Qadeer (1977) prepared a unique report relating to the "importance" of Canada's rural municipalities, mainly towns and villages. This report was found to be the most valuable support for this particular study. Over a six year period (1971-1976) the authors, in conjunction with students from the School of Urban and Regional Planning at Queens' University, were able to gather information which provided valuable insight as well as examples of social, economic and political community conditions. The report in its 7 chapters dealt with :

- 1) Towns and Villages in an Urban Canada
- 2) Canadian Towns and Villages in the 1970's
- 3) Similarities and Differences among Towns and Villages
- 4) Community Household Needs of Small Centres
- 5) Policy Delivery to Towns and Villages

77. Op. cit. Introd. n. 23, p. 113.

6) Reprise and Responses : Toward Small Town Policy for the 1980's

7) A basic Bibliography on Small Towns in Canada.⁷⁸

Some of the most important discoveries made by the report were :

- Population in Canada's rural municipalities, during the years of 1971 and 1976, had actually increased by 6.3%.
- In Ontario this increase amounted to 2.2%
- One fifth of Canada's population was actually living in rural communities.
- It was assumed that such a "healthy prospect for these small centres" would last into the 1980's.⁷⁹
- It was discovered that small communities in Canada no longer reflected an image of self-containment.⁸⁰
- Demographic differences between hamlets and villages on one side and small towns on the other were observed. The smaller the centre, the older the population and the less family mobility was noted. Employment in hamlets and villages tended to be more in the "primary" industrial employment sector, whereas in small towns there was a greater diversity with a majority in "secondary and tertiary" activity sectors. Unemployment in towns was found to be higher, yet there appeared to be little difference in "urban influences" between centres within metropolitan versus

78. Op. cit. Introd. n. 31;

79. Ibid. pp. 1-10.

80. Ibid., pp. 11-57;

non-metropolitan regions. However, the report indicated a notable difference between villages and hamlets and towns within the same region.⁸¹

- Social aspects, termed community needs, were commonly expressed through local political and social processes. The attraction and advantages of small communities versus large urban centres were listed and compared with the disadvantages. On the one hand, small communities were categorized as "peaceful", having a relaxing, community-minded lifestyle. On the other hand, the very same qualities were also considered to add to a "boorish", poor and archaic environment. The lack of equal employment opportunities, the lack of a "viable tax base" and "isolation" were listed as negative factors.⁸²
- Planning needs of smaller centres, it was observed, may appear similar to those of large urban centres, (-i.e. land use conflicts, sprawl, inadequate services, traffic and parking problems, housing conditions, etc.) Whereas such conditions were found to be different in scale, intensity as well as pace of change, it was found that none of the existing provincial statutes provided special consideration to reflect the special needs of the rural communities. All provincial statutes assumed that the degree of planning was similar for all types of communities. Although several dozen municipalities in Eastern Ontario,

81. Ibid., pp. 70-106;

82. Ibid., pp. 118-136.

having only had marginal new development of 15 to 20 housing units per annum, were nevertheless subject to the full scale of the same provincial planning guidelines. Even with a rate of up to 60-150 units, in one year, bursts of development which were not considered as the norm, the assumed need, on the part of the Government, to order and limit development appeared to be totally out of place. Another broad assumption on the part of the Government, and fundamental to most provincial statutes was that all communities, regardless of their size, were considered capable of establishing a public planning function.⁸³ In relation to such problems and issues of the small communities studied in Eastern Ontario, none had professional planners on staff. The report stated :

"In general, small and rural municipalities disregard the potential of the Planning Act ... for promoting forward planning. The reasons differ and may involve, on the one hand that no very compelling change was being suffered by the community, or, on the other hand, there were no persons able to grasp the administrative and technical needs of the regular planning activities. Few small municipalities (in the Province) have actively sought official plans of the kind called for by the provincial planning statutes; and when they have plans, they seldom consult them. Much the same goes for zoning by-laws, building standards, and subdivision controls.

This unenthusiastic response shows that the "kit of tools" prescribed ... is inappropriate in both content and scope for small centres. This is a serious handicap to place on the achievement of effective planning for towns and villages,

83. Ibid., pp. 137-155 and Op. cit. 65.

especially when one considers the array of very real and insistent problems small centres have to cope with."⁸⁴

The report stated that small towns in the future in all likelihood will continue to serve the need of the local, rural population and in addition will tend to attract all age groups of the urban population as suburban domiciles and retirement districts. The report supported this assumption with the fact that these municipalities had reached their present level of viability with little or no outside help. It stated further that, since 1951, there had been a distinct -

"... tendency toward a convergence of many social and economic characteristics of small centres together with those of large urban places. Only the income index shows a direct correlation with community size."⁸⁵

- Compared with villages and hamlets, small towns offered a greater diversity of services, functions and organizations. However compared to larger urban centres in the actual expression of developing these objectives and goals of community development, the small centres were found to be at a disadvantage. The promotion or implementation of change in the case of the smaller centres required the assistance of upper level governments.

"Whether it be financial, administrative, technical, or human resources, towns and villages have fewer options to exercise than their urban counterparts.

84. Ibid., p. 150;

85. Ibid., p. 158.

Programs in industrial development, energy projects, transportation improvements, and many others can have deleterious secondary effects on the social milieu as well as on the budgets of small communities. But ... the central issue is one of improving policy delivery so that attention is paid to not only how the policy is being dispensed but also to whom it is being delivered."⁸⁶

The report went on to state that :

"... efforts will be needed to integrate the programs and activities of different senior government agencies to meet these various needs ... growth or decline of small communities cannot be dealt with - in "tools", policies, or contents - as one would deal with urban growth or decline. Both their smallness and their individuality, one from the other, must be appreciated in designing policies and programs."⁸⁷

Qadeer (1979) utilized much of the results of the above report and developed the rural community planning issues further. He identified existing practices and conditions and developed interesting points for a possible model of such a rural planning process, discussing its approach, its objectives and its limitations.⁸⁸ The importance of integrating a new sensibility for social and economic, as well as political realities in the planning process was also highlighted in Qadeer's 1977 article.⁸⁹

During the late 1960's and the early 1970's the participatory role of the public has been recognized increasingly and the

86. Ibid.; p. 162-163.

87. Ibid., p. 167;

88. Op. cit. Introd. n. 22, pp. 115-120.

89. QADEER, Mohammad A. "The Scope of Social Planning in Urban Planning" in : Plan Canada, 17/2 June 1977, pp. 86-95.

public's perception of needs in relation to local policies, added a new dimension to community planning. This movement began in the U.S., during the 1950's, and forced local politicians to rethink policies in terms of holistic community needs. Segments of the urban population, mostly minorities, "convinced" their political representatives of their importance. Milton Kotler (1969) described such local conditions based on a metropolitan neighbourhood, and developed interesting relations to other urban and suburban neighbourhoods. He identified possible means of influence and improvements, controlled at the neighbourhood level in accordance with existing conditions.⁹⁰

R.A. Kohut, (1976) stated that :

"Planning should be an integral part of how the community manages its human and physical resources ... (which) ... implies leadership by government in tackling the problem of community."⁹¹

G. Potvin (1976) in relation to community development had stated:

"The development system operates to satisfy four objectives : Creation, Modification, Conservation and Elimination - Planning must rely on initiative and creativity, but it must also rely on the capacity of the community to function and to produce in social, political and economic terms. These three processes are the basis on which the planning profession must operate. The development system has failed in its programs and in implementation of programs. The role of the planning team is not to decide what the development philosophy must be, but to formulate a range of optional philosophies, to objectively evaluate alternatives and present them clearly to the community. The

90. KOLTER, Milton Neighbourhood Government : The Local Foundations of Political Life; Indianapolis, Bobbs-Merrill, 1969, 111 p.

91. KOHUT, R.A. "The Meaning of Planning" in : FORUM June 1976 CIP/ICU pp. 19-20.

community makes the choice in full knowledge of the implications attached to each opinion. It is not the planners's role nor his right, to make that choice".⁹²

1.7 Social Planning

Underlying the discussion on the four types of planning, - regional, rural, town/urban and community - are the issues and aspects relating to social planning. Until World War II, social planning issues were mainly aimed at public health, social services and to some extent, the achievement of social justice. All these are still a major concern of social planning. However, for the past 10 or 15 years, a participatory level of interaction with the local public has been under study. Social Impact Assessment or SIA, is the study of effective methods to involve all segments of the community in public policy planning and impact assessment. Social planning, in general terms, deals with the human environment in mostly local, urban or rural contexts. It is interlinked with economic planning issues and with traditional spatial/physical issues of municipal planning. On the other hand, urban sociology is the study of the development and structure of society and social relationships and has contributed greatly to the general understanding of municipal planning.

In Canada, municipalities generally lack guidelines capable of effectively coordinating the objectives of municipal physical/spatial, economic and social planning. The Province of Ontario, for

92. POTVIN, Georges, "A Critical Examination of the Roles of the Planner in Canada : Perceptions of the Planner's Role" in : FORUM June 1976, CIP/ICU p. 8.

example, to this day, has refused to state the full spectrum of municipal responsibilities under one, common umbrella. Municipalities, during The Planning Act review process had suggested that the planning process and the Official Plan should become more of an all-encompassing corporate management exercise which would "equate" municipal planning with municipal management.⁹³

The Government, and its review committee (PARC), argued that the "traditional instruments" dealing with municipal planning were inappropriate for dealing with social and economic problems in a direct way. In reference to these instruments, namely the Official Plan, the zoning by-laws and the subdivision controls, PARC stated :

"They all (development controls) involve formal legal procedures for issuing approvals and for making amendments because they all effect, in a very real way, personal property rights ... Expanding the scope of municipal planning, at this stage, would complicate the present system beyond measure. The Official Plan for example would become a complex corporate management document containing capital works programs, environmental assessments and social analysis. It would be even less intelligible to most of the public than it is now. With its wide range of subject matters, the plan would have to be amended constantly and this would further delay decisions on development proposals".⁹⁴

It appears the Ontario Government again made a number of general assumptions which may prove to be unfounded. For example, they seemed to have assumed that :

93. Government of Ontario White Paper on the Planning Act 1979, p. 27;

94. Ibid., pp. 27-28.

- All municipalities, regardless of their size or order would have to utilize only one set of instruments all the time to deal with their specific local needs. (A similar observation was made by Hodge and Qadeer (1977) as discussed earlier.⁹⁵)
- Furthermore it seems the argument offered by PARC has considered only spatial growth as a form of development, whereas major concerns of municipal management at least at present, appear to be of a more holistic nature including fiscal, social and economic management issues.
- The way in which social planning issues and economic planning are usually mentioned in one sentence, seems to lead the public to believe that the two are similar in structure and aim. This is misleading.

H. Lash, in his article on "Goals" (1965) and in his subsequent writings, developed a practical sensitivity toward social and economic planning objectives which should perhaps be more reflected in the existing physical spatial planning process.

L.J. D'Amore (1981) pointed to the linkages and relationships between Social Planning, Physical Planning, Environmental Assessment and Economic Assessment. D'Amore, a strong supporter of the "Delphi-System", advocated that meaningful communication and access to viable information had to precede the policy planning level. Such a community education process with the participation of all local and external actors, he stated, would benefit not only the

95. Op. cit. Introd. n. 35, pp. 148-155.

recipients of policies but also the policy planners and the politicians. D'Amore underlined the need for a general community trust and cohesion among the key-actors, (i.e. the proponent, government, community, and assessor).⁹⁶

In this context, the discussed observations by Kohut⁹⁷ and Potvin⁹⁸ are particularly relevant to the Lower Madawaska - Arnprior Case study.

R.T. Bowles (1981) examined SIA in relation to small communities. Bowles concluded that residents of small communities "may gain little and lose much" in the process of bringing larger development projects, to the municipality unless their way of life has been carefully reflected in the planned development process. Bowles indicated that social changes affecting small communities are inevitable and that human beings are able to direct such changes. He identified the vertical relationships as connections of social units inside the community to external, usually governmental units. Horizontal relationships he identified as the connections or linkages between social units inside the community. Bowles stated that the linkage of the externally oriented (vertical organizations and the locally

96. D'AMORE, Louis J. "An overview of SIA" in : Social Impact Assessment : Theory, Method and Practice, edit. F.J. Tester and W. Mykes 1981. The First Canadian Symposium on Social Impact Assessment. Calgary Detselig Ltd. 1981, 380 p., pp. 366-373;

97. Op. cit. 91;

98. Op. cit. 92.

oriented (horizontal) organizations in small communities often competed for space or resources and often had discouraging effects on the local entrepreneurs, hindering local social vitality. Such vitality has a greater chance for success when the horizontal links and the vertical links are coordinated.⁹⁹ Bowles made the following observation regarding the effect and the success of citizen participation.

- a) Citizens viewed public participation as a means of reducing powers, traditionally held by the bureaucracy, including planners, and ensuring that the people affected should influence the decision-making process.
- b) Agencies tend to measure success in terms of the extent to which a program has been accepted by those involved, and the extent to which the image of the agency has been affected.
- c) Citizen groups generally appraise programs in terms of the successful modification or prevention they were able to achieve and the extent to which they were recognized as key-actors in the decision-making process.¹⁰⁰

Bowles concluded that citizens become genuinely committed to a community when

- a) They see what happens and how their input affects the outcome.
- b) When they find themselves recognized for the contributions they make.

99. BOWLES, Roy T. Social Impact Assessment in Small Communities, Department of Sociology, Trent University, Peterborough, Ontario, 1981, 130 p.;

100. Ibid., pp. 61-62.

c) When they can see the positive results of their efforts. However, the most important element is the realistic identification of the local pattern of activities and the assessment of the value of each of these activities including the actual cost. Communities have the right to be fully informed partners participating in all stages of decision-making.

It is then up to the political representatives of the local government to retain social vitality within the community and to encourage participatory government.¹⁰¹

This review of the literature has sought to analyse what has been written by others on some of the key issues which pertain to the subject matter of this study. Certainly it does not claim to exhaust all literature sources. However, this review has attempted to develop sufficient background and comprehensive material that will lead to a better understanding of the local situation of the LMPA. The terms Regional Planning, City and Urban Planning, Community Planning and Social Planning have been researched in their evolution and background. It appears to be of importance that community planning, based on a practical version of social impact assessment be supported in its development in relation to rural aspects. Rural communities appear to be different from urban communities as discussed by Hodge, Qadeer and others. In the following the legislative framework of the Planning Act of Ontario and relevant planning policies are reviewed and discussed.

101. Ibid., pp. 102-110 and Op. cit. 44.

CHAPTER II

2.0 Legislative, Administrative and Policy Framework

Historically, planning and land use related legislation in the Province of Ontario have undergone a rather interesting evolution. The jurisdictional hierarchy, originally developed between the municipal level and the Province, has in the recent years been extended to include a regional (county) component. This in turn led to the need for rural community planning. The evolution of the provincial legislation is outlined in the following chapter.

2.1 Brief Outline

The historical background of the legislative, administrative and policy framework of urban and regional planning points to a long standing relation between the local and provincial levels of Government. Traditionally, provincial laws were the result of political decisions and in response to local conditions. The 'Baldwin Act', in a simplistic and rather humane approach, was instituted to regulate social interaction on the community level in the middle of the 19th century. As such it was continuously amended and expanded to absorb newly developing societal needs. It became the first Municipal Code and, eventually, the Municipal Act.

The historical evolution of urban areas and the need to respond to the ever increasing complications associated with urban development since the turn of the century, required special attention

from the various levels of Government. Typical urban issues such as public health, safety and transportation underwent extensive changes and had to be considered in a specific and generally more flexible form of legislation. The Ontario Railway and Municipal Board Act 1906 (ORMB), The Cities and Township Act; 1912, and The Planning and Development Act; 1917 & 1918, were the first such official responses. These specifically dealt with development and progress-related physical/spatial land use issues.

In the early 1920's, the Province introduced zoning. Initially this was intended to assist primarily urban municipalities to separate various incompatible land uses and to deal with local nuisance. The interest of public health and convenience was the main motivation behind it.

During the early 1930's the Ontario Municipal Board (OMB) was established. It replaced the ORMB in most of its planning functions. Its purpose as an impartial institution was to provide a semi-judicial service, and to oversee urban-municipal governments and their activities. At the same time, the Province began to organize various departments to deal with specific sectoral issues which gradually developed into the different provincial ministries. The role of OMB has been revised several times over the years. In principle, however, its primary role has remained semi-judicial to this date.

Urban housing, public health and transportation remained the main concerns of the urban planning legislation from World War I to the end of World War II. During these years, however, supplementary

and more specific legislation in the form of additional Acts had been developed in response to the evolution of urban related issues. Sectors such as Municipal Affairs, Public Health, Environmental Protection, Transportation, Education, Social Services and Welfare, among others, had been given special attention and they provided the framework for a new Planning Act which was finally adopted in 1946. This Planning Act and its development between the late 1970's and 1980 will be discussed in further detail later on in this chapter. It is noteworthy that since the late 1970's The Planning Act has been the subject of detailed reviews, by the province intended to achieve effective updating and revision of its contents in order to reflect current and future needs and standards.

This thesis does not take into account the provincial Governments latest Bill 159, proposing an Act to revise The Planning Act.

During the late 1950's and the early 1960's, the Province gradually broadened its traditional and exclusive focus on urban issues to a new regional concept. This was in direct response to pressing urban-fringe conditions. By highlighting and analysing the specific policies introduced during that period, the evolution of the various stages of this development as it relates to rural community planning will become apparent.

2.2 Historical Background

The Parish and Township Act, 1793, was likely the first legal document relating to land planning in Upper Canada (1791) giving

cities and towns authority to approve or reject proposed subdivisions (land severances) within their municipal boundaries.¹

The Registry Act, 1795, was likely the first official request to publicly record all severances of land and all changes of land ownership province wide.²

The Baldwin Act, 1849, was the first comprehensive legislative Act guiding municipalities in Upper Canada. Among other municipal issues, it provided the early beginnings of local land use and land planning. This Act later became known as the Municipal Institutions Act. From 1877 on it was known as The Municipal Act 1877 S.O. c. 174.³

The Ontario Railway and Municipal Board's Act S.O. c. 31, 1906 and The City and Suburbs Plan Act; S.O. c. 43, 1912 are both supplementaries to the Municipal Act and dealt specifically with land use and subdivisions, requiring any subdivision of land within 5 miles of a city over 50 000 population to be submitted to the Board for

1. Ontario Chamber of Commerce, Local Government in Ontario, Sudbury, Ontario, ACME Printers, 1966, 39 pages, p. 1-2.

Rev. Statutes of Upper-Canada, Vol. 1, Chap. II, 1793.

2. Rev. Statutes of Upper-Canada, Vol. 1, Chap. V 35th George III. A.D. 1795,
CANNON, Don, Registrar, unpublished lecture 1976.

3. Op. cit. 1, pp. 1-3

LEACOCK, Stephen Buttler, Baldwin, Lafontaine, Hincks - The makers of Canada, Parkman Edition #14, 1907, pp. 105-110.

The Municipal Act 1877, S.O. c. 174, p. 1580.

approval.⁴ (See Appendix #1 : Evolution of Municipal Planning and Development 1906-1946.)

'The Act respecting Surveys and Plans of Land in or near Urban municipalities, S.O. 1917, c. 44, or in its short title, The Planning and Development Act, 1917, was the first progressive legislative document dealing with land use and land planning. The authority of the ORMB to deal with the city region of 5 miles radius was extended to towns and villages, providing for these two categories a regional radius of 3 miles each. In the case where a town or a village was located within such a region of a city, it was automatically included in the "urban zone". However, its political independence was maintained. The local council of the "senior" municipality (the more populated one) was authorized to adopt a general plan for its region. Such a plan, however, had not much significance with the ORMB, other than, to be "regarded" when plans of subdivision were approved by the ORMB⁵.

Despite its "partial disregard" for local, municipal autonomy, this Act, as the first of its kind in Ontario, established a role for the municipality within a subdivision review process. Thus, it was the first provincial statute to consider "future planning"

4. HULCHANSKI, David F. Town Planning and Housing 1930-1940 Centre for Urban and Community Studies Bibliography Series #10, 1976, p. 6.

MILNER, J.B. Community Planning : A Casebook on Law and Administration, University of Toronto Press, 1963, 794 p.; p. 291.

5. Ibid. Milner, J.B. p. 291 & S.O. 7 George V, c. 44.

(land use) in relation to subdivisions. This meant that land use controls were not only "predated" but became the "raison d'être" for "future planning" as it has been practiced since⁶. This Act was repealed in 1918 and was replaced by an Act of the very same name.

The Planning and Development Act, 1918, (S.O. 1918 c. 38,) in addition to providing for regulations pertaining to subdivisions, highways and local roads for the first time in Ontario established legislative guidelines for a "Town Planning Commission" as an integral part of the municipal institutions.⁷ (see Appendix #1.)

In 1921 the Province of Ontario granted the authority of local zoning to its urban municipalities.⁸ (S.O. c. 65, 1921)

Between 1918 and 1946 the Act was amended several times reflecting the evolution of mostly urban municipal planning throughout this period. However most of the municipal planning standards of the original concepts of the old Act were retained until 1946. (see Appendix #1.)

2.3 The Planning Act, 1946 (S.O. 1946 c. 71)

The Ontario Planning Act, 1946, was very different from the previous Act and its 1941 amendments.

6. Ibid.;

7. S.O. 8 George V, c. 38 s. 13;

8. Op. cit. 4, p. 12 (HULCHANSKI, 1976).

The Act was oriented to provide guidance toward:

- a) Planning Areas and Planning Boards⁹
- b) Official Plans¹⁰
- c) Housing Projects¹¹
- d) Urban Development Areas¹² and
- e) Urban Subdivision¹³

The Minister of Planning and Development on behalf of the Province was assuming responsibility for this new legislative planning and development system and its very centralized governmental authority. It seems that this Act from its very beginning had outlined a specific sector of urban social and economic interests and needs. However, such issues were never effectively incorporated or implemented in the municipal planning program/process. Reference is made to section 1 and 7 of this Act. In s. 1, the physical orientation of the Official Plan had been clearly expressed. The local Plan was expected to be a program for the future development of the municipality and was to provide guidance toward land use, buildings/structures as well as to identify areas suitable for physical future development. The Act, above all, intended to secure the health, safety, convenience and welfare of the inhabitants.

9. S.O. 1946, c. 71, s. 1;

10. Ibid. s. 2-7;

11. Ibid. s. 8-15;

12. Ibid. s. 16-22;

13. Ibid. s. 23-24;

In the following five sections and subsections certain responsibilities and organizational guidelines were provided as an organizational framework within which a planning program could take place.

In s. 7, the duties of the Planning Board were laid out as follows :

"... investigate physical, social and economic conditions in relation to the development of the planning area and perform such other duties of a planning nature as may be referred to it by council without limiting the generality of the foregoing it shall :

- a) prepare maps, drawings, texts, statistical information and all other material necessary for the study, explanation and solution of problems or matters affecting the development of the planning area ;
- b) hold public meetings and publish information for the purpose of obtaining the participation and cooperation of the inhabitants of the planning area in determining the solution of problems or matters affecting the development of the planning area;"
- c) consult with any local board having jurisdiction within the planning area;
- d) prepare a plan of the planning area and recommend it to the council for adoption;
- e) recommend from time to time to the council the implementation of any of the features of the Official Plan.

8-1 The plan as finally prepared and recommended by the Planning Board shall be submitted to the council.

2 The council may adopt the plan by a vote of the majority of all the members."

In all the subsequent amendments to the Act throughout the years, no significant changes have been made to this section. Yet it seems that within this text lies the opportunity to deal with societal and economic issues in addition to the physical/spatial municipal development and planning issues. However, social issues, problems and

needs, as well as their interrelation with the economic and fiscal planning issues of a community have not been dealt with effectively within this Act.

Another general observation is directed toward the relation between the Planning Board and the municipal council. Originally it was intended in the Act to have a Plan prepared by a non-political Board. The Act leaves no doubt regarding the decision making and the implementing force. The Act, over the years, had not provided additional guidelines toward interaction of the public into the planning process and the need for political commitment toward the actual policies and their objectives.

2.3.1 Evolution of the Planning Act, (1946)

One of the first important changes to the Act was the establishment of "The Committee of Adjustment", (1947). It was to serve as a mechanism for decentralization, allowing municipalities with an implemented Official Plan by one or more by-laws, to establish such a committee. The powers of this committee could exempt a land owner in full or in part from the operation of a by-law, providing that the general purpose of the by-law and that of the Official Plan were maintained.¹⁴

In the same year there were changes to the subdivision control section, dealing mainly with road patterns in and around

14. S.O. 1947, c. 75, s. 7.

subdivisions and the designation of land for highways and other public purposes.¹⁵ Later on the Ontario Municipal Board was granted the right of final approval on appeal issues¹⁶; and the unorganized territories were added to the responsibilities of the Act.¹⁷

In 1955, The Planning Act, 1946, with all its amendments, was repealed and replaced by a new Act.¹⁸

The Planning Act, 1955, was organized into three major parts. Part I dealt with Official Plans¹⁹, Part II dealt with Subdivisions²⁰, and Part III contained General Information²¹. Although the content of the Act remained basically the same as that of the previous Act (1946) the overall planning system had been restructured. The main focus of planning remained oriented on the planning areas administered by their respective Planning Boards. Although it had been recognized that local by-laws such as zoning, subdivision etc. were the implementing tools of the Official Plan, there was still very little description as to what these by-laws could cover or include, and how they were to be administered and approved.

15. Ibid. s. 11;

16. S.O. 1949, c. 71, s. 6;

17. S.O. 1950, c. 53, s. 1;

18. S.O. 1955, c. 63, sup.;

19. Ibid. s. 2-23;

20. Ibid. s. 24-27;

21. Ibid. s. 28-33.

A significant amendment to the Act was added in 1959. A new section entitled "Restricted Area and Building By-laws" was inserted²². This new section became Part III of the Act and the "General Information" section became Part IV. With this amendment of the Act, municipalities were finally empowered to pass by-laws, restricting the use of land as well as the use and erection of buildings. They were then authorized to require a description of the site conditions in the construction proposals; regulate cost and type of construction, height, bulk and location of buildings which required loading spaces, as well as regulate the operation and the establishment of pits and quarries. Furthermore, non-conforming rights were dealt with for the first time, as was the procedure for approval and appeal of by-laws. This addition provided the municipalities with a very much needed mechanism to control their local development, while at the same time leaving the final power of approval with the Province.

In 1960 the authority for administering The Planning Act was transferred from the Ministry of Planning and Development to the Ministry of Municipal Affairs²³. Additional amendments during the 1960's and early 1970's refined the provincial approval process for official plans and zoning by-laws and gave additional powers locally to "The Committee of Adjustment."

In 1973 the responsibility for The Planning Act was again transferred from the Ministry of Municipal Affairs to the new Ministry

22. S.O. 1959, c. 71 Part III;

23. S.O. 1960, c. 83.

of Housing²⁴. As well, the approving authority for "redevelopment areas" was shifted from the Ontario Municipal Board to the Ministry of Housing. Another important change in 1973 was the provision for Development Control in the newly amended Act. It allowed municipalities to gain control over some design issues, as well as any new site development including parking and loading areas. With this amendment, municipalities had received a tool to control to some degree physical development within their jurisdiction on a "site by site" basis. It also entitled them to request aesthetic qualities in the submitted designs.

A further change to the Act permitted the Minister to delegate his authority to any council of a regional municipality (relating to the matter of condominium proposals). Only the final stage of approval was retained by the Minister. The establishment of regional municipalities and the delegation of principal authority to them was the actual beginning of a long expected decentralization process within the provincial planning system, a move much appreciated at the municipal level²⁵.

In 1976, another new section, dealing specifically with the location and statute of Mobile Homes, was added to the Act²⁶. A further amendment authorized delegation of "consents" to the local level.²⁷

24. S.O. 1973, c. 168;

25. Ibid. c. 168, s. 44-44d;

26. S.O. 1976, c. 38;

27. S.O. 1976, c. 64.

Two amendments, first, the "Metric Conversion" of The Planning Act and secondly, the "Conformity of Public Works and By-Laws" to the Official Plan²⁸, were incorporated in the Act in 1978.²⁹

In 1979, section 35a of the Act, dealing with "Development Control", was replaced with a new section called "Site Plan Control"³⁰. It provided for any municipality, having an approved Official Plan, the authority to designate the whole or any part of the area covered by the Plan as a "Site Plan Control Area" and to regulate items such as access to and from a site, loading and parking facilities, walkways, landscaping, refuse storage areas, outdoor lighting, easements and grading. Supplementary agreements between land developer and municipality were to outline the specific requirements and responsibilities regarding the above listed items. In addition, the municipal council had the authority to delegate the responsibility of 'Site Plan Control' to either a special council committee, or to an appointed officer of the municipality.

The Planning Act, 1946, and 1955, as it has been seen in this review, needed numerous changes and amendments due to the rapid growth and the advanced urbanization which had developed since the late 1940's. Municipalities at that time had only a general

28. S.O. 1978, c. 87;

29. Ibid.;

30. S.O. 1979, c. 59.

legislative mechanisms to control their physical development. Although the 'Restricted Area and Building By-law' section was introduced in 1959, in many urban areas such guidance should have been available at least 10 years earlier. In the 1960's, a very active building and construction "boom" affected primarily the central and business districts of our larger cities. However, the legislation to control these developments was not introduced until the early 1970's. Today's issues, such as environmental qualities, energy conservation, solar and other natural energy sources etc. are of major concern to municipal and regional governments. However, the Act does not yet provide the legal instruments to deal with such issues in a uniform and applicable form. If past history is any indication, it may take some time before the Act will reflect these present day concerns. (See Appendix #2 : Evolution of Municipal Planning and Development 1946-1979.) As related to the key issue of this thesis, the successful planning of rural communities, The Planning Act has not reflected the specific needs and characteristics of rural planning.

2.3.2 Characteristics of the Municipal Planning System in Ontario

Over the years, a planning system has evolved around certain fundamental characteristics. They can be listed briefly as follows :

- Municipal planning is not mandatory but optional.
- The jurisdiction of a municipal plan coincides with municipal boundaries within an individual planning area. Municipalities may become defined planning areas by provincial order. Provision for joint planning areas has been provided.

- Each Official Plan requires provincial approval and as such pertains only to a defined area.
- Appointed Planning Boards, rather than municipal councils, are responsible for the preparation of Official Plans.
- Municipal by-laws must conform to the Official Plan.
- Municipalities do not require an Official Plan in order to exercise zoning powers or to process subdivision plans. Yet an Official Plan is a pre-requisite for certain municipal planning actions.
- Provincial approval must be obtained on all municipal land use, zoning and sub-divisions.
- Municipalities have jurisdictional powers in the area of redevelopment, property standards and demolition control.
- All appeals arising from municipal planning decisions have to be directed toward the O.M.B.
- Decisions of the O.M.B. may be appealed to the provincial Cabinet.³¹

2.3.3 Review of the current Planning Act; the Planning Act Review Committee. (1975)

Since the early 1970's, the Province has been involved with a review system to provide up to date information, 'feed back'; for

31. PARC Report 1977, p. 1.

insertion into The Planning Act. In 1975, the Planning Act Review Committee (PARC) was established and authorized to review various aspects of the municipal planning system in order to provide recommendations for the amendment of the Act.³² The PARC committee obtained "first hand" municipal comments and suggestions regarding the Act in the form of interviews with both elected and appointed municipal officials (i.e. politicians, administrators and professionals). The intent of PARC was to prepare effective recommendations toward changes of the Act based upon their research. Five "Background Papers" (listed below) were prepared by PARC in 1977 and submitted to the Ministry of Housing. The following is a brief summary of the most outstanding issues discussed in these reports. It has to be mentioned, however that these comments were simply part of the recommendations from PARC to the Ministry and as such do not reflect an official position of the Province.

32. In addition several papers on related planning issues were published by the Government of Ontario.

Background paper 1 :

Planning Issues : The Public Consultation Program, 1977;

Background paper 2 :

Operation of Municipal Planning, 1977;

Background paper 3 :

Municipal Planning and Natural Environment, 1977;

Background paper 4 :

Citizen Participation in the Preparation of Municipal Plans, 1977;

Background paper 5 :

Planning for Small Communities, 1977;

White Paper on The Planning Act, 1979, Op. cit. 93, c. 1;

The Planning Act : A Draft for Public Comment, 1979.

Summary of PARC conclusions/recommendations.

- Provincial definition for regional planning is practically non-existent, thus the purpose and the objectives applied by such plans vary from region to region.
- Purpose and objectives of planning, primarily in rural areas, has been found to be poorly defined.
- Monitoring the effectiveness, or value, of plans has not been tested.
- As long as the purpose and objectives of an Official Plan remain vague and undefined, the effectiveness or value will be limited or negative.
- Planned policies and objectives are usually poorly related to local development controls (i.e. zoning and subdivision).
- Municipalities hesitate to make long term decisions and usually do not stick with them.
- Municipal planning derives its authority from The Planning Act. Therefore the Province should support and supplement local planning by providing a consistent framework within which the municipalities have flexibility in preparing and implementing their own Plan.
- Municipal planning is weak in its linkage to municipal budgeting.
- Municipal planning is weak in its linkage to effective development controls (tools).
- Planning Board should be inserted into official municipal committees with access to all other local standing committees.

- Public participation cannot be legislated but the distribution of information can be regulated on the basis of individual rights.
- 'Planning System' in Ontario should reflect the needs of rural areas in addition to the traditional urban oriented problems/issues.
- Small municipalities should be able to plan for specific problems rather than having to prepare a formal official document.
- There is too much emphasis on urban planning in rural areas.
- There should be a reversal of the existing "paternalistic system", making the Province an "interested party" in local planning; providing a flexible provincial framework and technical assistance, which is badly needed, but refraining from intervention at the local level unless specific provincial interest require protection.
- Legislation should give planning authority to municipalities to act in place of the Province.

Defining the various roles of the different levels of government in the planning process, reviewing the legislative framework, administrative procedures, and regulatory mechanisms at the centre of the present planning system, were some of the main issues studied by the PARC group.³³ The Ministry of Housing in addition to PARC carried out their own evaluation of The Planning Act, initiating additional studies and consulting with other Ministries and groups both within and outside the Provincial Government. These two review processes

33. Op. cit. 31.

provided the basis for the Ministry to arrive at an overall provincial position on the Planning Act which was published as "The White Paper on the Planning Act", 1979.³⁴

2.3.4 The White Paper on the Planning Act (1979)

The White Paper identified and discussed the various roles of the different levels of Government within the planning system, such as that of the Province; the municipality; the two-tier planning system, the special case of Northern Ontario; the Official Plan issue, 'the Sub-division of Land' issue; and the issue of "Public Involvement". The Ministry took the position that "... change should not be embarked upon simply for its own sake ..." and accordingly it retained an extensive portion of the existing Act.³⁵ Both the Ministry and the PARC group had indicated that the municipal planning process, as outlined in the Act, should continue to be directed primarily toward physical/spatial planning concerns and not so much toward objectives of social and economic planning.³⁶ Furthermore, the Ministry and the PARC group agreed that municipal planning, as a political process, in the final analysis, should be the responsibility of elected representatives. The Provincial Government recognized the extensive limitations some small municipalities might still be faced with due to their lack of experience with the planning process. The Province therefore

34. Op. cit. 93, c. 1;

35. Ibid.;

36. Ibid. pp. 27-28.

agreed to support increased public involvement by providing more procedural guidelines in the form of regulations. It also made clear the need for continuous consultation, improved communication and clarified the appeal procedures necessary for specific municipal planning actions.

PARC's recommendations regarding the inherent rights of a land owner towards development of his land was not accepted by the Province on the basis that community rights and related responsibilities took precedence.³⁷ The Province stated that its principal interest would be directed toward the preparation of policies and guidelines, providing increasingly more extensive authority to the regions and the municipalities. In December 1979, the Minister of Housing published the Draft of the new Planning Act for review and public comment.³⁸

2.3.5 The Planning Act : A Draft for Public Comment (1979)

This document was tabled in the Ontario legislature as a draft for the proposed new Planning Act. It contains many of the regulations as well as the general character of the previous Planning Act (R.S.O. 1979) along with some of the new ideas and proposals discussed in the White Paper. In draft form, this newly proposed Act underwent a major reorganization and has been scheduled into seven major sections.

37. Ibid. pp. 30 & 129-134;

38. The Planning Act, a Draft for Public Comment. Government of Ontario December 1979. 167 pages. Op. cit. 32.

- 1) Provincial Administration : the delegation of provincial authority and the definition of provincial interests.
- 2) Local Administration : the establishment of local planning including modified regulations for joint planning areas.
- 3) The Official Plan : the procedures for preparing, approving and amending plans as well as measuring the effects of upper tier plans upon the locally intended program.
- 4) Community Improvement : considers redevelopment, property standards and demolition controls, all of which are very similar to the ones in the existing Act.
- 5) Zoning Regulations : site plan control, land for public purposes and guidelines for the "Committee of Adjustment."
- 6) Land Subdivision Controls : by plans and by consents.
- 7) Miscellaneous Provisions : such as the relation to other Acts, the effect of O.M.B. approvals, penalties, development standards and the role of the Lieutenant Governor to this Act.

There are a number of amendments which deal with the Official Plan, the approval process, the zoning by-law and its approval process, as well as the subdivision by-law and its approval process. It also includes a paragraph on "Plans of Subdivision", "Consents and Minor Variances" as well as the "Consent Approval Process" along with the "Minor Variance Approval Process". There is a paragraph on joint planning areas, the delegation of the Minister's authority and provincial policy statements.³⁹

39. Ibid.

Much of the content of the proposed Act was drawn from the existing Act and has remained unchanged. This includes the sections on "Site Plan Controls", "Property and Standards", "Demolition Controls", "Validation" of lot title, "Metric Conversion", regulation for "Mobile Homes" and the Minister's Zoning Orders. Compared to the existing Act, this new proposal foresees a significant shift from the present role of supervision and approval to an advisory role for the Province, providing regions and municipalities with some type of autonomy and more authority. Such a move will likely be a welcome change for local planning authorities. In the past, the Province has repeatedly been accused of being too involved in numerous local matters of municipal planning. The proposed change should lead to an improved coordination in joint provincial/municipal planning issues and reduce the actual confrontations between the general public and government agencies. However, whether it can overcome the difficulties encountered in rural community planning remains to be seen.

2.4 The Ontario Planning and Development Act (1973)

This is an Act which was established by the Province in 1973 and provides the Government with sweeping powers to override any local Plan in the interest of a provincial public project. This Act is being discussed here as it relates to a situation whereby the Provincial Legislature may, due to circumstances, become directly involved in local or territorial planning without the necessity of obtaining approval from the local municipalities.

As such, it would seem to offset some of the advantages and shifts of power to local authorities which the proposed Act recommends. This Act is relatively brief and specifies that a development plan may contain provincial policies relating to population and employment, distribution and growth, environmental control and the conservation of resources, transportation networks, financing of public works, planning co-ordination and such other matters that are, in the opinion of the Minister, advisable.⁴⁰ Two advisory committees are to be established from the local areas. The objective of the policy is to advise in the formulation of the Plan. A hearing officer will be appointed to receive, and to report on representations regarding the content of the Plan.⁴¹ Only the Minister can initiate an amendment. Approval of the document occurs through the Lieutenant Governor of the Province. No municipality with jurisdiction is allowed to pass any by-law for any purpose which conflicts with the development plan/program.⁴² The Minister can purchase and sell land in support of the principles of the development plan/program and he must initiate a review of the same at least every 5 years.⁴³ Where, in the opinion of the Minister, an existing local Plan or zoning by-law is in conflict with the plan, he may require

40. The Ontario Planning and Development Act, S.O. 1973/1974, c. 50;

41. Ibid. s. 6, (2-6);

42. Ibid. s. 9, (1 & 2);

43. Ibid. s. 14 (3).

the submission of proposals to resolve such conflicts.⁴⁴ The Minister may also require rezoning or amendment of the local Plan to meet the requirements of the development plan. For the purpose of such planned development, the Minister in the name of Her Majesty, may acquire by purchase, lease or otherwise and without consent of the owner, any land necessary for the plan.⁴⁵ The Minister may make grants available to the municipality in order to reimburse it for legal and administrative fees required in preparing the necessary documents, by-laws, etc. related to the implementation of the development plan.⁴⁶

2.5 Comments to the Draft Planning Act : Ontario Association of Planners.

Before discussing the Official Plan and its characteristics as outlined in The Planning Act, it may be useful to look briefly at some of the comments the Ontario Association of Planners submitted to the Ministry of Housing concerning the proposed Planning Act⁴⁷, in particular, those comments which have relevance to planning at the small urban and rural level. The following aspects have been selected from their submission and can be divided into five major parts :

44. Ibid. s. 11 (1 & 2);

45. Ibid. s. 15 (1 & 2);

46. Ibid. s. 16 & 17;

47. Position Paper on the Draft Planning Act by the "O.A.P." Apr. 80 p. 2.

- 1) Provincial Planning
- 2) Delegation of authority
- 3) Process related concerns
- 4) Northern Ontario
- 5) Professionalism

To 1) The OAP stated that they disagreed with some of the items listed under "Nature of Provincial Interest" - such as items a) Land Provisions and b) The Efficiency and Amenity of Communities. Such issues should be primarily the concern of the municipality. Although they applauded the provision of policies and guidelines (section 3), they also recommended "more specific parameters in which policy statements could be developed".⁴⁸

Further, they suggested a provincial mechanism "to ensure that policy statements are not in conflict with each other, representing a comprehensive provincial view with respect to planning"⁴⁹.

To 2) They support the proposed delegation of authorities to the municipal level (section 4). However, the differentiation provided by the Province seems to allow for the possibility of preventing such authority reaching the individual municipal level, remaining rather with the county or regional governments.⁵⁰

48. Ibid. p. 2;

49. Ibid. pp. 2 & 3;

50. Ibid. p. 2.

To 3) They addressed the issue of time for a project to pass through the approval process. The OAP requested a simplified system that could provide effective relief from the existing conditions.⁵¹

To 5) They requested that the 'Planning Officer' referred to in the Act, should have the further qualification of being eligible for membership in the Canadian Institute of Planners, (C.I.P.).⁵²

2.6 The Official Plan : Part I of the Planning Act.

Having reviewed the legislation framework in general, as well as the more recent public discussions on The Planning Act, the following section will deal specifically with the type of legislative guidance provided to municipalities by the Province, primarily the 'Official Plan'. Since the Ontario Planning Act relates to both urban and rural planning, it seems to be of interest to review this part of the Act in more detail.

One of the first issues dealt with in Part I of the Act, (R.S.O. 1960, c. 296) was the establishment of planning areas. Upon application, one or more municipalities were able to form a "planning area" for the purpose of preparing an Official Plan for that area. From 1960 to the present, there has been little change to this portion of Part I s. 2 (2-9).

51. Ibid. pp. 2 & 3;

52. Ibid. p. 4.

Another important issue was the establishment of a Planning Board, to be appointed by the local council and in the case of a joint planning area, subject to approval by the Minister. The Act recommended that the make-up of a Planning Board, in drawing from council members should be comprised of a majority of non-council members. Sections 3-7 dealt with the specifics of the 'Office' on the Planning Board, the term, the disclosure of personal interests of Planning Board members such as land holdings, other positions held etc., remuneration and other issues.

Until 1970, section 8 stated that both the municipality as well as the county/region could make financial contributions in the form of grants (start-up financing) to the Planning Board. In 1971, however, this section had been revised, stipulating that any Planning Board was to establish an estimate of an operating budget which remained subject to approval by the council or councils of the municipalities. This section was then further extended to provide for municipal grievance to the OMB.

The request for an annual audit for the Planning Board's expenditure remained unchanged. The duties of the local Planning Board, listed in that section, remained the same. According to the Act, every Board had to investigate and survey the "physical, social and economic conditions"⁵³ relating to the development of the Planning Area. The Board was encouraged to perform all duties of a planning nature as it may be specified by the council(s) and the Act.⁵⁴ The

53. R.S.O. 1960, c. 296, s. 10;

54. Ibid. s. 10 (1a-f).

aspects of social and economic municipal conditions were never considered similar or equal to the physical aspects. The special situation of rural planning areas, regarding their resources and their environment, were apparently never pursued within this section.

The Act required that any Plan, recommended by the Planning Board to the municipality, should have a majority vote of approval prior to recommendation to any municipality. The Plan was then to be submitted to all member municipalities where, within a period of ninety days, council was to adopt the Plan by by-law. After such a period, the designated municipality was able to adopt the Plan by by-law without having received the consent of the other member municipalities.

After the adoption, the Plan was to be submitted to the Minister, who in turn refers the Plan to any Department of the Public Service which likely might be influenced by it, including the Hydro Electric Power Commission of Ontario. The Ministry was to submit copies to the councils of the participating municipalities and, if desirable, institute modifications to the satisfaction of all parties concerned.

This includes recommending the necessary amendments to go with any modification. Once satisfied that all interests have been served under the given conditions, the Minister then approves the Plan as the 'Official Plan' of the 'planning area'⁵⁵. Disputed sections of the Plan are to be referred to the OMB by the Minister. The OMB

55. Ibid. s. 12; & R.S.O. 1970, c. 349, s. 13 & 14.

decision on such issues has the same effect and force as the ministerial approval. Copies of the approved Plan have to be available to the public upon request. Any municipality, not satisfied with the Plan as approved by the Minister, has the right to amend or repeal the Plan or certain sections thereof. However, such decisions have to be adopted by a two-thirds vote of all council members. Where an Official Plan is in effect, all public work has to conform with the Plan.⁵⁶

For the purpose of implementing any feature of the Official Plan, a municipality, with the approval of the Minister, is permitted to acquire land. If such land, at a later date, is no longer required, the municipality is able to dispose of the land or lease it. In the case of a joint planning area, it is the designated municipality which may exercise the prescribed powers. In addition, any municipality or county may contribute towards the related costs of land acquisition.⁵⁷

The process of designating development or re-development areas, as described by the Act, remained unchanged.⁵⁸ The designation of these areas is primarily directed to meet the objectives of the Plan. In many cases, this section was directed towards rehabilitating or renewing local downtown areas.

56. Ibid. s. 15 & R.S.O. 1970, c. 349, s. 19;

57. Ibid. s. 19 & R.S.O. 1970, c. 349, s. 21;

58. Ibid. s. 20 & R.S.O. 1970, c. 349, s. 22.

The remaining sections deal primarily with approval for special studies which the municipality could enter into with any governmental authority. Such studies were restricted only to those aspects dealing with the physical planning issues within the municipality or any part thereof. Here again, social and economic planning issues were not included. From 1970 on, the Minister, with the approval of the Lieutenant Governor in Council, was able to assist municipalities financially in the form of grants and loans to achieve the approved re-development.⁵⁹

Further changes to the Act followed in 1974. The 'Plan approval' section of the Act was considered to be inflexible. Therefore a paragraph was added allowing the minister, in the case of grievances or objections against parts of a Plan, to provide the municipality with a partial approval of the Official Plan while the disputed portion or sections were before the OMB.⁶⁰

As well, the 'Land acquisition' section was reorganized at that time. Upon initial approval of the Official Plan by the Minister, a municipality no longer needed to obtain any additional approval from the Minister to acquire land for the purpose of developing any particular feature of the Plan.⁶¹ However, it was mandatory that any re-development program, including plans, had

59. R.S.O. 1970, c. 349, s. 24;

60. S.O. 1974, c. 53, s. 1;

61. S.O. 1974, c. 53, s. 2.

received prior approval from the Minister.⁶² Finally, the section dealing with 'Agreements for grants in and of re-development' was further defined.⁶³ Similar to the preceding section, 'Designation of a re-development Area', the Act more clearly stipulated the possible financial involvement of the Ministry.

A final and more recent change concerning Part I (Official Plan) of the Act was adopted in 1978, when "prospects of public work" not conforming with the Plan allowed for further studies to be done which would support the proposed project and assist in amending the Plan.⁶⁴

2.7 Supplementary Policies

In November 1978, in order to improve the procedure of plan approvals, the Operation and Development Control Branch and its Plans Administration Division published a number of guidelines entitled: "The Procedures for Adoptions, Submissions and Lodging of Official Plans and Amendments pursuant to the Requirements of the Planning Act."⁶⁵ These guidelines relate to the following:

- A1) The adoption of the Official Plan
- 2) Designation of each copy of the Official Plan
- 3) Submission to the Minister

63. S.O. 1974, c. 53, s. 3;

64. S.O. 1978, c. 93, s. 1;

65. Guidelines/Policies by Min. of Housing (1978) 12 pages.

- 4) Notification of the Minister's decision
- 5) Lodging of the Official Plan
- B1) The adoption of amendments in any Planning Area for amendments initiated by council
- 2) Number of copies of amendments for canvassing purposes
- 3) An application for an amendment initiated by an individual.

For a joint planning area the process required the following :

- a) Recommendation by the Planning Board to its council (or councils)
- b) Submission to council as per section 13(1) of the 1977 Planning Act.
- c) Adoption by council in accordance with section 13(2) of the 1977 Act.

Samples of a) and c) were included in the guidelines.

All in all, these guidelines, for the first time, provide a uniform format for all submissions forwarded to the Ministry. At the same time, they act as a practical checklist for particulars such as numbers of copies required etc. which are mandatory for the approval procedures. This policy will likely eliminate frustration and friction between the two levels of government.

To summarize the above, the Act provides the legislative framework for the physical/spatial form of municipal planning. In order to become a binding and official document for local development, the Official Plan has to be adopted by the municipality in form of a by-law stating the adoption. The Official Plan has to be forwarded to the Ministry of Housing together with a copy of the adopting by-law.

Similar to any other municipal by-law, the adopting by-law is subject to OMB approval. The Ministry of Housing may require further changes prior to providing official approval.

The implementation of the Official Plan at the local level is guided by the local development control by-laws, dealing with 'Subdivision' and 'Restricted Area and Buildings' (zoning), both of them often referred to as the 'implementing tools' of the Official Plan. These two types of municipal by-laws, although dealing with specific local conditions, are also supported by the Planning Act as mentioned briefly in Section 2.31 of this Chapter. Both types of development control by-laws have to conform with the objectives of the Official Plan and its designations.

2.8 Planning Policies Relating to Rural Planning

In the early and mid 1960's, the Government of Ontario studied various alternatives for establishing comprehensive resource inventories and efficient development policies. The objective of these studies was to find practical means to serve the population of the Province on a more just and equal basis and to apply good managerial criteria to the operation of the various sectors of the Government⁶⁶. The disparities between urban and rural population was an issue that the Government sought to eliminate, starting first with a re-organization of the educational institutions of the primary and secondary levels.

66. Design for Development, White Paper, 1966, Province of Ontario.

Then there were health facilities and social services which required substantial re-organization and establishment within the rural areas. In addition, there was a strong push toward the local improvement of sanitary and water services and environmental protection issues such as pollution of water, soil and air.⁶⁷

A brief review of some of the more pertinent provincial policies as they relate to the earlier mentioned 'planning system', is discussed in the following section. The purpose is to provide a general overview to planning as it seems to have been understood and practiced. Some of this material relates specifically to the application at the local level, to Arnprior and to the 'Lower Madawaska Planning Area!'

2.8.1 Provincial Policies on Regional Planning During the 1960's and Early 1970's.

The provincial White Paper, 'Design for Development' (1966)⁶⁸ was one of the first published statements relating to regional development. It was followed by the 'Report of the Ontario Committee on Taxation', also known as the 'Smith Report'⁶⁹. Since within the Committee on Taxation there had been different points of view, a sub-committee, the 'White Committee'; issued its own report at about the same time. There was also the Select Committee on the

67. Sectoral Planning Approach (see M.A. Qadeer, "Issues and Approaches of Rural Community Planning in Canada" PLAN Canada 19/2 June 1979 pp. 112-113;

68. Op. cit. 66;

69. Ontario Committee on Taxation, Smith Report Government of Ontario, 1967.

Municipal Act and related Acts which published the Beckett Report, 1966.

Planning in Renfrew County,⁷⁰ is a report dealing specifically with policies relating to the above-mentioned studies, and was applied as rationale for implementing a planning system at the Renfrew County level.

The Province decided to establish a fundamental re-organization through regional groupings and newly established regional authorities. These, in an organizational sense, were intended to look after their own planning and were expected to provide guidance for economic and social development at the local level.⁷¹

The Smith Report suggested the Province be divided into 20 administrative regions. Eastern Ontario, for example, was to be divided into three rural and one urban region. The Ottawa Valley Region was one of the proposed rural regions and included most of the territory of Renfrew County.

The reasons for such planned regionalization, as suggested by the Smith Report, were given as follows : Collection of Taxes, Control of Capital-Borrowing; Planning and Maintenance of Arterial Roads, Supply of Water and Treatment of Sewage, Control of Public Health and Welfare, Education, Regional Parks and Conservation, etc.⁷²

In an address to the provincial Legislature, the Minister of Municipal Affairs, the Hon. Darcy McKeough, referred to the 'Baldwin Act' as having been the key to the form of local government which

70. Planning in Renfrew County J.L. Richards & Assoc. Ltd. 1968, p. 31;

71. Op. cit. 66;

72. Op. cit. 70, p. 33.

exists in Ontario. However, local government was to be re-established in 1968.⁷³

McKeough proceeded to introduce the Government's new policies on regional planning and local government.⁷⁴ In view of such guidelines and based upon recommendations made by the two 'Committees on Taxation', the Province came to the conclusion that a minimum regional population of 150000 to 200000 would be required" ... for the efficient and economic provision of most local services.⁷⁵ Along the same line of thought, the Province suggested "... that the minimum

73. Op. cit. 69;

74. Address to the Prov. Legislature by W.D. McKeough on Dec. 2. 1968.

The criteria selected to guide the establishment of regional governments can be summarized in eight points :

- a) The sense of community identity based upon sociological characteristics, economics, geography and history.
- b) A balanced, well developed interest to avoid any one-sided domination.
- c) The need for an adequate financial base.
- d) The size and economic diversity recognizing local responsibilities which could perform effectively by taking advantage of the economies of scale.
- e) Inter-regional co-operation, facilitated by future boundaries.
- f) Participation and acceptance of such new form of government by the regional community.
- g) The future regional boundaries were to be suited to serve as a base for other institutional boards such as education and social services, health services, etc.
- h) In the case of a two-tier organized region, the absolute need to utilize the same criteria to establish either tier. The region and its local municipalities "must be designed together using the same guidelines";

75. Ibid. p. 3.

population of local municipalities within a region should be from 8000 to 10000."⁷⁶

The question of whether the Province should distinguish between rural and urban areas, or whether it should attempt to combine rural and urban aspects within one region, was answered by the Minister who stated that any regional government should be viewed in terms of an urban-centered region. He added that both "the urban centre and the surrounding areas together shared the social, economic and physical services."⁷⁷ In his view, the old distinction between urban and rural interests was no longer valid. The aim of the government's new policy was to provide, such services as better education, health care and hospital facilities, welfare, employment and commercial opportunities, etc. for the population of Ontario on a more equal basis. "Because of this emerging community of interests, the shape our regional governments will take, covers the urban centre and its rural hinterland, both of which are, in fact, mutually interdependent."⁷⁸ The statement continued with 'Internal Structures' referring to the need of one or two-tier regional governments which were to be decided upon through the establishment of local needs and circumstances as well as the physical and social geography of the future region.

76. Ibid. p. 3;

77. Ibid.;

78. Ibid. p. 4.

Property Assessment, Taxation and Capital Borrowing were briefly mentioned in the summarizing conclusion, indicating that in a regional administration, the collection and the assessment was expected to be better equalized and the degree of services, to be achieved for the individual, would be higher.

Under the heading of 'Planning', the policy recognized the need for division of responsibility for various public services within a two-tier system. The preparation and implementation of planning policies should definitely be divided. The regional responsibility would cover the overall physical and economic framework oriented toward regional growth. Planning at the municipal level would consider primarily local issues in the form of detailed plans. However such planning should be carried out within the regional framework.

The statement closed by making reference to common interest issues such as Police and Fire Protection; Arterial Roads, Transits, Sewage and Garbage Collection and Disposal, Fresh Water Supply and Distribution, Health and Welfare, Conservation and Parks. The Government recognized the issue of equal representation within the regions, stating that it will provide guidelines assuring all residents, urban and rural, of a "reasonably equal voice in regional decisions."⁷⁹

The Hon. John Robarts, as Premier of Ontario, also elaborated on the provincial policy on planning. On Nov. 28, 1968, he referred to a program which was to consolidate and regionalize the

79. Ibid., p. 11.

School Boards throughout the Province. In mentioning the Government's White Paper 'Design for Development 1966', along with the Beckett Report, the Premier expressed his satisfaction with the impact these documents had upon the preparation and formulation of various policies at that time. In his view, the White Paper, 1966, as an indication of public feedback, confirmed that the population of Ontario was in fact "... living and functioning on a regional scale ..." and that development directed on this level, would receive full support from the general public. Furthermore, in his view, the public reaction to the White Paper confirmed that urban areas should not be separated from rural areas surrounding them; that the planned sharing of assessment and dormitory expenditure would bring about regional thinking and budgeting much faster than any other single influence.⁸⁰ Thus the provincial objectives of regionalization would provide the best possible environment for the people and for the creation and maintenance of an atmosphere which would encourage economic growth and development⁸¹. He also stated that the government would :

- Accept the responsibility of guiding, encouraging and assisting orderly growth;
- prepare policies and programs for regional development complementary and in concert with the private sector;
- study and analyse the need for individual regional standards of growth and development and that the various potentials would be reflected in the level of assistance provided to each region.⁸²

80. Statement by the Hon. John Robarts, Premier of Ont. Nov. 28, 1968.

81. Ibid. p. 2.

82. Ibid. p. 5.

2.8.2 Provincial Policy on Municipal Planning, 1968

In February 1968, in a speech to the Ontario Association of Rural Municipalities, the Minister of Municipal Affairs, the Hon. W.D. McKeough; outlined the provincial policy on municipal planning and stated that year-round residential development was to take place in municipalities with adequate administrative capabilities, equipped for providing and maintaining piped water, sanitary and storm sewerage, schools, recreational facilities and streets and that have demonstrated a willingness to provide and uphold these services.⁸³ The Minister clearly indicated that the Province expected the bulk of the predicted new development to take place in the existing urban communities. Only in some few cases, - the establishment of new urban communities -, would specially designed plans be developed. The Minister urged the municipalities interested, to plan ahead to meet the demand for development, and to include a reasonable degree of flexibility and choice in a variety of local markets. In his opinion, appropriate land use and zoning regulations as stipulated by The Planning Act, or other policies, were either in place or would be in force by the time local rural development would come on stream. The Province expressed no desire to prescribe certain rigid forms of urban communities nor would it demand inflexible adherence to such forms. At the same time, the Province was aware that the uncontrolled urban growth into rural areas might lead to serious problems in the economy of rural municipalities. Uncontrolled growth could be destructive to

83. Statement by the Honorable W. Darcy McKeough, Minister of Municipal Affairs on Feb. 12. 1968.

natural resources, create local health problems, cause problems for nearby urban transportation systems and might lead to clashes and uncertainties in urban and rural values, causing local tax rates to increase with corresponding levels of local municipal services likely to decrease.

The Minister identified three situations which would require special attention, all of which would have to be considered on a local basis in the Official Plan. These were :

- a) estate developments
- b) infill development
- c) non-conforming land use situations.

2.8.3 The Beginning of Regional Government.

Since regional government had no precedence in Ontario, the Government, in its fascination with this new system, provided detailed guidelines along which the actual establishment of some regions took place. As a move of caution, and in order to allow for some feedback from the already established regions, the Government did not implement fully the initially proposed complete regionalization program as recommended in the Smith Report. The Community Planning Branch of the Ministry of Municipal Affairs had, for a number of years, promoted the need for planning on the county as well as on the municipal level. In combination with financial programs such as municipal grants and loan programs, the Province effectively applied growing pressure upon local governments (particularly on small and medium sized municipalities) to 'consider' orderly planning procedures.

2.9 Summary

The following are the main points arising out of this chapter:

- Understanding the current Planning Act reflects the succession of previous provincial legislation, having to do with community planning;
- Its evolution suggests a recent, strong urban bias of mainly urban societal development in the province;
- Throughout its evolution the Act can be characterized as having been responsive or reactive to urban conditions to the exclusion of rural;
- The Act cannot be progressive, although planning policies, it appears, could be more progressive;
- Since 1946, the Act provides legislative authority for the investigation of:
 - a) physical/spatial urban development issues;
 - b) social and economic facts and issues on the municipal level.
- Social and economic development issues have not been integrated effectively with those of the physical/spatial sector;
- Since the mid-sixties the province has advocated urbanized administrative policies for urban as well as rural planning areas;
- Regionalization and regional planning and development reflected to provincial aim to overcome local disparities in their various service sectors;
- Rural planning issues became recognized mainly through the provincial regionalisation program;

- The Act does not differentiate between urban and rural planning and development issues;
- The orientation of the Act appears mainly to be prohibitive, rather than constructive with respect to local development and thus appears mainly concerned with administrative issues at both, the provincial as well as the local levels;
- Arnprior's early planning period, as well as the planning era of the First Official Plan for the Lower Madawaska Planning Area, coincided with the very early decision-making regarding new rural and regional planning policies and legislation undertaken by the province. (mid-sixties to early seventies) For example, the era of the province-wide reorganization of:
 - a) municipal (urban) planning,
 - b) educational institutions,
 - c) general health services and facilities,
 - d) local environmental safeguards and controls (waters purification and sewage treatment plants)
 - e) decentralization of industrial and residential development, etc.;

All these issues relate and apply directly to the study area. Thus the foregoing analysis of the legislative, administrative and policy framework of the Planning Act provides:

- a) the general abstract of the urban oriented planning legislation, and
- b) an opportunity to allow comparison to the Arnprior and Lower Madawaska Planning Area situation.

In the following chapter specific Arnprior issues, such as the local history and the evolution of local zoning and planning are reviewed. The emphasis of this review is on local development legislation, the First Official Plan and the implementing tools, the zoning and subdivision by-laws of the town and the planning area.

CHAPTER III

3.0 Municipal Planning and the Framework of Tools for Local Implementation

This is an introduction to the development of the Town of Arnprior and the Lower Madawaska Planning Area (LMPA).

The early planning period of Arnprior can be best related through a brief historical as well as geographic review of its development. In this chapter the establishment of the LMPA and the description of the first Official Plan, the new Zoning By-laws, the various amendments to both, the first Official Plan and the Town's¹ zoning is reviewed. A description of the second Official Plan and a comparative review of the most recent political and socio-economic developments within the LMPA conclude the general review of the planning area. From a descriptive analysis certain conclusions are drawn and summarized in the final section of this chapter.

3.1 Arnprior, its History and Geography

On January 1, 1853 Mr. Daniel McLachlin had an advertisement published, together with an artist's etching of the scenic landscape of the area, where the Madawaska river joins the "mighty" Ottawa.

1. "Town" is synonym for Town of Arnprior.



VIEW OF ARNPRIOR.

ARNPRIOR, ONTARIO

Arnprior is situated at the junction of Katchewan and Ottawa rivers, 40 miles from Ottawa City, the terminus of two railroads, one from Toronto & one from Ottawa C. under contract. Two years since this place had one or two buildings, it now numbers 47. There is a water factory with Power, K.V. McLaughlin is preparing plans to enable him to sell or let Water Privileges, at low rates. The amount of lumber from the Katchewan last year exceeded 6 million square feet for exportation. There are large quantities of Vachin in the vicinity which can be quarried for the market & deposited and used for agricultural purposes. The Proprietor offers for sale lots of a more numerous value at an estimated 100000.

Daniel McLaughlin

Arnprior, Ontario, Canada

"Arnprior is situated at the junction of Madawaska and Ottawa rivers, 40 miles from Ottawa City, the terminus of two railroads, one from Brockville on the St. Lawrence river and one from Ottawa City under contract. Two years since this place had one or two buildings, it now numbers 47. There is a never failing water Power and Mr. McLachlin is preparing flumes to enable him to sell or let, water privileges, at low rates. The amount of Lumber from up the Madawaska last year exceeded 6½ million square timber for exportation. There are large quantities of Marble in the vicinity which can be quarried for the market, a deep rich soil well suited for agricultural purposes. The Proprietor offers for sale lots at a mere nominal value, as inducement to settlers."²

Daniel McLachlin
Arnprior, Madawaska River.
January 1. 1853.

The sketch, an 'old' view of Arnprior, appears to be very typical for the Town and the old advertisement seems to be well suited to introduce the historic background of the Town's industrial and commercial development. Arnprior's development was closely linked with the legendary timber resources of the Ottawa Valley. According to old records,³ Philemon Wright, the founder of Hull, is mentioned as having operated lumber shanties in the Arnprior district as early as 1814. In 1823, 75,000 acres of a 'land grant' including the Lower Madawaska river basin, was given to Archibald McNab, a Scottish chieftain. McNab is reported to have brought settlers from Scotland under a ruthlessly enforced feudal system. This ended in 1841, when

2. Arnprior Chronicle, May 12. 1971, p. 7;

3. Op. cit. 2; May 25. 1970 - p. 5 & jan. 7. 1981 - p. 4;
"The Beginning of the County".

the Government of the Province of Upper Canada-West granted the settlers clear title to their 'homestead lands'. In the late 1820's McNab is reported to have started to float logs and cut timbers to places as far as Montreal. In a small way this was in part the beginning of the valley's lumbering era, a trade which supported many Ottawa valley communities during the 19th century.

The first local mill, "to cut and prepare square lumber", (i.e. timber), was built by McNab in 1831, but the business is reported to have failed a few years later.⁴

The real development started in 1851 when Daniel McLachlin, a successful business proprietor from Ottawa, purchased 450 acres immediately west and east of "the junction of Madawaska and Ottawa Rivers".⁵ By 1855, he had the area surveyed and a village laid out. By 1865, he established saw mills on the Madawaska river. By 1866, the Canadian Central Railway reached Arnprior and a major lumbering operation began.⁶

"An additional water mill was established and the lumbering and milling operations went for day and night. The production increased from 2000 ft. per day to 20 million ft per year. Two more and bigger mills were built on the lower shore of the Ottawa river between 1872 and 1879".⁷

4. Ibid.

5. Ibid.

6. Ibid.

7. Ibid.

In 1862, the Village which then had a population of 1500 and a thriving lumber industry, was incorporated. In 1849, The Baldwin Act⁸ had established the basis of the present municipal system. Renfrew County and the lower Madawaska river area were part of the District of Bathurst. In 1861 the county separated from Lanark on a provisional basis and in 1866 became an independent county corporation. At that time, Pembroke, with less than 640 population, became the county seat for 22 local municipalities.⁹

The Lower Madawaska Area is reported to have been settled by people from different countries and cultures including the British Isles, France, Germany and Poland, Apparently many of the area's social activities to this day, as well as existing tourist attractions originate and centre around and from these European cultural backgrounds.¹⁰ According to the County Census 1871-1966, Arnprior in 1871 had a population of 1714 and was the largest urban municipality in the county, followed by Renfrew with 865 and Pembroke with 640.¹¹ From the same source of information, McNab Township at that time had a population of 2855. By 1891 Arnprior had a population of 3341, Renfrew 2611, Pembroke just over 800 and McNab Township 3514.¹² In 1893, Arnprior became incorporated as a town. Its population had

8. Op. cit. c. 2 n. 3;

9. Op. cit. 3. Jan. 7. 1981, p. 4;

10. Op. cit. 8;

11. Op. cit. c. 2 n. 70, p. 28a;

12. Ibid.

increased to 4405 by 1911 and must have reached its initial peak of urban development.¹³⁻¹⁴

After the first World War, the Town like other lumber based industrial municipalities in the Ottawa Valley, went into its first recession. New technologies in the construction industry (-such as structural-steel designs), replacing the traditional timber structures may have been partly to blame for this development. From 1921 to 1941 Arnprior's population declined from 4077 to a total of 3895. During the Second World War however, some industry found its way back into the area, in some cases even utilizing existing plant facilities, local natural resources and the available labour forces. The Second World War and the post-war period brought new industry and new industrial diversity to Arnprior. These changes, as well as the increased individual mobility due to the automobile and its evolution, gradually stabilized and eventually increased the local population so that by 1951 the Town again had reached a new population total of 4381.¹⁵ By 1961 the population was 5474 and by 1966, it was 5693.¹⁶ Throughout the 1950's and 1960's Arnprior developed a keen interest in becoming an industrial centre. Such a development seemed to be justified, given its industrial history as well as its location just outside the Regional Municipality of Ottawa-Carleton, and a number of available industrial lots.

13. Ibid.;

14: Even today along John and Elgin Streets, Arnprior's main business centre, many of the commercial buildings show dates of construction from that general period at the turn of the century;

15. Op. cit. 11;

16. Ibid.

3.1.1 Demographic and Industrial Development of Arnprior 1970-1981

In 1972 Arnprior's population reached a peak with a total of 6250. By 1977, the population figure had again dropped below 6000 and presently stands at around 5750.¹⁷ SEE TABLE NO. 1

ARNPRIOR
TABLE No. 1

DATE	Assessed Population Total	Municipal Tax Information Values in \$1,000:-				No. of exist. Industrial Employers	No. of exist. Jobs Lost or Added	Monthly Average Of Unemployed Arnprior and District
		Residential	Commercial Industrial	Business	Average Resident. Tax In \$1,000.-			
1970	5807	459	378	175	-	24	25	600
1971	5966	468	419	187	0.310	23	70	617* 1)
1972	6250	632	444	202	0.321	24	23	- * 2) o
1973	6130	598	387	195	0.295	27	-09	472
1974	6109	591	425	235	0.290	24	-22	525
1975	6109	615	410	202	0.305	25	-79	644
1976	6059	752	745	384	-	24	-112	699
1977	5915	784	792	408	-	22	-49	755
1978	5911	959	889	452	0.444	22	-	624
1979	5806	1.059	969	490	0.473	22	41	928
1980	5806	1.119	1,000	496	0.422	21	-09	932
1981	5752	-	-	-	-	-	-	913* 3)

17. Department of Trade and Development, Industrial Survey - April 1. 1981;

18. The Canadian Employment Centre Arnprior
#1 unconfirmed, #2 unavailable, #3 6 month only.

Arnprior's industry, which originally had been based exclusively on the wood working enterprise, has over the years diversified to a large extent. Despite the increasing diversity in economic activities, it should be noted that Arnprior's industry has also experienced some declines in certain areas. Within the 'transport vehicles' and 'tool and die-making' group for example, between 1971 and 1980, the major activity shifted from the 'vehicular' sector to the 'tool-and-die-making', the latter in fact causing the slight increase. The chemical and pharmaceutical product sector declined between 1971 and 1980 by 50%. The burnt clay products not only shifted gradually to concrete products, but also as a sector declined substantially. In contrast new industries such as 'electronics' the 'nickel alloy' industry and 'hospital equipments' picked up and continued where others had left off. (see Tables 2 & 3)

ARNPRIOR INDUSTRIAL PROFILE

TABLE NO. 2

DATE	TYPES OF EMPLOYMENT									
	Lumber Milling Wood Working Trades	Special Paper Wool & Felt Fabrics Synthetic Fabrics	Aeronautics Transport Vehicles Tool & Die Making	Chemical Products Pharmaceutical Prod.	Burnt-Clay Products Concrete Products	Electronics	Nickle Alloy Indust.	Hospital Equipment	Agricultural Feed & Seed Luggage Manufact. Printing Food Production	TOTAL
1971	22	48	14	7	7.7	0.3	-	-	1.0	100%
1975	20	54	15	3.5	4.5	2	-	-	1.0	100%
1980	17	47	17	2.5	0.5	2.5	11	0.8	0.3	100%

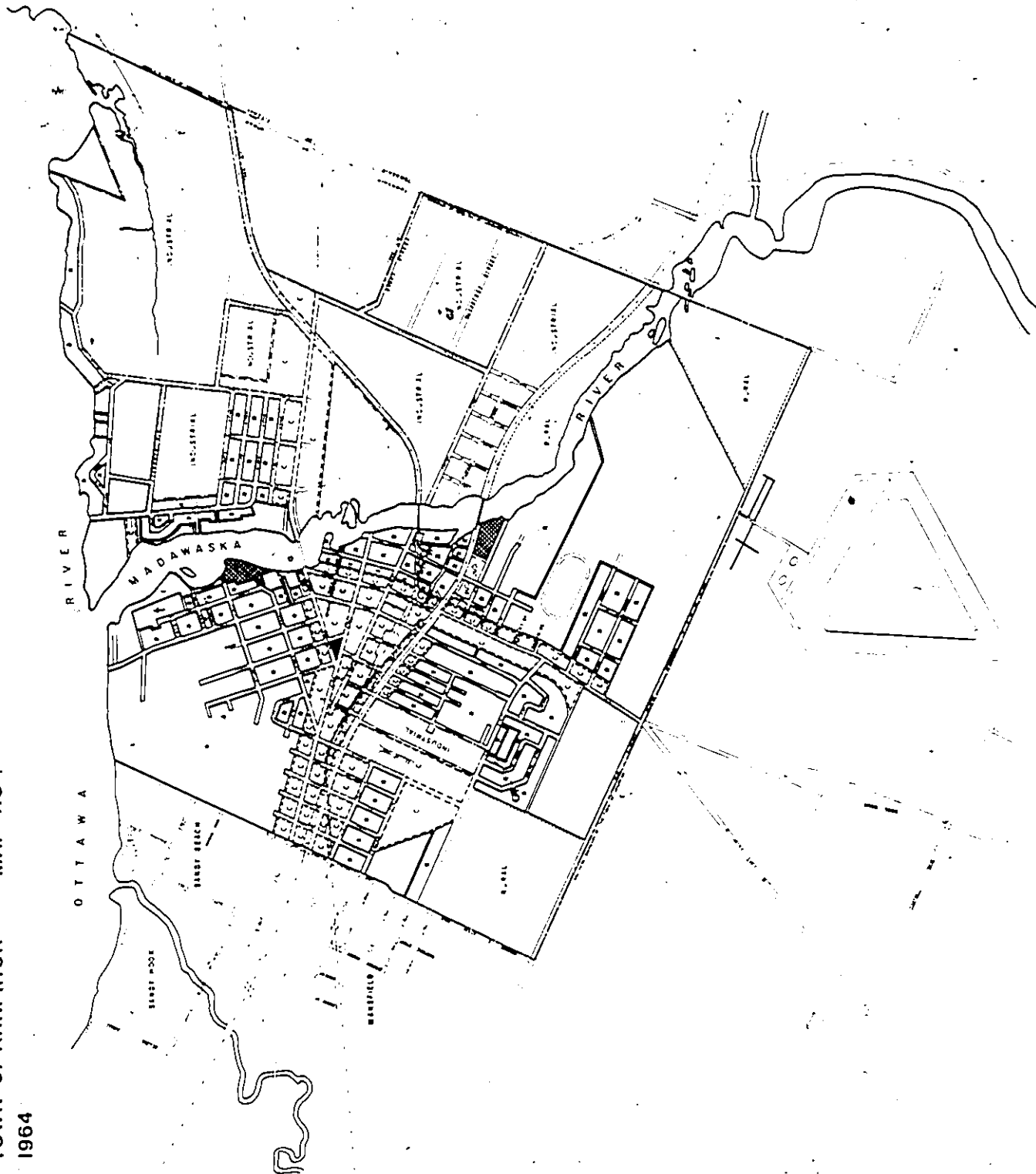
Source: Prov. Department of Trade & Development. Industrial Survey 1971 to 1980.

TABLE No 3

NAME OF COMPANY	1971		1972		1973		1974		1975		1976		1977		1978		1979		1980	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
Arnprior Guide	7	5	5	6	5	7	5	7	5	6	2	7	3	10	1	9	1	2	3	3
Arnprior Chronicle	7	4	7	7	5	5	5	5	6	3	3	4	3	4	3	4	3	3	6	1
Arnprior Builders' Supplies	5	1	6	1	13	1	13	1	12	1	12	1	12	1	12	1	7	2	10	1
Barrday, Div. of Wheeltrator	132	15	106	14	140	17	180	20	180	20	188	20	204	26	282	38	325	48	293	38
Boeing of Canada Ltd.	2	1	2	1	2	1	2	1	3	1	3	2	3	2	4	2	3	2	3	2
H. Brittle Printer	9	1	10	1	9	2	9	2	9	2	11	2	9	1	8	1	9	1	8	3
Carleton Products Consultants Ltd.	6	1	10	1	9	2	9	2	9	2	11	2	9	1	8	1	9	1	8	3
Calcutron Machine & Tool Maker	5	2	5	2	5	2	5	2	5	2	5	2	5	2	5	2	5	2	5	2
H.E.M. Castels	37	3	24	2	22	2	22	2	23	2	13	1	10	2	6	2	1	1	1	1
A.F. Campbell & Son Ltd.	6	1	4	1	5	1	5	1	2	1	1	1	1	1	1	1	1	1	1	1
D. Craig & Son/D.L. Berry	50	1	70	2	70	2	70	2	109	1	75	2	75	2	75	2	75	2	8	1
Dochart Brick & Tile Co. Ltd.	4	4	4	4	5	5	5	5	5	5	3	3	2	2	2	2	2	2	8	1
Educational Fitrent & Millwork	279	6	315	6	315	6	240	6	272	8	300	8	214	9	300	7	212	6	228	10
Gillies Brothers																				
Hodgins Lumber	6	13	8	8	7	8	7	8	6	7	7	5	8	8	8	5	5	8	8	8
Hoffman Concrete	299	102	288	106	283	117	238	82	279	115	234	101	241	93	222	83	216	80	220	63
Hoyck Canada Ltd.																				
Hypernetics Limited																				
Hylco Corporation																				
Kennedy Lumber Co.	2	3	20	1	25	1	25	1	22	1	23	1	23	1	23	1	20	1	20	1
Lorne Slater Bakery	22	9	19	10	29	9	11	2	8	2	7	2	9	1	6	1	7	8	8	1
Measurement/Can. Stackpole/Isolation Systems	1		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Murdoch's Wood Products																				
Montrec Manufacturing Ltd.	39	45	32	35	36	34	40	40	41	35	37	27	40	26	34	21	34	24	31	24
Pfizer Co. Ltd.	38	187	48	332	60	366	50	357	66	372	50	410	82	378	50	240	58	133	124	54
Playtex Ltd.	12		23		15		36	2	16	2	13	1	11	1	11	1	10	1	9	1
Scheel Window Ltd.	185	72	202	93	182	93	200	80	159	69	300	8	137	47	142	56	147	63	151	60
Union Carbide/Dow Badische	44	8	76	12	76	11														
Waltham Creative Printing	4	3			6	3														
Travel Aire Trailer Mfg.																				
Treek Luggage of Canada																				
SUB TOTAL - Male & Female	1670		1932		2022		1853		1866		2134		1763		1687		1595		1496	
Chase Nuclear Canada									15	3	27	5	25	4	25	4	26	4	28	5
Koranda Metal Ind.									13	12	67	9	134	26	210	30	255	37	255	37
Square D Company											80	13	62	17	68	9	81	16	68	13
GRAND TOTAL - Male & Female									1902		2134		2031		2033		2014		1902	

SOURCE: Tabulated results of industrial surveys by the Provincial Department of Trade and Development. (Municipality of Arnprior).

TOWN OF ARNPRIOR MAP NO 1
1964



EXISTING ZONING

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- MUNICIPAL OFFICE
- MUNICIPAL SERVICE
- PARK
- SETTLEMENT
- WATER

OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA



SCALE IN FEET

A.L. BROWN & ASSOCIATES LIMITED
CONSULTING ENGINEERS & PLANNERS

More recently, Arnprior's industries similar to many others in the country have been faced with severe difficulties in retaining a high and viable level of productivity. The lumber industry of the area seems to have been hit hardest since the 'slowdown' in the construction sector affects the lumber trade. Other industries depending mainly on construction activities are the concrete block and ready mix sector which had to reduce severely their operation and manufacture. Local industries faced with a "temporary" slowdown are : the local cattle feeding business (agriculture); Noranda's nuclear tubing production; Boeing's aircraft parts production; Playtex's fibre production; and Badische's Chemical Products. All of them have publicly discussed their experienced difficulties in the local paper. The direct reflection of the high number of locally unemployed has been mentioned by the media. ~~The~~ fact that new industrial plants, assisted by DREE, have recently located in Renfrew, may ease the unemployment situation to some extent and thus may be instrumental in providing a greater employment stability for Renfrew County and the LMPA. However it would have been preferable to maintain a stable employment situation within the planning area.

3.2 Zoning and Land Use Planning in Arnprior

Early in 1947, Arnprior established a form of zoning when its council approved a fire prevention By-law and created a physical "Fire Limit". In addition to other public safety issues, this By-law

regulated the application of certain building materials and construction methods then considered unsafe or hazardous.¹⁹

In 1948, Arnprior approved its first subdivision By-law when the municipality, with the intent of expanding its town proper, bought a large acreage from McNab Township west of its original boundary.²⁰

From 1949 on, complete drawings and specifications for any new building had to be submitted to the building inspector prior to the issuance of a building permit.²¹

By 1950, a By-law "to regulate the use of land and the character, location and use of buildings and structures" was approved by the council.²² Though this By-law applied only to a relatively small section of the Town, it seems to be the first example of a more specific Zoning By-law of the Town.

The first "comprehensive" Zoning By-law together with a Zoning Plan was established and approved in 1964. It applied "to all lands included in the municipality of the Corporation of the Town of Arnprior. The boundaries are shown graphically on plan #F1001 attached hereto."²³

19. Arnprior By-law #1298 (zoning);

20. Arnprior By-law #1354 (zoning);

21. Arnprior By-law #1405 (zoning);

22. Arnprior By-law #1420 (zoning);

23. Arnprior By-law #2040 (zoning) and op. cit. c. 2 n. 70, p. 21a.

This first Zoning 'By-law was "a compilation of By-laws #2040; #2087; and #2090, to regulate the use of land and the character, location and land use of buildings and structures."²⁴

3.2.1 Town of Arnprior Zoning By-law #2040, (1964)

The following is a brief description of the Town's first Zoning By-law.

After the usual interpretation relating to key-words applied throughout the document, the By-law identified its jurisdictional limits and referred to the earlier mentioned plan. Then it introduced its eight zones as follows :

Residential	Zone A	Public Parks	Zone E
Commercial	Zone B	Municipal Services	Zone F
Industrial	Zone C	Municipal Buildings	Zone G
Rural	Zone D	Development	Zone H

Each of these zones has been shown graphically on plan F1001.²⁴ The document related to permissive uses in the various Zones, the required parking related to the various land uses, the special uses relating to the Residential Zone including total coverage permissive on residential lots, the various set-backs and yard requirements etc. It described the Commercial, Industrial and Rural uses similar to the description for Residential uses. Reference was provided to the Public Park Zone, the municipal Service Area, the municipal Buildings

24. Op. cit. 21, (zoning).

Area and the Development Zone which was considered useful as a temporary land use status, permitting deferral until a specific urban land use had been decided upon. In its final paragraphs, the document referred to "non-conforming" uses, describing the intent of the By-law and its provision as well as the penalties in the cases of offenses. In form of an appendix, the By-law had a schedule of minimum lot size requirements relating to the various Zones. All in all, the document appears to have been practical in its format and easy to comprehend, using a clear and logical approach.

3.2.2 Amendments to By-law #2040

For more than twelve years this first zoning plan and By-law #2040 were in force. From all the amendments made to the By-law, only the most important or outstanding ones are discussed.

One of its early amendments related to a large portion of land, previously zoned 'H'. In 1965 this area was re-zoned to become industrial, zone C. A supplementary zoning plan, 'F1002' was drawn up accordingly. In addition, two public park locations along the lower Madawaska river, originally zoned E (public parks) were then converted to zone F and G²⁵ (municipal services and municipal buildings). Both these zoning changes related to the planned new waterworks and the sewage treatment plant.

25. Arrprior By-law #2144 and #2164 (zoning).

Additional rezoning in favour of extended industrial land use was approved in 1969.²⁶ From 1969 to 1974 the first Official Plan for the new Planning Area, the LMPA was established and no amendments of any great significance to the zoning By-law were made.

In 1974 as a result of the New Shopping Centre proposal and construction in the southern fringe of the Town, an amendment was necessary.²⁷ It required the rezoning of land previously designated as Highway Commercial to zone B.

In April 1975 an amendment was approved to the residential By-law stating specifically that all of the Town's residential area, previously zone A, was in fact permitting only single-family, detached and semi-detached types of housing.²⁸ This By-law was in response to the local developments in the east sector of the Town, where developers converted large manor-house type residences into multiple apartment dwellings, without providing the necessary site amenities such as parking etc. Local rate payers, in protection of their own property values, protested against such an increased density and considered this a nuisance. Another amendment related to the existing parking regulations in the downtown CBD area. The local merchants felt that less restrictive parking regulations were suitable to offset and counter the convenient services and facilities offered by the new Shopping Centre.²⁹

26. Arnprior By-law #2448 (zoning);

27. Arnprior By-law #2688-75 (zoning);

28. Arnprior By-law #2762-74 (zoning);

29. Arnprior By-law #2782-75 (zoning).

The term 'Hospital' needed a new, more precise definition which had not been provided in the text of the original By-law. This was necessary since the Town intended to establish a new 'Nursing Home' for senior citizens which required a specific zoning.³⁰

In 1976, out of concern relating to parking for multiple family dwellings and apartment buildings, new regulations were established.³¹

Finally, by May 1976, a new zoning By-law together with new plans, "Schedules A and B" had been submitted to the Ministry of Housing and thus By-law #2040 was officially repealed.³²

3.2.3 Planning in Arnprior 1964-1969

From 1964 on, the Town of Arnprior had its own Planning Board and was in the process of preparing an 'Official Plan'.³³ The chairman of the Planning Board, in an article to the local press in 1968, informed the public of the purpose and the need for an Official Plan.³⁴ In reference to the activities and achievements of his Board, he explained his version of a planning process and how the public would be kept informed. He commented on what was expected of the new

30. Arnprior By-law #2813-75 (zoning);

31. Arnprior By-law #2847-76 (zoning);

32. Arnprior By-law #2863-76 (zoning);

33. Op. cit. c. 2, n. 70, p. 23;

34. Op. cit. 2, Feb. 7. 1968, p. 1 "The Official Plan".

Plan, namely to guide the municipal council in their decision-making process and how the actual approval of development projects at the local, as well as the provincial level, would proceed.

From 1964 on, the local School Boards, had been reorganized due to the new provincial policies on education. Arnprior had become the centre of an educational district; this meant that the 'regional' and local educational facilities had to be upgraded and expanded to meet the new standard.³⁵

In 1967, a new Sewage Treatment Plant was completed, providing 60% removal of solid pollutants in a 'primary system'.³⁶ Such efficiency was in accordance with the provincial standards at that time. The installation of this new facility had been supported and partly financed by grants from the provincial Government.

In addition, in early 1968, the new Water Filtration Plant came on stream, replacing an outdated system. This new facility was considered to be one of the most modern and efficient in its 'class'.³⁷

With the provision of these two important utilities Arnprior met the local environmental requirements, the Province had set as standards, to be met by all municipalities wishing to qualify as urban-industrial development centres.³⁸

35. Op. cit. 2, Jan. 17. 1968, p. 1, and Feb. 21. 1968, p. 1;

36. Op. cit. c. 2, n. 70, pp. 25-26;

37. Ibid. and op. cit. 2, Feb. 14. 1968, p. 1. "Official Opening of Arnprior's Ultra-Modern Filtration Plant, Feb. 20. 1968";

38. Op. cit. c. 2 n. 66 and op. cit. c. 2 n. 69 and op. cit. c. 2 n. 74.

Furthermore, the Province in its intent to reorganize and upgrade health care and welfare services, had selected Arnprior as location for a district hospital. This meant that the local semi-private 30 bed clinic was to be upgraded and expanded to an ultra-modern 100 bed facility, including modern surgical and health care facilities, and a new regional ambulance service.³⁹ The facilities were completed in the early 70's.⁴⁰

By fall of 1968 the 'Eastern Ontario Development Council' (EODC) had designated Arnprior as an "Industrial Growth Centre".⁴¹ (Today's Mayor of Arnprior was then one of the first chairman of the EODC by provincial appointment).

The question of amalgamation between Arnprior and its immediate neighbours, McNab Township and the Village of Braeside, was also discussed at that time and the idea submitted officially to the respective municipalities. In an editorial of the Arnprior Chronicle it was pointed out that a population of 8000 to 10000 could be achieved by amalgamation. Such a total was considered a necessary minimum municipal size in the new regional order for "... rural local government" and "... district municipalities".⁴² Arnprior's mayor and its council were all for such a move and according to reports of the paper, they urged the neighbouring municipalities to solve their

39. Op. cit. 2, Jan. 24, 1968, p. 1 of Feb. 7, 1968, p. 1;

40. Ibid. Dec. 29, 1971, p. 1. "New Hospital Wing accepted by Board";

41. Ibid. Oct. 30, 1968, p. 1;

42. Ibid. Feb. 5, 1969, p. 1; and op. cit. c. 2, n. 70, p. 34.

"... minor differences"⁴³ after amalgamation. They considered the advantages of a voluntary amalgamation at that time to be substantial, given that in all likelihood, such a move would become inevitable under provincial pressure.⁴⁴ The initial reactions to the amalgamation proposals were negative mainly because of financial considerations. The new sewage treatment plant and the waterworks, for which Arnprior had indebted itself substantially, were considered unwanted burdens by the rural communities and were termed to be "urban luxuries"⁴⁵ from which the rural population would not be able to benefit. These municipalities were afraid of having to contribute to Arnprior's municipal depts.

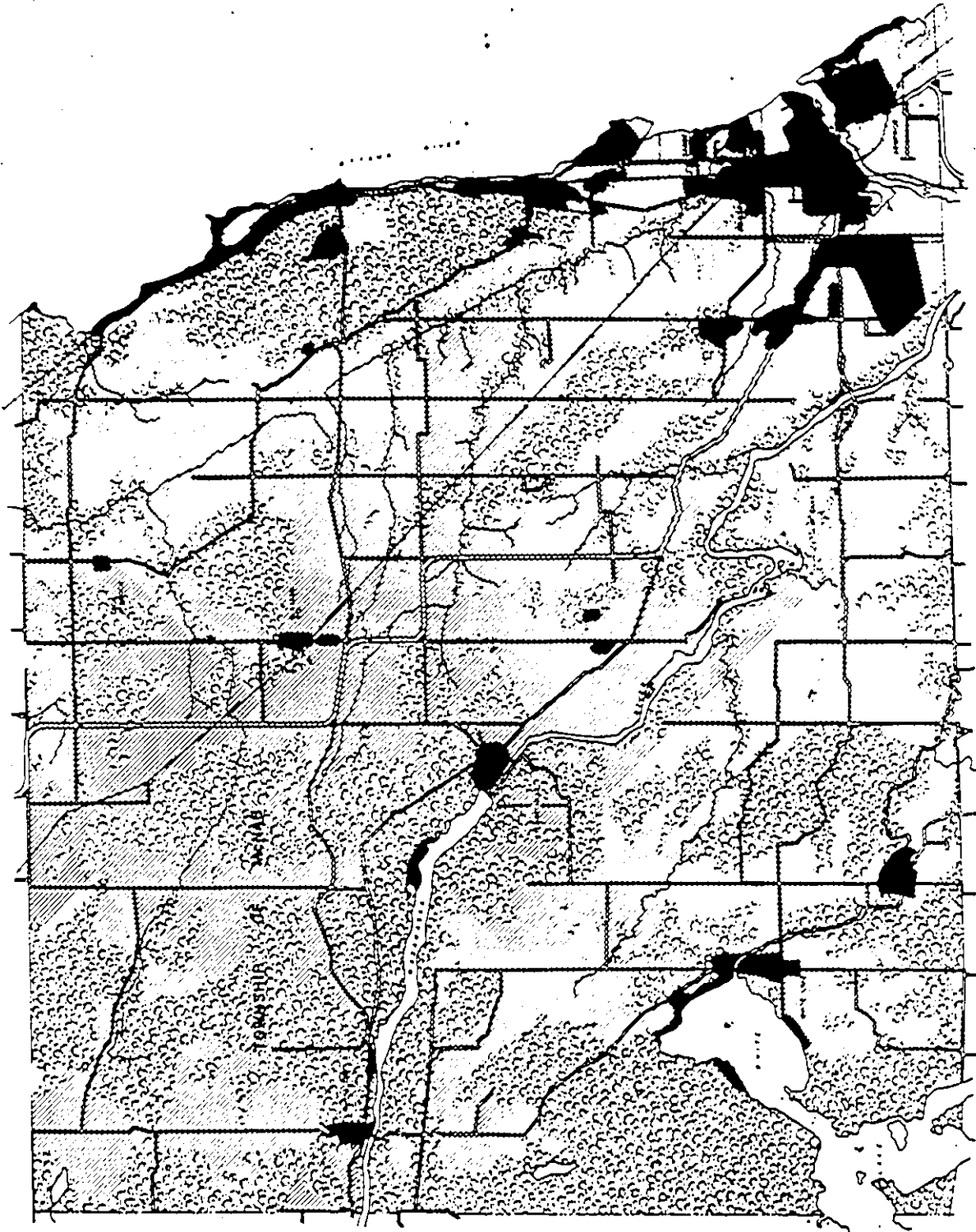
A compromise was finally reached which sought to form a 'Joint Planning Area' which would study and establish the common interests among the respective municipalities. It would also provide additional time to reconsider the issues of joint local government. This proposal by the joint planning area became known as the "Lower Madawaska Planning Area" (LMPA), officially established in 1969.

43. Ibid. Feb. 5. 1969, p. 2;

44. Influenced by the Planning consultants, the Arnprior Planning Board was in support of amalgamation. Had not its chairman in his published report urged the consultants "to take a good look at the surrounding neighboring municipalities"? In his words "... a planning approach in isolation was deemed unsuccessful, a wasted effort". (Arnprior Chronicle Feb. 7, 1968, p. 1, "The Official Plan")

45. Op. cit. 43.

LOWER MADAWASKA PLANNING AREA MAP NO 2
1969



EXISTING
LAND USE

- AGRICULTURE
- WOODLAND
- URBAN DEVELOPMENT

OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA



1:400 0 2000 4000 6000 8000
SCALE IN FEET

J.L. RICHARDS & ASSOCIATES LIMITED
CONSULTING ENGINEERS & PLANNERS

3.3 The Lower Madawaska Planning Area (LMPA)

Regional Information

The LMPA is located in the south-east extremity of Renfrew County and as such is part of the central "Ottawa Valley Region" with Ottawa-Carleton as its major urban centre.

Geographic Location

The LMPA is located west of the Ottawa River, bi-sected by the Madawaska River, the Trans-Canada Highway #17 and two national railway lines. Thus the planning area is the south-eastern gateway of Renfrew County.

Ottawa is 68 kilometres and Montreal 265 kilometres to the east; Toronto lies 426 kilometres to the south-west and the nearest rural (small town) centre is Renfrew, 27 kilometres to the north-west.

The LMPA consist of approximately 32000 hectares of timber and agricultural lands :⁴⁶. Historically, its prime industries were based upon these major resources.

Political Organization

The LMPA contains within its bounds three political units. By the order of population they are :

46. The 'First Official Plan of the Lower Madawaska Planning Area' J.L. Richards and Associates Ltd. Consulting Engineers and Planners Appendices p. 3.

the Town of Arnprior
the Township of McNab
and the Village of Braeside.

Within the Township a number of settlements developed. These are : Mansfield, Sandy Beach, Sandy Hook, Sand Point, Roddy's Bay, Waba, White Lake, Burnstown, Stewartville, Glasgow Station, Clay Bank and Loch Winnoch. The three incorporated municipalities have separate councils and municipal administrations, all with representation on the Renfrew County council.

Planning Jurisdiction and Legislation

The LMPA includes all of the legal territory within the three municipalities. A combined Planning Board (LMPB) was created and actively involved in the preparation of the Official Plan for the LMPA.⁴⁷

Each of the municipalities exercised and applied some form of local planning legislation in conformity with the Plan. Arnprior retained its own Planning Board separate from the Area Planning Board, yet in liaison with it. As mentioned earlier, the town has had a comprehensive Zoning By-law since 1964.

McNab and Braeside initially did not have Zoning By-laws, only subdivision control. McNab however approved a Zoning By-law for Mansfield and Sandy Hook⁴⁸ which was never forwarded to the OMB for

47. Ibid, First Official Plan Appendices p. 4;

48. Op. cit. 2, July 29, 1970.

final approval. Each of the three municipalities participated actively in the preparation of the Plan and adopted and approved the same later in 1973 prior to its submission to the Ministry of Housing.⁴⁹

3.3.1 Development of the LMPA

As discussed in Chapter 2, the Province of Ontario developed planning policies during the early and mid-1960's which, in large part, resulted in the establishment of rural planning areas during the early 1970's. The 'White Committee' and the 'Smith Report' had both recommended an approximate size for the new "administrative regions", namely a population of 150000 to 200000. The proposed "Ottawa Valley Region" was one of these new administrative regroupings.⁵⁰ As mentioned earlier the local, municipal governments were to have a minimum population of 8000 to 10000.⁵¹

The LMPA territory, originally selected by the planning consultants, included three additional townships west and north of McNab Township.⁵²⁻⁵³

49. Op. cit. c. 2, n. 69, and op. cit. 46;

50. Op. cit. 46;

51. Op. cit. c. 2, n. 70, pp. 32, 34;

52. Ibid. p. 29a Figure 2;

53. It is assumed that the territorial issue of this planning area was defined in accordance with the Act R.S.O. (1970) s. 2, ss.1.

SOIL CLASSIFICATION

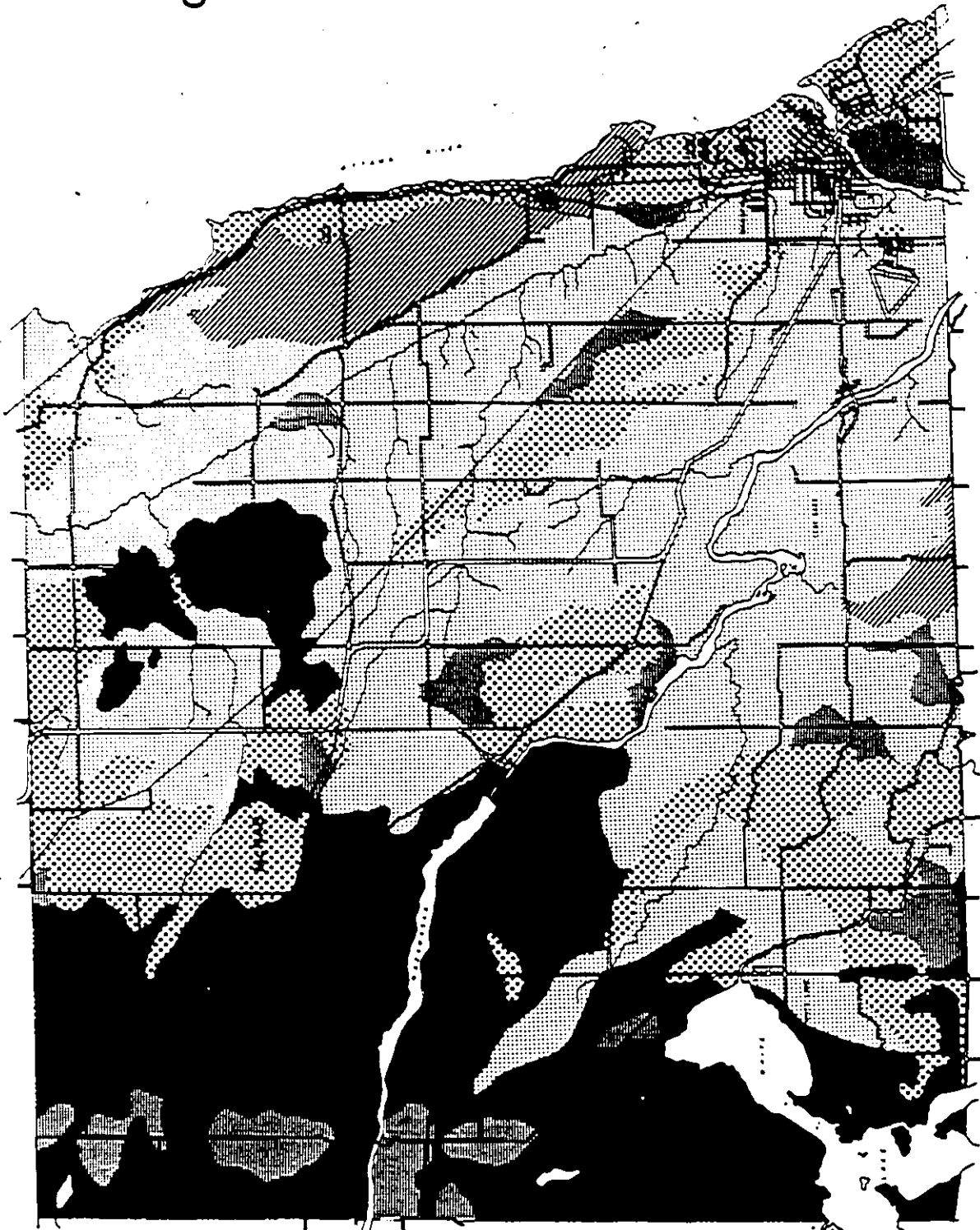
- CLASS II
- CLASS III
- CLASS III
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- CLASS III
- REFER TO TABLE I

OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA

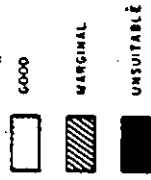


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CONSULTING ENGINEERS & PLANNERS



SUITABILITY OF LAND FOR AGRICULTURE

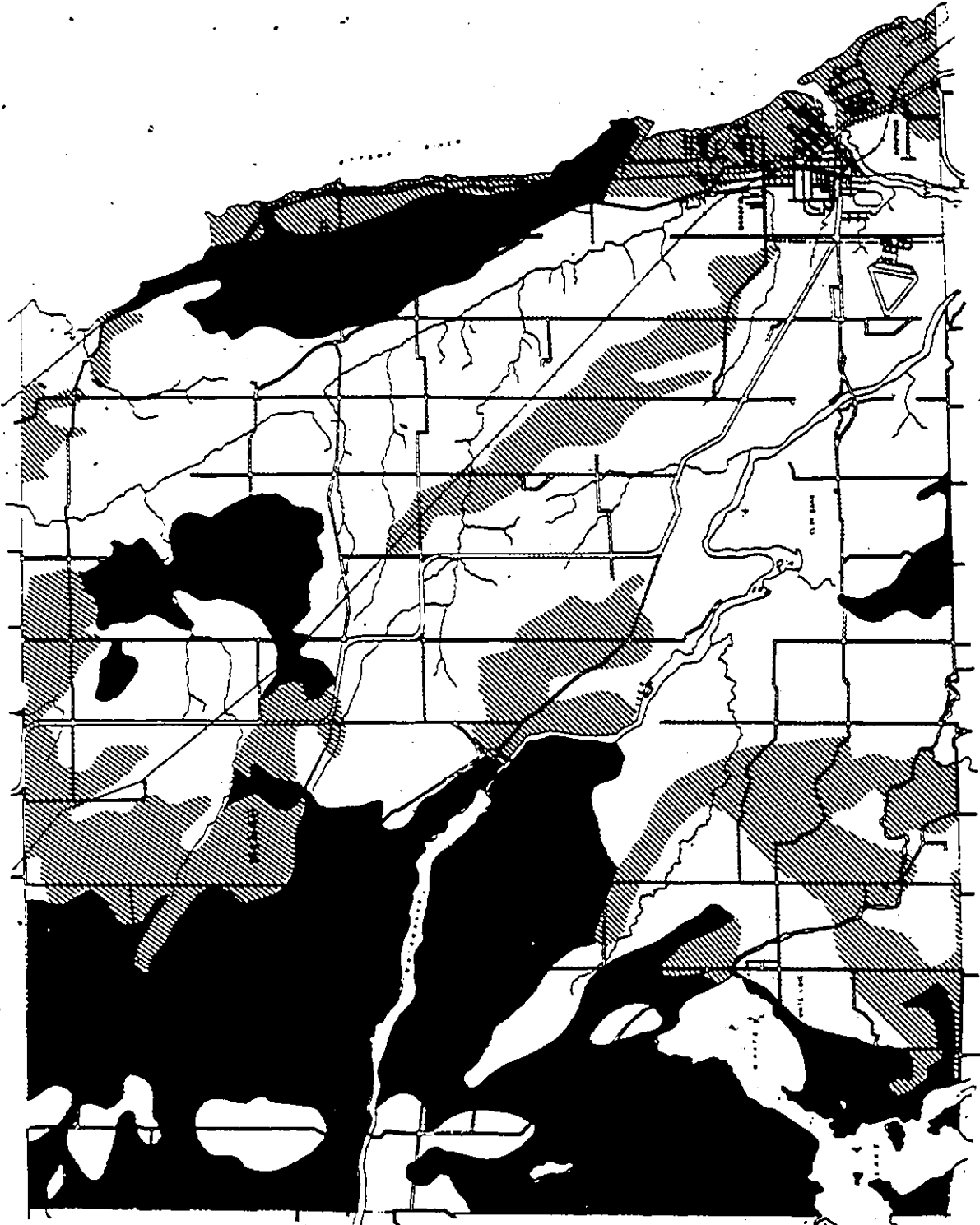


OFFICIAL PLAN OF THE LOWER MADAWASKA PLANNING AREA



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The formation of the joint planning area, the LMPA, and the establishment of a joint Planning Board, the LMPB, were actively supported at the provincial as well as the county levels.⁵⁴

The Lower Madawaska Planning Board was the first of its kind in Eastern Ontario and had received a start-up grant from the county to enable its proper organization. The fund was also to assist the Board in the implementation of planning studies which eventually would culminate in an Official Plan.⁵⁵

3.4 The First Official Plan of the LMPA

Having confirmed the establishment of the LMPA, the provincial Minister of Municipal Affairs appointed a chairman for the new Planning Board in order to guide the establishment of such a Board and to oversee the preparation of the necessary documents in assistance of the newly established LMPB.⁵⁶

A major portion of the former, uncompleted planning proposal developed by Arnprior, was carried forward into this new process of the joint development of the First Official Plan.

54. Op. cit. c. 2, n. 24, s. 8; & op. cit. c. 2, n. 70, p. 32.

55. Op. cit. c. 2, n. 24, s. 2-5.

56. The fact that the Minister had appointed the former chairman of the Arnprior Planning Board to take over the responsibilities as chairman of the LMPB, and the fact that the planning consultants of the aborted Arnprior Plan were now re-commissioned to prepare the 1. Official Plan of the LMPA had influenced and predetermined the outcome of this planning process.

The Plan's general text consisted of the following: Objectives; Basis of Plan; Land use policies; Roads and Services and Interpretations. It had a number of geographic maps, Schedules A to A6 in various details and scales. These were followed by 'Appendices' containing largely the summary of various individual studies and reports aimed to assist the LMPB in formulating and establishing the Plan.⁵⁷

Objectives

Of the three 'general objectives', the first was aimed at orderly growth to benefit the population, the second intended to provide a framework for all public and private development including the designation of land uses such as residential commercial, industrial, road systems, community facilities i.e. parks and schools, and the third dealt with future development and the Planning Area's external relations to similar, adjacent areas. (Ottawa Valley Region).

Additional, specific objectives : The Plan provided seven of them, as listed below :

- The provision of residential development while minimizing expensive and extensive underground utilities such as sewers and water services.
- The provision of continued economic growth and activities, the preparation of industrial development sites; all this in benefit of and in response to local human resources.

57. Op. cit. 46.

- The provision of health, safety, and community facilities.
- The provision of a high standard of educational opportunities in physical relation to existing and future residential designations.
- The provision of and the encouragement for compact, centralized commercial development, maximizing existing urban facilities and ensuring economic health and viability of the urban community.
- The provision of leisure facilities i.e. parks, recreational areas as part of the community development, including the existing natural resources of the region.
- The encouragement of the best utilization of rural lands as part of an integral regional economy.

The Basis of the Plan

A twenty year time horizon had been assumed as the basis of the Plan. It was suggested, however, that because of the constantly changing economic, social and physical factors within the area, the Plan should be reviewed every five years.

The Plan recommended the protection of viable agricultural land uses as well as the most suitable utilization of marginal and poor farmland. Reforestation and increased conservational land uses were recommended. Arnprior was considered the "Growth Centre", and urban development outside the urban designation (primarily Arnprior) was discouraged. Haphazard development patterns in the rural districts were discouraged, urging the municipal councils to disallow unplanned development in the sub-urban areas.(fringe) The Plan pointed to the existing environmental conditions, such as the need to

boil drinking water due to extensive ground water pollution in the suburban areas and the village of Braeside. Although, Mansfield, Sandy Beach, Sandy Hook and Braeside were recognized in their potential as future urban or sub-urban areas, the Plan encouraged development first to be oriented toward the fully serviced urban areas in order to eliminate the above mentioned problems. The Plan disapproved of sporadic and individual new subdivisions along municipal and regional roads because the provision of regular community services, such as recreation, shopping, police, fire protection, ambulance and transportation to the Schools would become disproportionately costly. Rural areas in the LMPA were to be protected from urban encroachments of all sorts until such time as the urban sector needed to expand. However, such expansion would be carefully controlled through the utilization of future land use designations.

The commercial core of the Town, the CBD, was considered central, convenient and suitable for rehabilitation and revitalization. The existing CBD, it was decided, would serve as the main business and service centre of the planning area. Only convenience stores of highway commercial facilities were to be permitted in the urban/suburban fringe and the existing hamlet settlements. Above all, the Plan emphasized the need for creating a viable commercial core in the central urban area of the Town.

The plan projected that by 1991 the total population of the LMPA would be approximately 18000 of which 83%, or 15000, would be living in the urban area including the suburbs, with the rest in

Braeside and the LMPA's rural area. By 1971 the LMPA had a total population of almost 10000, 6000 of which resided in the urban or suburban areas.⁵⁸

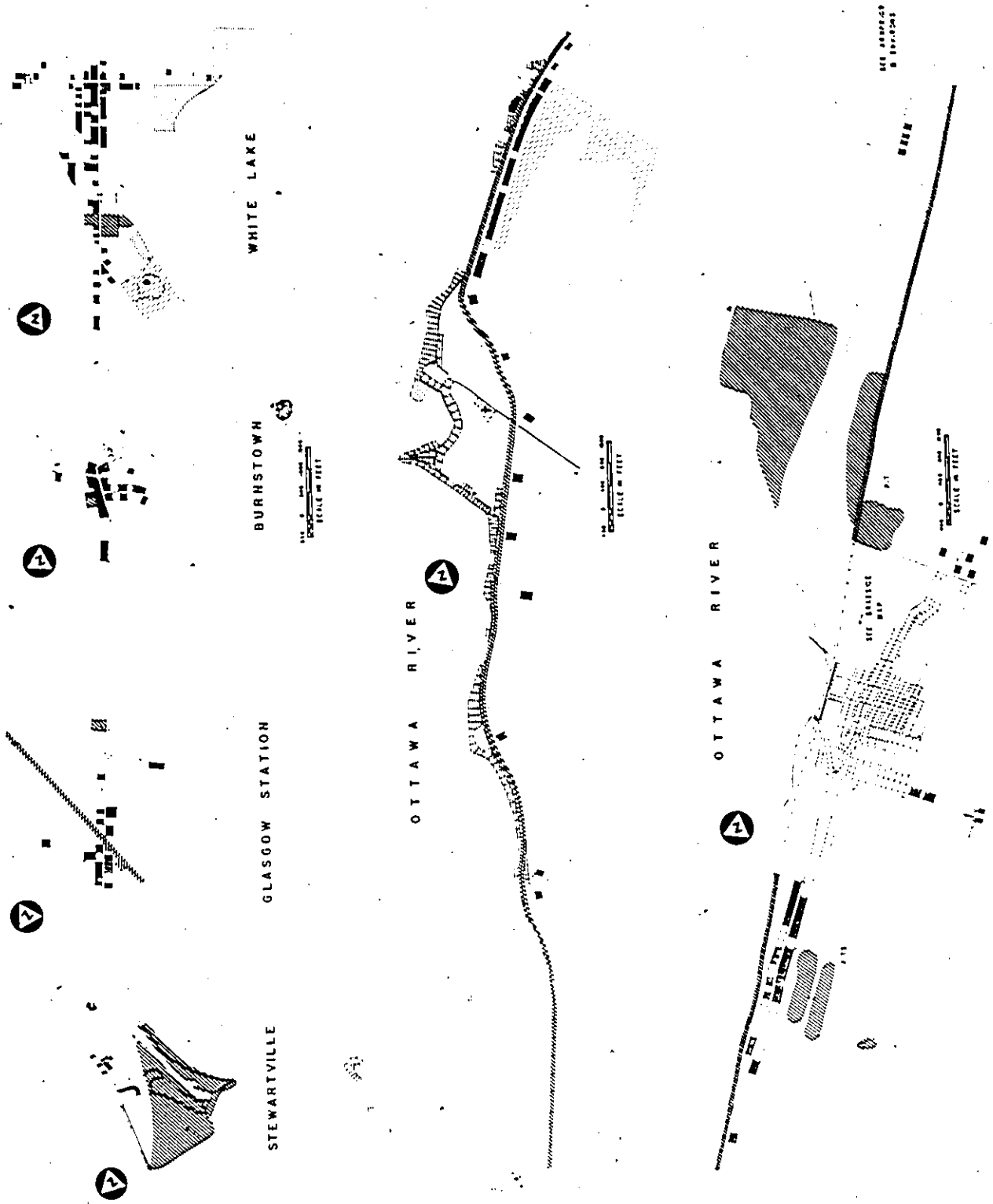
The land use policies

These were intended to serve as long term guidelines to direct local developments such as residential, commercial and industrial activities. For the rural areas, the attention was focused on local agriculture and forestry, as well as conservation and recreational activities.

Urban uses : One of the main aims of the Plan was to protect the public from negative, detrimental side effects to health, comfort, property and environment. The historical urban uses of the town were to be protected from 'unwanted' competition of the periphery. Braeside, the White Lake settlement, Mansfield, Sandy Beach and Sandy Hook, all located on the immediate fringe of the Town, were recognized as natural areas for potential expansion. The Plan recommended however "infill" policies, which favoured using development areas near existing municipal utilities and facilities. The Plan, in lengthy detail, introduced all the various designations, making reference to varying land uses and designating protective buffer zones to residential districts.

58. Ibid., First Official Plan Appendices pp. 30-33.

LMPA RURAL COMMUNITIES MAP NO 4a

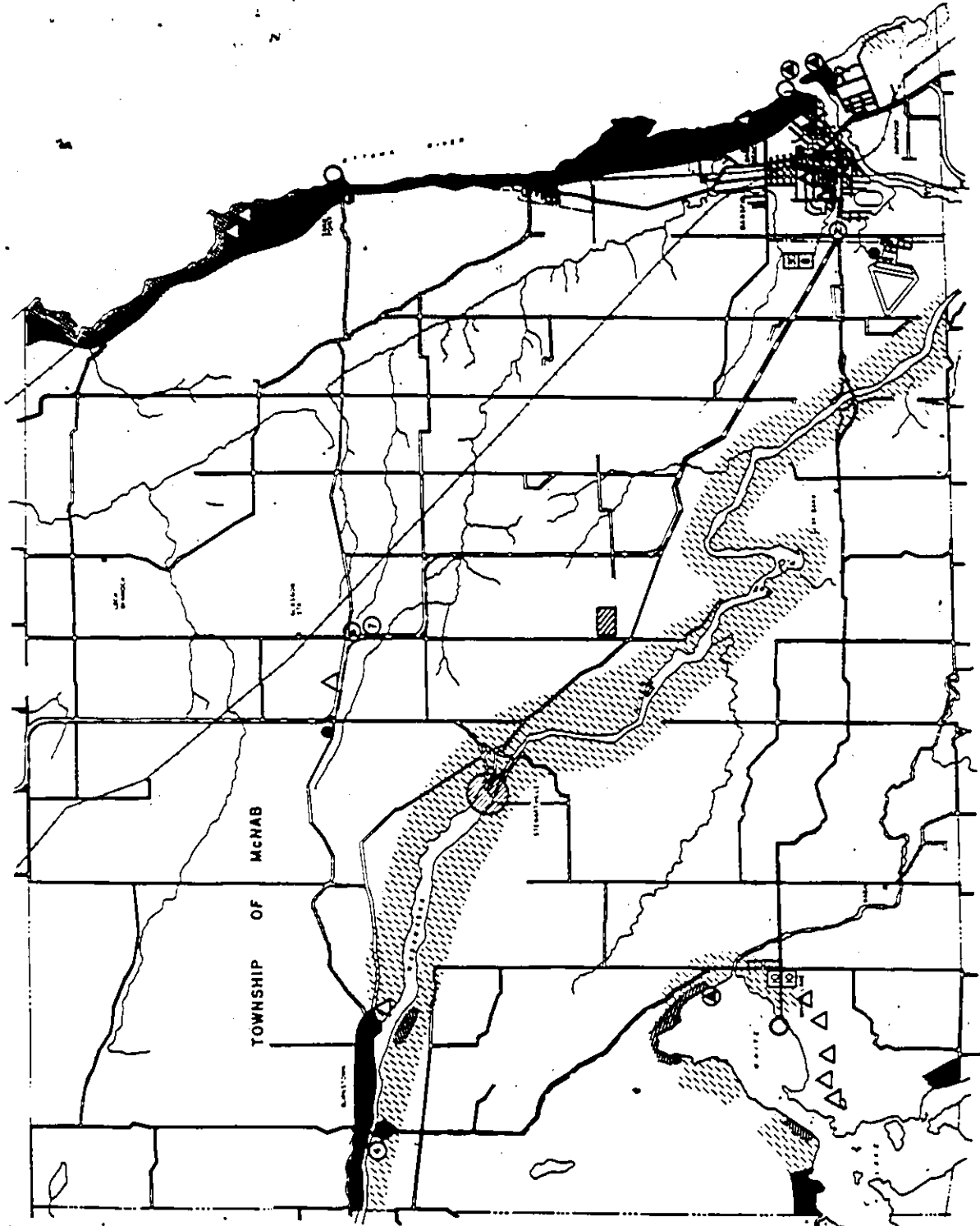


Designation for Park and Open Spaces, in the more urban areas and the Conservation and Hazard Lands, in the more rural areas were shown on the schedules/maps along with Recreation designations. The near-urban and urban green spaces were considered most important, since they were to be integrated as part of the daily recreational amenities for the urban population.⁵⁹ The areas along the rivers, lakes and woodland regions, primarily in the more rural west and north-west of the Planning Area, were to be used mainly for seasonal, or weekend recreational activities, such as cottages or camps.

The Plan also listed a Holding category to allow certain types of 'public works' to be planned and pursued without having publicity of such contemplated projects influence property values of land uses in adjacent areas. The Madawaska Hydro Dam, then still in the planning stage, was such a project. (Arnprior Chronicle, Oct. 31, 1971 p. 1 "\$51.5 Million Hydro Project in Arnprior, Dam Madawaska" and Nov. 3, 1971, p. 1 "Ontario Hydro reveals proposals for Madawaska River Development.")

Rural land uses were primarily oriented toward all forms of agricultural and forestry activities. Resource-based industrial processing and manufacturing activities in forest products, dairy and meat products, as well as market gardening were allowed. In all these cases, the regulations of the responsible Ministries regarding the protection of health, comfort, property and environment were mandatory.

59. Op. cit., c.2, n.24, s.33 ss. 5a to 8.



RECREATION

- CAPABILITY
- MODERATELY HIGH
- MODERATE
- MODERATELY LOW
- LOW

- RENFREW COUNTY
- SCENIC ROUTES
- OTTAWA VALLEY PARKWAY
- LOWER MADAWASKA ROUTE

- POTENTIAL TOURIST ATTRACTIONS
- SCENIC VIEW POINTS
- HYDRO DAM

- HISTORIC SITES & ETHNIC DEVELOPMENT AREAS
- MARKED HISTORIC PLACES
- UNMARKED HISTORIC PLACES
- WELL
- ETHNIC SETTLEMENT AREA

- ACCOMMODATION
- BOAT LAUNCH
- PICNIC TABLES
- MUNICIPAL PARK
- CAMP SITE
- TRAILER
- MOTEL
- MOTEL
- COTTAGES / CABINS
- COTTAGE DEVELOPMENT

OFFICIAL PLAN OF THE LOWER MADAWASKA PLANNING AREA



1:50,000 SCALE IN FEET

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Mining and quarrying activities were required to conform to existing provincial legislation including safeguards to adjacent properties.

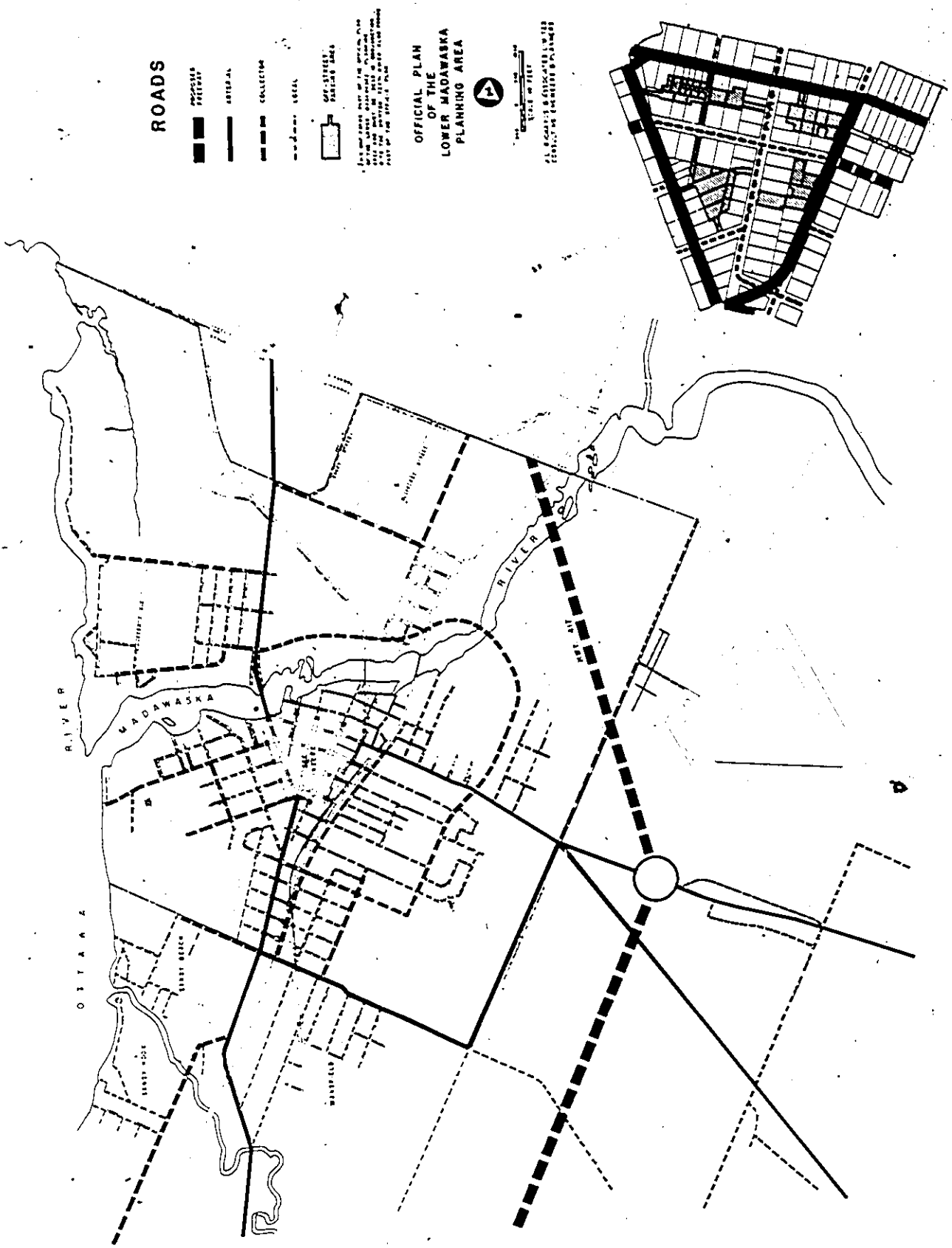
Mobile Homes, considered a special category of residential land use, were requested to have a minimum lot size of the two acres per unit.

The implementation of these planning policies throughout the territory of the LMPA was expected to take place in form of new local zoning by-laws. These were expected to support the planning policies uniformly.

The reason for the Plan's detailed policy structure was the absence of any effective zoning by-laws in both the Township and the Village.

Public Roads

This section dealt with the various types of roads within the planning area, the local authorities responsible for them, the Province, the country and local municipalities, and the function and scale, as well as the type of access permitted. The land use designation reflected the type of roads leading to or into the designated areas. The impact of traffic upon the population, as well as the convenience provided to the users, was reflected in the related policies. A transportation policy, however, including the use of the two national rail lines for commuter purposes, was not part of the Plan.



ROADS

- PROPOSED ARTERIAL
- ARTERIAL
- COLLECTOR
- LOCAL
- UNIMPROVED COLLECTOR ROAD

THIS MAP WAS PREPARED BY THE OFFICE OF THE CHIEF ENGINEER, LOWER MADAWASKA PLANNING AREA, UNDER THE SUPERVISION OF THE CHIEF ENGINEER, LOWER MADAWASKA PLANNING AREA, AND IS NOT TO BE USED FOR ANY OTHER PURPOSE.

OFFICIAL PLAN OF THE LOWER MADAWASKA PLANNING AREA



SCALE IN FEET
 1" = 1000'
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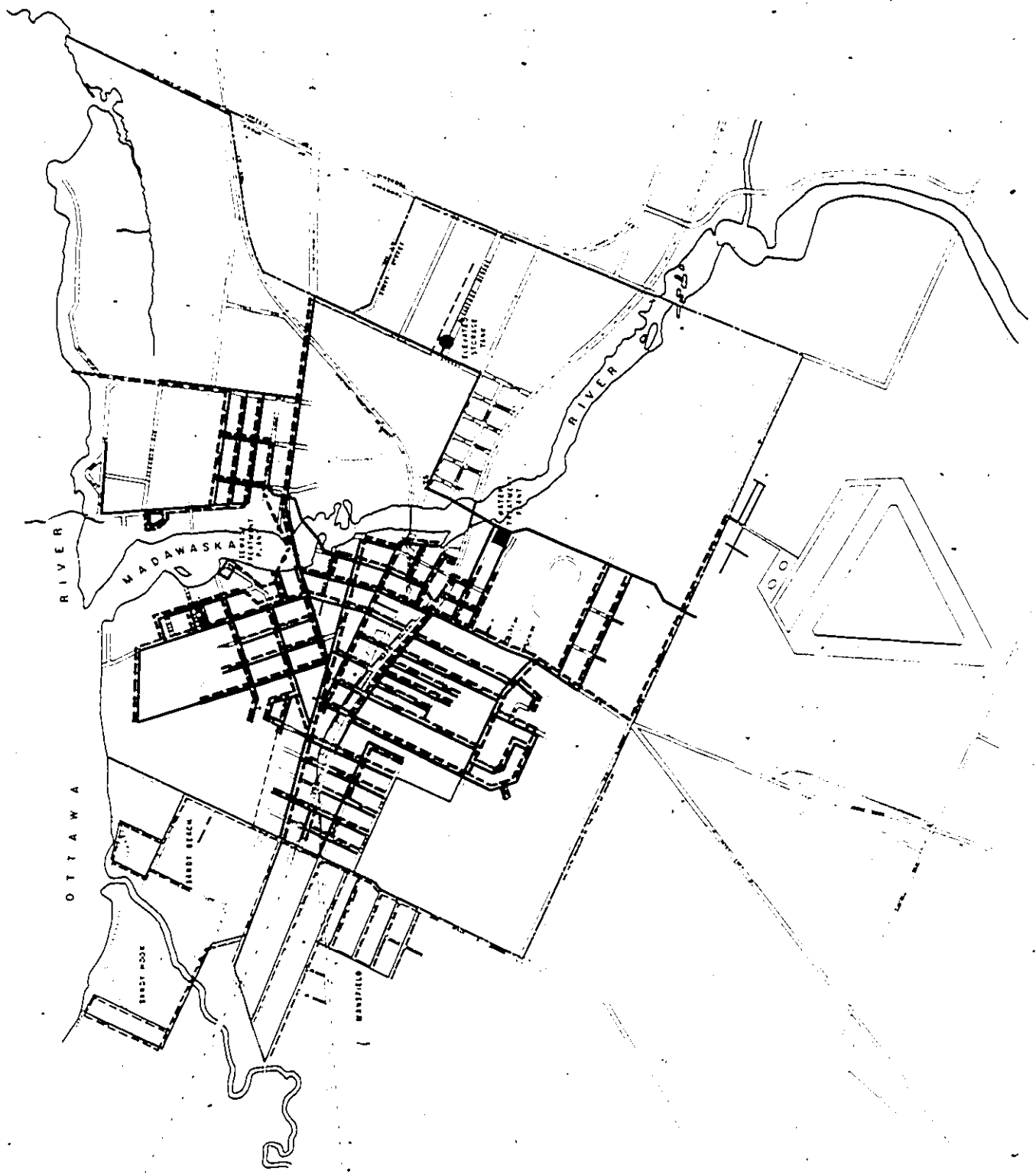
Services

Full municipal services were expected for any of the urban developments. For the Town of Arnprior, this meant extension of existing services and utilities as well as a review of the existing capacity of its sewerage and storm drainage facilities.

For the Township of McNab and its rural areas, this meant primarily the establishment of well engineered surface drainage systems, sufficient to protect individual properties. For the Township's three urban areas, Mansfield, Sandy Beach, and Sand Hook, it entailed the possibility of extending combined services, or water only, from Arnprior; a subject discussed in more detail at the end of this chapter.

The Village of Braeside, at that time, contemplated building its own sewage treatment plant and municipal water system. The provision of such services would have provided that municipality with industrial and residential development capacities similar to Arnprior. Braeside has a large United Bathurst & Co. Lumber Mill. This company owns substantial land holdings and was keenly interested in having its land industrially developed. Braeside is basically a "one company" Village and the municipal offices, as well as the municipal clerk, a part time position, traditionally work out of the United Bathurst & Co. local offices.

The Area Planning Board did not agree with the "Village's" development ambitions. Braeside still does not have either sewers nor water services.



**EXISTING &
PROPOSED
SERVICES**

- EXISTING WATER
- PROPOSED WATER
- EXISTING SEWER
- PROPOSED SEWER

**OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA**



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AS. ROYALTY & ASSOCIATES LIMITED
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Implementation of the Plan

This section deals with the enactment and administration of the earlier described policies in the form of zoning, subdivision, the public works developments and the establishment of a 'Committee of Adjustment'. Under Section 29 and 30 of the Ontario Planning Act, R.S.O. 1970, any future subdivision of land has to conform to the various 'Schedules' of the Plan, relating to all established policies of land use, Roads and Services. Consent of land severance was only permissible if, in the opinion of the Area Planning Board and the 'Committees of Adjustment', (Arnprior and McNab) a registered plan of subdivision was not deemed necessary. Granting of such consent would have to be in keeping with the policies of the Plan. The Act demanded that all member municipalities should agree that the new Zoning By-laws they were to adopt, conformed to the policies of the Plan.

All public works developments were to be in accordance with the stated policies of the Plan.

'Committees of Adjustment' in Arnprior and in McNab were to be appointed to consider applications for land use in variation with the provisions of any designated area by-law or a land use policy. Further, they were to consider consents to any land severance application, ensuring that it complied with the policies of this Plan.

3.4.1 Brief Summary of the First Official Plan

The First Official Plan appears to have been in line with the provincial policies quoted earlier. However, it was an urban

centered (centripetal) document which aimed at sharing certain social, economic and physical services, commonly available in the urban areas with the rural and the suburban districts. The Plan, however, did not provide assurance of having successfully overcome the separation between urban and rural areas.⁶⁰ In other words it was an all-out urban, Arrnprior oriented plan which seemed to ignore its rural communities and their communal needs completely. The plan had ignored its rural hinterlands rather than integrating them in an urban planning scheme.

The idea of amalgamation of the three municipalities was the only viable basis for the new Planning Area. The Plan failed to reflect this political goal, just as it failed to provide any viable alternative in place of the political amalgamation. In addition, the Plan did not identify the three existing communities, but seemed to have been preoccupied with the urban community. It assumed the needs and requirements of the population yet the communities themselves had only been mentioned vaguely in urban-oriented terms. The Plan's "General Objectives" were very broad, with little meaning for the average man on the street. Despite its intent, the Plan did not provide any practical guidelines to either the Planning Board of the Area, the planning process, or the municipal politicians, as to how to achieve some of the issues included in some of the planning policies. In addition, from all that I could discover, the Plan's purpose was not communicated to the population of the area in ways that generated interest and commitment to the Plan.

60. Op. cit., c.2, n.70, p. 3.

The Plan's "Specific Objectives" did not seem to be "in tune" with local needs and did not identify the things that people valued and wanted to protect, or new programs to be implemented as well as alternative programs for unforeseen situations. In mentioning a regional (or area) economy desirable for the area, the Plan did not identify the sensitive external relations of the local economy to such issues as distant head office decisions, political interference, (e.g. the pollution issue, claimed by the Ontario Water Resource Commission),⁶¹ cancellation of local DREE support, a political reprisal for election results and the national/international recession and inflation. During the period of establishing the Plan and during its various draft forms, effective consultation with the population of the Planning Area had not taken place. The public participation processes were effectively unknown in Arnprior or the LMPA at that time, as was the case in most other Ontario towns at that time. (as for example developed by H. Lash, 1965)⁶²

3.4.2 Amendments to the First Official Plan

The First Official Plan received approval from the Minister of Housing in December 1973. Altogether seventeen (17) amendments had been processed and approved by the council of the designated municipality (Town of Arnprior). However not all of them were readily approved by the LMPB and consequently were not forwarded to the Ontario Municipal Board (OMB) for the final approval. Can one draw conclusions regarding the quality of the Plan based on the number of amendments prepared in the attempt to make it work?

61. Op. cit. 2, July 14, 1971, p. 1 "Town Council upset with OWRC Pollution Report";

62. Op. cit. c. 1, p. 24.

Amendment No. 1, relating to the development of a new Shopping Centre, was approved by the Arnprior council and by the LMPB in March 1974.

"...For the purpose to establish a policy, allowing for the introduction of a Shopping Centre type development in the LMPA and to re-designate a certain tract of land... to permit the development of an integrated Shopping Centre and Canadian Tire store. This amendment will also serve to refine the boundary of the 'Park and Open Space' category in the area of the amendment."⁶³

Had not the Plan specifically stated that the existing CBD needed support rather than competition!

Amendment No. 2, was jointly approved in April 1974,

"...To correct errors and omissions of the text in terms of descriptions and designations of properties in order to ensure that text and schedules of the Plan should read the same."⁶⁴

This amendment was specifically in reference to a property adjacent to the Ottawa River, in the eastern vicinity of the Town, where an area designated as 'Conservation and Recreation' was now converted to residential. It also related to a parcel of land located in McNab Township; defining specific exceptions of the Plan on acquired rights and land uses. In the first instance, a corresponding amendment to the Town's Zoning By-laws was also approved in order to make it more applicable.

Amendment No 3. was approved locally in April 1975 and had the following purpose :

63. Arnprior By-law #2687-74

64. Arnprior By-law #2689-74.

"...To delete all references to 'Estate Residential' from the designation category 'Conservation and Recreation' and to establish in addition an 'Estate Residential' land use category with the appropriate policies, and to convert in two separate areas the existing 'Conservation and Recreation' and in addition one 'Rural' designation all to 'Estate Residential' land use category."⁶⁵

All relevant sites were located in McNab Township and were in reference to earlier submitted and officially registered subdivision plans, according to which the actual urban development in the approved areas took place. In the text of the amendment No. 3 reference was made to the ongoing "sporadic development patterns" and in the view of the LMPB the three selected sites were considered to be best suited to meet the development policies of this new ("Estate Residential") land use category.

"...with water and sewage problems existing in the Village of Braeside and with the limited capacity of the sewer system of the Town of Arnprior, the availability, or the future potential of additional lots is in jeopardy until these problems are resolved..."⁶⁶

The Township of McNab, had a total of 244 residential lots, in three separate locations, all of them part of the new 'Estate Residential' designation. The annual development rate for McNab's new 'Estate Residential' growth, however, had been restricted to a maximum of 8 to 15 lots/per annum, until such time that these three sites were fully developed. The new criteria for this land use category was as follows:

65. Arnprior By-law #2763-75.

66. Ibid.

- a) limited or no agricultural capacity;
- b) rolling topography and treed lots;
- c) soil and hydrogeology surveys;
- d) a registered subdivision plan;
- e) the gross density was not to exceed one (1) unit per two (2) acres;
- f) frontage for each lot was not to be less than 200 ft.;
- g) minimum size of the units was not to be less than 1400 sq ft.;
- h) the approval of the Schoolboards regarding student transport was to be submitted;
- i) any structure was to be set back a minimum of 75 ft. from a stream, valley, embankment, crest, or lake in order to ensure structural stability and to avoid adverse visual effects;
- j) any such development was to be permitted only by amendment of the Official Plan;
- k) access to individual lots was to be from internal roads only;
- l) existing vegetation was to be retained as much as possible;
- m) sufficient flat land for a tile bed for septic purposes was to be established;
- n) wells or water supplies were subject to ministerial approval;
- o) designs of units were to be individual rather than uniform; however, they were expected to be compatible;

p) all roads were to be built to municipal standards :

Amendment No. 4 was also submitted in 1975 and dealt with various properties. In particular it related to one property immediately west of the new Shopping Centre (Madawaska Manor). As well, it related to a property south and south west of the new Shopping Centre (Opportunity Village, Wabalac Development), and to other areas in the Village of Braeside, and the hamlets Sand Point, Burnstown and Glasgow Station as well as White Lake. For the purpose of this study, only these first two locations, Madawaska Manor and Opportunity Village, are of significance, since both areas had officially requested the extension of existing water and sewer services. These projects will be reviewed to greater detail in the next chapter.

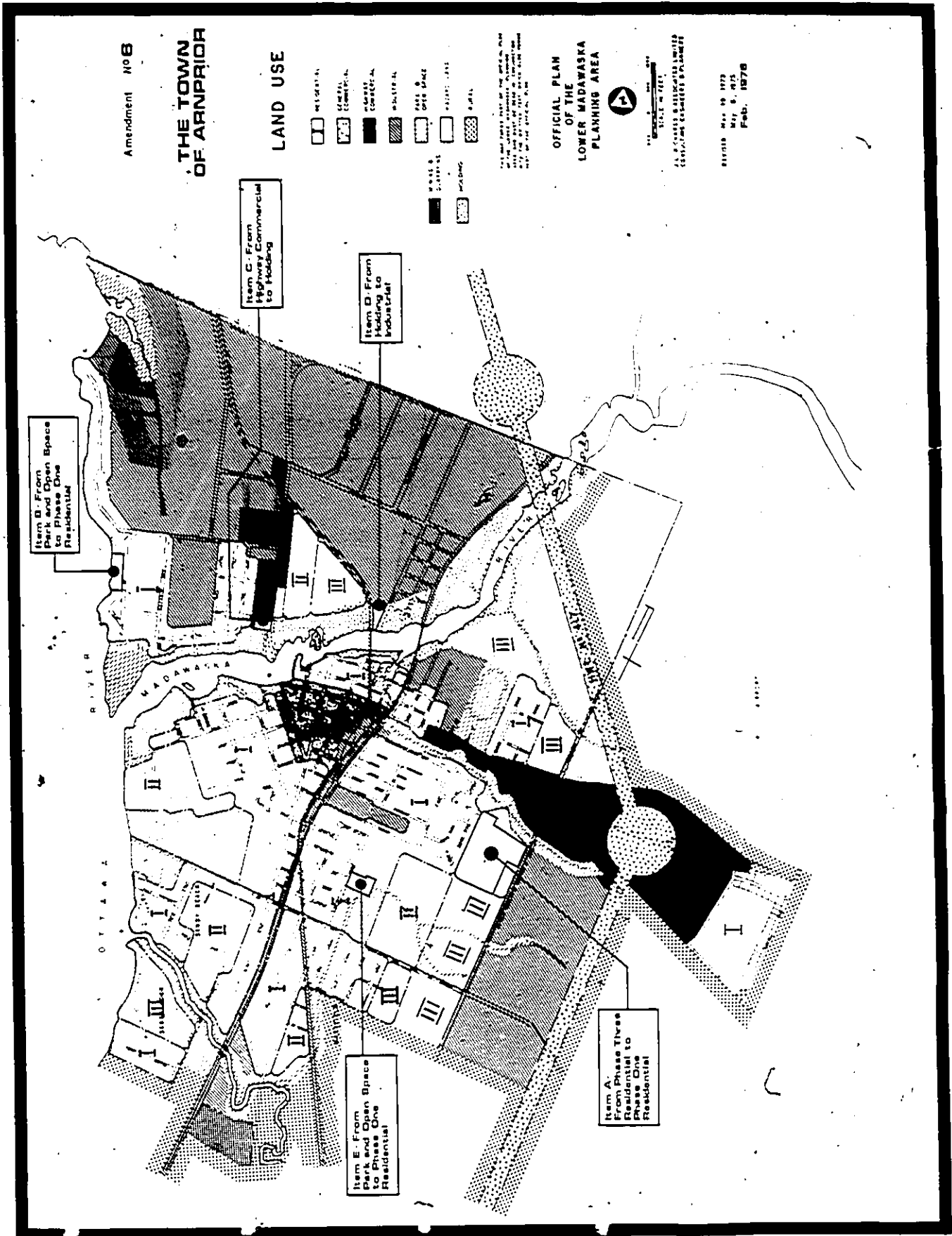
Amendment No. 5 was also submitted in 1975 and dealt primarily with corrections to the Town's official limit.⁶⁷

Amendment N. 6 dealt with the redesignation of urban land use.⁶⁸ A former 'Park and Open Space' category was redesignated to 'Residential', (Seventh Avenue Proposal) and a 'Highway Commercial' designation was changed to a 'Holding' category. Furthermore, a former 'Holding' category was redesignated to 'Industrial'. Of specific interest to this study is a redesignation and rephrasing of a

67. Amendments #4 & 5 (were not available to the author, however Schedules A₁ and A₂ relate to these amendments.)

Note: Later it was discovered that these amendments were not supported by the LMPB and were therefore not submitted to the OMB.

68. Annprior By-law # 2859-76.



residential category from development Phase III to Phase I (Madawaska Manor Subdivision)

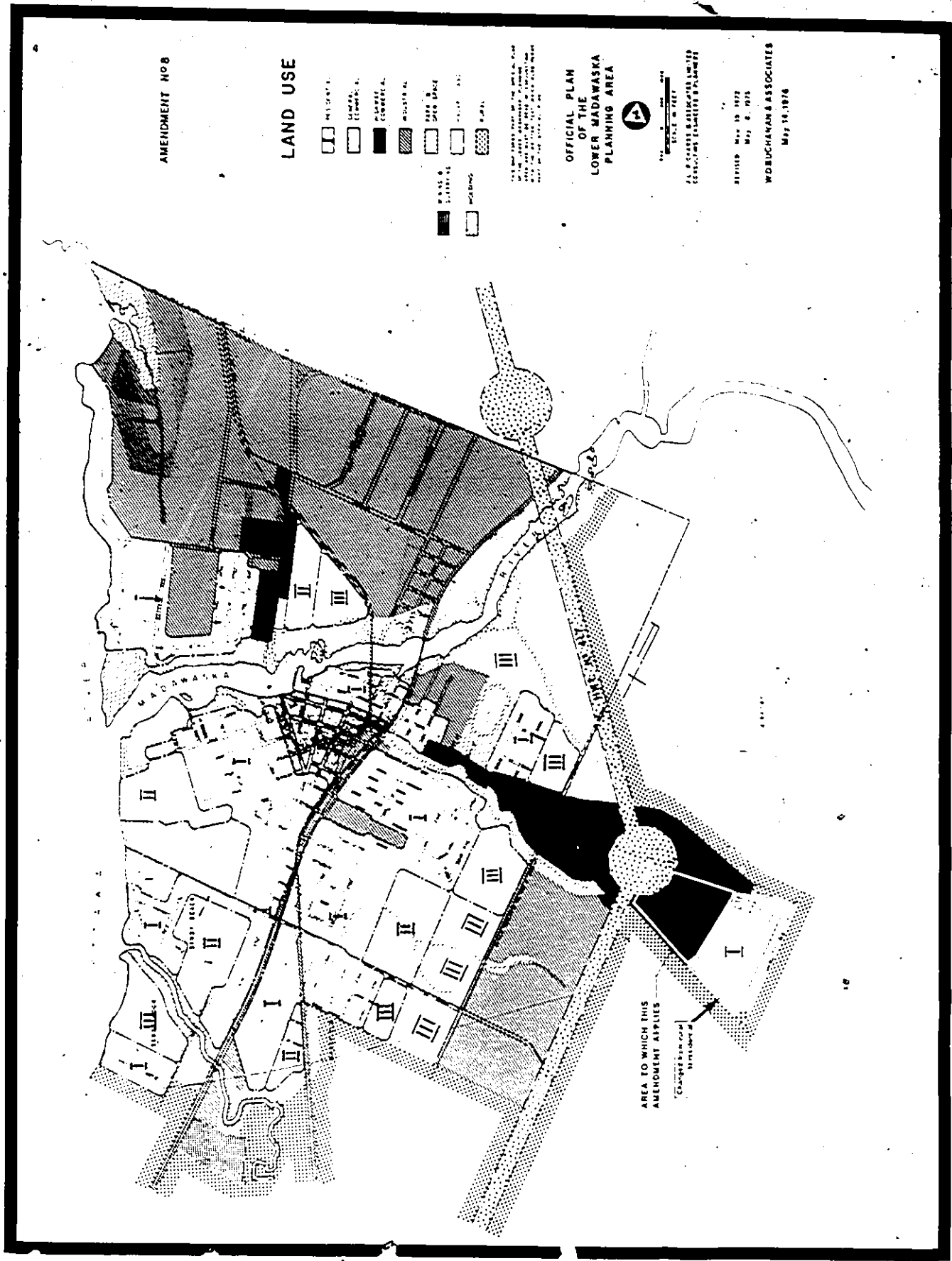
Amendment No. 7 was submitted in May 1976 and dealt with the redesignation of a very small public park site in the Village of Braeside to a residential lot. This was possible due to closure of a portion of an existing street.⁶⁹

Amendment No. 8 was also submitted to the OMB in May 1976 and dealt with the extension of piped sewer and water services.⁷⁰ This amendment dealt with a site located outside the municipality south of the Shopping Centre (Wabalac Development) near the Hwy #417 interchange. This site had been designated 'highway commercial' from the 'Holding' category in one of the earlier amendments. However, with the new proposal of a residential development west of White Lake Road, the Town of Arnprior committed itself to extending services to the site whenever the capacity of the municipal sewage treatment facilities would allow such an additional loading. In the meantime the proposed development would operate with a temporary private sewage treatment plant.

Amendment No. 9, also submitted in May 1976, dealt with the enactment of a 'Maintenance and Occupancy Standards By-law' for the older section of the Town. Under the umbrella of 'Community Improvement Program' such as N.I.P. and R.R.A.P. a specific area of the Town was to be designated and was to meet the criteria set by the

69. Arnprior By-law #2860-76.

70. Arnprior By-law #2861-76.



joint provincial/federal financing - grand program.⁷¹ The approval of this By-law was delayed by the OMB until late 1977, due to a pending zoning By-law.

Amendment No. 10 was submitted to the OMB in July 1976 and dealt with the redesignation of some rural sites for residential purposes. One of the sites was the property on White Lake Road, the Wabalac Development.⁷² Rather than 'strip development' along the existing rural country roads, this amendment made provision for an in-depth development with internal roads.

Amendment No. 11 was submitted in December 1976⁷³ and dealt with the Waba (White Lake hamlet) and Pinegrove (Mansfield) developments. In both cases there was an existing small cross-road development. Neither property was stated as having agricultural value, and therefore received swift approval from OMB.

The urbanizing development in Arnprior's urban and suburban fringe had been related directly to the increasing restrictions placed on the Town by the Ontario Water Resource Commission in relation with the limited sewage treatment capacity.⁷⁴ Residential development proposals such as Seventh Avenue, Madawaska Manor Campbell/White Hall and others, appeared to have been adversely influenced by these limitations and consequently lost their initial momentum and

71. Arnprior By-law #2862-76 & R.S.O. 1970 c. 349, s. 36 ss 11;

72. Arnprior By-law #2874-76

73. Arnprior By-law #2894-76

74. Op. cit. 65

progress. More and more local attention was given to development proposals located in McNab Township.

Amendment No. 12 was submitted in December 1976 and dealt with the rephrasing of various 'approved in principle' development proposals. Since some developers had decided that the timing for development was not favourable, the available development quota was moved to other developments, apparently ready to get 'on stream'. Thus, a residential development in Sandy Hook was by-passed in favour of an estate development near Braeside (Dochart Estates). This development, owned by a local real estate and insurance broker, was redesignated from development Phase III to Phase I, meaning that it was ready for subdivision and basic infrastructures such as roads and wells.⁷⁵

Amendment No. 13 dealt with an industrial plant to produce liquified natural gas for small quantity shipments in the local area. A redesignation for a property located south-east of the Town near the new Highway #417, from 'Rural' to 'Light Industrial', was approved locally in June 1977 and received OMB approval shortly thereafter.

Amendment No. 14 was submitted to the OMB in May 1977 and dealt with areas designated 'Conservation and Recreation'. It clarified the restrictions on land severences for these respective land uses. This amendment provided important guidelines for the 'Committees of Adjustment' in Arnprior and McNab Township.⁷⁷

75. Arnprior By-law #2902-76

76. Arnprior By-law #2945-77

77. Arnprior By-law #2946-77

Amendment No. 15 was prepared for a subdivision approval and transfer of development phasing within Arnprior, (relating to the Madawaska Manor proposal). However, because of financial difficulties the project was delayed and the amendment was not submitted to the OMB at that date.⁷⁸

Amendment No. 16, dated July 1977, related to the redesignation of an industrial complex (The Campbell Sawmill and Lumberyard) inside an established residential district south east on Daniel Street. The facilities had been destroyed by fire, and the site was redesignated to residential land use.⁷⁹

Amendment No. 17 was submitted in July 1978 and sought to amend the policies relating to general commercial categories. It applied primarily to those areas to the LMPA without municipal services (sewers and piped water). It relaxed the original limitations of the Plan and in some cases, allowed limited commercial land uses without the provision of municipal services. It also dealt with the residential category, allowing small scale commercial uses, such as convenience stores, within residential areas, and thus relaxed the Plan's protective measures in favour of the local CBD to some degree.⁸⁰

78. Conversation with Mr. W. Belter Apr. 6. 1981. Ministry of Housing Ottawa District;

79. Arnprior By-law #2959-77;

80. Arnprior By-law #3040-78.

3.4.3 Summary of the Amendments

The amendments to the first Official Plan indicated the inflexibility of that Plan. Earlier statements in (3.33) are confirmed by these amendments. It can be concluded that this Plan had not been based on public support, or political commitments. (i.e. Shopping Centre issue). Many of the amendments developed out of unforeseen difficulties. They also related to problems which had not been addressed by the Plan, nor had they been provided for by alternative policies. In theory, it would appear that the Plan was a reflection of a very popular 'middle class' ideal of a small town. In reality, however it reflected the continuation of the typical and popular (i.e. North American) automobile-oriented trend; the urban dream of establishing a home in the rural country-side; the desire of the retiring farmer to have a new home on his own land close to an existing road; and the relative high cost of urban serviced lots versus the rural opportunity on small acreage. All these trends were actually supported by the unexpected OWRC limitations on development in Annprior from 1971 to 1976 and the complete freeze of any new subdivision within the Town from 1976 to 1979. These combined realities achieved a final result diametrically opposed to the original intention of this Plan.

The fact that the LMPA did not have a full-time planner on staff and that the three municipalities actually competed against each other for a leadership role, contributed to creating centrifugal as opposed to the desired centripetal trends. The amendments confirm

that the Plan was primarily in response to physical planning issues and, in many instances, was similar to a zoning document. The Plan's original sectoral policies remained at the 'formative' level and did not develop further to the implementation stage of practical goals and their alternatives. The local conditions made it necessary to amend the Plan, a costly and time consuming process in itself. Thus the Plan was not able to provide the intended guidance.

In November 1978, the Plan was repealed and replaced.⁸¹ However, its replacement was not approved by the OMB and the Ministry of Housing until May 1980.

3.5 Review of the Arnprior Zoning By-law #2863-76

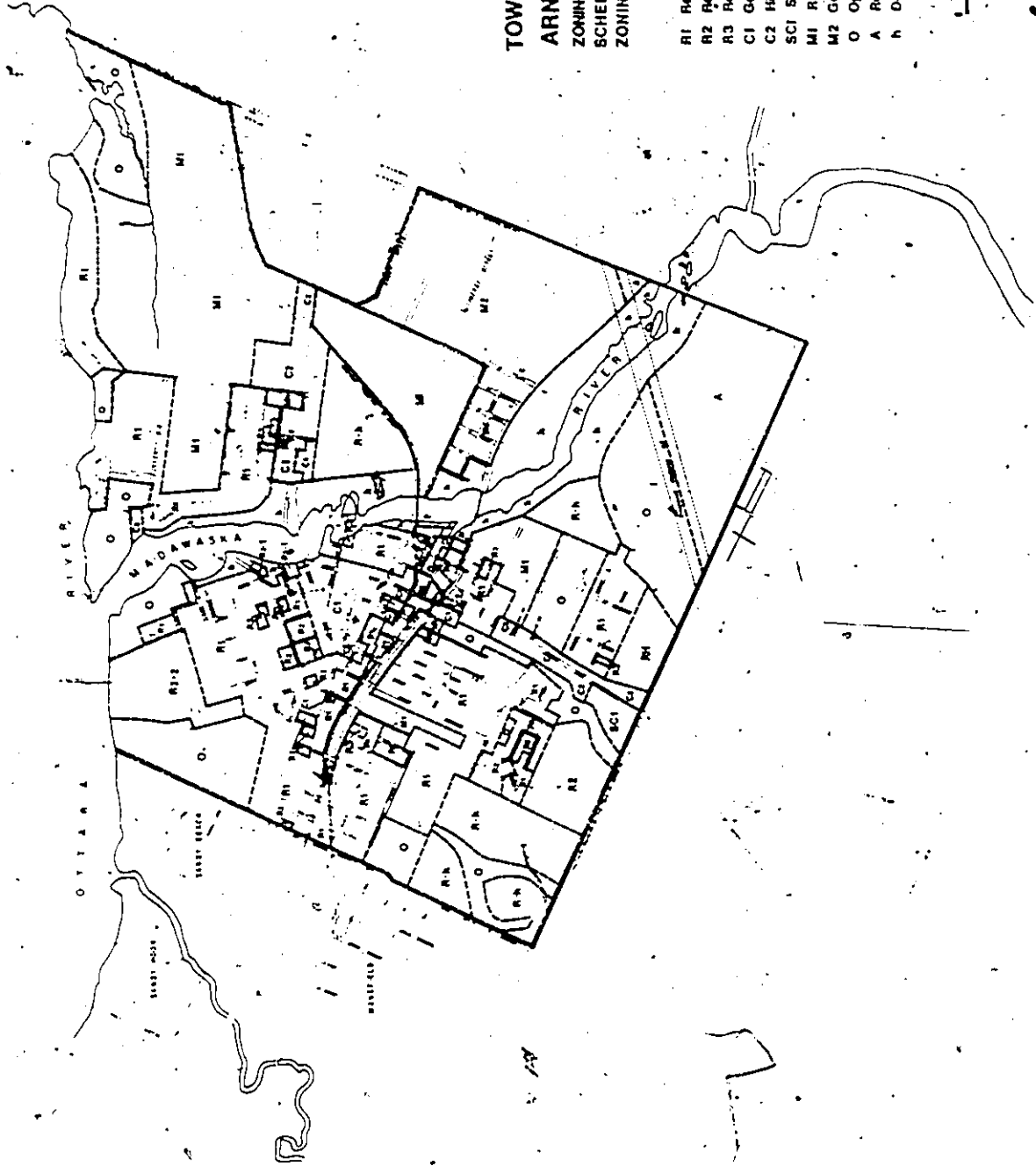
This new zoning document in its original form had been submitted to the Town's Council in October 1975, but received official status only after its approval by the OMB in November 1978. Until then, the old zoning By-law #2040 was unofficially in place.⁸²

The new By-law has 57 pages as well as plans A and B. Prior to introducing the various zones the By-law lists the extensive definitions dealing with the glossary of typical zoning and land use development terms. The various zones are identified in Sec. 5 of the By-law⁸³ and are described in more detail in seven (7) land use categories as follows :

81. Arnprior By-law #3063-78;

82. The Town of Arnprior retained its own Planning Board independent of the LMPB. This new zoning document was prepared by a different consulting firm than the one previously retained by the LMPB to prepare the I. Official Plan as well as many of the seventeen amendments;

83. Arnprior By-law #2863-76, Sect. 5, p. 16 (zoning).



**TOWN OF
ARNPRIOR
ZONING MAP
SCHEDULE 'A'
ZONING BY-LAW HQ.**

- R1 Residential First Density
- R2 Residential Second Density
- R3 Residential Third Density
- C1 General Commercial
- C2 Highway Commercial
- SCI Shopping Centre Commercial
- MI Restricted Industrial
- M2 General Industrial
- O Open Space
- A Rural
- h Denotes Holding Zone



The residential zones have been separated into three densities (see Table No. 5)⁸⁴ zones R1; R2; R3;

The commercial uses have been separated into three (3) different categories⁸⁵

Zones : C1 (General); C2 (highway); SC1 (Shopping Centre).

The industrial zones have been separated into two categories.⁸⁶

Zones : M1 (restricted;) M2 (general)

Open Space including Conservation, Recreation and Public Park land⁸⁷ has been categorized as :

Zone O.

Rural designation⁸⁸ was termed :

Zone A.

Hazard lands⁸⁹, primarily areas along rivers, creeks and lake shores : Zone H.

The zoning plan, schedule 'A', shows the various zones of the Town's urban area.

The zoning plans, schedule 'B', shows the commercial core area (CBD) exclusively.

84. Ibid. Sect. 7, pp. 36-41 (See Table no. 5);

85. Ibid. Sect. 8, pp. 42-48.

86. Ibid. Sect. 9, pp. 49-51;

87. Ibid. Sect. 10, p. 52;

88. Ibid. Sect. 11, p. 53;

89. Ibid. Sect. 12, p. 54;

The By-law closed with Sect. 13, discussing implementation "administration", as well as "Enforcement" and "Penalties".⁹⁰

3.5.1 Amendments to Zoning By-law #2863-76

The first amendment dealt with a 'spot-zoning' situation, identified as zone R 3-1⁹¹ and related to a contemplated five (5) storey Senior Citizen apartment building.

Another important amendment dates back to 1977 and dealt with a residential proposal, located near the New Shopping Centre. The purpose of the amendment was to increase the density from R.1 to R.2 (Campbell property).⁹²

By September 1977 the OMB had still not given final approval to the zoning By-law #2863-76, despite the fact that a number of amendments to this By-law were already before the OMB for approval.

Apparently there were some technical problems holding up the approval by the OMB. Since the Town and the developers for the Hudgins/Campbell proposal were both anxious to proceed with their development, they were advised by the Ministry of Housing to prepare a special 'Restricted Area By-law' (Spot-zoning) for their particular project. This By-law⁹³ was in form and text very similar to the new zoning By-law #2863-76 except that it had no general references to the whole of the Town. It dealt exclusively with this particular site.

90. Ibid. Sect. 13, pp. 55-56;

91. Arnprior By-law #2892-76 (zoning);

92. Arnprior By-law #2913-77 (zoning);

93. Arnprior By-law #2971-77 (zoning) (See Table no 6).

The project however did not materialize due to the deteriorating general economic conditions.

Finally, by November 1978 the OMB approved the long awaited new zoning By-law #2863-76, thus replacing the old 1964 By-law #2040.

There were additional amendments to the By-law, some more and some less relevant to the subject of this study. One, for example, dealt specifically with a marina (boat house) located in zone 0 and used by its owner unlawfully as a temporary residence.⁹⁴ Other types of amendments dealt with converting original residential land uses to commercial.

One amendment related to the Seventh Avenue residential proposal, increasing the residential density from R1 to R2.⁹⁵ (The fact that this project never materialized is simply for the record).

The final amendment reviewed was the conversion of the By-laws to the metric system.⁹⁶

For the purpose of a practical comparison of the local zoning By-laws within the Planning Area, five tables were developed listing the requirements of the various By-laws.

94. Arnprior By-law #3034-78 (zoning);

95. Arnprior By-law #3055-78 (zoning);

96. Arnprior By-law #3129-79.

TABLE 4

MUNICIPALITY	TYPE OF ZONING IMPLEMENTATION BASE	UNITS/LOTS	LOT SIZE MIN. M ²	FRONTAGE MIN.	LOT COV. MAX.	SET BACKS, MIN.			ACCESS BLDG'S			HEIGHT MAX. BLDG.	HEIGHT ACCESS. BLDG.	TOTAL FLOOR AREA MIN.	PER UNIT	PARKING			PENALTY//ENFORCEMENT				
						FRONT	REAR	SIDES TOT.	FRONT	REAR	SIDES TOT.					PER 60M ²	PER 300M ²	PER EMPLOYEE					
ARXPRIOR 1964 BY-LAW # 2040	ZONE A	1	685.5	-	30%	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
	1 fam. dwelling	1	685.5	-	30%	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-		
	2 fam. dwelling multiple 3-	2	914.0	-	30%	4.5	10.5	3	1.2	1.2	1.2	1	1	1	1	1	1	1	1	1	1	1	
IN FORCE UNTIL 1978	Hospital Churches Schools Publ. Bldg's.	-	-	-	-	7.5	7.5	7.5	-	-	-	4.5	4.5	-	-	-	-	-	-	-	-	-	
	ZONE B (commercial)	-	-	-	75%	3	7.5	7.5	-	-	-	4.5	4.5	-	-	-	-	-	-	-	-	-	
	ZONE C (industrial)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	ZONE D (rural) dwellings	-	-	60	-	12	-	12	30	60	-	-	-	-	-	-	-	-	-	-	-	-	-

NOTE: This By-Law relates to services partially serviced and unserved site conditions (in this case only the first category has been reflected to provide comparable conditions).

TABLE 5

MUNICIPALITY	TYPE OF ZONING IMPLEMENTATION BASE	UNITS/LOTS	LOT SIZE MIN. M ²	FRONTAGE MIN.	LOT COV. MAX.	SET BACKS MIN.			ACCESS BLDG'S			HEIGHT MAX. BLDG.	HEIGHT ACCESS. BLDG.	TOTAL FLOOR AREA MIN.	PER UNIT	PARKING		LOADING SPACE		PENALTY/ENFORCEMENT	
						FRONT	REAR	SIDES TOT.	FRONT	REAR	SIDES TOT.					PER 91.5M ²	PER 91.5M ²	200-900 M ²	900M ² -		
ARXPRIOR 1977	Zones R1	1	465	15	25%	6	10.5	4	1.2	1.2	2.5	10.7	4.5	82.25	1						
	R2	2	320	9	35%	6	7.5	3	1.2	1.2	2.5	10.7	4.5	73.0	1						
	R3	3*	228.5	6	35%	6	7.5	6	1.2	1.2	2.5	10.7	4.5	68.5	1.5						
BY-LAW # 2863-76	Apartment bldgs. (see spec. det. of zoning by-law)	8†													1.25						
	*Senior citizen bldg.)														*.25						
PRESENTLY III FORCE	Zones C1	-	-	-	80%	15*	7.5	-	1.2	1.2	2.5	13.7	4.5	-		5		1	2	1000.-	
	C2	-	685.5	-	35%	-	10.5	-	-	1.2	2.5	13.7	4.5	-							
	SC1	-	16000.	91.5	30%	21.5	9.15	15.25	-	-	-	13.7	-	-				200-2000M ²	1	2	
	Zones M1	-	-	-	40%	9.15	7.6	6	-	-	-	-	-	-			2	1			
	M2	-	-	-	60%	15.25	-	7.6	-	-	-	-	-	-							
	Zone 0	-	-	-	40%	-	-	-	-	-	-	-	-	-							
	Zone A	1	6 ha	183	-	15.25	15.25	10.6	-	-	-	-	-	100.5							
	Zone II.*	-	-	-	1%	30.5	30.5	30.5	-	-	-	-	4.5	-	36.5						
	*temporary only																				
	Schools Element./Secondary																				

NOTE: This By-Law relates to fully serviced areas only

TABLE 6.

MUNICIPALITY	(Converted into metric) TYPE OF ZONING IMPLEMENTATION BASE	UNITS/LOTS	LOT SIZE MIN. M ²	FRONTAGE MIN.	LOT COVERAGE MAXIMUM	FRONT	REAR	SIDES TOTAL	SET BACKS MINIMUM	FRONT	REAR	SIDES TOTAL	ACCESS BLDG'S	FRONT	REAR	SIDES TOTAL	HEIGHT MAIN BLDG.	HEIGHT ACCESS BLDG.	TOTAL FLOOR AREA	PER UNIT	PARKING	PENALTY ENFORCEMENT
ARIPRIOR (HUDGINS/CAMPBELL PROPERTY)	ZONES R1	1	465	15	25%	6	10.5	4	FRONT	1.2	1.2	2.5	FRONT	1.2	1.2	2.5	10.7	4.5	82.5	1	}	1000
	R2	2	320	9	35%	6	7.5	3	FRONT	1.2	1.2	2.5	FRONT	1.2	1.2	2.5	10.7	4.5	73.0	1		
	R3	3 +	228.5	6	35%	6	7.5	6	FRONT	1.2	1.2	2.5	FRONT	1.2	1.2	2.5	10.7	4.5	68.5	1.5		
RESTRICTED AREA BY-LAW # 2971-77	SEN. CITIZEN BLDG.	8 +																		1.25		

NOTE: This By-Law relates to the zoning plan and by-law # 2863-76. The area related to is fully serviced with water and sewers.

TABLE 7

NO SERVICES	MUNICIPALITY	TYPE OF ZONING IMPLEMENTATION BASE	UNITS/LOTS	LOT SIZE MIN. ^{M²}	FRONTAGE MIN.	LOT COV. MAX.	SET BACKS, MIN.			ACCESS BLDG'S			HEIGHT MAX. BLDG.	HEIGHT ACCESS. BLDG.	TOTAL FLOOR AREA MIN.	PARKING				LOADING SPACE			PENALTY ENFORCEMENT
							FRONT	REAR	SIDES TOT.	FRONT	REAR	SIDES TOT.				PER UNIT	PER 30M ² FLOOR AREA	UP TO 200M ²	200-900M ²	900 AND UP			
	Hcllab Township By-Law # 800	Zone R1 Garage	1	1371	23	25%	7.5	10.5	4.25	3	1	2	10.5	4.5	91.5	1							
	Oct. 1976	Other	8							3	1	5				1.5							
	Presently under review	Up to Zone C1	8*			30%	10.5	10.5	6	-	-	-	9.15	-		1.25							
		* (only with full services)														4							
		With access dwelling	1																				
		Zone C2	1			75%	12.2	9.15	6	-	-	-	10.5	6		1							
		Zone M1	1			40%	9.15	7.6	7.6	-	-	-											
		Zone M2	1	2000	36.5	50%	15.25	7.6	7.6	-	-	-											
		Zone O	1				15.25	15.25	15.25	-	-	-											
		Zone A not farm related	1	6 ha	183		15.25	15.25	10.5	-	-	-	10.5	6	100.5								
		Farm related	1	4047	45.5		15.25	15.25	10.5	-	-	-	10.5	6	100.5								
		Zone CR cottage	1	4047	45.5	25%	15.25	22.9	15.25	-	-	-	10.5	6	100.5								
		Residence	1	2 ha	45.5		15.25	22.8	15.25	-	-	-	10.5	6	100.5								
		Zone ER.	1	8094	61	30%	22.9	22.9	15.25	-	-	-	10.5	6	128								

NOTE: There are no municipal services available in the urban sectors of Hcllab Township. - Piped water and/or sanitary sewer services are presently only available from the Town of Arnprior. - Partial destruction of exist. bldg's up to 75% permits reconstruction on replacement.

TABLE 8

NO SERVICES	MUNICIPALITY	TYPE OF ZONING IMPLICATION BASE	UNITS/LOTS	LOT SIZE MIN. M ²	FRONTAGE MIN.	LOT COV. MAX.	SET BACKS MIN.			ACCESS BLDG'S			HEIGHT MAX. BLDG.	HEIGHT ACCESS. BLDG.	TOTAL FLOOR AREA MIN.	PARKING PER UNIT	PARKING PER 20M ²	PENALTY/ENFORCEMENT
							FRONT	REAR	SIDES TOT.	FRONT	REAR	SIDES TOT.						
BRAESIDE BY-LAW # 412	OCTOBER 1979	ZONE R1 Sing. fam. dwelling	1	1400	30	25%	7.5	10	9	1.5	1.5	3	10	5	65	1		
		Semi-detached dwelling	2	1400	30	30%	7.5	6	10.5	-	-	-	10	5	55			
		Duplex dwelling Boarding house	2	1400	30	30%	7.5	6	10.5	-	-	-	10	5	55			
PRESENTLY IN FORCE		ZONE C1 Add. dwelling	1	4000	50	50%	15	10	25	-	-	-	20	-	55			
		ZONE H2	1	4000	50	50%	15	10	25	-	-	-	20	-	55			
		ZONE O	1	4000	50	50%	6	6	6	-	-	-	20	-	55			

NOTE: There are no municipal services available in the village area.

3.5.2 Brief Comparison of the Active Zoning By-laws Within the LMPA

(See : Tables Nos. 4-8)

The purpose of this comparison is to provide an impression of the impact the Official Plan had on local zoning. The old zoning By-law #2040-64, had been repealed in May 1976. In the meantime a number of amendments to the new zoning By-law were locally approved and also submitted to the OMB, while approval of By-law #2863-76 was pending. The most important of these amendments have been discussed in 3.51.

It should be underlined that the 'Restricted Area' By-law #2971-77 (Hudgings-Campbell subdivision) received the OMB's approval before official approval was given to the new zoning By-law #2863-76. (The Campbell housing proposal did not materialize, yet the By-law #2971-77 is still in force as a spot-zoning for this project until such time as it is repealed by council. For this reason both By-laws have been included in form of the earlier mentioned Tables.)

McNab Township approved a zoning By-law for the Township in 1976.⁹⁷ This By-law however had not been forwarded to the OMB for approval and did not have 'Official Status'. Yet the Township had applied this By-law for some time unchallenged. At the present time, McNab Township is trying to sort out problems relating to a new zoning By-law which was approved by local council in early July of 1981.⁹⁸

97. McNab By-law #800-76 (zoning);

98. Op. cit. 2, 8. July 1981 p. B.1 "McNab approves new zoning By-law".

Prior to forwarding the document to the OMB for approval, it had to be published and open for comment for 21 days. The Township has received 17 registered 'official objections' which the council will have to deal with. If the objectors and the Township can not come to an agreement, the OMB will have to make a final decision.⁹⁹

The Village of Braeside received OMB approval for its zoning By-law #412-79 in October 1979. It is the most recent zoning By-law in the LMPA. (see Table No. 8)

The Town of Arnprior is also in the process of preparing a new zoning By-law.¹⁰⁰ Apparently the physical boundaries of the Town and other issues (-such as specific status to certain lands) have to be dealt with, before the new zoning By-laws relating to the Second Official Plan can be published.¹⁰¹ The Town of Arnprior received a grant from the provincial Ministry for Municipal Affairs and Housing to re-write its zoning By-law and to revise the second Official Plan.¹⁰² The two latest zoning By-law proposals from both McNab Township and the Town of Arnprior were not reviewed for the purpose of this study. In reviewing the local zoning By-laws of the various municipalities, it becomes apparent that varying requirements existed within the Planning Area. The fact that Arnprior has slightly different conditions due to its services and utilities has been considered.

99. Ibid., 14 Oct. 1981 p. B.1. "McNab's zoning By-law received 17 objections";

100. Ibid.; 19. Aug. 1981 p. B1. "Amendments 'tidy up' Arnprior's Official Plan - changes necessary before new comprehensive zoning By-law is revealed".

101. Ibid.

102. Ibid., 23. Sept. 1981, p. A3 "Town gets grant for Planning".

Yet dimensions such as front, rear and side yard set-backs, building heights and minimum floor areas vary substantially. Requirements for commercial and industrial categories also differ from one municipal document to the other.

In light of reduced building activities in the area, perhaps a uniform Zoning approach should have been considered for all three municipalities of the LMPA, allowing the office of the "building inspector" to become the responsibility of a joint Planning Commission. (See Tables Nos. 4-8)

3.6 The Second Official Plan

The local process and the studies leading to the concept of the Second Official Plan apparently started in 1976. By November 1978, according to records of Arnprior council meetings, a draft of the Plan was locally approved and was forwarded shortly thereafter to the Ministry of Housing.

The 'designated municipality' had repealed the First Official Plan, subject to the approval of the new Plan in November 1978.¹⁰³ This repeal was approved in February 1980¹⁰⁴ whereas the approval of the Second Official Plan by the Minister of Housing did not occur until May 1980.¹⁰⁵

103. Arnprior By-law #3063-78 & O.P.A. (1970) R.S.O. c. 349 s. 17;

104. 2. Official Plan of the LMPA p. 3;

105. Ibid.

3.6.1 Review of the Plan

In the Plan's preamble, it is stated that the Plan is intended to provide continuing guidance and direction to the LMPB and to the local politicians for the location and type of all future development within the LMPA.¹⁰⁶

It is further stated under 'Scope of the Plan' that by itself the Plan does not control or regulate the development of land. Rather, it is intended to guide public administration and politicians as well as private interests, to ensure the best form of development under the most desirable conditions.¹⁰⁷ It clearly states that this Plan provides the policies necessary to prepare local By-laws. This Plan provides the basis for land development in the 'Plan of Subdivision' and by 'consent'. The Plan is based on the expectations that its policies will be implemented primarily by zoning By-laws and the construction of 'Public Works'.

In Section II, 'Basis of the Plan', a variety of urban and rural development patterns are recognized. For the purpose of flexibility to various land use patterns and trends, the Plan claimed to have specific policies able to accommodate the specific needs of the urban and the rural population, recognizing their different life styles.¹⁰⁸ A period of 20 years has been recommended as optimal period for implementation of the Plan, with a detailed review following every 5 years.

106. Ibid. p. I-1;

107. Ibid. p. I-2;

108. Ibid. p. II-1.

Physical urban development was again directed towards the Town of Arnprior in the continuation of the "Growth Center" policy provided by the first Plan. Compact residential development, providing full municipal services in the urban and sub-urban areas is recommended by this Plan. Low density residential development and retention of the existing rural character are recommended for the rest of the planning area.¹⁰⁹

Industrial development within the LMPA has been categorized as a mainly urban land use which should be directed towards the Town. Only industries serving the rural economy and considered suitable for selected rural locations will be permitted outside. Such industries were expected to function without urban services.¹¹⁰

The Plan considers the existing commercial locations, mainly the CBD of Arnprior, sufficient and encourages any new commercial establishments to locate within that area in order to maintain a central business/service district within the planning area. Other commercial uses such as "Highway-oriented", or "Convenience-oriented" in rural and hamlet areas, were permitted in some appropriate locations. All major commercial establishments, however, have to be fully serviced, thus restricting them to the urban district.¹¹¹

109. Ibid., p. II-2;

110. Ibid., p. II-2;

111. Ibid., p. II-2.

Agricultural lands are to be preserved and the best possible use of rural lands shall be considered when assessing submitted development applications.¹¹²

The Plan assumes a total population of 15000 by 1999 based upon an anticipated annual growth rate of 1% for the planning area.¹¹³

In 'Land use Policies' Section III, three separate land use categories have been distinguished. They are, the urban and the suburban, Arnprior oriented uses, and the rural land use. The Plan recognizes the characteristics of three different communities and their specific concerns. Within the urban land use category, reference is made to all permitted residential and commercial and industrial designations. In the case of the Village of Braeside, such designations were directed to support the local and tourist needs.

Industrial uses, other than those already mentioned, are to be restricted to wholesaling and home industry (arts and crafts) and can not employ more than five employees each. Within the rural category, (all the Township territory), references have been made to residential, (existing and permanent), commercial and agricultural uses.

The extractions of minerals; will be permitted only on special permits from the Ministry of Environment.

The designated forest areas; Parks and Open Spaces and the Environmental protection areas are listed separately. Each of these

112. Ibid., p. II-2;

113. Ibid., p. II-1.

categories has been described in detail, providing reference to restrictions and limitations.¹¹⁴

Transportation, in Section IV, provided a number of schedules/maps dealing with the roads in the rural district and the layouts streets in the urban area.

'Implementation of the Plan', in Section V, related to the right and duty of the municipal councils to implement the Plan by means of powers provided for by the Municipal Act and the Planning Act. Zoning By-laws are considered to be legal tools at the local level to guide all types of land uses. Not all land designations have been zoned for immediate implementation. Categories such as 'Holding' or 'Rural' are effective in delaying designated uses until local economic conditions justify their 'active' zoning. Councils may pass amendments, activating such uses in conjunction with desirable land use proposals.

The Committees of Adjustment, the Committee for Land Division, the policies of the Plan, as well as Subdivision and Zoning by-laws are guided by the Planning Act. The Planning Board (LMPB) and the individual councils are to consider the continuous change of the economic, social as well as physical/spatial needs and requirements within the LMPA. Existing land uses, non-conforming land uses, amendment procedures, subdivision issues, property maintenance and occupancy standards, accessory uses and historic sites, all are

114. Ibid., pp. III-1-34.

reflected in the Plan, each dealing with its relevant subject in detail. Their purpose is to provide guidance to local politicians, municipal and provincial administrators, developers, land owners and the general public.¹¹⁵

Interpretations in Section VI relate to land use boundaries on the schedules/maps. These are only absolute where the designated area is bounded by either a road or railroad, or where there are geographic barriers such as creeks, rivers, lakes etc. only. In the case of boundaries by roads, the exception exists that these boundaries shall be considered as 'approximate' and thus will allow 'minor' adjustments without having to amend the Plan.

The Plan's Appendices include Part A (a metric conversion table) and Part B (a statement of development criteria). The latter is intended for the frequent use in council while implementing policies of the Plan. Furthermore, there are a list of registered Subdivision Plans of the LMPA and schedules/maps;

- 1A urban part of the Town,
- 1B Town and the area roads,
- 2 suburban area of Braeside, land uses and roads,
- 3 rural areas of McNab including hamlets, the relevant land uses and the roads.

115. Ibid., pp. V- 1-8.

3.6.2 Brief Summary of the Second Plan

There is still no permanent planning staff with the LMPB. Therefore, there may be some difficulty for both the members of the LMPB and the local politicians to evaluate and reflect, on a day to day basis, the various aspects of planning (economic, social, physical/spatial) in relation to local needs and aspirations. The Plan in itself, although much more defined and sensible to the local characteristics and the existing realities than the first Plan, does not provide practical guidelines, or objectives toward the implementation (i.e. political process). Similar to the first Official Plan, the political organization and implementation level of the Plan remained undefined, seemingly accepting the existing 'status quo' of competing goals between some of the LMPA partners. It is noteworthy that again, as had occurred in the formation period of the first Plan, the involvement of the general public was not effective. This Plan did not identify common objectives of various orders suitable for the local community to form short term goals and future achievement programs as well as to attract political commitments. Conflicting interests of the member communities seemed to hinder the establishment of some common denominators leaving the local politicians without the necessary motivation for cooperative actions. Any proposed relationship between the Town of Arnprior and the Township of McNab requires a careful analysis to determine their future direction. In reviewing statements in the local press, it would seem that some local politicians of these two municipalities reject the basis of co-operation and common sense. Without having a positive forward-reaching political commitment/objective at least from the local actors, the implementation of the goals of the Plan cannot be achieved.

3.7 Recent Political and Socio/Economic Developments Within the LMPA

The future of the LMPA and that of its Planning Board has become an issue of concern with some local politicians. During a September 1981 meeting, it was reported by the local paper that representatives of Arnprior, and McNab, council informed each other of their official intent to "pull out of the LMPB".¹¹⁶ Apparently official requests of this nature had been forwarded by the municipalities to the Ontario Ministry of Intergovernmental Affairs. For the Arnprior council, this decision appeared to have been without unanimous consent. Recognizing fully the possible negative consequences for the years to come, Arnprior's mayor was reported to have said: "... it is futile for the Town to be part of both ... at the same time ... and changes had to be made ...".¹¹⁷ He was referring to the existence of two separate Planning Boards. Other opinions, such as expressed by the Town's Deputy Reeve, indicate that some of the councilors were indeed worried that the existing "liaison between the three municipalities would be lost if the LMPB was disbanded. Each group may then begin planning without concern for the others".¹¹⁸

An indication of how relations between the LMPB and Arnprior had developed was expressed by the chairman of that Board; "... there are forces present chipping away at the guidelines laid down by the Official Plan and Arnprior's zoning by-laws. Precedents are being set

116. Op. cit. 2, 30 Sept. 1981 p. A3 "Leaving LMPB may be wrong";

117. Ibid.;

118. Ibid.

which future councils will find difficult to correct ..."¹¹⁹ These remarks were in reference to an Arnprior apartment project (-the old arena site), which according to existing By-laws would have been permitted to accommodate 27 residential units of some mix. However, contravening the existing zoning, the Town issued a permit for a 30 unit project, being fully aware that both the spatial requirements as well as the parking regulations could not be met. The Town did not elect to prepare a special 'spot-zoning', which would have seemed appropriate, in order to prevent possible legal recourse against the developer and the Town.

In the meantime, the Community Advisory Branch of the Ministry of Municipal Affairs and Housing has begun a study into this request for disbanding the LMPB.¹²⁰ Temporarily, all three municipalities agreed to a moratorium, delaying any final action until the 'fact finding' study has been completed. Alternatives to disbanding have been mentioned publicly, one being the retention of the LMPB, the other being a restructuring and recomposing of the Board. A representative of the Community Advisory Branch recognized Arnprior's claim, to its own separate Planning Board as the right of the designated municipality. However, they also recognized that both McNab and the Village of Braeside were dependent on the services of the Area Planning Board, since they could not afford separate boards.

119. Ibid., 15 July 1981 p. A4 "LMPB is concerned about move";

120. Ibid. 14. October 1981, p. A1 "Planning Board gets reprieve for non-municipal Governments agree to wait until 'fact findes' study is finished".

5

Braeside, when asked regarding its preference, confirmed its satisfaction with the existing set-ups. The editorial of October 14, 1981 summarized the issue by stating :

"... orderly development of the area depends on a cooperative effort, not just in planning, but in many other aspects of municipal government. The immediate disbandment of the LMPB without a long look at all other problems might not be a step in the right direction".¹²¹

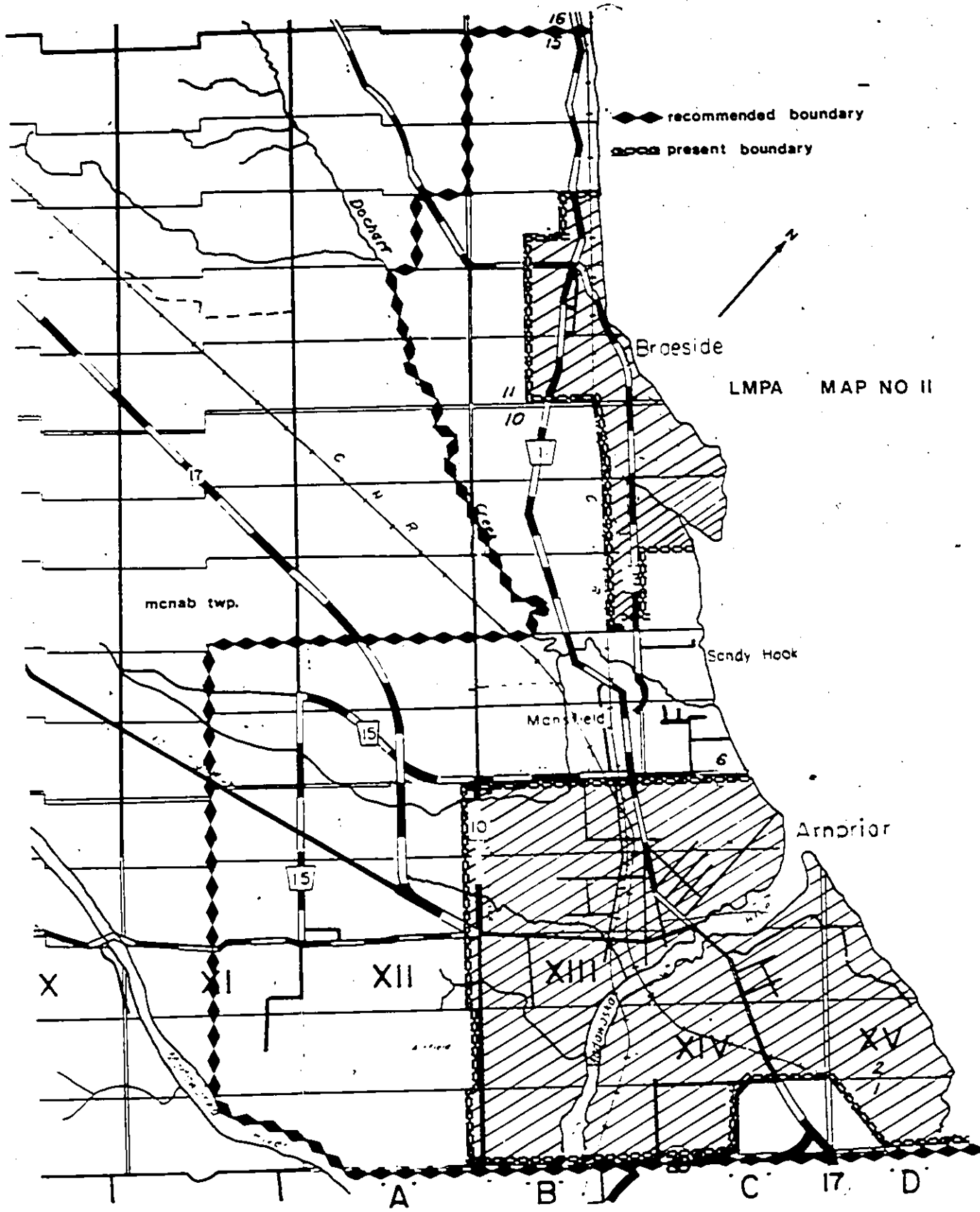
3.7.1. Proposal for Political Amalgamation

A 'controversial' suggestion on the part of Arnprior's mayor, prompted the local paper on October 14, 1981 to carry the following headline : "Amalgamation of municipalities proposed".¹²² Similar proposals had appeared, for example, during the late 1960's and the early 1970's. History, however, proved that in the case of all these previous statements, nothing came of them. What had led the mayor to such a remark?

For some time now, the extension of municipal services, the sewers and water to suburban areas, such as Mansfield, Sandy Hook, Sandy Beach and the Village of Braeside, had been discussed among the three municipalities. Health standards and environmental qualities are of vital concern for all three municipalities. However, the cost of such services, especially in the less densely built up areas, has

121. Ibid. 14. October 1981, p. A4 "LMPB";

122. Ibid., 120.



County of Renfrew - City of Pembroke Restructuring Study

CONSOLIDATED URBAN MUNICIPALITY
 (Arnprior, Braeside and part of Township)

been an issue of disagreement for some time.¹²³ In an attempt to extend the capacity of the existing pollution control centre (-treatment plant, 1967), Arnprior had requested that all future extensions to its system should be separated (i.e. sanitary services separate from storm drainage services). This was rejected by McNab in light of the quoted expense, referring to the fact that Arnprior's own services were still combined. (Obviously, McNab's council did not see 'eye to eye' with Arnprior's past dilemma). Headlines in the weekly paper recapture McNab's reactions.¹²⁴ Negotiations between the two municipalities are still continuing, but McNab's objections to financial commitments have been creating strained relations.¹²⁵

Consequently, the proposal for the amalgamation should be seen in the context of some of these difficulties encountered amongst these municipalities. The Town's mayor initiated this most recent plea for amalgamation but he was also quick to add that in his view, this was not an attempt to assume more or expanded municipal responsibilities, but rather a suggestion to share certain services and facilities. Looking ahead into the 1980's and the 1990's, he suggested that a new type of local government be formed between the existing municipalities of the LMPA. Referring to Arnprior's

123. Ibid., 15. July 1981, p. A1 "McNab reacts coolly to \$305 000. price to Mansfield Area sewers";

124. Ibid., 12 Aug. 1981, p. B1 "McNab turns down option to tap Arnprior's storm sewers";
Ibid., 29. July. 1981, p. B1 "Public Works looking for funds to separate the Town's sewers";

125. Ibid., 12. Aug. 1981, p. B1 "Arnprior and McNab negotiate".

geographically confined location, he mentioned that his idea was not aimed at annexation of Braeside and the McNab suburbs, but was rather a suggestion to share with these two municipalities in the many services the Town had to offer.¹²⁶ In reference to utilities, such as the sewers and the waterworks, he stated : "... instead of just being Arnprior's, these services should be administered by a new government."¹²⁷ Presumably referring to the many cultural and social amenities the Town has to offer, the mayor also addressed Fitzroy Harbor (- a ward of West Carleton Township) and suggested they should join such a new government together within the LMPA. (These comments bring to mind the controversial Hardy Report, sponsored by 'TEIGA' during 1975/1976)¹²⁸ (see Plan No. 11). Given the demographic characteristics of the region, the mayor suggested that approximately 11,000 people of the area could grow better as one region, rather than each municipality on its own. He indicated that the formation of "... a small regional municipality ..." would likely experience many of the unforeseen problems that existed presently. However, he concluded that through cooperation, better solutions could be achieved and even though "... this is not something coming over night, ... it might well be worth looking at ..." ¹²⁹ He indicated that such an arrangement

126. Ibid. 14. October 1981 p. A1 "Amalgamation of municipalities proposed";

127. Ibid.;

128. Eric Hardy Report (1975/76) "County of Renfrew-City of Pembroke Restructuring Study" Government of Ontario Ministry of Treasury, Economics and Intergovernmental Affairs;

129. Op. cit. 126.

could happen even if McNab Township, for example, decided to take over Arnprior.¹³⁰

The provincial reaction to such a proposal remains to be seen. The fact that the mayor of Arnprior has made his views known publicly has to be respected highly. It may well be that the request for amalgamation by Arnprior's mayor had been well-timed and was perhaps part of a calculated political risk. A number of other external factors may have influenced his statements.

Development of new Structural Proposals for small-urban rural Municipalities.

In his address to the 'Association of Ontario Municipalities' the Minister of Urban Affairs and Housing, the Hon. Claude Bennett, was reported to have stated that his Ministry "... will make all necessary endeavors to treat municipalities and regions on their own merits and in individual terms, without setting too many 'carved in stone' ideals, where every one is treated the same".¹³¹ This new point of view had come to the Minister after he had toured more than 70 small municipalities earlier in 1981. The Minister apparently became convinced that the most pressing priorities of these municipalities were not uniform at all and that they and their needs differed substantially from those of the large urban centres and therefore should be treated differently.

130. Ibid., Editorial p. A4 "So that is Arnprior";

131. Ibid., 9. September 1981, p. A5, PRICE, William "Further facts on Bennett's speech".

Two basic thoughts developed out of these events. First, the long awaited Planning Act should indicate that the Province indeed has revised its earlier discussed position in favor of more 'rural' autonomy. Secondly, and in direct reference to the form of government and the administrative organization of the LMPA, it is sincerely hoped that a fast 'percolation process' of the Minister's ideas will reach and influence the present 'fact finding study' launched by the regional office of the Ministry concerning the future composition and direction of the LMPA.

In summary it appears to be certain that rural municipalities and rural planning areas require special, individual analysis and research to establish their specific individual rural community planning approach. Purpose and objectives of an Official Plan have to be discussed and stated clearly and in a form which is easily comprehended by all people involved.

In the following the actual actors and their decisions are reviewed and related to the original policies and goals of the Official Plan. It appears that neither of the LMPA Plans had been very successful in guiding local municipal councils toward effective development positions. Nor were these Plans effective in stimulating local residential development activities or local industries and their markets. Perhaps it is necessary to try a different route, that is, to consider social and economic conditions along with the traditional physical "planning program".

CHAPTER IV

4.0 Analysis of Physical/Spatial Development in Arnprior and in the LMPA

In this chapter, the land use activities within the urbanized areas of the LMPA are reviewed in detail. From this review a comparison can be made with the development and planning policies originally outlined in the first Official Plan.

The theoretical framework developed in the previous chapters concerning the legislative and policy background along with the local land use activities, serves as a necessary background to set the "stage" for understanding and describing the various actors and activities in the local planning process.

Likewise, the planning policies of the Official Plan (-the 'vertical' relation of the Plan to the Planning Act as well as the 'horizontal' relation to the local by-laws, zoning and sub-division-) provide, so to speak, the "script", the rules and regulations, the objectives and goals, which determine the method of implementing most land use activities and which the individual actors must follow in order to succeed in achieving the development as planned.

It has to be recognized that such a process does not refer to a static environment as it may perhaps be reflected by a very physically oriented Plan. Rather, it develops out of an ever-changing urban or rural environment.

At this point, therefore, it is important to identify briefly the various actors as they were recognized during this analysis.

4.1 Actors and their interests

1) Politicians

There were various categories of actors with a variety of interests, roles and functions. One of these are the politicians. They are likely the most prominent, since their roles and functions (- often influenced by their interests-), involved them on an ongoing basis in the local planning and development process. They usually are best informed regarding existing local, regional and provincial policies relating to local development. Especially in a small urban rural municipality they are usually 'wholly' involved and aware of all submissions to the Planning Board and municipal council. These can be summarized as follows:

- Local/municipal - mayor (s) and councillors, reeves and other local representatives,
- Local/régional - municipal representatives, reeves or others at county or regional level.
- Local/provincial/federal - members of parliaments MPP's & MP's.

It is important to recognize that the interactions between the various politicians have a 'vertical' as well as a 'horizontal' significance. Their party affiliation or support at the local level may have strong implications at the provincial and federal levels, especially when either level of these Governments is expected to support economic development at the local or the regional level.

2) Land Owners

Another category of actors are the property owners. The majority are likely local property owners, representing a rather passive interest group. Sometimes, however they become 'active' in the form of "Rate Payer Associations", reacting to taxation, the lack of local services, or to specific development issues which may threaten their property values or established neighbourhood patterns. In addition there are those land owners who hold or purchase land for the purpose of speculation. Some of them are by chance the original land title holders, (i.e. farmers), located on the fringe of the town, whose land gradually became absorbed in the process of urban expansion. In some cases these 'fringe' properties have been resold several times. Often they are now owned by external interests, private as well as corporate, specializing in land speculation and land development. In the case of the Town of Arnprior, the municipality itself, at one time, had assembled significant development areas for industrial land use.

This group is summarized as follows:

- local and/or external - individuals, private and corporate interests
- local and/or external - institutions, private, corporate and/or public (i.e. banks, churches, governments etc.)
- local and/or external - private, semi-public and public (i.e. industries, commercial chains, etc.).

The political affiliation or orientation of these land owners seems to be of importance. Depending on their 'vertical' as well as 'horizontal' reach or influence, their interests may be very rewarding for them.

3) Developers and Realtors

Another group of actors closely related with the land owners are the realtors and developers. Sometimes property owners 'try their luck' as developers and on occasion have become very successful. Usually, however, developers are specialists who very often have other interests, such as realty or construction. Realtors often assemble developable land either in their own interests or acting as a 'front' for local or external sources.

This group can be summarized as follows:

local and external - usually independent

This group is usually very well informed, well affiliated with the dominant political direction in the vertical structure. Locally, their 'horizontal' affiliation is usually very broad. They are of interest to individuals seeking their services because they are usually well acquainted with the local and often external establishments. Also their personal affiliation to most social and cultural establishments allows them to develop a very strong linkage to locally influential professionals such as lawyers, engineers and surveyors.

4) Bureaucrats

This group of actors is not elected but appointed and differentiates itself in various categories. The main group, are government employees at all three levels (i.e. federal, provincial and municipal). Their main interests lie in the administration of public services and public land. Their influence varies, depending on their

educational/professional skills, and to some degree on their political affiliation. Then, there are private or semi-private bureaucrats such as 'white collar' employees of local industries or large commercial establishments as well as the 'upper echelon' employees of locally represented banks and/or other financial institutions.

In summary they are:

- local/municipal - administrative staff
- local/county-regional - administrative staff of regional or county-wide services, institutions or agencies
- local and/or external - administrative staff of upper level government services, institutions or agencies
- local and/or external - private or semi-private administrative staff
- external/provincial and federal - ministries, institutions, agencies.

Actors of this group, although supposedly impartial, may have a strong influence on the local development process mostly by indirect involvement and interpretation of policies and legislative guidelines.

5) Media

This group provides public communication and information via the various media outlets such as community and regional/national networks of radio and TV, as well as the local newspapers. In Arnprior and the LMPA there are two weekly papers and one local TV network interlinked with the regional, Ottawa based network in

addition to a district radio station in Renfrew. There are also national outlets of the Ottawa stations which are received locally.

- Local and external
 - weekly newspapers, daily newsprint from Ottawa with local information.
 - radio with local issues and national/regional T.V. with local community issues.

As a public source of information, this group of actors can be very influential depending on their credibility.

6) General Public

The "General Public" refers in this case to everyone residing in the planning area, as well as the external owners and users of local resources (i.e. locally employed residents of other municipalities, external shoppers, cottagers, tourists etc.). Within this group of actors, there are local representatives of all the other five groups, usually unidentified and passive. However, as soon as their special interests are touched, upon by any proposal or submission, then they identify themselves with one of the other groups.

In addition there is a special category of involved individuals who, in some instances, are part of the fourth group. In such cases however, they can be considered as an independent category as advisors. These are the professionals, in small municipalities usually consultants in planning, design and engineering as well as legal aspects and social affairs. They often manage to have considerable influence on the local decision-making process, and therefore their impact is very important to the actual outcome of the

physical/spatial planning environment. For the purpose of this study, they are not considered as actual actors, but as advisors or to some degree public service.

The degree of interrelation among the various actors to a proposed land use development will largely influence the eventual outcome of the proposed local development. The "success" or "failure" of the planning process at the local level is determined by the meaningful interactions of the various actors. This depends on the degree to which each actor is able to recognize the nature of the total planning environment in which any local development is to take place. More emphasis by all actors should be directed toward the local, horizontal communication, interaction and cooperation. The members of the community have to determine what they need, what they can afford and how they are to achieve their goal without too much interference from other external levels.

4.2 Aims of the Analysis

Since Arnprior was identified as the official urban growth centre of the LMPA, and since the first Official Plan established the future land use categories and the subsequent development phases, it appears to be most practical first to review the actual impact of this policy by researching the development of the local urban land use during a given time period.

The outcome of such an analysis will indicate whether the LMPA's official development policy was successful. It will also determine what impact the sub-urban/rural development of the Township had on the Town.

Furthermore, this analysis will seek to identify how various actors, involved in local development, affected the results of individual projects.

The results are expected to show possible patterns and will likely identify the relative importance of the various actors.

Finally, these results will test the stated hypothesis and describe the impact of the first Official Plan on the Town and the LMPA.

4.3 Review Period and Selection Criteria

This review covers the period from 1970 to June 1981, the period surveyed. The number of significantly large residential development proposals in the LMPA was limited. This study therefore will review two of the larger residential proposals which had been submitted to the Town during the given period. In addition, a major commercial development has also been selected for this review.

In addition the Township of McNab had a number of significant residential proposals. The projects chosen, however, were selected because of their relevance to the Town of Arnprior (i.e. geographic location). The site for one of the projects is, for example, in the immediate neighbourhood of the Town's Shopping Centre. The other is a rural estate development, and as such a definite and exclusive rural form of urban/suburban housing.

The projects were selected based on the following factors:

- a) Their relative magnitude and importance to the planning area.
- b) Their geographic relation to the official growth centre designated for the LMPA.
- c) The historical evolution of these developments, (i.e. their success or failure).
- d) Their relation to the review period.
- e) Their relation to the original policies of the first Official Plan.

4.3.1 Case Study of Development Projects

The development projects chosen are:

1. Seventh Avenue, a residential development for an area adjacent to an industrial land designation. Starting date was 1964. The project site is located in the Town of Arnprior.
2. The Arnprior Shopping Centre located in the southeast periphery of the Town immediately east of the Town's major Highway 417 By-pass Exit, Daniel Street. Starting date was 1973 and it was completed during 1975. The project site is located in the Town of Arnprior.
3. The Madawaska Manor Sub-division, a residential development, located immediately adjacent to and north of the Shopping Centre site. The starting date was 1971. The project is incomplete. The site is located in the Town of Arnprior.
4. Opportunity Square/Wabalac Development, a residential, commercial and industrial development proposal, located adjacent to the Daniel Street - Highway 417 By-pass intersection, east and west of the highway. The proposal was submitted in 1968. The site is located in McNab Township.

5. Dochart Estates a residential estate development located south-west of the Village of Braeside in the Township of McNab. The first submission for this project was made in 1972.

4.4 Physical Development in the LMPA between 1970 and 1981

In order to establish a realistic impression of all physical, (primarily residential), development in the LMPA during the study period, the building inspection and construction permit office of each municipality was requested to identify the various types of development. They were also asked to provide the respective values of construction during those years and the actual number of permits issued per year. This information has been compiled in the following four tables under four separate headings: residential, commercial and industrial and public oriented development activities. Each of these categories is being compared on a municipal basis.¹

Residential Oriented Development in the LMPA (Table No. 9)

According to the local information, the residential development of the LMPA, during the study period, was most active in McNab Township. It outperformed the same type of development of the Town of Arnprior approximately 3.6 : 1. It seems to be noteworthy that all the residential development located in McNab is dependent on individual sewage disposal systems (i.e. septic tanks and percolation beds) as well as on individual wells for fresh water.

¹ Data on physical development activities in the LMPA 1970-1981, received from each municipality.

Residential development in the Village of Braeside during the study period has been insignificant.

Home improvement figures, on the other hand, indicate that many Arnprior home owners decided for local improvements.

In accordance with the first Official Plan, the construction of multi-family type of residences, (i.e. apartments doublex, townhouse etc.) was limited to the fully serviced urban areas of the Town.

The information on cottages, on the other hand, confirms the excellent development potential for vacation homes and recreational resort development in the north-western district of the rural planning area.

Residential oriented development in the LMPA

- a) 1970 - 1975 (prepared from local information)
- b) 1976 - 1981 (June)

TABLE No. 9

Municipality	Type of Development		Single Fam. Res.		Multi-Fam. Res.		Home improvement		Cottages	
	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000
ARNPRIOR a)	97	1.850	59	2.570	177	472	-	-	-	-
ARNPRIOR b)	50	1.520	23	877	251	1.190	-	-	-	-
McNAB TWS. a)	250	5.290	-	-	62	300	48	267	-	-
McNAB TWS. b)	281	11.700	-	-	118	979	29	721	-	-
BRAESIDE * a)	2	52	-	-	2	1.6	-	-	-	-
BRAESIDE b)	12	393	-	-	12	34.3	-	-	-	-

Commercial oriented development in the LMPA (Table No. 10)

Most of the area's important commercial development, especially during the first half of the study period, had been taking place in Arnprior. However, McNab Township's commercial activities, especially during the second half of the study period are remarkable. One has to note that an amendment to the first Official Plan had been approved by the Area Planning Board and the OMB, easing the policies for commercial development in the unserved (i.e. rural and suburban) areas of the LMPA.

- a) 1970 - 1975 (prepared from local information)
- b) 1976 - 1981 (June)

TABLE No. 10

Municipality \ Type of Development	New Commercial Developm.		Commercial Improvements	
	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000
ARNPRIOR a)	10	6.710	37	734
ARNPRIOR b)	11	1.390	90	1.050
McNAB TWS. a)	20	386	-	-
McNAB TWS. b)	43	1.350	-	-
BRAESIDE * a)	1	1	-	-
BRAESIDE b)	1	8	-	-

* Tables No. 9 and No. 10, Municipality of Braeside did not keep official records prior to 1974.

Industrial oriented development in the LMPA (TABLE NO. 11)

The figures on industrial development speak for themselves. It is noteworthy that during the second half of the study period no new industrial development of any significance entered into the LMPA. By the end of 1975 the special DREE designation for the Planning Area had been withdrawn and moved further northward to the Town of Renfrew.

- a) 1970 - 1975 (prepared from local information)
 b) 1976 - 1981 (June)

TABLE No. 11

MUNICIPALITY \ Type of Development	New Commercial Developm.		Commercial Improvements	
	No of Permits	\$ Value in 1000	No of Permits	\$ Value in 1000
ARNPRIOR a)	9	6.840	2	188
ARNPRIOR b)	-	-	-	-
McNAB TWS. a)	-	-	-	-
McNAB TWS. b)	2	1.560	-	-
BRAESIDE a)	-	-	-	-
BRAESIDE b)	1	2.600	-	-

Public oriented development in the LMPA (TABLE No. 12)

a) 1970 - 1975 (prepared from local information)

b) 1976 - 1981 (June)

These figures relate exclusively to the Town of Arnprior and do not require further explanation.

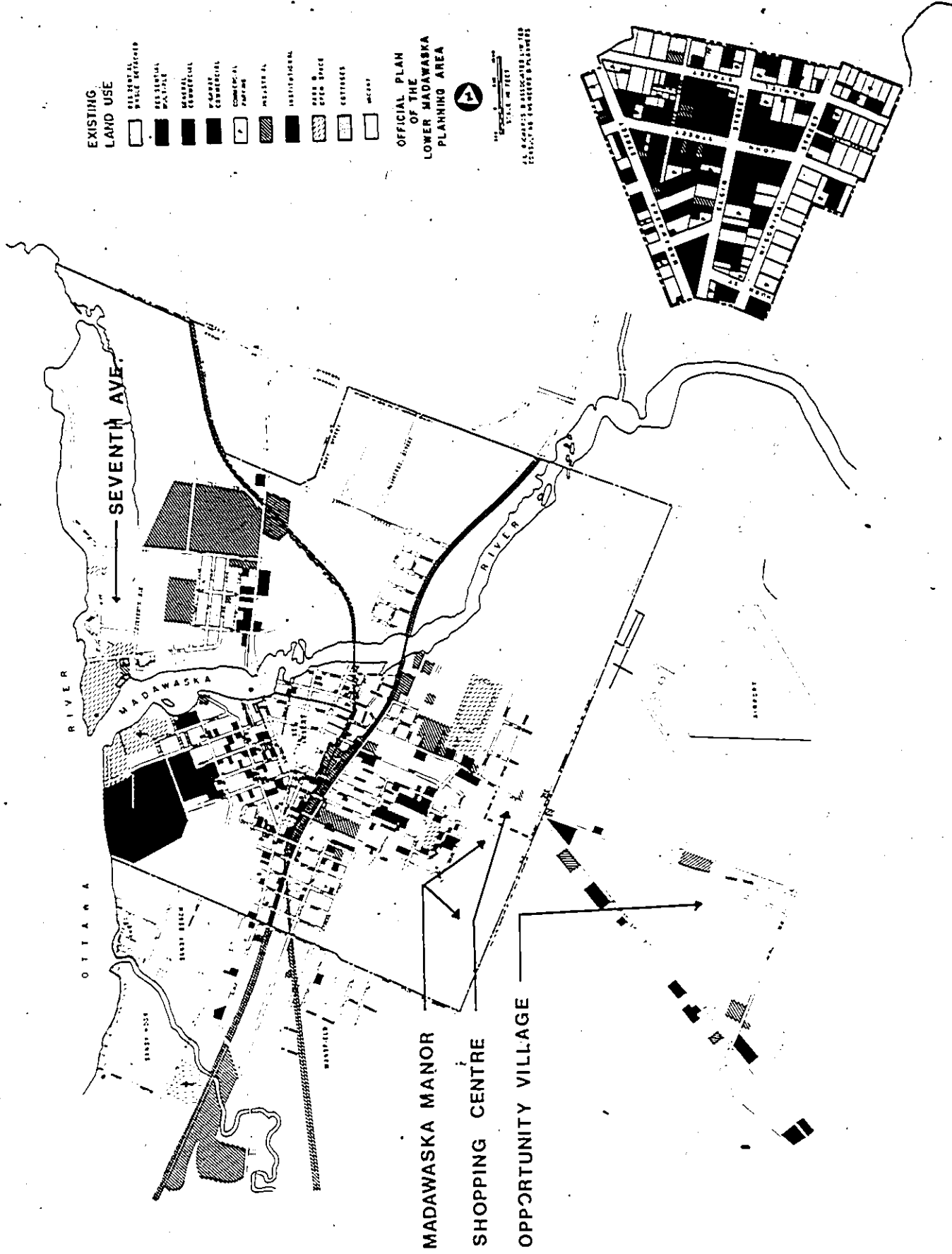
TABLE No. 12

Type of Development Municipality	COMMUNITY CENTRE \$ Value in 1000	SEN. CITIZEN APARTMENTS \$ Value in 1000	HOSPITAL ADDITION \$ Value in 1000	NURSING HOME \$ Value in 1000	SCHOOLS \$ Value in 1000	CHURCHES \$ Value in 1000
ARNPRIOR a)	-	220	-	-	950	-
ARNPRIOR b)	1.950	1.920	428	1.700	881	72
McNAB TWS. a)	-	-	-	-	-	-
McNAB TWS. b)	-	-	-	-	-	-
BRAESIDE a)	-	-	-	-	-	-
BRAESIDE b)	-	-	-	-	-	-

4.5 Highlights of the five selected development projects

As mentioned earlier it was decided to analyse a number of case studies in further detail in order to test the hypothesis of this research. The following is the review of the five developments as listed earlier. This review concentrates on the outstanding events and issues, detrimental to, and, to some extent, characteristic of the outcome of many of the local projects. Each of the projects is being discussed separately. They have been identified and located on the following maps of the Town and the planning area.

LMPA URBAN AREA MAP NO 12



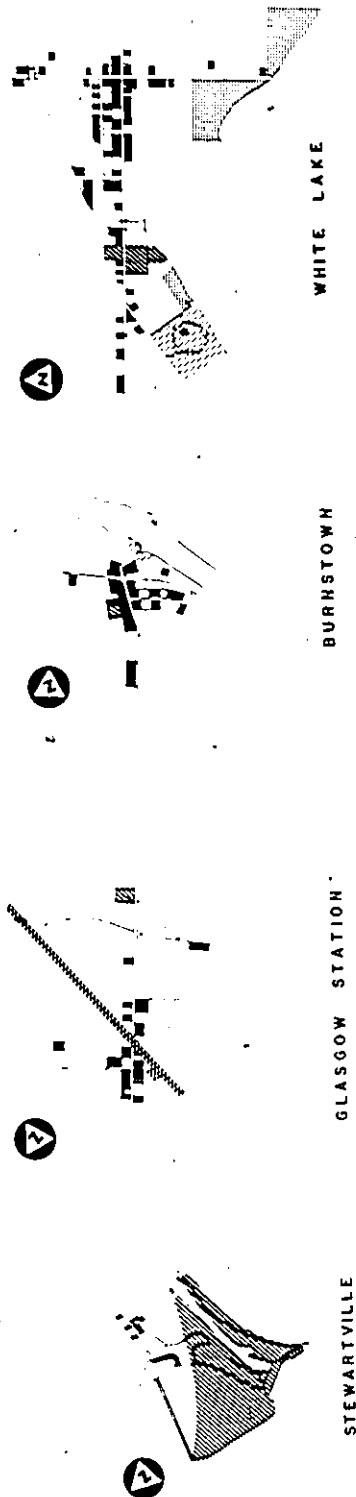
- EXISTING LAND USE**
- OPEN SPACE
 - ▨ PARKS AND RECREATION
 - ▩ RESIDENTIAL MULTIFAMILY
 - ▧ RESIDENTIAL SINGLE-FAMILY
 - ▦ COMMERCIAL
 - ▥ INDUSTRIAL
 - ▤ OFFICE
 - ▣ INSTITUTIONAL
 - ▢ PUBLIC USE
 - ▧ OFFICES
 - ▦ HIGHWAY

OFFICIAL PLAN OF THE LOWER MADAWASKA PLANNING AREA



SCALE 1" = 100'
 100 METERS
 100 FEET

LMPA RURAL COMMUNITIES HAMLETS MAP NO 13

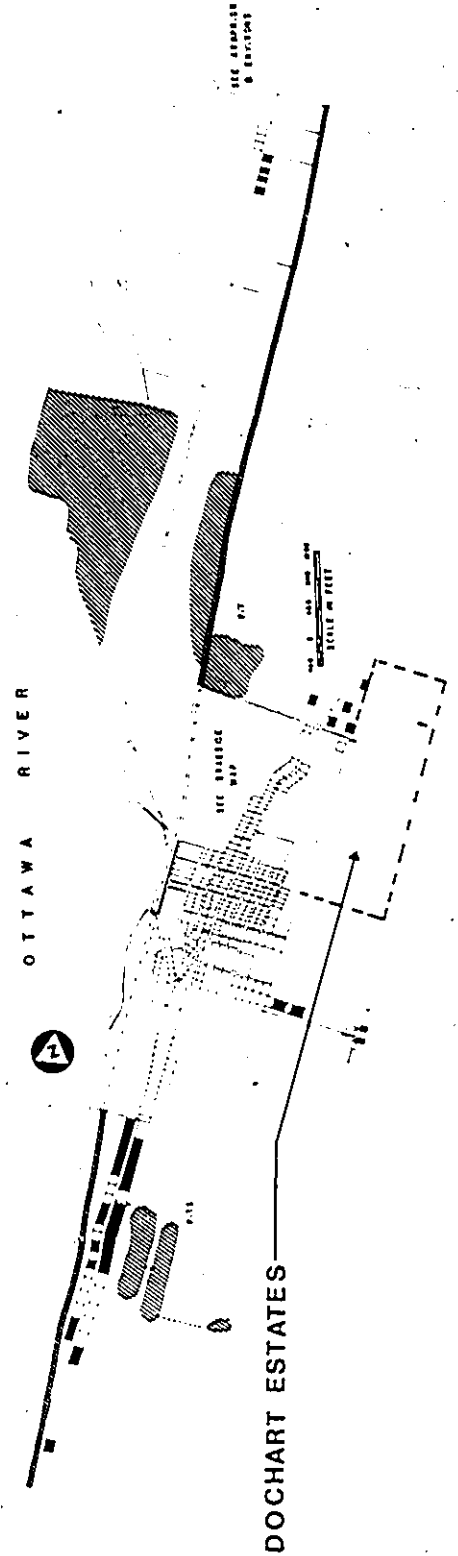
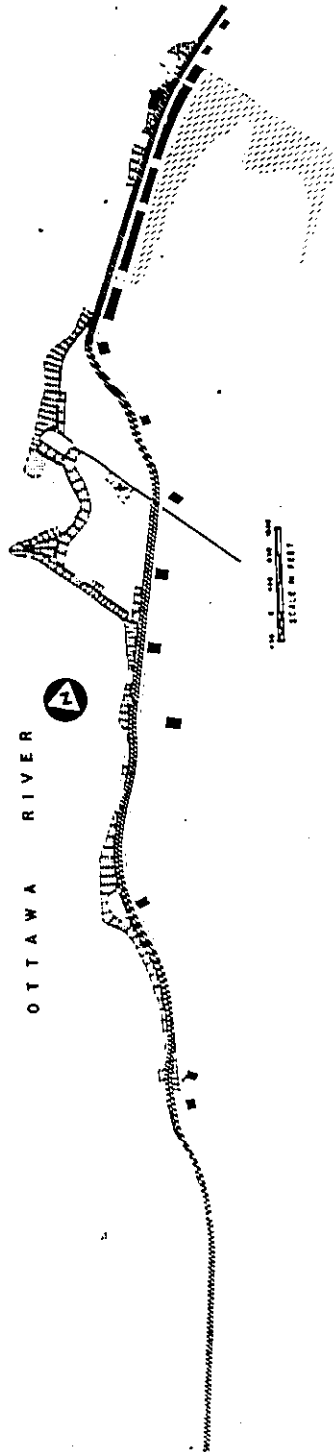


EXISTING LAND USE

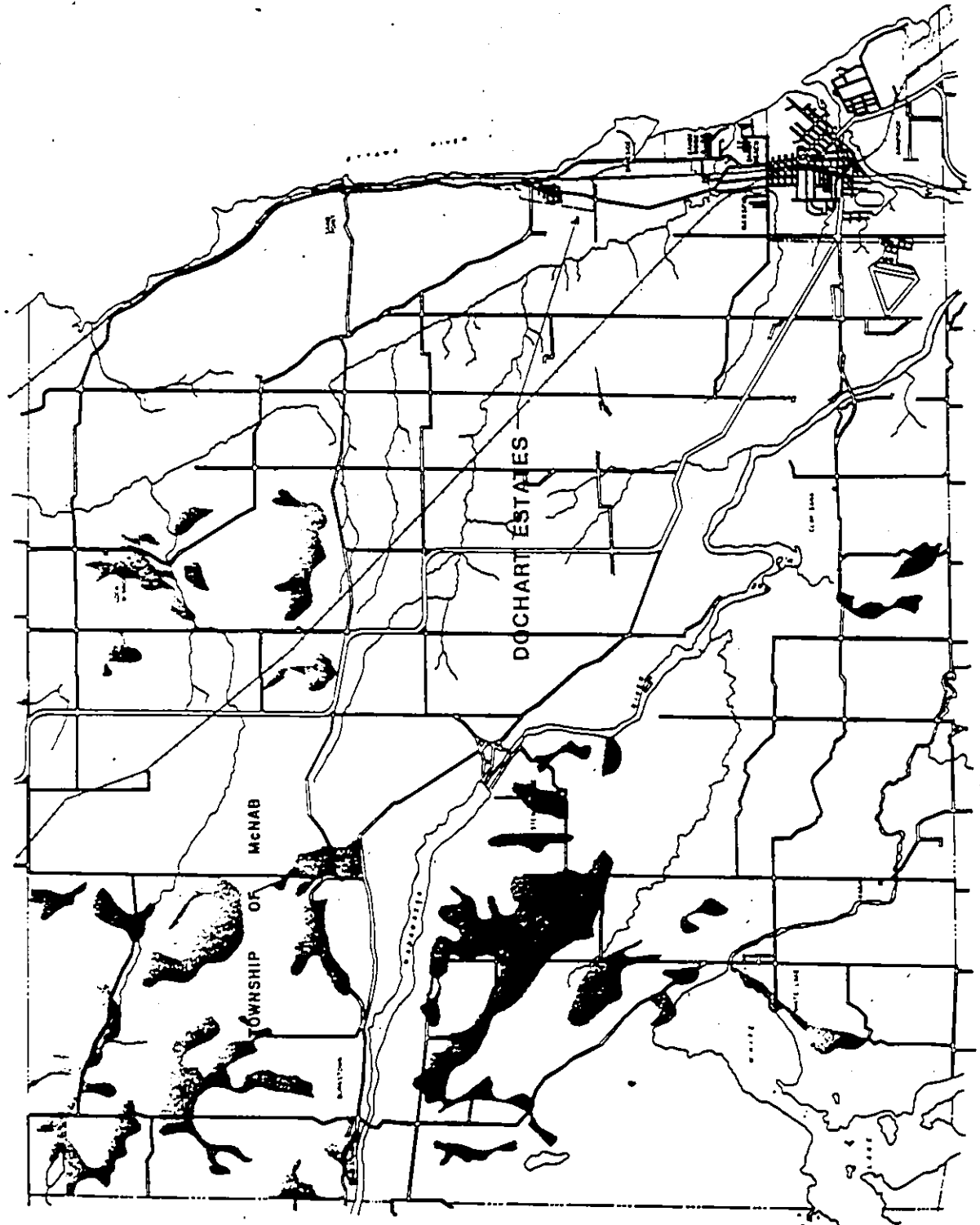
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- OPEN SPACE
- OUTLINES

OFFICIAL PLAN OF THE LOWER MADAWASKA PLANNING AREA

ALL EXCISES & ASSOCIATED LIMITED CONTRACTS ESTIMATES & PLANNING



LMPA RURAL AREA MAP NO 13a



RURAL LAND USE CHANGE

OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA

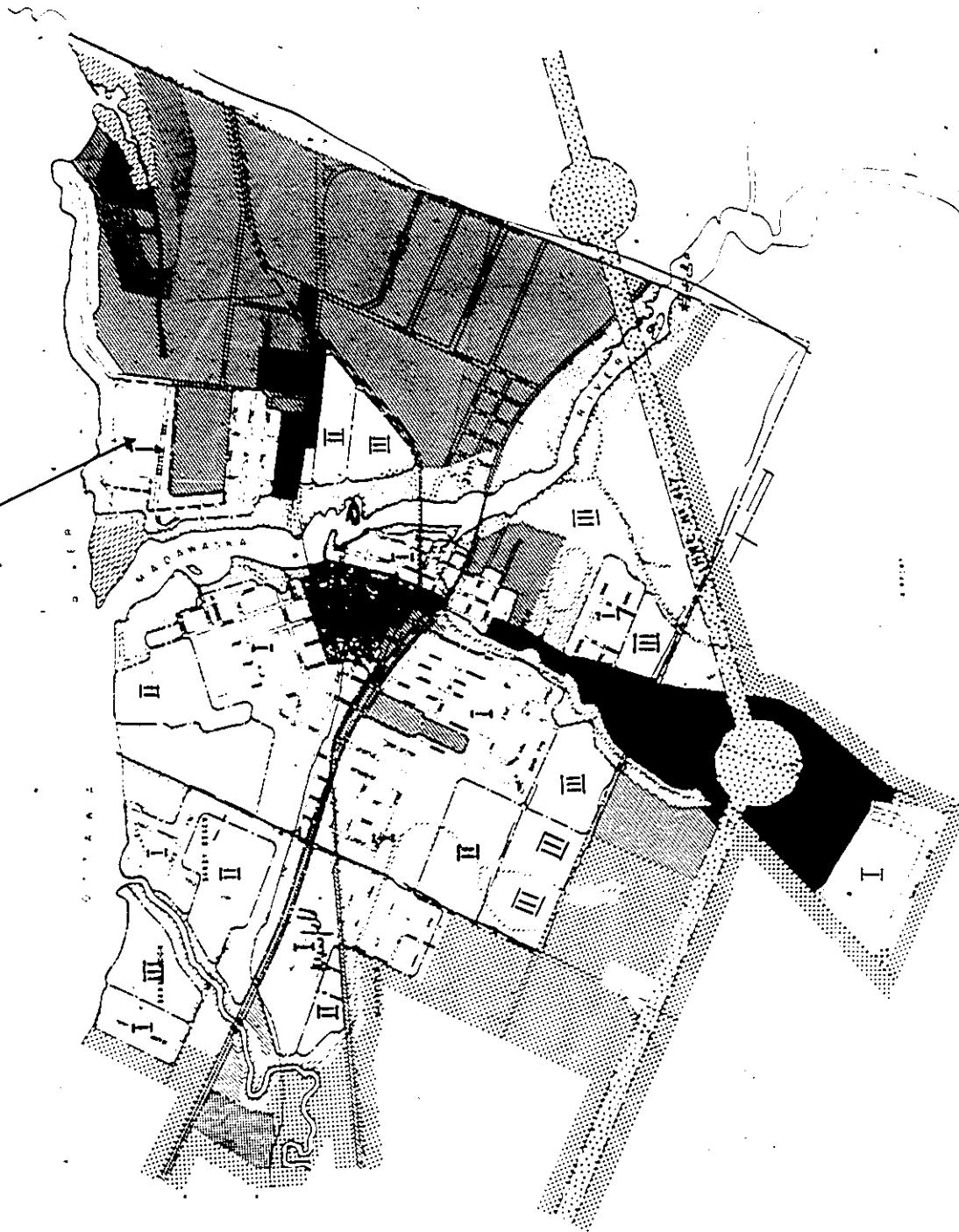


1:400 0 2000 4000 6000 8000 10000
SCALE IN FEET

A.L. RICHARDS & ASSOCIATES LIMITED
CONSULTING ENGINEERS & PLANNERS

LMPA SEVENTH AVENUE

MAP NO 14



LAND USE

- RESIDENTIAL
- ▨ COMMERCIAL
- ▩ INDUSTRIAL
- ▧ OPEN SPACE
- ▦ PARKS
- ▤ HIGHWAYS
- ▣ UTILITIES
- ▢ WETLANDS
- ▧ (with 'P' symbol) PUBLIC UTILITIES
- ▩ (with 'P' symbol) COMMERCIAL
- ▧ (with 'P' symbol) OPEN SPACE
- ▦ (with 'P' symbol) PARKS
- ▤ (with 'P' symbol) HIGHWAYS
- ▣ (with 'P' symbol) UTILITIES
- ▢ (with 'P' symbol) WETLANDS

THIS MAP SHOWS THE PLANNED LAND USE FOR THE LOWER MADAWASKA PLANNING AREA. THE PLANNED LAND USE IS BASED ON THE CURRENT LAND USE AND THE PLANNED LAND USE IS SUBJECT TO CHANGE.

OFFICIAL PLAN
OF THE
LOWER MADAWASKA
PLANNING AREA



SCALE 1" = 100'

PREPARED BY THE LOWER MADAWASKA PLANNING AREA

REVISED MAY 18 1972
MAY 8 1975

4.5.1 Seventh Avenue, Arnprior

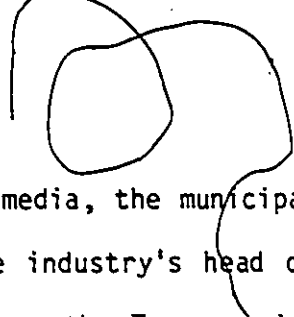
The Seventh Avenue project refers to a residential development proposal for the north-east sector of the town. The site is in direct view of the Ottawa River, the east and south sides of the property are adjacent to industrial land. The initial development proposal foresaw some fifty lots and was in direct response to the 1964 zoning plan and By-law. The municipality, as the owner of the property, was aware from the very beginning that in order to achieve a successful layout, a relatively small parcel of the adjacent industrial land to the south was required, due to existing topographical conditions. It is interesting to note that the entire district, mainly designated industrial, originally had been owned by the municipality and had been sold to the occupying industrial concern during the early fifties for a nominal fee of \$1.-

Highlights:

For a period of seven years, starting in 1964, the municipality sought to establish meaningful communication with the occupying industry and, its Toronto based head office, concerning the exchange of 6.8 acres of industrially zoned land² which was imperative for the proposed housing project.

Appendix #3 : Seventh Avenue.

2. Letters dated : Sept. 18. 1964; Feb. 16. 1965 & Apr. 15. 1965; March 24. 1971; May 6.12. & 18. 1971; July 24. 1971; Apr. 21. 1972; Sept. 5. 1972 and Nov. 20. 1972.



In 1971, through the local media, the municipality reported that it had been negotiating with the industry's head office for the land. Consequently in short succession, the Town received two offers from local developers, wishing to service the land and to provide basic infrastructure³. In the expectation of substantial financial gains, the municipality decided to develop and to manage the project 'in house' by using its own staff.⁴ In effect, the municipality was competing with the two local development bids. By 1972, the owners of the industrial land were asking \$17,000 for the land, in addition to four major tax and land use concessions from the municipality concerning the rest of their property.

At approximately the same time the Town's legal advisor delayed matters by questioning the municipality's right to purchase land, citing Section #336 of the Municipal Act.⁵ He stated afterwards that he had not been aware of the Provincial Planning Act and its Part I, Official Plans which provides for public land acquisitions for Official Plans and redevelopment designations.

After additional delays, the municipality rezoned its newly acquired portion from Industrial II to Residential I and submitted the matter to the OMB for approval.⁶ This brought forth one official

3. Letters dated : Feb. 25. 1971, March 1. 1971, March 1. 1973, March 26. 1973. Committee Report #24 dated March 1. 1971;

4. Letters dated : Jul. 28. 1971 and Aug. 16. 1971.

5. Committee Report dated Sept. 12. 1972, letters dated : Sept. 13. 1972, Sept. 18. 1972, Oct. 2. 1972, Nov. 27. 1972.

6. Committee Report dated : Sept. 12. 1972, Apr. 11. 1973, Sept. 11. 1973, By-law #2666-73, June 14. 1974.

objection from another industrial firm (across the street), on grounds that the new designation and the proposed residential project might create a traffic congestion as well as restrict the future land use of their property.⁷ This delayed the issue further. The OMB in a subsequent decision recommended visual barriers between industrial and residential land uses, but refrained from giving a clear-cut decision regarding cost sharing and maintenance responsibilities.⁸

By 1975 the municipality called for public tenders for developing their entire site, after having withdrawn their own department as their developer.⁹

At about the same time, the Province (OHC) expressed an interest in the land and its development potential. The Province suggested that its Services Department complete a land appraisal along with a redesignation for the increased residential density of the site.¹⁰

By the summer of 1976, a local offer and an offer from OHC for 14 acres of the site had been received by the Town. The OHC offer was double the amount of the local offer and was accepted. Thus OHC became owner of the development site including the "right of way" of Seventh Avenue¹¹. By fall 1976, it had taken more than a year to

7. March 5. 1974;

8. Aug. 28. 1974, Sept. 25. 1974, Oct. 28. 1974, Dec. 2. 1975;

9. May 9. 1975;

10. Apr. 2. 1976, May 28. 1976;

11. July 22. 1976, Sept. 9. 1976, Sept. 17. 1976, Sept. 20. 1976, March 21. 1977, May 16. 1977.

complete all the legal aspects of the land transaction between the OHC and the Town.

By October 1978, OHC finally applied locally for the redesignation and rezoning from R1 to R2 and in response received 29 objections from the local rate-payers.¹² The main reason for these objections was the proposed increase of the development density. The rate-payers feared that a 'public housing' type of project might reduce the value of their own neighbouring properties, diminishing their own property values.

By January 1979, OHC met with the objectors. In the summer of the same year, and after several meetings on the objection issues, OHC informed the Town that it had decided to abandon its intention of developing the site. The reasons for this decision, they stated, were that the H.O.M.E. and the A.H.O.P. programs had been terminated in August 1977 and January 1979 respectively.¹³

One can speculate as to why OHC would have wanted to complete implementing legal transaction and redesignation of the site to January 1979, when the programs to stimulate the financing of the actual construction had since been terminated.

Shortly thereafter the Ontario Land Corporation (OLC), the Ministry's land holding office, offered the site for sale to the municipality which declined the offer.

By mid-1981, the OLC informed the Town that no immediate development plans existed for this site.

12. Jan. 18. & 23. 1978, Oct. 2. 1978, Oct. 20. 1978, Nov. 3. 1978, Nov. 9, 1978;

13. Jan. 18. 1979, Jan. 29. 1979, Feb. 14. 1979, June 6. 1979, Oct. 31. 1979, Nov. 6. 1979, Dec. 28. 1979.

Analysis of actor-related elements :

Element of time : An amazingly long period of time was required to establish communication between the industry and the Town and to complete various phases of the negotiations. Because of these lengthy delays, any positive results during the various stages were nullified. Related events at provincial and federal levels (e.g. financing programs) may also have contributed. The timing and co-ordination of actions and counteractions appears to have been very poor.

Local and external interests. Apparently the municipality's initial intent must have been poorly communicated. Local and external actors, it seems, were to a certain extent uninformed. Even the advisors were confused and lacked some of the basic information. The Ministry of Housing, it seems, had employed some questionable judgements besides having overlooked local issues, interests and needs. Furthermore, the OMB recommendations created delays that jeopardized the entire project.

Professional advice. In retrospect, it would seem that the municipality was unfamiliar with procedures and regulations at the provincial level and was insufficiently advised concerning land development issues. This could have been overcome had the Ministry been more sensitive to the municipality's situation and less administratively pre-occupied. Quite possibly private development offered at the beginning in 1971, as well as in 1975, could have been very successful in seeing the project through.

Political leadership. The whole notion of urban development and the interaction of the provincial ministries with small communities must have been a new experience for the municipalities involved. Not all local actors followed the same interest or goals, nor were they all equally supportive of the proposal. Again, much of the fault lies in the lack of good communication between the parties involved.

Government involvement. The attempts by local government to develop the site under its own management without having the necessary capabilities, must have been a poor decision. The provincial involvement was presumptuous of and inflexible to the unique circumstances and traditions of the local municipality. Provincial and federal support for industrial development was dominating on the municipal scene. (i.e. one-sided support for industries primarily).

Public involvement. The only public interest in this development proposal had been initiated by some of the local rate-payers. Their objections however stemmed from a self-centred interest regarding the diminishing of the value of their properties and overlooked any positive aspect the proposal might have for this neighbourhood or the entire community.

4.5.2 The Arnprior Shopping Centre

The idea of a new commercial centre in addition to the existing downtown CBD had been part of the proposed planning issues discussed in public meetings during the preparation period of the 1973 Official Plan. In its final version however, the first Official Plan had recommended exclusive support for the existing downtown CBD and

modernization of these facilities had been urged. According to the Plan, submissions for new major commercial establishments had to have extensive research, and mandatory feasibility studies.^{14 & 15}

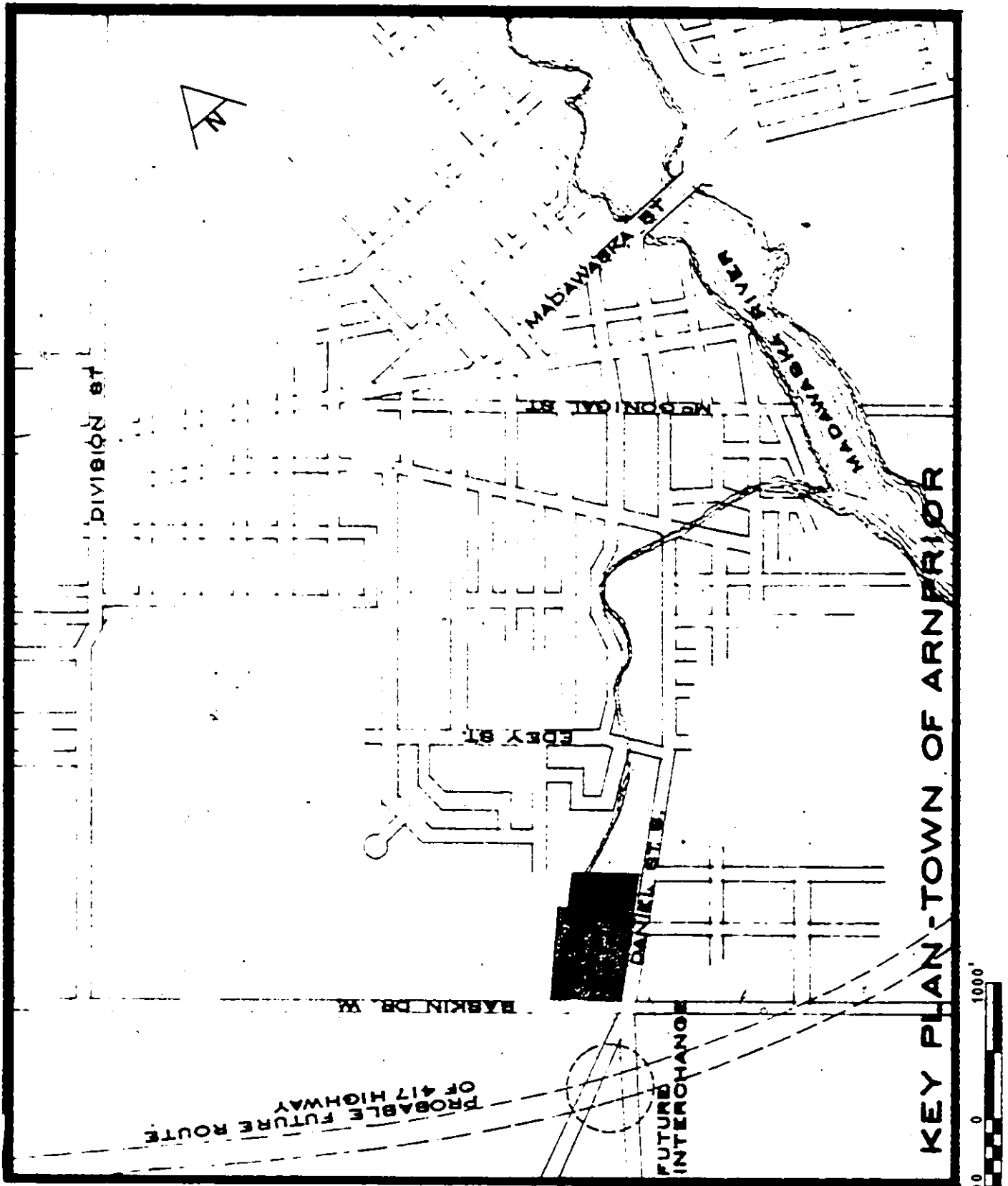
Highlights :

In the Fall of 1973, a development firm from Guelph, Ontario made their first official submission to the LMPB and to the Arnprior council and received from both bodies encouragement to proceed with their plans and the mandatory studies in support of this proposal.¹⁶

In December 1973, the first public meeting was held, introducing the idea of a Shopping Centre for Arnprior. During this meeting the mayor of Arnprior stated that sanitary and storm sewers as well as fresh water services for future urban development, were

Appendix #4 : The Arnprior Shopping Centre.

14. Op. cit. c.3, n.63;
15. The site of the new Shopping Centre had originally been sold to an Ottawa-based (- external) developer in 1971 and upon special request had been rezoned from 'Holding' to 'Highway Commercial', to suit a submission consisting of a Hotel/Motel proposal and an automotive service centre business. Early in 1973 the land was resold through a local real estate broker to another external development firm from Guelph, Ontario, specializing in shopping centre developments. (Information source : Town of Arnprior).
16. See Appendices, Arnprior Shopping Centre : Record of public meetings, Dec. 5. 1973 and Dec. 21. 1973.



available not only for the newly proposed centre, but also for projects planned in the south and south-west section of the Town and the adjacent areas of McNab Township.¹⁷

Contrary to the policy of the Official Plan, the LMPB and the Town Council including their planning consultant, chose to support the commercial development, located outside the existing downtown CBD.¹⁸ Other support came from the previous external land owner¹⁹ and the local papers (media).²⁰

There is no evidence that anyone tried to oppose this project based upon its total contradiction to one of the key policies of the Official Plan.

In strict adherence to the mandatory requirements of the Official Plan, the developers and their consultants provided the feasibility and marketing studies in support of their proposal and thus 'fulfilled' the conditions established by the Plan clearing the way for the necessary amendments of the Official Plan and the zoning By-law, all with the full support from the LMPB and the municipal council. The amended Plan and its zoning By-law were submitted to the OMB by early summer 1974.²¹

17. Dec. 5. 1973.

18. Record of public meeting Feb. 28. 1974, March 18. 1974

19. Apr. 19. 1974;

20. Arnprior Chronicle, March 6. 1974, p. 1;

21. Apr. 2 & 19. 1974.

There was no official objection to either the rezoning or the redesignation of the area from highway commercial to C1 commercial. A draft development agreement had been drawn up between the municipality and the developer. The supporting studies for the feasibility and marketing were submitted to the Ministry of Housing for approval.²²

In response, the Ministry questioned the validity and the assumptions of these submitted studies indicating that their conclusions seemed rather optimistic.²³ In subsequent meetings between all parties concerned, such contentious conclusions were overcome by revisions and alterations to the reports. Yet, the Ministry in strong support of the Official Plan's original CBD policies hesitated to provide an approval.

By Winter 1974, the OMB had approved the amendments, to the Official Plan and the Zoning By-law setting aside the Ministry's objection in favour of the developer.²⁵ By February 1975 final design documents had been completed for local approval and construction was permitted to commence by spring 1975.²⁶ By October 1975 the Centre officially opened to the public.²⁷

22. May 6. 1974;

23. Jul. 15. 1974;

24. Dec. 9. 1974;

25. Dec. 12. & 17. 1974;

26. Dec. 31. 1974, Jan. 9. 1975, Jan. 23. 1975, Feb. 21. & 24. 1975, March 25. 1975, May 6. 1975;

27. Oct. 22. 1975, Annprior Chronicle Oct. 29. 1975, p. 1 and Nov. 19. 1975, p. 1.

Analysis of actor - related elements

Element of Time : Despite fundamental discrepancies of the Shopping Centre proposal to the original policies of the first Official Plan, no unusual time delays occurred. Despite the complete contradiction of one of the Official Plan's key policies, the developer managed to create a united front.

It is perhaps noteworthy that the original submission by the developer to the LMPB and the Arnprior council occurred at approximately the same time that the first Official Plan, duly approved by the LMPB and the Arnprior municipal council, had been submitted to the Ministry of Housing for approval and enactment. In other words, the Plan had contained policies which were being supported by the local actors.

The actual two year period then from the early planning and submission stage to the completion and official opening of the Shopping Centre in Fall 1975, appears to be a remarkable and relatively short time span for the completion of such a project.

Local and external interest : Despite strongly opposing policies of the first Official Plan, this proposal was locally readily accepted by most of the local actors such as the LMPB, the Town's council, the previous land owner and the local media. There are no records of critical reactions by the general public.

One can however speculate as to why the original policies of the Plan, which sought to promote and protect the CBD, did not receive any public defence, not even from those local merchants who stood to lose most from the development of the Shopping Centre. This seems to

support the earlier statements in the summary of Chapter 3, which questioned the degree of public awareness and the general interest in the local planning process. It is even more surprising that this proposal was endorsed by the official planning consultant of the LMPB.

The Ministry of Housing was the only external 'actor' on record which defended the Plan's CBD policies and initially opposed the proposal. The OMB in protection of public right and fairness subsequently ruled in favor of this project.

Professional advice : The developer, from all indications, was very familiar with the development process. He was successful in establishing a broad base of support and jointly with his consultants, provided effective professional leadership. He also provided the necessary guidance to both the governmental bureaucrats at both levels and the local political representatives in order to see his project completed successfully.

Political leadership : Although the developer supported the local politicians in the form of good and efficient communication of relevant information, no strong leadership or direction was apparent from any local source. When local politicians and appointed Planning Board members objected to the Ministry of Housing's inquisitive tactics and delays, the developer stayed clear of political embarrassment at either level and to some degree even acted as a conciliator.

Government involvement : The municipality did not take into consideration the existing policy of the first Official Plan regarding the CBD issue. It was more receptive to the professional guidance provided by the developer. The Ministry of Housing on the other hand, seemed to have taken a rather inflexible stand in support of the Plan's official designation for the CBD. The Ministry, in the writer's judgement, had ignored the possibility that the Plan's policy might have been wrong in the first place.

Information and coordination : The developer took the initiative of effectively convincing local and external actors of the benefits of this proposal.

General Public : The new commercial centre was well received by the public and represented the expansion of the existing local commercial establishments and the improvement of local services. Local merchants did not organize any opposition to the proposal. The public saw it as a source of additional revenue for the municipality. Also, improved conveniences, such as one-stop shopping and parking were improvements well advertised by the local media and welcomed by the public.

4.5.3 The Madawaska Manor Subdivision, Arnprior

The Madawaska Manor referred to the residential subdivision site, immediately west of the new Shopping Centre in the south-west sector of the Town. Until 1973, this property was part and parcel of one and the same land holding. The project originated in 1971 when both sites jointly were sold to an external, Ottawa-based land

developer. In 1973 the Shopping Centre site had been developed as described previously. This part of the site was, however, resold separately to another Ottawa-based developer. Between 1971 and 1973 the land had been designated 'general development', yet the Official Plan's designation was 'residential' R1 phase III. This meant that the development would be deferred for some time in favour of land adjacent to existing municipal services. The purpose of such designation was to utilize existing facilities prior to causing major municipal expenditures.

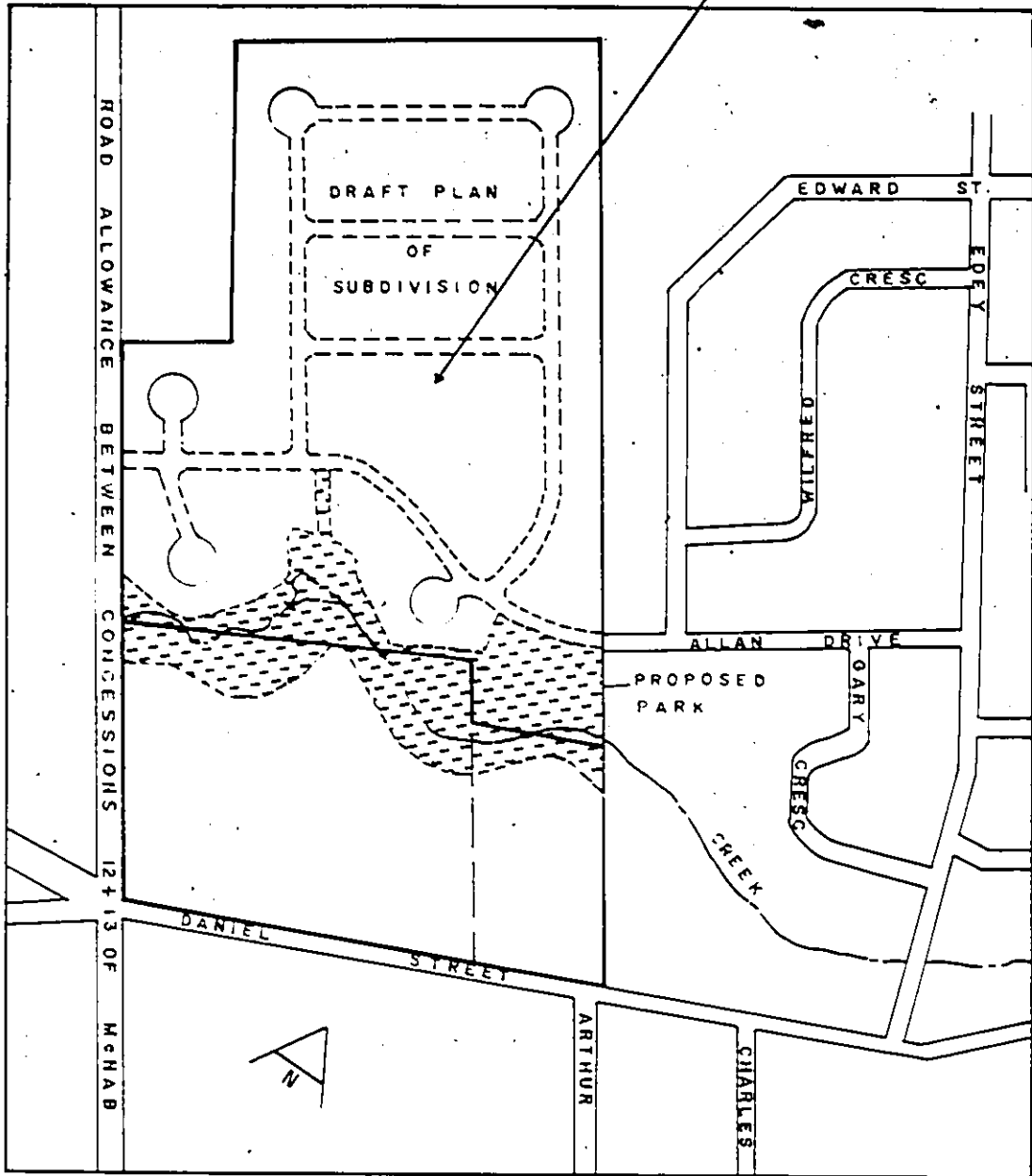
Highlights :

In late 1973 the developer submitted plans for a residential subdivision for 114 lots.

By January 1974 the Ministry of Housing (plan analyst) confirmed the phase III development designation, pointing to alternative locations, more favourable development areas, closer to existing sewer and water services. At the same time however, the Ministry's report suggested that perhaps up to 10 or 15 residential units per annum could be built at this site, without the official redesignation of the Official Plan.²⁸ The purpose of such inconsistency is difficult to establish.

Appendix #5 : The Madawaska Manor Subdivision, Arnprior.

28. Memos dated : Jan. 29. 1974.



NEIGHBOURHOOD DESIGN

COUGLE SUBDIVISION

By mid-February the Ministry of Housing even issued a draft approval for 10 or 15 units per annum.²⁹ After having objected to such a limited approval in July 1974³⁰ the owner in August 1974 was informed by the Ministry that the restrictive development ratio was in direct relation to the limited capacity of the local sanitary sewage treatment plant, a fact largely unknown at that time. Accordingly to the Ministry's unilateral regulations a maximum annual development in the municipality of Arnprior had been limited to a total of 25 units. The Town was permitted to distribute those 25 permits for local development at it's own discretion.³¹

The municipality then accepted the owner's request for rezoning to R1 and encouraged the developer to prepare plans for 40 units for phase I of this project.³² Consequently, the Town approved the amendment to the zoning By-law from general development to R1 and amended the Official Plan, redesignating phase III to phase I. However, the LMPB, advised by its planning consultant, refused to support the municipal proposal. Thus both amendments were not forwarded to the OMB for approval at that time.³³

By mid-December 1974 the Ministry of Housing circulated copies of the proposed draft agreement along with specifications as

29. Feb. 14. 1974;

30. Jul. 16. 1974;

31. August 1. 1974;

32. Sept. 16. 1974;

33. Sept. 24. 1974;

submitted by the developer. In return, questions regarding deeds for roads, parks and servitudes were officially raised and answered by early January 1975.³⁴ The developer then submitted a proposal for a subdivision agreement to the municipality and requested finalization of the amendments to the Official Plan and the zoning By-law.³⁵

By early March 1975, the Ministry provided a draft approval for 10 to 15 units. The developer immediately indicated his readiness to sign a subdivision agreement for 15 units.³⁶ By early April 1975, the LMPB approved the amendments, clearing their way for OMB approval.³⁷ At the same time, the Town issued a new 'Standard Form' of a subdivision agreement to the developer.

Because of drawn out negotiations between the municipal council and its legal adviser on the one side and the developer on the other, the development of the 15 units did not proceed.³⁸

By January 1976 the developer had declared himself insolvent when bankruptcy proceedings had been filed against him by others.³⁹

By April 1977 the immediate development of 15 units was promised by the developer and the municipality in a letter to the

34. Dec. 13. 1974, Jan. 8. 1975, Jan. 13. & 17. 1975;

35. Jan. 14. 1975;

36. March 4. 1975, March 10. 1975;

37. Apr. 7. & 14. 1975;

38. Avril 28. 1975;

39. January 7. 1976.

Ministry of Housing, supported the proposal. At the same time the Town requested the completion of the subdivision agreement by the developer.⁴⁰

In October 1977, the original developer's interests were taken over by another Ottawa-based development firm. A six month extension of the 'Draft Approval' period was requested by the municipality and granted by the Ministry until May 1978.⁴¹

The Town requested the new developer to complete all legal agreements including the subdivision agreement. A long negotiation period between the developer and the Town indicated the extent of continuous difficulties.⁴²

By February 1978 all major problems had apparently been resolved and final approval for Phase I was granted in May 1978.⁴³

Also approved was the municipality's engineering study for sewers and water services, originally authorized by the municipality for the entire south-west sector of the Town, including the areas of the new Shopping Centre and the Madawaska Manor subdivision⁴⁴ This study received approval from the Ministry of Environment late in 1977.⁴⁵ After years of opposition, this Ministry finally conceded to

40. April 19. 1977, May 3. 1977, May 6. 1977;

41. Oct. 4. 1977, Oct. 31. 1977, Nov. 2. 1977.

42. Nov. 2. 1977, Nov. 8. 1977, Nov. 10. 1977, Nov. 22. 1977, Nov. 25. 1977, Dec. 9. 1977, Jan. 4. 9. and 11. 1978, Jan. 31. 1978, Feb. 8. & 27. 1978;

43. March 9. 1978, March 20. 1978, May 2. 1978, May 15. 1978;

44. Authorization Nov. 13. 1973;

45. Nov. 2. 1977.

the municipal development plans for that area. The ironic aspect of this situation was that the reason for blocking any urban development in Arnprior since 1976 due to the alleged limited capacity of Arnprior's sewage treatment plant, had been withdrawn by that Ministry without any structural changes having been made to the plans. With the assistance of the Ministry, the Town was successful in convincing some of the local industries to pre-treat their effluents and to manage the release of such effluents into the public system over a 24 hour basis, rather than during an 8 hour daytime period. In other words, with the assistance of such revised management, Arnprior's treatment plant was now able to accept a much larger loading capacity than previously stated by the Ministry of Environment.

In the meantime, curbs, sidewalks and roads for this project in addition to the underground services such as sewers, water, hydro, phone, etc. were installed and completed at the Madawaska Manor site. To date however, only three residences have been built!

By July 1980, the municipality requested the developer to submit final plans for the rest of the site.⁴⁶ During early 1981, letters were still being exchanged between the municipality and the developer, concerning certain work in progress, all related to parts of the first subdivision agreement.⁴⁷

46. July 3. 1980;

47. Sept. 12. 1980, Nov. 17. & 18. 1980, Dec. 31. 1980, Feb. 6. 1981, Feb. 21. 1981, Feb. 24. 1981, May 7. 1981.

Analysis of actor-related elements

Element of time : The completion of the Shopping Centre was expected to provide a favourable climate (momentum) for the residential development. However, the alleged problems of sewage capacity arrested not only the positive momentum of this development, but also diminished any hopes for coordinating joint actions by the municipalities regarding a common planning future.

The developer had experienced financial difficulties at a time when the provincial and federal governments reduced financial assistance programs toward home building.

All these events were unforeseen and the actors involved could hardly be singled out for specific failure in attempting to resolve the issues.

Local and external interests : Locally, residential* development of low cost housing was very desirable. Therefore, the municipality supported residential development, although it was perhaps overcautious and protective in its position during the negotiations on the subdivision agreement.

The Ministry of Housing initially intended to retain the deferred development, classification, Phase III, in a move to save development costs as well as utilizing existing services to full capacity. At the same time, however, they also encouraged costly underground services such as hydro and phone as local municipal standards. The Ministry of Environment in its objections to

development, likely intended to protect the local and general public from excessive pollution and to maintain the recreational qualities of the area. The municipality and the developer, each for different reasons, tried to prevent financial disaster in regards to the project. Yet this attempt at caution may have been part of the cause for the failure of the project.

Professional advice : The municipality did not avail itself of an ongoing consultation with planning and engineering consultants. Underground hydro and Bell services, as part of the municipal standards, were a costly requirement for the developer. Relations with the LMPB and its planning consultant were obviously not without problems. It appears that the developer had only limited professional advice during his negotiations with the municipality. The legal advisor of the municipality was perhaps not fully aware of all the related issues and therefore took a more rigid stand than the "practical" situation required. Provincial administrators and their professionals seemed to have been inconsistent and not fully aware of all the local circumstances. The professional advisers seemed to have lacked effective communication with each other and with the different levels of government offices involved.

Political leadership : Amalgamation or annexation did not materialize and therefore a united effort toward development of the planning area became divided into three separate municipal efforts. Annprior's political leadership was unsuccessful in counter-acting the externally levied limitations. (i.e. O.W.R.C.).

Government involvement : The local governments did not unanimously support the development policy of the Official Plan. Furthermore, it lacked experience and professional guidance in dealing with the issues involved and seemed inflexible to changing development standards which were geared to urban-oriented rather than rural-related needs. The Ministry of Housing appears to have been overconcerned with regulations and procedures rather than considering the impact of such regulations in relation to local needs. It retained the designation of deferred development while at the same time permitting 'limited' development.

The Ministry of Environment seemed unaware of the local issues relating to the measurement of local pollution by failing to consider an alternative solution to the problem, such as the applied management solution. Because of the limitations levied by external forces, the residential growth of the planning area was encouraged on the fringe and in rural areas at the expense of the Town.

General Public : There appears to be little evidence of any public awareness, or critical commentary to the ongoing situation. The general public apparently was not involved in the decision-making process and saw this development, in general terms as not really affecting them directly. There appears to be little evidence that the developer involved in this project, tried to communicate his problems to the local public.

4.5.4 Opportunity Village - Wabalac Development McNab Township

The development site is located in McNab Township, on the immediate southern fringe of the Town and just south of the Arnprior Shopping Centre. The site is bi-sected by the new Highway #417 and is located immediately west of Daniel Street and White Lake Road.

Various land use components, including commercial, industrial and residential, over the years had been considered for this site. Each of them, at various times, and in separate submissions, were considered to be viable development proposals.

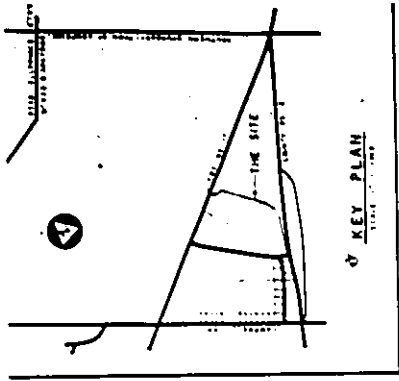
The first proposal dates back to 1968, when a hotel/motel and an automotive centre were planned.⁴⁸ A comprehensive information centre was later added to the development package by its owner, an employee of the local office of the Provincial Department of Tourism and Information.⁴⁹ It should be noted that all three municipalities were in strong support of the information centre and had been committed to some financial support toward a feasibility study⁵⁰ for this proposal. In addition, Arnprior had made various verbal commitments toward the extension of its sewer and water facilities to this particular area.

Appendix #6 : Opportunity Village - Wabalac Development McNab.

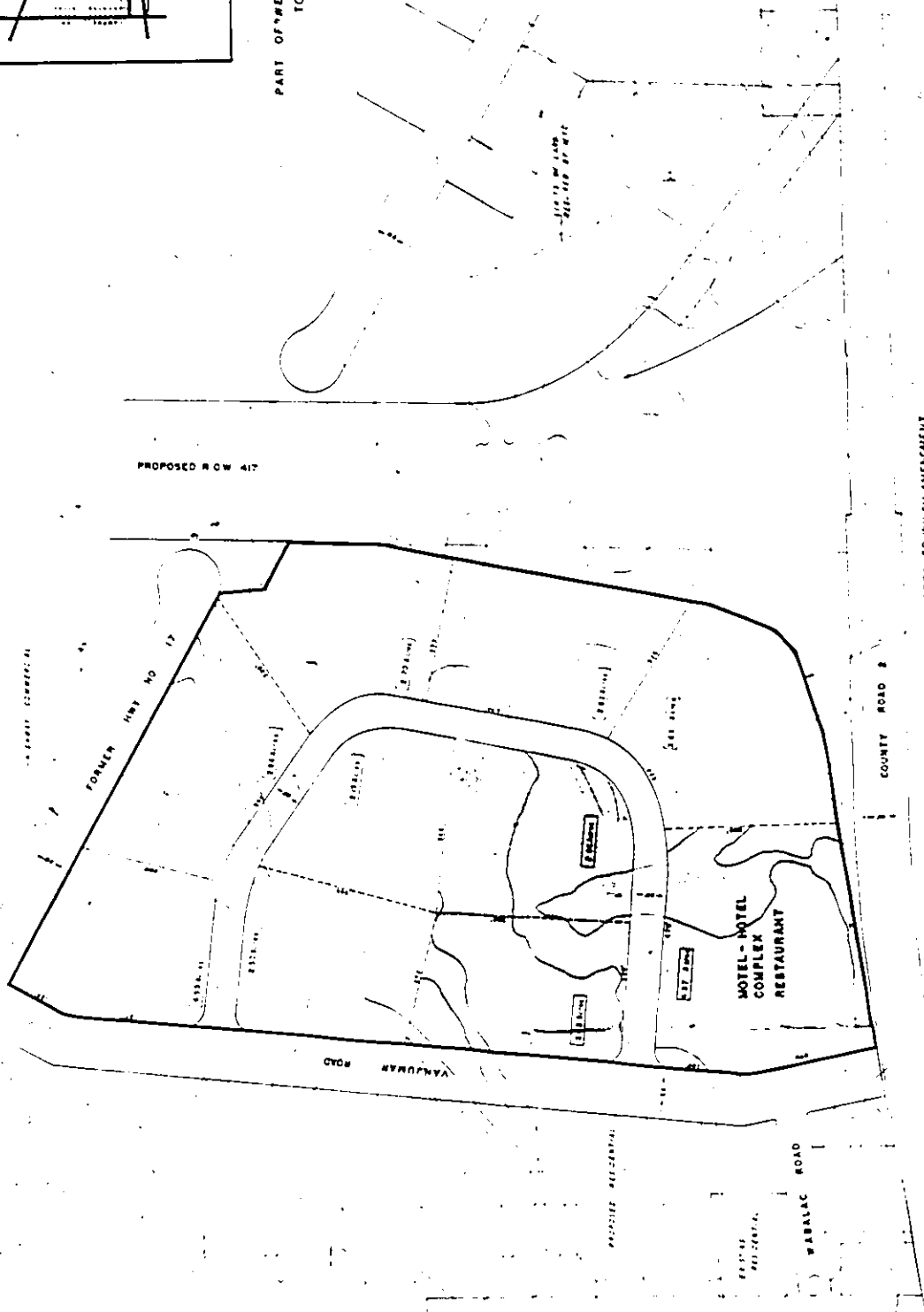
48. See Arnprior Shopping Centre, Record of public meeting Dec. 5. 1973, Feb. 15. 1968, Apr. 29. 1968, June 4 and 18. 1968, Sept. 4. 1968;
49. The Arnprior Guide, Jan. 10. 1973; p. 3;
50. Jan. 17. 1973, p. 3.

LMPA OPPORTUNITY VILLAGE McNAB TOWNSHIP MAP NO. 17

APPENDIX



PART OF WEST HALF LOT 4 CONCESSION XII
TOWNSHIP OF McNAB



AREA TO WHICH AMENDMENT
N38 APPLIES

W.D. Buchanan & Associates
CONSULTING ENGINEERS

DATE	10-1-70
PROJECT	McNAB COMMERCIAL DEVELOPMENT
LOCATION	WABALAC SECTOR
SCALE	1" = 100'
BY	[Signature]
CHECKED BY	[Signature]
DATE	10-1-70

Highlights :

In early 1971, the owner/developer introduced the idea of an official 'information centre' to promote the local tourist and recreational resources as well as the industrial and commercial development potential of this part of the Ottawa Valley. It was to be a showcase for local trade and travel as well as cultural and economic opportunities.⁵¹

The peak of this proposal occurred in February 1973, when provincial ministers and the Ontario Resource Committee met in Smith Falls to receive submissions for development proposals from local groups and individuals.⁵² This proposal was submitted to them along with 'artistic' sketches, but it did not receive any official endorsement or funding promises.

Aside from the hotel/motel and information centre proposal,⁵³ the residential land use component, at the most southerly portion of the land, was the next stage of this proposal. Approximately 50 acres had been set aside for residential development.⁵⁴

By mid-1975^b the owner/developer was obviously aware of the limitations set for development of the Town of Arnprior. He therefore submitted a proposal for 58 single family residences on approximately

51. Letter dated Feb. 2. 1973 & at the beginning of 1973, one of the local papers reported : "Provincial Government in support of proposed Eastern Promotion Agency" - Arnprior Guide, Jan. 10. & 17. 1973, p. 3;

52. Letters dated Feb. 7. 1973, Feb. 16. 1973, Feb. 22. & 23. 1973;

53. April 13. & 23. 1971, May 5. 1971, Aug. 5. 1971;

54. April 6. & 9. 1972;

half acre lots, with private wells and septic facilities to the Township for "approval in principal"⁵⁵.

By February 1976 the owner approached the LMPB for support and approval.⁵⁶ At about the same time, a professional developer/builder from Toronto started to promote and negotiate actively, on behalf of the owner, with various levels of government.⁵⁷ At the local level, they informed themselves well regarding the status of zoning, subdivision and possible alternatives relating to development densities, as well as sewer and water services.⁵⁸ They also met with various Ministries, discussing alternative densities and temporary services such as a private sewage treatment plant and community wells.⁵⁹ Any information regarding municipal grants and loans pertaining to the construction of such facilities was passed on to the municipal officials.⁶⁰ In May 1976 they requested the Township to prepare an amendment to the Official Plan which would redesignate the rural land classification to Residential, phase I. There was no local zoning at that time for that area. Their first proposal was for residential development on 1/3 acre lots with private well and sewage facilities.⁶¹

55. Jul. 7. 1975;

56. Jan. 23. 1976, Feb. 5. 1976;

57. Feb. 6. 1976;

58. Feb. 15. 1976, Feb. 20. & 23. 1976;

59. Feb. 23. 1976;

60. Feb. 6. 1976;

61. May 3. & 8. 1976.

They also made an agreement with the Ministry of Environment to use a private sewage plant, on the condition that Arnprior would : a) provide the necessary water services and b) at an undetermined future date and after having built larger plant facilities, allow connection to their municipal system.⁶²

Arnprior considered the conditions and in June 1976, agreed to supply water at a special rate. The Town was also willing to consider future connection of the private sewage system to the municipal system.⁶³

In September 1976 a revised subdivision proposal, based on fully serviced lots of 6000 to 7000 sq. ft., was submitted to the municipality and the Ministry of Housing.⁶⁴ Permission had already been given by the municipality to remove topsoil from the future "rights of way"⁶⁵. Final approval was expected to be given by October 1976.⁶⁶

In early October 1976 the Ministry of Housing requested proof and documents relating to storm and surface drainage of the site.⁶⁷ The Township immediately passed this request on to the

62. May 3. 1976;

63. June 1. 1976, June 8. 1976, June 15. 1976;

64. June 4. 1976;

65. ~~Sept 28~~. 1976;

66. Oct. 1. 1976;

67. Oct. 8. 1976.

developer, contacting their Ottawa-based consultant and requesting the submission of such documents without delay.⁶⁸

By early November 1976, the developer informed the municipality that, according to their understanding, consideration for surface and storm drainage had never been part of their proposal package, but had been considered a municipal responsibility.⁶⁹ In reply, the Township documented, in a convincing manner, that the development agreement was for a fully serviced, residential project, with a commitment to provide housing locally for \$38000. per unit.⁷⁰

In mid July 1977, the developers inquired once more regarding municipal standards and announced that final plans for approval and construction purposes were actually in preparation.⁷¹ Since then no further work has been carried out on this proposal.

In 1980, the owner renewed negotiations on his original proposal, the Hotel/Motel and Automotive Service Centre. This was submitted to the Township with a request for "approval in principal". Furthermore, a nationally well-known Hotel chain is said to have signed a tentative agreement to operate the Hotel/Motel facilities which were expected to have approximately 80 beds.⁷² However there

68. Oct. 23. 1976, Oct. 25. 1976;

69. Nov. 4. 1976;

70. April 21. 1976 and November 24. 1976;

71. July 14. 1977.

72. Discussion with Mr. G. Buffam, municipal clerk, Arnprior and Mr. M. Yantha, municipal clerk-treasurer, McNab. The current file on this project was not available to the writer. The clerk-treasurer of the Township indicated that tentative agreements had

has not been any further information indicating that some definite proposal for this project would be forthcoming. Moreover the industrial land use component had at no stage developed into any concrete proposal.⁷³

Analysis of actor - related elements

Element of time : The period prior to the final approval of the first Official Plan (prior to Dec. 1973) was generally a difficult time to start any type of development in the planning area. The municipal files do not provide much detail relating to the very first version of this proposal. The element of time did not seem to be very crucial with regards to the "information centre" idea.

During the second attempt for implementing the development proposal, time seemed to be used very efficiently. During the numerous meetings at various levels, the subject matter was communicated quite clearly and tentative approvals had followed swiftly.

72. (contd)

been reached between the developer/owner, the Township and the Town of Arnprior to extend water and sewer services to the site from Arnprior. This was confirmed by Arnprior. The agreement, however, does not apply to the residential component of the owner's total site development.

73. Since the new zoning map and zoning By-law (1981) for McNab Township had not been completed at the time of this study, the writer is not informed, if the owner's industrial land designation had been zoned 'Industrial', or if the land was converted back to 'Agricultural', similar to other substantial areas of land holdings in that area.

In the third and most recent attempt, the time factor appeared to be of great importance. However, external, economic and financial issues are changing so fast that it has been difficult to reach binding agreements toward initiating this proposal.

Local and external interests : With regard to the first (commercial) proposal, the owner, because of his official status, may have had preferential information relating to the type of local needs that would likely qualify for provincial assistance. For this reason, it was no surprise that his own, local interests were, in large part, supported by all three municipalities. Together, they were attempting to compete with similar development proposals which at that time were in the discussion stage at the county level and were of particular interest to the Town of Renfrew and the City of Pembroke (i.e. Timber-town proposal).

With regard to the second (residential) proposal, the owner's primary interest was to develop his land and to sell lots for residential construction. He teamed up with the external developer and together they tried to increase the originally proposed development density and the attraction and marketability of this development proposal. It should be quite clear that their primary interests were investment oriented.

McNab Township's interests seemed to have been urban growth oriented as well. Regarding this development, the Township apparently was hoping to receive a fully serviced urban area on the immediate fringe of the Town. Fiscal revenues were likely to accrue to them and not to Arnprior.

The Town, although it had the support of the first Official Plan, had lost its advantage to the fringe areas and the suburban hamlets because of the development limitations, imposed by the Ministry of Environment, (OWRC). Despite opposing interests, the Town remained committed to extend sewer and water facilities to this external site.

Professional advice : McNab Township seemed to have used professional services in one form or another and obviously to a much greater degree than the Town of Arnprior. The Township council apparently took full advantage of a professional team approach which provided the guidance for their decisions.

In his first proposal (commercial), the land owner's submission did not show much evidence of professional guidance. In his second (residential) proposal, however, he apparently had retained the services of the former planning consultant for the LMPB. Furthermore, the 'professional' developer from Toronto brought with him rather extensive experience in the field and seemed to have had good contacts and communication with the ministerial bureaucrats involved. The owner himself appeared to have been outstanding in the field of communication and thus, together with the others, formed a good and efficient team.

Government involvement : The local governments, including that of Arnprior, were involved, to a certain extent, in all three proposals. The fact that the owner had been employed with the provincial Department of Tourism and Information seemed to have benefited

all three municipalities. Both the Ministry of Housing and the Ministry of Environment (OWRC) apparently were very receptive to the owner's second proposal, although they did not seem to consider the full implications of such a proposal at the local level (i.e. competition with the Town). A review of the files indicated that no directly opposing positions had been taken by anyone despite the first Official Plan's 'built-in' preference for locating such developments inside the Town of Arnprior.

Political leadership : The Township of McNab was quick to recognize its potential advantage in attracting development, especially when the OWRC had limited urban development in Arnprior. The Township encouraged residential development as a viable alternative to Arnprior's 'urban dream'. Amalgamation had "successfully" been dismissed by the rural population. Any consideration for development in the Arnprior area was therefore directed toward McNab which had a number of organized housing proposals and numerous individual rural lots available at that time. Things could not have been better for the Township. Political leadership, as such, may not have been that prominent, but, somehow it all seemed to have worked to the "advantage" of the Township of McNab.

Information and co-ordination : The owner and developer during the various stages of the first and the second proposal, relayed valuable information to the municipality. Especially in the case of the second proposal, it was the specific information relating

to grants and financial programs available to municipalities contemplating urban development, which gave the Township added support to implement the proposal.

The media, at regular intervals, had reported alleged progress several times, especially during the latter phase of the first proposal. The Public had been well informed, but did not show extensive interest in either project proposal.

General Public : In retrospect, the general public appears to have been passive throughout the various stages of these proposals. The public in general appears to have been in favour of economic development in the area; 'cheap' and spacious lots in a scenic and interesting area. Some of these ideals were still offered with the rural building lots in McNab Township, where as in Arnprior, a regular urban lot, fully-serviced, was equal to, or more in cost than such an unserviced rural lot of one acre or larger. The attraction of the rural lot was always much stronger, a fact which it seems is being confirmed and born out by the present rural trends.

4.5.5 Dochart Estates

This development is located in McNab Township, immediately west of the Village of Braeside. From the very beginning, this development was initiated to provide an alternative to the the typical form of urban and suburban housing available in Arnprior and the outlying hamlets.

It appears that the project officially had its start with an informal inquiry by the owner, a local realtor and insurance broker, to the LMPB. At that time, he held approximately 290 acres of scenic, rolling land, partly forested and unsuitable for intensive agricultural use. (-because of sandy/aggregate soil conditions.) The site is bisected by the Dochart Creek. (Designation Rural and Conservation/Recreation)

By late December 1972, the Chairman of the LMPB acknowledged the owner's previous letters and informed him that his submission would be considered by the Board in January 1973. He also pointed out that sections 4.9 - 4.d and 4.10 - 4.1 of the new draft of the Official Plan provided the legislative basis for this type of land development.⁷⁴

By January 1973, the owner made an official submission to the Township listing his land holdings and indicating his intent to develop residential estates, 2 acre or larger, in conformity with the new proposed Official Plan. He also had indicated that private wells and individual septic tile beds had been anticipated.⁷⁵

Appendix #7 : Dochart Estates.

74. Letter Dec. 27. 1972;

75. Jan. 22. 1973.

Highlights :

Phase I

April 1973 : The owner was informed by the Township that, in accordance with the Official Plan, a zoning would have to be established which would be subject to approval by all ratepayers of the area and the OMB.⁷⁶

September 1973 : An agreement had been reached stating that all necessary plans, studies and documents for the Estate development would be prepared by the Planning Consultant for the planning area with all related costs being charged to the owner.⁷⁷

July 1974 : The Township was ready to discuss the sub-division agreement for Phase I which initially consisted of 8 lots.⁷⁸

October 1974 : The Township, upon the advice of the Township Engineer, gave permission to begin road construction⁷⁹ for the Phase I.

December 1974 : The Ministry of Housing initially granted conditional approval for the development of 13 lots.⁸⁰

May 1975 : The OMB approved zoning By-law #769 and the Ministry of Housing approved the sub-division agreement.⁸¹

76. April 13. 1973;

77. Sept. 15. 1973, Nov. 2. 1973;

78. March 11. & 22. 1974, May 29. 1974, June 10., 11., 19. & 20. 1974, July 9., 11. & 12. 1974, Aug. 7., 15. & 28. 1974, Sept. 4. 1974;

79. Oct..4. 1974;

80. Dec. 6. 1974;

81. Jan. 15. & 29. 1975, Feb. 20. 1975, March 21. 1975, May 9. 1975.

Phase II

December 1975 : Zoning By-law #780 for 15 lots of Phase II was forwarded to the OMB and received provisional approval in April 1976.⁸²

May 1976 : The sub-division agreement for this Phase was approved by the Ministry of Housing.⁸³

Phase III

November 1976 : Zoning By-law #803 for 15 lots of Phase III was approved by the Township and forwarded to OMB in February 1977.⁸⁴

April 1977 : The Ministry of Housing requested the Draft sub-division agreement of Phases III and IV.⁸⁵

May 1977 : The Township confirmed to the Ministry of Housing that all documents of Phase III were in conformity with the Official Plan and that all Phase III related work was expected to be completed during the current year.⁸⁶

August 1977 : The Township was informed by the Ministry of Housing that it was up to them to allot the remaining lots of the Township quota to either a Sandy Point development proposal, or

82. Nov. 3. 1975, Dec. 3. 1975, March 12., 23. & 30. 1976, Apr. 20. 1976;

83. May 3. 1976;

84. Nov. 1. 1976, Feb. 7. & 25. 1977;

85. Apr. 5. 1977;

86. May 5. 1977, May 19. 1977.

to Dochart Estates.⁸⁷ Consequently 15 lots were allotted to Dochart Estates since the Sandy Point development was considered not yet ready to commence with the actual work.

September 1977 : An amendment to By-law # 803 was necessary and dealt exclusively with open space in relation to Phase III. Accordingly, the amended By-law #826 was prepared and forwarded to the OMB in October 1977. The OMB approved By-law #803 and its amendment By-law #826 without delay.⁸⁸

October 1977 : The Township Engineer recommended that the "land value formula" should be revised upward to 5% of the land value.⁸⁹ Also the Ministry of Environment indicated that the casement and grouting of all wells could be reduced from 25'-0 to 20'0 under the land surface.⁹⁰

The Ministry of Natural Resources gave their approval for Phase III and by late November 1977 Ministry of Housing confirmed their approval of Phase III.⁹¹

Phase IV

February 1978 : Zoning By-law #839 for Phase IV of the Dochart Estates was submitted and approved by local council. It was approved in June 1978 by the OMB for development of 15 lots.⁹²

87. Aug. 29. 1977, Sept. 15. 1977, Sept. 22. & 23. 1977;

88. Sept. 12. 1977, Oct. 11., 12. & 27. 1977;

89. Oct. 27. 1977;

90. Oct. 20. 1977;

91. Oct. 20. 1977, Nov. 24. 1977;

92. Nov. 6. 1978.

May 1978 : The plans for Phase V were approved by the Township Engineer.

July 1978 : The sub-division agreement, By-law #848 was signed.⁹³

November 1978 : Ministry of Housing gave approval to Phase IV.⁹⁴

Phase V

November 1978 : The zoning By-law #862 for Phase V for the development of 11 lots was signed by local council and received approval from the OMB by late January 1979.⁹⁵

March 1980 : The sub-division agreement (By-law #80-12) was signed. It was approved by the Ministry of Housing in early May 1980.⁹⁶

July 1980 : The owner and the Township agreed that all roads of Dochart Estates would be turned over to the Township no later than July 1981.⁹⁷

Phase VI

February 1978 : Initiation of Phase VI.

93. July 18. 1978;

94. Nov. 9. 1978;

95. Nov. 20. 1978, Jan. 26. 1979;

96. May 1. 1980;

97. July 23. 1980.

July 1979 : Draft approval for 9 lots was requested.⁹⁸ The Ministry of Housing replied that the approval of this phase would be delayed due to the preparation of the new Official Plan. Also the Ministry of Natural Resources had been delayed in taking soil samples until the summer of 1980.⁹⁹

December 1980 : The draft approval for Phase VI was finally granted.¹⁰⁰

July 1981 : Final approval for development of the site had still not been obtained because of delays by the OMB regarding the zoning By-law and the sub-division agreement awaiting approval from the Ministry of Housing.¹⁰¹ However, the owner at that time had some 40 lots available on the market and therefore was apparently not inconvenienced by these delays.

Analysis of actor-related element

Element of time : The factual start up time for this type of project, considering the inexperience of the Township administration, was surprisingly short. In little more than a year a provisional approval had allowed the owner to commence with the construction of roads for Phase I.

98. July 20. 1979;

99. Oct. 19. 1979;

100. Dec. 10. 1980;

101. July 16. 1981.

The remaining phases also proceeded swiftly with the exception of a one-year delay in 1979/1980 during the preparation of the second Official Plan.

However it is rather astonishing that each of the six phases had to have a completely separate approval cycle, making it a process which appears to have been costly and time-consuming. With the type of professional design and supervision services directed by the Township's Engineering consultant, qualitative and quantitative local controls should have been sufficient to avoid the costly involvement of the various Ministries and the OMB. Similar or better local results could have been achieved just as easily by allowing full responsibility to the municipality, especially as the Township appeared to have a competent consultant team.

Local and external interests : The owner, a local realtor, was providing housing for a local upper income group, hardly an urgent concern for the Ministry of Housing, acting as the main controlling agency. It would seem to have been to the advantage of the Township to have sought outside professional advice prior to any other involvement, including the services of their own Solicitor and Engineering consultant.

The provincial government seemed to have misinterpreted to some extent their role by creating unnecessary delays in the progress of a project which in general terms did not conflict in any way with the Official Plan, nor did it contravene any environmental issues. Its developer as well as its potential buyers would have supported any protectionary measures without objections.

Professional advice : There seemed to have been good cooperation and working relations between the municipal consultants and the owner/developer's consultant. Similarly, professionals at the local and provincial levels, despite a somewhat questionable approach to development control seem to have co-operated well. Again it should be mentioned that McNab's politicians and their administrative staff were able to rely on various professional services which gave them a good 'track record' with regards to development projects.

Political Leadership : Local Council supported the Estate development from the beginning and had no reason to withdraw that support as it progressed. Despite the involvement of the provincial administration and their control at the local level, the project appears to have been well co-ordinated overall.

Government involvement : The involvement of the various provincial Ministries was very extensive, unduly inflexible and not sufficiently supportive of local expertise.

Information-Coordination : Advisors to the local government as well as the professional advisors had access to all relevant and necessary information. They cooperated well with all levels of governments ensuring that development was in accordance with official planning policies.

General Public : The general public was minimally involved in the decision-making process of this project. Obviously this type of development met the needs of only a small percentage of the population of the Planning Area. Moreover, those interested would generally be in support of the ministerial policy regarding environmental quality control.

4.6 General Review of the Case Study

The detailed insight and information obtained from the case study can be summarized in the following points:

1. The Official Plan of the LMPA was not providing effective guidance toward physical/spatial local development. The planning area did not develop effective development controls either jointly or separately on an individual, municipal basis (i.e. zoning and subdivision by-laws) to guide both land use and development in a coordinated fashion through the planning area.
2. It appears the provincial and the local bureaucrats in their effort to administer regulations and policies of the Planning Act and the Official Plan, in a traditional sense, assumed and applied urban conditions and standards without having researched the local, rural conditions and requirements. The rural needs had been assumed to be equal to those to urban, metropolitan conditions.
3. Local conditions, for example, were not fully considered, when the Ministry of Environment decided unilaterally to limit and to "curb" local development due to polluted discharge from the

Town's sewage treatment plant. Communication between the two levels may have been difficult due to the fact that the Town did not have professionals on staff. In this case the Ministry should have researched the cause of the problem and submitted a series of recommendations for the council to decide upon, together with all cost and time factors.

4. Municipal planning was obviously new and unfamiliar to the local, rural politicians as well as the local administration. More emphasis on the purpose for local planning and the objectives, the means to implement, once the policies had been decided upon, would have been likely of great benefit to all concerned. The provincial bureaucrats and administrators must have assumed that all municipalities, urban or rural, were equally familiar with the program/process. In some instances the applied provincial input may have been too directive rather than informative and guiding.
5. Professional Consultants may also have been too concerned with the actual project issues, rather than applying some time to the upgrading of general information. Their relation may have been primarily with the local politicians rather than the local administrators. Perhaps unintentionally they seemed to have attempted to reinforce the relation of dependency of their clients upon their consulting services.
6. For undetermined reasons the Town of Arnprior did not retain many consultants on a continual basis. Therefore they did not bring forward the important issue of the consulting professional team

approach. Presumably well intentioned, they tried to avoid high fees for professionals, consulting them only in extreme cases. In basically all of Arnprior's development projects reviewed and discussed, the coordinating element or input of professionals had been absent. One exception was the Shopping Centre project, where the developer's skilled representatives provided such influence expertly, leading the local council and the Area Planning Board against their own planning policies.

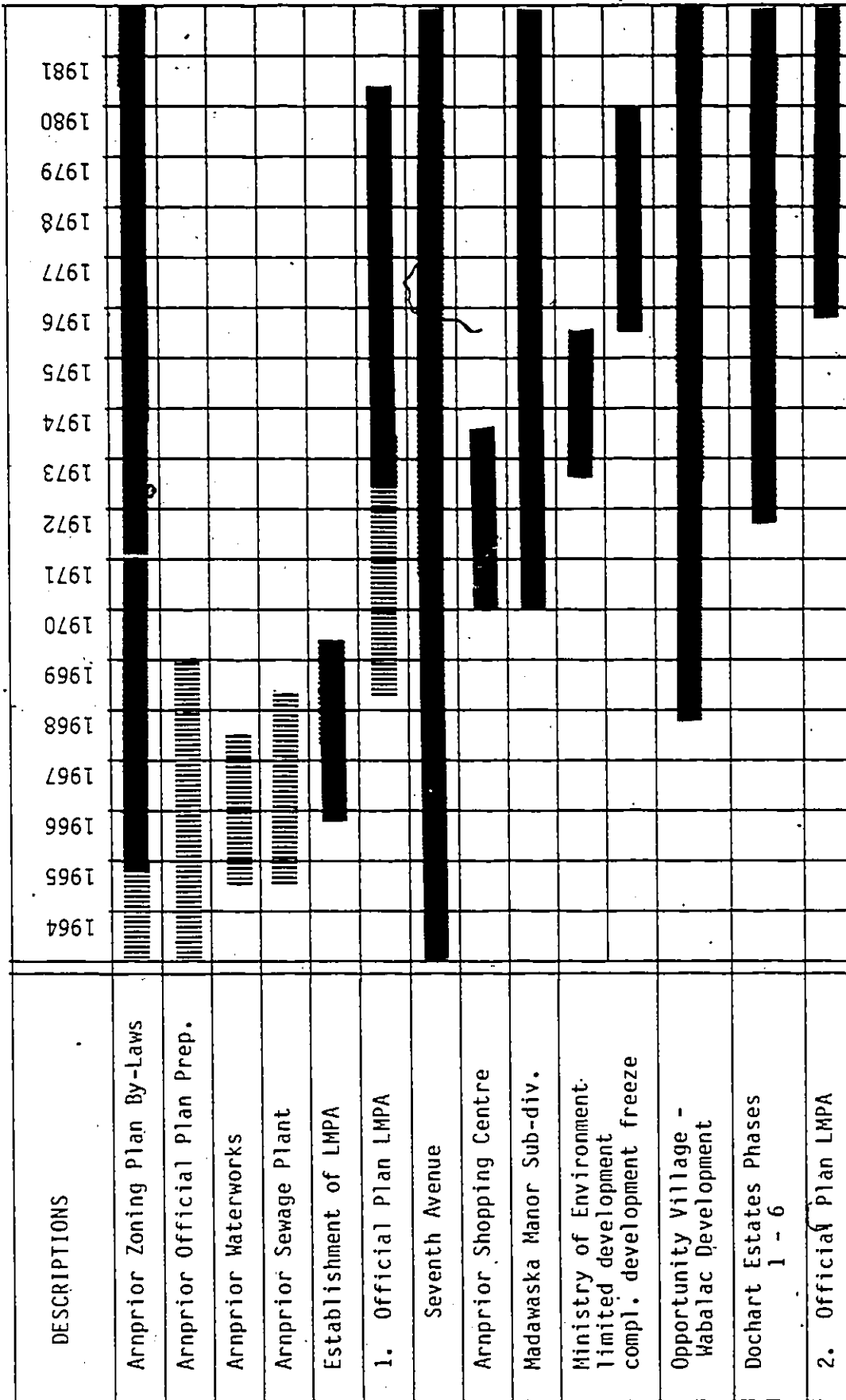
7. Based upon the Arnprior case study, it seems that aside from the weakness and the limitations inherent in the Planning Act and the Official Plan, the local democratic process requires more meaningful communication and dialogue with its local community. This should include all aspects of community cooperation and planning by public and private organizations, commerce and industry, municipal management and fiscal feasibility, as well as accountability by local representatives.
8. The municipality should be assisted and guided toward an effective self-help attitude. Clear and effective objectives and goals have to be found and agreed upon. Apathetic public behavior, at the community level, should be overcome by a new approach involving participation and improved dialogue and discussion between local politicians and the general public. The public responsibility does not only rest on the political representatives, but on the general population.



Furthermore the degree of reliance on upper level governments and external sources such as industry, commerce or financial insti-

tutions, in the case of Annprior does not seem to provide satisfactory results. The removal of the Town from the DREE classification, the negative results with both the Ministry of Housing and the Ministry of Environment confirm this observation. The Town, on an initially small scale, has to find ways and means to create an optimistic and healthy environment for community planning.

This concludes the synthesis of this Chapter and leads into the following General Conclusions of this thesis.

TABLE No. 13 Flow Chart of LMPA local Events and Projects



Key
 INTENSE PLANNING PERIOD
 GENERAL PREPARATION PERIOD/STAGE

GENERAL CONCLUSIONS

One of the major objectives of this study was to obtain insight and understanding into the actual proceedings of municipal planning. Another purpose was to review the value and impact of the local planning policies and the development process within a small rural community. This, it is believed, has been achieved principally through the detailed review and the consequent discussion of the local issues. At this point a number of general conclusions can be developed as a result. These are divided into two basic groups. One relates directly to the study of the local conditions, the Official Plan (1973) and generally the municipal level. The other is based on local issues, as discussed, but relates to the external and the provincial levels, the legislative issues observed by the writer, and the reflections of the described situations from that upper level onto the community level. It appears necessary, however, to summarize briefly the important information that led to the following conclusions.

In accordance with the earlier mentioned "sectoral" development policies, adopted by the Province during the late 1950's and 60's (-see Qadeer, 1979 and Gertler, 1980), Arnprior became not only the centre of a reorganized educational district, but in addition, had been chosen as the centre for a new hospital and health district. This came about as a result of the rather uncoordinated, province-wide approach to urbanization (i.e. upgrading of rural services) whereby

the Province of Ontario invested substantial funds in new educational and hospital health services facilities. At the same time, Arnprior, with substantial provincial and federal assistance, invested in a new sewage treatment plant as well as a new water works.

Another important aspect to be considered are the official provincial policies on rural planning as described by the Municipal Affairs Minister in 1968. Most major urban centres in the Province experienced substantial population increases as well as demographic changes relating to various age groups. In order to avoid common problems and issues, known to stem from uncontrolled growth and urban "mega-structures", these planning policies were encouraging the growth of some selected rural towns outside the urban regions. As discussed earlier, towns qualifying for such development and the consequent provincial support had to have administrative capabilities in addition to:

"... providing and maintaining necessary urban services, including piped water, sanitary and storm sewerage, street maintenance, schools and regional facilities; and to have demonstrated a willingness to provide these services..." (c.2, n.83)

In addition the provincial Department of Industry and Tourism demanded the same qualifications for any town which had applied for provincial support toward industrial development. Arnprior wanted very much to be prepared for the promised and expected development boom since it considered itself as one of these selected municipalities. As a result, industrial land in Arnprior had been assembled and serviced and was being provided for such development. As seen earlier, a large international industrial concern had received a large tract of land at only a nominal cost. (i.e. Seventh Avenue project). In the

competition of towns and cities for industrial development, such tactics are still used. However such unquestioned desire for industrial development can and in the case of Arnprior has created situations which do not reflect the hidden social cost to the community. To create a more equal relationship, industrial development projects require community input and should reflect community needs. (Bowles, 1981)

In the process of regionalization, the Province had decided that all municipalities within a region, should plan the development of their own resources in the form of an Official Plan. The sum of such plans would then form the basis for a regional plan. It was mainly expected to be an economic statement expressing the region's strengths and weaknesses, its dependence or independence in relation to other, or adjacent regions. (Smith Report on Taxation, 1967).

Arnprior had been in the process of establishing an Official Plan since 1964. Furthermore the population minimum, recommended by these provincial policies for the new order of municipalities within a region, was 8000 to 10000. In 1968 the town had an approximate population of less than 6000. Therefore Arnprior had tried for amalgamation with its two immediate neighbouring municipalities, Braeside and McNab. For fear of having to pay increased taxation for the Town's financial debenture in relation to the new services, (i.e. water and sewers) the rural population declined such a move. However, as a compromise, they did agree to a joint planning area together with Arnprior. Presumably all three municipalities independently hoped for additional provincial grants toward their own ambitious plans.

Arnprior on the other hand may have anticipated that the Province would use pressure to force amalgamation, or legislate them into one political municipality, similar to municipalities in Northern Ontario.

With the formation of a joint planning area in 1969 the chairman of Arnprior's Planning Board became chairman of the new LMPB. The planning consultants, previously engaged by the Arnprior Planning Board, were again retained to assist with the first Official Plan of the LMPA.

The actual local development "program", as outlined in the first Plan, developed out of locally analyzed conditions, and many independent factors related to time and circumstances. These factors had substantial impact and influence on the planning process. Thus, at the local level (i.e. LMPA/Arnprior) several observations can be made with regard to this planning process:

- Despite the fact that most of the important information relating to the political and demographic, social and economic nature of the planning area had been established in the "Appendices" of the Official Plan, the LMPA Plan by itself did not reach beyond a few urban-oriented physical land use policies. B. Still (1974) described early planning in Canada as having been "professional in outlook, yet lacking direction and certainty". It appears the 1973 Plan was an example of such a situation.
- The public participatory process in planning, as described by M.J. King (Stratford, 1946) and more recently by H. Lash (1965 and 1976) and by R.T. Bowles (1981), was apparently not reflected

in the LMPA's/Arnprior's approach, which in short, had not progressed to any meaningful stage of community participation in planning.

- During the actual implementation period of the first Plan (1974 to 1980) the few land use development policies of the Plan, although very urban-oriented, were effectively reversed by the need for almost immediate amendments following adoption of the Plan. (i.e. Shopping Center policy and revitalization of the local C.B.D.; the residential development in the rural districts versus the failure of such development in the urban and fully serviced area, etc.)
- Although fully aware of the traditional community interests of the two rural municipalities, the Plan failed to outline a progressive program for their development and the continued utilization of their local resources. No objectives toward such development policies were provided.
- The Plan (1973), although approved by its Planning Board and the individual local councils, did not receive either committed political or public support.
- The Plan (1973) did not make use of Arnprior's municipal, political ambitions. It did not attempt to communicate the necessity and purpose of amalgamation and or the improvement of general services for its local population.
- The Plan (1973) did not provide guidance for the events of development in the LMPA. Rather it appears that the sum of mostly "unplanned" occurrences and events were able to shape the Plan via various amendments.

Ideally, the political support, input and commitments together with public participation toward the objectives and goals of a Plan, help to shape the feasibility of future policies. Thus the normative nature of the Plan, through the provision of alternatives and choices, is transformed and then forwarded to the political arena, for the stage of decision-making and implementation. Such a process should also be able to monitor the Plan's success or failure on a very short and regular basis to allow necessary adjustments. Often however, external influences create circumstances which may cause unforeseen difficulties and concerns.

This leads to the second group of conclusions which relate to the provincial administrative level, existing legislative regulations and policies as well as external and local interactions.

- With the initiation of the regional/rural planning program, (late 1960's early 1970's) it appears that the provincial rationale for such planning of rural communities was largely misconceived and poorly understood. This was confirmed not only at the municipal level, but primarily at the provincial level by those responsible for implementing this program. (see Hodge and Qadeer, 1977). Because of the differing perceptions at both the provincial and the local levels, the entire planning process became rather disjointed and poorly synchronized.

- It seems the Province had generally assumed that small town and rural planning issues, although different in scale, were similar to urban/metropolitan planning issues and needs. Indeed the

legislative framework did not foresee different application or interpretation of regulations between urban and rural communities.

Rural municipal administrators and their local politicians seemingly were ill prepared for such a program and considered the rather forceful persuasion tactics often applied by the Government, (i.e. pushing for their vision of organized planning), as an external interference into their local affairs. This would seem to stem from the fact that by tradition, provincial interest previously had mostly been directed toward urban, metropolitan planning issues.

Furthermore there were not many constructive "write-ups" about actual planning experiences during the 1950's and the 60's similar to that described by M.J. King (1946) in relation to Stratford. Such public discussions might have been of assistance and could have provided publicity to the program as well as a general feed-back and follow-up on earlier programs.

The provincial legislative framework (The Act) did not provide the official request for assessment of the Plan's value and impact. To date there is no constructive feed-back system to the various actors and groups working and involved in the planning process. The Act only stipulates a periodic renewal, not a constant "fine-tuning".

The actual value and effectiveness of an Official Plan has been discussed and questioned by various authors. Hodge and Qadeer (1977) analyzed a Plan's validity and usefulness in relation to rural

community planning. Katary (1978) stated outright that in all of Canada there had not been one Official Plan which indeed had succeeded in dealing with all aspects of community planning.¹ He considered the total neglect of social and economic community issues as one of the major reasons responsible for such "failure".

Hodge and Qadeer (1977) emphasized the actual difference between metropolitan/urban planning approaches and the methods required for rural communities. Although the major issues may be similar, (i.e. land use conflicts, development sprawl, inadequate services, traffic and/or parking issues, or even housing problems;) the scale, as well as the intensity and the pace of actual change in rural communities indeed are notably different. It is therefore considered necessary and essential that the rural planning process should begin with proper analysis leading to a basic understanding of the local conditions and needs. Doxiadis (1972) put it well :

"... If we have not formulated our goals, we can neither evaluate the present situation nor define the road that we should follow ..."²

The rural planning process should begin with the understanding of local needs, the assessment of local priorities, local financial, and organizational resources. The planning process, guided by a "modified" Act, should allow scope for choosing, modifying and even rejecting offerings of higher levels of government. Such a process

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1. KATARY, Marasim "Subject to Disapproval : The Ontario Planning Act Review" in : Plan Canada 1978/18/3, 4, pp. 220-230 (p. 229).
 2. DOXIADIS, Constantinos A. Order in our Thinking : The Need for a Total Approach to the Anthropocosmos in : Ekistics Jul. 1972, p. 43.

should be built on "... the positive unique characteristics of local communities ... and should ensure that opportunities and public goods are equitably distributed ..."3

- There should be an opportunity for local decision-making, the encouragement of local initiative toward suitable future development.
- There should be flexibility and adaptability toward existing and future government programs and support to establish a local community planning system.
- It is quite clear that both the Official Plan (1973) as well as the Official Plan (1980) do not reflect such a proposed approach.
- The Act, as administered by the Province, does not recognize the difference of the approach between urban and rural community planning. The primary aim of the Act appears to be a uniform method to physical/spatial planning which perpetuates the tradition of growth rather than development. The observation of the LMPA/Arnprior case study however indicates growing managerial needs of a social, fiscal and economic nature.

Bunnell (1947) in his article describing the 1946 Act; implied that the provincial administration would be prepared to adjust the Act during, what he termed, a "learning situation". The 1974 establishment of PARC seemed to confirm that indeed the administration was open to new approaches. However, the resulting experience would

3. Op. Cit. Introd. n. 27, pp. 116-120.

indicate that in actual fact the inflexibility of the provincial administration still hinders and discourages local initiative (Bowles, 1981).

This study of the LMPA/Arnprior official planning program seems to indicate that the search for an effective community planning process for small and rural communities continues. New methods and tools have to be established and provided by which individual communities, in accordance with their specific needs, may pool all local forces toward publicly established goals.

This may require :

- a complete restructuring of the present system of taxation; (land and services);
- a new approach to private land use and ownership principles versus public - community interests;
- a new legislative approach, as indicated in various examples during the recent studies related, to the Planning Act (PARC);
- the consideration of more societal responsibilities to be accepted on a local, community-based level in conjunction with new local community management policies;
- the reduction of the level of dependency from upper levels of governments, which in turn would force local communities to live to a much larger extent within their own means and capabilities;
- advancing to a new relationship between local communities versus upper levels of government.⁴

4. AXWORTHY, Lloyd, "Winnipeg : An Experiment in Innovation" in : The City : Canada's Prospects, Canada's Problems, 1973 pp. 276-283. Op. Cit. Introd. n. 6.

However, it becomes quite obvious that such considerations go far beyond the intent of this study and will have to be dealt with elsewhere.

In the hypothesis of this study (see Introduction) it was stated that the Official Plan (1973) of the LMPA had been ineffective as the policy intended for community planning. The study indicates that indeed the Official Plan was not successful in seeking to improve the social, economic and physical well-being of these communities within the planning area. Comparing these results to those of Hodge's and Qadeer's (1977) study the experience of this planning area and the impact of its Plan to date appears to be "typical" of what has happened in many small communities across rural Canada.

Sufficient information has been provided to suggest that the end result of the 1973 Plan was diametrically opposite to its intended policies mainly because it had not developed objectives and goals. To date there are many indications which seem to point to a similar disappointing result for the 1980 Plan. However, this is not to minimize the fact that rural community planning, despite the LMPA experience, remains a very important and vital issue in community development. The form and extent of rural community planning may have to vary from one planning area to another.

In the case of the LMPA, the prescribed typical form and approach to planning did not establish a useful instrument for community planning or community management. It would seem essential that the Act should recognize individual differences in some just and

equitable form. Social issues, and economic factors may have to be considered to a much greater extent as an integral part of community planning or community management and development. An approach based solely on physical/spatial planning will likely continue to be a source of frustration for small rural municipalities in their attempt to achieve their community needs.

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APPENDICES

- APPENDIX #1: Evolution of Municipal Planning and Land use Legislation
1906-1946
- APPENDIX #2: Evolution and Amendments to the Ontario Planning Act,
1946-1979
- APPENDIX #3: Seventh Avenue, Arnprior 1964-1981
- APPENDIX #4: Shopping Centre, Arnprior 1973-1981
- APPENDIX #5: Madawaska Subdivision, Arnprior 1971-1981
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- APPENDIX #7: Dochart Estates, McNab Township
- | | |
|-------------|-----------|
| Phase 1 | 1972-1975 |
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| Phase 4 | 1977-1978 |
| Phase 5 & 6 | 1978-1980 |
| Phase 6 | 1978-1981 |

APPENDIX #1

Appendix #1

Evolution of Municipal Planning and Land use Legislation 1906-1946

- 1) 1906 An Act for the appointment of a Railway and Municipal Board.
"The Ontario Railway and Municipal Board, Act, 1906".
S.O. 6 Edu. VII c.31 (1906) pp. 312-334 (Statutes of Ontario).

Basic importance:

- s.53 Board has powers conferred by the Consolidated Municipal Act, 1903, and amending Acts regarding:
- ss a) The addition to or taking from any municipality any territory.
 - b) The annexation of any territory to any city or town.
 - c) The alteration of boundaries or limits of any municipality.
 - d) The approval or confirmation of by-laws relating to finance, debentures, sinking of funds or creation of depts.
 - e) The approval or confirmation of by-laws relating to public highways, roads, streets or bridges, to street or electric railways or gas or waterworks or to any other industry or public utility.
- s.54-1 The Board may also require any telegraph, telephone, electric light, power or heat system to adopt such means and appliances, and to take and use such precautions as the Board may deem necessary for the safety of life and property.
- s.57 The Board shall superintend the system of bookkeeping and keeping accounts of the assets, liabilities, revenue and expenditure of all public utilities that are operated under the control of a municipal corporation or of a commission appointed by a municipal corporation and may require such

returns and statements as to the Board may seem proper and ... may extract from such books records etc. information as in the opinion of the Board may be useful for publication.

- s.4-1 The Board replaces the Railway Committee of the Executive Council of Ontario.
 - s.4-5 The Board shall have all the powers of a Court of Record and shall have an official seal which shall be judicially noticed.
 - s.42 Any appeal against the Board's decisions may go directly to the Court of Appeal for Ontario.
- 2) 1912 An Act respecting Surveys and Plans of Land in certain Cities and their Suburbs.
"The City and Suburbs Plans Act"
S.O. 2. George V c.43 (1912) pp. 508-512.

Basic importance:

- s.2 The Act relates to any tract of land subdivided within 5 miles of a city having not less than 50 000 population, shall submit a plan of the property survey and subdivision to "The Ontario Railway and Municipal Board for approval.
- s.3-1 Boards Authority towards changes such as:
 - a) number and width of highways, streets and roads;
 - b) direction in which roads/streets are to run and their location;
 - c) size and form of lots;
- s.3-2 Roads and streets not less than 66 feet in width.
- s.4 Coordination of any part of the plans with the general City/ Municipal plans
- s.5 Plans cannot be registered unless approved by the Board

- s.6 Notice of approval be communicated to the municipality including a copy of the said plan.
- s.7 Objections to the planned subdivisions/applications to be in writing within 21 days after delivery of the notice of plan. Objection only by corporate municipalities.
- 3) 1917 An Act respecting Surveys and Plans of Land in or near Urban Municipalities.
- "The Planning and Development Act"
- S.O. 7 Geo. V c.44 (1917) pp. 247-253
- s.2 In this Act, "Urban Zone" shall mean, In the case of a City the area within five miles of said City but exclusive of any part of another City.
- In the case of a Town the area within three miles of the said Town, but exclusive of any part of a City or other Town.
- In the case of a Village, the area within three miles of such Village, exclusive of any part of a City or Town or another Village.
- b) Where part of a Town or Village is within the urban zone of a City, or part of a Village is within the urban zone of a Town, the whole of such Town or Village shall be deemed to be within the urban zone of such City or Town, as the case may be.
- c) Joint urban zone shall mean an area included within the urban zones as above defined of two or more municipalities.
- d) Senior municipality shall mean as between a City, Town or Village, the municipality of the higher class, and as between municipalities of the same class, the one with the larger population, according to the most recent assessment roll of each.

s.3 This Act shall apply to lands within Cities, Towns and Villages and the urban zones as above defined surrounding the same.

s.4-1 The Council ... may procure to be made for adoption by it, a general plan ... and the urban zone adjoining it; or of such portion of the same as such Council may deem expedient.

s.4-2 ... shall show highways and any widening extensions or relocation of the same, also parkways, boulevards, parks playgrounds and other public grounds or improvements...

4) 1918 An Act respecting Surveys and Plans of Land in or near urban Municipalities.

"The Planning and Development Act"

S.O. 8 Geo. V c.38 (1918) pp. 277-285, and

S.O. 8 Geo. V c.39 (1918) pp. 286-287.

An Act respecting the Cultivation of Vacant Land.

"The Vacant Land Cultivation Act".

c.38 s.13 Appointment of "The Town Planning Commission"

5) 1919 1. Amendment to the Act:

S.O. 9 Geo. V c.53 (1919) p. 324.

... a 5¢ levy / ft. road frontage for all surveyed and subdivided land. (Development fee) to be paid to the municipality. Unless such fees were paid the land in question could not be registered officially.

6) 1920 2. Amendment to the Act:

S.O. 10 Geo. V c.60 (1920) pp. 296-298.

... no land (lot) of a large undivided parcel within a muni-

city (urban zone) shall be subdivided and sold without being approved by the Municipal Council or the ORMB. No registration of any lot/subdivision without a survey.

7) 1921 3. Amendment to the Act:

S.O. 11 Geo. V c.65 (1921) p. 242.

... no highway shall be laid out in an urban zone unless approved by Council of each municipality (in the case of a joint urban zone), or the ORMB. (Urban Zoning)

8) 1924 4. Amendment to the Act:

S.O. 14 Geo. V c.58 (1924) p. 328.

... reference to suitability of land for urban development (drainable).

9) 1926 5. Amendment to the Act:

S.O. 16 Geo. V v.54 (1926) p. 425.

... no highway shall be altered, closed, diverted, established, laid out, widened, altered in any urban zone except with municipal approval or the approval of the ORMB.

10) 1929 6. Amendment to the Act:

S.O. 19 Geo. V c.63 (1929) p. 175.

... properties having only a private access road (private roads) such roads shall be deemed public if no other, public access exists.

... in municipalities not less than 200 000 , a tract of land in an urban zone to be subdivided requires only a property survey and subdivision plans.

11) 1933 7. Amendment to the Act:

S.O. 23 Geo. V c.46 (1933) p. 126.

... development fee to be paid in City, Town or Village
(see 1919) 5¢ levy / ft. road frontage. Municipality can
withhold approval of subdivision until levy has been paid
in full.

12) 1932 S.O. 22 Geo. V c.27 (1932) pp. 91-136

(relates to R.S.O. 1927 c.225 Railway Act).

Municipal Affairs Bureau comes under the authority of the
O.M.B. (s. 60).

Board member become "Commissioner for Municipal Affairs as
designated by the Lieutenant Governor in Council (s. 61).

Power and Duties of Commissioner described in (s. 63).

In case of a public audit commissioner shall have the same
power as a commissioner under The Public Inquiries Act.

(R.S.O. 1927 c.243 s.11).

13) 1937 R.S.O.1937 c.271 pp. 3592-3601

"The Planning and Development Act".

R.S.O. 1937 c.271 pp. 3602-3604.

"The Suburban Area Development Act".

14) 1939 Amendment to the Act:

S.O. 1939 c.47 s.27 p. 334.

... Development fee was reduced to 3¢ levy / ft. road frontage...

15)

Amendment to the Act:

S.O. 1941 c.55 s.24 p. 181

... restrictions on land use.

16)

The Act was repealed and replaced.

APPENDIX #2

Appendix #2

Evolution and Amendments to the Ontario Planning Act, 1946-1979

1) 1946 S.O. 1946 c.71 pp. 375-384

"The Planning Act"

1) Responsibility: Minister of Planning and Development.

Official Plan: shall mean a plan consisting of maps and explanatory text prepared and recommended by the Planning Board and adopted and approved as provided for the Act covering a planning area, showing a program of future development including regulations of the land use, buildings and structures or the location of such in the planning area and any other feature designed to secure the health, safety, convenience and welfare of the inhabitants.

Planning Area = whole or part of one or more municipalities as defined by Minister.

Public works = within the jurisdiction of the municipal council or any local Board.

Urban development area = area of land designated for urban development.

2) Establishment of the planning area by the Minister.

Subsidiary planning within a planning area to be defined by Minister upon municipal council request.

- 3) Appointment of Planning Board
- 4) Composition of Planning Board
- 5) Execution of documents
- 6) Finances = annual budget of Planning Board to be submitted to municipal council upon which the treasurer of municipality shall pay
- 7) Duties of Planning Board:

... investigate physical, social and economic conditions in relations to the development of the planning area and perform such other duties of a planning nature as may be referred to it by council without limiting the generality of the foregoing it shall:

- a) prepare maps, drawings, texts, statistical information and all other material necessary for the study, explanation and solution of problems or matters affecting the development of the planning area;
- b) hold public meetings and public information for the purpose of obtaining the participation and cooperation of the public. Of the area in determining the solution of problems or matters affecting the development of the planning area;
- c) consult with local boards having any jurisdiction within the planning area;
- d) prepare a plan and recommend it to council for adoption;
- e) recommend implementation from time to time.

Reference to Municipal Act s. 266.

- 15) Acquisition of land for municipal purposes.
- 16) Acquisition of such land for housing projects.

- 18) Power to clear and grade such lands.
- 19) Power to engage in land-exchange deals.
- 20) Power to erect and manage housing projects and to
- 21) share their capital and maintenance costs.
- 22) A municipality may enter into an agreement with any person or governmental authority to maintain specified areas surrounding a housing project.
- 23) However, the designation of "Urban Development Areas" has to receive the approval of the Minister.
- 24) According to the Municipal Act s.406 the Minister has the power to zone.
- 25) The municipality has to apply for approval of subdivision plans with the Ministry.

2) 1947 S.O. 1947 c.75 Amendment to the Planning Act pp. 283-289.

Most significant addition:

s.7 Where an Official Plan is implemented by one or more by-laws, the local Planning Board of that municipality may constitute itself or any 3 members of its Board as a "Committee of Adjustment".

Powers of the committee of adjustment:

The committee upon application of the owner of land affected by any by-law that implement the official plan may notwithstanding any other Act exempt in total or partly the land from such by-law, providing the general purpose of the by-law and the official plan is maintained and that the objections, if any, to the application have been withdrawn.

All decisions of the committee have to be forwarded in writing with copies to the local authorities and the Minister.

A county may also exercise the powers identified as being granted to municipalities (see s.1.).

Urban development areas are not to be altered without the approval of the Minister.

- 3) 1949 S.O. 1949 c. 71 pp. 341-347 Amendment to the Planning Act, 1946.

Most significant addition/amendment:

- s.7 Urban development areas are changed to:

"Areas of subdivision control"

... they are not to be altered without the specific approval of the Minister.

- s.10 Up to 5% of the land total may have to be deemed to the municipality for public highway purpose.

A plan of subdivision approved by the Minister, if not registered within one month of date of approval, may be revoked by the Ministry and the application may have to be renewed.

- 4) 1950 S.O. 1950 c. 53 Amendment to the Planning Act 1946 pp. 369-370.

Most significant addition:

The Minister, when establishing a planning area may include unorganized territory.

Further, a total of 5% of the subdivided area shall be dedicated to the public for public purpose over and above the highway dedication.

5) 1950 R.S.O.- 1950 c. 277; pp. 983-995

"Consolidation of amendment 1946-1950"

Most significant:

In preparing applications for the approval of subdivision plans, such plans have to indicate characteristics of adjacent land, land use etc.

6) 1951 S.O. 1951 c. 65; pp. 335-336 Amendment to the Planning Act, 1946.

s.2 No plan shall be recommended for adoption to municipal councils unless it is approved by a majority vote of the Planning Board.

7) 1952 S.O. 1952 c. 75; pp. 267-278 Amendment to the Planning Act, 1946.

s.1c. Housing projects, in addition to housing include issues of public space recreational facilities and commercial space or buildings appropriate thereto.

2 Joint planning areas are explained in detail and the designated municipality is identified.

4 The Minister's right to establish and define a planning area remains, in addition he has the right to desolve or alter boundaries of planning areas. However where such changes apply to planning areas in effect, such changes shall only become effective at the time when the plan is being renewed as stipulated by this Act.

15 General guidelines for the Committee of Adjustment regarding the authorization of minor variances.

Relations of committee of adjustment to O.M.B. (publ hearing, see Mun. Act. s. 390).

26 New guidelines regarding cash in lieu of land conveyance not to exceed 5% of the land value.

Land conveyed to a municipality shall be used for public purposes.

Moneys received are to be paid in a special account, which if used locally has to receive approval from Minister or the O.M.B.

8) 1953 S.O. 1953 c. 80; pp. 557-559 Amendment to the Planning Act, 1946.

2 In case that a municipality and its council in spite of written request fail to act on a subdivision application, the applicant after 30 days may forward the matter to the Minister who in turn may refer the matter to O.M.B.

In such a case the Minister shall request a report from the municipality on the matter and refer the same O.M.B.

9) 1954 S.O. 1954 c. 71; pp. 389-398 Amendment to the Planning Act, 1946.

Definition of the planning area is the right of the Minister.

10) 1955 S.O. 1955 c. 61 (sup). Amendment to the Planning Act, 1946. pp. 279-303.

"The Planning Act 1955"

Complete restructuring of the document in to three major Parts and a General Introduction.

PART I

sec. 2 - 23 Official Plans restructuring of the Act

PART II

sec. 24 - 27 Subdivisions

PART III

sec. 28 - 33 General

Official Plans:

Establishment of Planning Areas	2 - 1
Constitution of Area	2 - 2
Planning area in unorganized territory	2 - 3
Subsidiary Planning areas	2 - 4
Design. Municipality	2 - 5
Matters to be regarded	2 - 6
Dissolution or alteration of planning area	2 - 7
Appointment of Planning Board	3 - 1
Where unorganized territory	3 - 2
Composition of Planning Boards	4 - 1
Idem	4 - 2
Substitute for head of council	4 - 3
Term of Office	4 - 4
Reappointment	4 - 5
Vacancies	4 - 6
Quorum	4 - 7
Officers	4 - 8

Secretary treasurer, employees consultants	4 - 9
Special provisions	5 -
Execution of documents	6 -
Finances	7 - 1
Estimates (Planning Board)	7 - 2
Approval	7 - 3
Notice	7 - 4
Where appointment unsatisfactory	7 - 5
Power of Municipal Board	7 - 6
Payments	7 - 7
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Recovery by county	7 - 9
Grants, municipal	8 - 1
Grants, county	8 - 2
Audit of planning board's accounts	9 -
Duties of planning boards	10 - 1
Recommendation of plan	10 - 2
Plan to be submitted to council	11 - 1
Adoption of plan	11 - 2
Adoption by other municipal	11 - 3
Plans to be submitted to Minister	12 - 1
Approval by Minister	12 - 2
Lodging of Official Plan	13 - 1
Idem	13 - 2
Amendments	14 - 1
Conditions for Minister's approv.	14 - 2
Application for Amendment	14 - 3
Reference to Municipal Board	14 - 4

Disposal of reference	14 - 5
Public works and by-laws to conform with plan	15 - 1
Validity of by-laws conforming to amendments to official plans	15 - 2
Municipal Board may approve by-law	15 - 3
Procedure	15 - 4
By-laws implementing plans	16
Establishment of committees of adjustment	17 - 1
Idem	17 - 2
Idem	17 - 3
Appointments subject to approval	17 - 4
Notice to Minister	17 - 5
Disqualification	17 - 6
Term of office	17 - 7
Idem	17 - 8
Reappointment and vacancies	17 - 9
Quorum	17 - 10
Chairman	17 - 11
Employees	17 - 12
Remuneration	17 - 13
Filing of documents etc.	17 - 14
Rules	17 - 15
Powers of committee, general	18 - 1
Special	18 - 2
Time of hearing	18 - 3
Notice of hearing	18 - 4
Fees	18 - 5
Hearing	18 - 6

The Chairman	18 - 7
Decisions	18 - 8
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Notice of decision	18 - 10
Additional material	18 - 11
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Where no appeal	18 - 13
Hearing	18 - 14
Powers of Municipal Board	18 - 15
Costs	18 - 16
The Notice of decision	18 - 17
Idem	18 - 18
Acquisition of land for official purposes	19 - 1
Powers of designated municipality	19 - 2
Powers of county	19 - 3
Contributions to cost	19 - 4
Interpretation	20 - 1
Designation of redevelopment area	20 - 2
Acquisition and clearance of land	20 - 3
Withdrawal of Minister's approvals	20 - 4
Adoption re development plan	20 - 5
Conformity to Official Plan	20 - 6
Amendment	20 - 7
Powers of council re land	20 - 8
Conditions of sale etc.	20 - 9
Debentures	20 - 10
Rev. Stat. c243 to apply	21 -
Power to clear, grade etc. lands acquired	22 -
Exchange of lands	23 -

Subdivisions

Areas of subdivision control	24 - 1
Part lots	24 - 2
Exceptions	24 - 3
Lodging of copies of by-law	24 - 4
Notice	24 - 5
Idem	24 - 6
Alterations and disolutions	24 - 7
Penalty	24 - 8
Power of Minister re zoning and subdivision control Rev. Stat. c. 243	25 - 1
Limitation of zoning powers	25 - 2
Notice	25 - 3
Revocation or amendment	25 - 4
Penalty	25 - 5
Application for approval of sub- division plans	26 - 1
What draft plan to indicate	26 - 2
Minister to confere	26 - 3
What matters to be regarded	26 - 4
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Cash payment in lieu of convenance	26 - 6
Use and sale of land	26 - 7
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When draft plan approved Rev. Stat. cc. 381, 336, 197	26 - 10
Approv. of Plan by Minister	26 - 11

Withdrawal of approval of plan for registration	26 - 12
Duplicates to be deposited and sent to Minister Rev. Stat. cc. 336, 197	26 - 13
Saving	26 - 14
Penalty for certain land sales	27 -

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Right to restrain	28 -
Reference to Municipal Board	29 - 1
Effect of Approval	29 - 2
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Rev. Stat. c. 277	
1951 c. 65	
1952 c. 75	
1953 c. 80	
1954 c. 71 all repealed	31 -
Commencement	32 -
Shorttitle	33 -
1956 S.O. 1956 c.64 p.. 299	Amendment to Planning Act, 1955
1957 S.O. 1957 c.92 p. 691	Amendment to Planning Act, 1955.
1957 S.O. 1959 c.71 pp. 271-284	Amendment to Planning Act, 1955

The council of a designated municipality may adopt a plan by by-law.

In the case of a joint planning area, the council of any of the municipalities within or partly within the planning area may adopt the plan by by-law.

New regulations relating to composition and function of the committee of adjustment.

Regulations relating to agreements a municipality may enter into with a developer or land holder.

PART III

Restricted areas and building by-laws may now be passed by municipalities.

Restricting use of land	27a s 1	ss 1
Restricting erection of buildings		ss 2
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Pits and Quarries		1 - 6
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Establishing levels of streets and basements	- 5
Regulation etc. of heating plant and equipment	- 6
Regulating removal and wrecking of buildings	s27b - 1 - 7
Doors of public buildings	- 8
Obstruction of halls, aisles etc.	- 9
Powers of police officers as to seeing that by-laws enforced	- 9a
Owner's duty to repair land in front of commercial buildings	- 10
Compelling provision of fire escapes	- 11
Erections of buildings etc.	- 12
Kind of walls	- 13
Repairs to existing buildings	- 14
Pulling down etc. buildings illegally erected	- 15
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Inspection and regulation of electric wires etc.	- 17
Construction of chimneys, fire places etc.	- 18
Construction of chimneys	- 19

Construction of cellars, drains etc.	- 21
Building codes	- 22
Township by-laws	276 - 2
Application of R.S.O. 1950	
c. 243 Part XXI	

1960 S.O. 1960 c.83 pp. 347-348.

Amendment to Planning Act, 1955.

Municipality with the approval of the Minister may enter into agreement with any governmental authority for the carrying out of studies relating to the physical condition of the municipality or any part thereof.

PART III

Building designs and specifications by either registered Ontario Architects or Ontario Engineers.

1960 R.S.O. 1960 c.296 pp. 1301-1332.

1960-61

S.O. 1960-61 c.76 pp. 297-302.

Amendment to R.S.O. c.296

The municipal council may designate any plan or subdivision that has been registered for eight years or more without actual progress as unregistered. Such plans or subdivisions shall be withdrawn from the actual development program.

There are also revised procedures for appeals and OMB hearings.

1961-1962

S.O. 1961-62 c.104 pp. 619-628.

Regulations for the remunerations of planning board members.

PART IV

Committees of Adjustment.

Establishment of committees of adjustment	32a - 1
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Employees	32a - 9
Remuneration	32a - 10
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R.S.O. 1960 c.249	
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Powers of committee (general)	32b - 1
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Notice of hearing	- 4
Fees	- 5
Hearing	- 6
Oaths	- 7
Decision	- 8

Conditions in decision	- 9
Notice of decision	- 10
Additional Material	- 11
Appeal	- 12
Where no appeal	- 13
Hearing	- 14
Powers of Municipal Board	- 15
Costs	- 16
Notice of decision	- 17
Idem	- 18

1962-1963

S.O. 1962-63 c.105 pp. 523-529

Amendment to Planning Act R.S.O. 1960 c.296.

1. Lodging of official plan now responsibility of the clerk of the designated municipality instead of the Planning Board.
2. Duplicate copies of plan to be available at the municipal office for public inquiry.
3. Designation of a part or the whole area of a plan may be altered to become a redevelopment area. Such a change does not require approval from the Minister.
4. Any consent on land (subdivision) shall lapse after 6 months if not acted upon within that period.
5. Grievance regulations re conditions imposed on land owner/ developer by either Minister or municipality shall be directed to the OMB.
6. Further regulations regarding the committee of adjustment.

1964 S.O. 1964 c.90 pp. 387-386.

Amendment to the Planning Act R.S.O. 1960 c.296
Further regulations relating to committee of adjustment,
Municipal housing projects - regulations etc.

1965 S.O. 1965 c.98 pp. 457-458.

Amendment to the Planning Act. R.S.O. 1960 c.296.

Reference to partial approval of a plan by Minister and OMB.
Minister may approve undisputed part of plan and send the
objected part to OMB.

Committee of adjustment shall have quorum with two of its
members present.

1966 S.O. 1966 c.116 pp. 571-575

Amendment to the Planning Act R.S.O. 1960 c.296.

When a member of a Planning Board becomes a member of a
municipal council he ceases to be a member of the Planning
Board, but he is eligible to be appointed, by council on
an annual basis to sit on the Planning Board.

Further regulations for committees of adjustment.

1967 S.O. 1967 c.75 pp. 345-350.

Amendment to the Planning Act R.S.O. 1960 c.296.

Municipal council has the right to utilize vacant land for
parking arrangements on a two year renewable basis.

Registration of personal interests:

Any person having interest in land subsequent to registration
may register his or her interest and be informed in the case

of transfer application of the said property.

Loans or depth to be registered against the land.

Municipality may have the services of experts to assist with Part III inspections, interpretations etc.

1968 S.O. 1968 c.96 pp. 371-373.

Amendment to the Planning Act R.S.O. 1960 c.296.

Any employee of the planning board, guilty of disclosing assessment information or other sensitive documentary is punishable with a min. fine of \$200.00.

1968 S.O. 1968/69 c.95 pp. 665-667

Amendment to the Planning Act. R.S.O. 1960 c.296.

Areas of subdivision control:

Council may designate such an area of subdivision control and thereafter no person shall convey land in the area by way of deed transfer, mortgage, or change land in the area or enter into agreement of sales and purchase land in the area or enter into any agreement that has the effect of granting the use of, or right in land in the area directly or by entitlement to renewal for a period of twenty-one years or more unless it is identified as such.

Money in lieu of conveyance. All moneys to be deposited into a special account and shall be held for park and recreational purposes.

Zoning by-laws may prohibit the use of land or the erection or the use of buildings or structures according to the availability of municipal services.

1970 S.O. 1970 c.72 pp. 685-693

Amendment to the Planning Act R.S.O. 1960 c.296

26-B-1 Notwithstanding any other provision in this Act, if a municipality does not have an Official Plan approved by the Minister on or before the 31 December 1973, a committee of adjustment of such municipality shall after that date have no further jurisdiction to grant consents for the purpose of s. 26, and the Minister or the land division committee (county or regional) as the case may be, shall act in place and in stead of such committee for such purposes.

1970 R.S.O. 1970 c.349 pp. 429-470.

1971 S.O. 1971 c.2 pp. 3-5.

Amendment to the Planning Act R.S.O. 1970 c.349.

A draft approval for a subdivision proposal lapses automatically after a period of 3 years if not acted upon further.

1972 S.O. 1972 c.118 p. 8.

Amendment to the Planning Act R.S.O. 1970 c.349.

Regulations relating to the committee of adjustments.

1973 S.O. 1973 c.168 pp. 1389-1399.

Amendment to the Planning Act R.S.O. 1970 c.349.

Responsibility for the Act has been transfered to the Ministry of Housing.

Treasurer means the Treasurer of Ontario and Minister of Economics and Intergovernmental Affairs.

In s. 22, ss. 1, 4, 5-7 OMB is to be replaced with Minister.

In s. 22 ss. 8 Grants and loans to the registered or assessed owner of lands and buildings within a redevelopment area can be made for the whole or part of the cost of rehabilitating such lands and buildings in accordance with the redevelopment plan.

1974 S.O. 1974 c.53 pp. 407-417.

Amendment to the Planning Act R.S.O. 1970 c.349.

In the case where an Official Plan is in effect, a municipality may acquire land necessary for the approved plan. Such acquisition do not require additional approvals from the Minister.

1975 S.O. 1975 (2nd Session) c.18 p. 79.

Amendment to the Planning Act R.S.O. 1970 c.349.

No foreclosure or exercise of power of sale in a mortgage or charge shall have any effect in law without the approval of the Minister unless all of the land subject to such mortgage or charge is included in the foreclosure or exercise of the power of sale as the case may be.

1976 S.O. 1976 c.38 pp. 121-123.

Amendment to the Planning Act R.S.O. 1970 c.349.

s. 35c mobile home interpretation and regulations.

1978 S.O. 1978 c.87 s.21. Metric conversion PART VII pp. 810-811.

1978 S.O. 1978 c.93 pp. 353-358.

Amendment to the Planning Act. R.S.O. 1970 c.349.

s. 29 (condominiums) re joint interest by tenants or joint tenants in common. . .

1979 S.O. 1979 c.59 pp. 295-298.

Amendment to the Planning Act. R.S.O. 1970 c.349.

Establishment of site plan control and approval of plans and drawings by by-law and designation of site plan.

1980 R.S.O. 1980 c.379 pp. 293-363.

Consolidation of Planning Act.

APPENDIX #3

APPENDIX #3

Seventh Avenue, Arnprior 1964-1981

- 1964 Sept. 18 1. document on file, letter by Mayor Simpson to J.S. Bellmeyer; President of Playtex Ltd. re a "strip of land" 125 feet wide for housing project called 7th Avenue.
- 1965 Feb. 16 Reply from Playtex, decision would be forthcoming soon (Begin of Apr.)
- 1965 Apr. 15 Mayor Simpson to Playtex asking for decision.
- 1970 Sept. 15 Department of Community Development issued a "zoning" Plan of Arnprior based on:
- Drwg # F399, 1:100 showing 7th Avenue area and Playtex property:
- | | By-law # |
|-----------------------|----------|
| F 1001 June 23, 1964 | 2087 |
| F 1002 March 9, 1965 | 2144 |
| F 1003 Aug. 10, 1965 | 2164 |
| F 1003 Sept. 28, 1965 | 2174 |
| F 1004 Dec. 27, 1967 | 2307 |
- zones listed: Residential, Commercial, Industrial, Rural, Parks, Munic. Services, Munic. Bldgs, Developm. of F 1000 Jan 30, 1970 # 2040
- 1971 Feb. 25 Donald C. Johnson, Insurance and Realestate, Main Office KINGBURY Ont. Branch office Arnprior. Addressed to chairman of Property Committee, requesting meeting for March 1, 1971 re available land for housing.

1971 March 1 By D.C. Johnson to Mr. F. Rosar
Quality Housing for Arnprior.

1971 March 1 Committee C Report #24 1971. 7:30

Present: H.T. Cranston, H. Murdoch, A. Caruso, J.P.S. Johnson
& F.A. Rosar, P. Poole and G.M. Buffam recommending for approval
to council to accept Kingdon Holding Ltd proposal to act as sub-
divider of property indicated on Map dated Febr. 26, 1971 and
contingent on letter March 1, '71. Agreement in principal is
evidence of the Town's interest in bringing this project to
completion satisfactorily to both parties.

1971 March 16 Customs Homes by Blaine Lenser takes reference to
News article in Arnprior Chronicle and D.C. Johnston-Kingdon
Holdings proposal. He requests opportunity to make a counter
offer prior to completion of Johnston deal.

1971 March 24 Mayor H.T. Cranston to G.T. Fitzpatrick - Plant Manager
of Playtex re opening of 7th Avenue and renewed request to purchase
150'-0 parallel to the road allowance for residential development.

1971 May 6 Customs Homes, Blaine Lenser provides town with detailed
offer for development services.

1971 May 12 Internal letter from Playtex Head Office to plant manager.

1971 May 18 H.T. Cranston, Mayor answering some of the questions
asked by Playtex Head Office:

- a) Single Family Dwellings contemplated
- b) Sewer and water would not be an extension, rather a loop from
services on Riverside Drive and McNab Street and would rather
be an improvement of services than an added problem

- c) Property is intended for 27^o single lots housing approx 100 persons
 - d) No other lands are required from Playtex other than a 50'-0 strip in the back of the Riverview Drive properties to improve value of those lots.
- 1971 July 28 Confidential letter from the Town Council to Bank of Nova Scotia, Manager, inquiring the possibility of \$80,000.00 loan to Town to install services to min. of 50 lots Town intends to develop and sell itself. Loan request duration of two to three years. Estimated lot value \$4,500.00 on (150x69) south side and \$5,000.00 on north side (river view) & (250x69). Total equity of \$236,500.00. Lots expected to be sold individually by tender, loan to be repaid from property receipts.
- 1971 Aug. 7 D.C. Johnston inquiring about Council's reaction to his proposal.
- 1971 Aug. 16 Confidential from Bank to Council. In principle loan would be available subject to OMB approval of project
- 1971 July 24 Mayor H.T. Cranston to Playtex, G.T. Fitzpatrick inquiring re offer to purchase the requested land.
- 1972 April 21 Reeve T.E. Sullivan to Playtex Manager G.T. Fitzpatrick reference to Mayor Cranston's letter dated March 24, 1971, offering for the 27 lots \$500 per lot. In conjunction town will withdraw restricting paragraph 10 from sales agreement dated July 16th, 1952, restricting any subdivision on Playtex part. The 50'-0 strip along Riverside drive would than be negotiated individually between Playtex and the property owner.

1972 Aug. 29 Committee report, recommending that Town accept cost of \$17,000.- for the 27 lots (rather than the \$500 x 27: \$13,500.-) at a depth of 180'-0. Councillor Fitzpatrick was absent from that vote. (Carried)

1972 Sept. 5 Offer to Playtex as per Committee report.

1972 Sept. 12 Committee Report - Playtex had not yet accepted offer, but town should obtain approval from OMB at that time. Solicitor forwarded three questions:

- Does town have the right to acquire this land?
- Are funds available in the 1973 budget?
- Could funds from sale of other town land be used to pay for this purchase?

1972 Sept. 13 Town to Solicitor Mulvihill stating that Town intends to go ahead with 7th Avenue project.

- Offer for Playtex property in amount of \$17,000.- has been made for a strip 180 feet in depth
- Services for some 50 lots have been estimated at \$90,000.-

property	\$17,000.-
TOTAL	<u>\$107,000.-</u>

- Lots offered at publ. tender at \$5,000.- Revenue expected \$250,000.-
- Use funds obtained through sales to cover borrowing created to service property. Balance of money will be used for recreational purposes at the adjacent park.

1972 Sept. 18 Solicitor to Town reply "Under terms of the Municipal Act, there is no general power in a municipality to acquire land but the power is confined to the purposes and necessities of

local government. Sect. 336 of the said Act authorizes a municipality to pass by-law for acquiring any land "required for the purpose of the Corporation". ...It would be our opinion that the acquisition of the property for the purpose of subdivision and re-sale would not be "for the purposes of the Corporation" and consequently we feel the Corporation is not authorized under the Act to acquire the lands in question.

1972 Oct. 2 Solicitor is requested to attend Committee meeting.

1972 Nov. 27 Solicitor agrees that the 7th Avenue proposal is to be construed as "municipal purposes". He prepared a by-law authorizing the execution of the Agreement.

1972 Nov. 29 Playtex to Town submitting draft agreement of sale with the conditions:

- Property shall only be for residential use
- "No interference with, or interruption of the normal business carried out by vendor from time of sale either during the subdivision of said lots or thereafter".
- That the cost of any extension of the existing services on McNab Street, or any other Street made necessary by the proposed lots of Seventh Avenue be borne by the purchaser and that the purchaser agree not to revise the Municipal Taxes of the vendor by reason of any such extension either directly or indirectly.
- That the vendor be relieved of any existing restrictions as to the use of its remaining land, or any part thereof; that the

land title shall be free and clear of all encumbrancy, easements, restrictions and other impediments to the sale thereof and that the vendor shall be relieved of the Agreement paragraph #10 dated July 16th, 1952 which prohibits presently any subdivision.

Offer good to 30 Nov. 1972.

- 1972 Dec. 29 Town to Mulvihill (Solicitor) authorizing him to purchase river property for \$15,000 - for 446 linear feet of frontage on McLean Avenue east for a park property.
- 1973 March 1 Blaine Lenser renews his interest in the housing project.
- 1973 March 31 Transfer of land from Playtex to Town according to the earlier agreement.
- 1973 March 15 Re purchase of 50'-0 strip by private individuals of Riverside Drive.
- 1973 March 26 M. Sullivan & Sons Ltd. enters into the discussion offering their services.
- 1973 Apr. 11 Committee Report. Items to be completed: prepare By-law to rezone Playtex land to residential.
- 1973 Apr. 19 B. Chadiali offers his McLean St. properties to the Town for sale for \$15,000.
- 1973 May 9 Purchase was completed
- 1973 June 11 Town submitted its services application to Ministry of Environment for approval.
- 1973 June 12 Motion in Council to rezone property from industrial to residential
- 1973 July 27 Sale of land from Playtex to Town

- 1973 Sept. 11 By-law 2666-73
- 1973 Nov. 16 Final completion of sale of land from Playtex to Town
- 1974 Jan. 2 Submission of by-laws 2666-73 & 2667-13 (Sen. Citizen) to OMB.
- 1974 Jan. 8 Certificate of approval from Ministry for 7th Ave.
- 1974 Feb. 5 Council Meeting re Senior Citizen apt. at the site or a part of it and re-zoning from Industrial to residential approved 2666-73 & 2667-63 & 2679-74 re parking for senior citizen.
- 1974 Feb. 20 Intent to rezone industrial to residential, was sent to all residents and land owners within 400'-0 of the said property 2666-73.
- 1974 March 1 From the director, Industrial section of the Arnprior Chamber of Commerce to the Mayor Hugh Cranston:
- a) provision of lands at 7th Ave. for housing develop as quickly as possible;
 - b) Chamber will ask Ontario Housing Corporation to carry out a study of the need to provide additional serviced lots for home construction.

"This request arises from the fact that industrial development now, under way requires properties and homes for employees and that little if any such housing is available. Any continued growth will be primarily dependent on such availability".

- 1974 March 5 Union Carbide Canada Limited, its Manager of Realty from 123 Eglinton Ave. East, Toronto filed an objection to the re-zoning, on the following three points:

- 1) proposed rezoning will create a residential zone immediately adjacent to an approved industrial zone, where a large industrial facility is in existence;
- 2) no provision has been made in the proposed by-law for a buffer area, which would serve as a separation between residential lands and industrial lands;
- 3) the point of juncture between 7th Ave. and McNab Street is sufficiently close to the location of Union Carbide parking area to possibly create undesirable traffic pattern offering potential hazardous conditions.

1974 Apr. 1 Town to Industrial Section of Chamber of Commerce thanking for letter dated March 1.74 and informing that a) approval from Ministry of Environment had been received, that the matter was now before OMB and b) that council adopted their resolution to ask OHC to prepare a local study.

1974 June 4 Finally the correct submission to OMB with the request for rezoning was sent in.

1974 July 5 Town to Badische (Union Carbide) offering to install landscaped buffer strip with berm, 20'-0 wide and coniferous trees 10'-0 high & 10'-0 on centre. Asking for withdrawal of their objection.

1974 July 26 From Dow Badische to the Town reply by the same Mr. Mongeon, Chairman of Industrial Section of Chamber of Commerce who initially pushed for the rezoning now defends the reasons of the objections and upholds them. Yet he agrees to withdraw the objections if the Town accepts the responsibilities for any future complaint re land use or nuisance - conditional withdrawal - which will not be acceptable to OMB

- 1974 Aug. 28 OMB informs Town that such a withdrawal has to be unconditional to be recognized by OMB. So the hearing will go ahead.
- 1974 Sept. 25 Date of hearing.
- 1974 Oct. 28 New date of hearing for 2666-73
- 1974 Sept. 17 Application to Committee of Adjustment to sever the purchased strip of land from the Playtex property.
- 1974 Nov. 15 Dow Badische to Town suggesting the study by an engineering firm re sound and sight barrier.
- 1974 Dec. 11 Engineering Report from James F. McLaren made recommendation of berm and planting as proposed by Town in first place.
- 1975 March 4 Dow to Town 4'-0 berm not acceptable without trees
- 1975 March 6 Playtex agrees with the berm idea as long as they will not have the responsibility of maintenance.
- 1975 Apr. 7 Planners Haigis, McNab-Deleuw Ltd. submit tender forms for 7th Ave. project with detailed landscape plan for berm
- 1975 May 9 Tender documents for 40 acres housing project to be advertised. Send to M. Sullivan and Sons Ltd. Arnprior; Staine Lenser Custom Build Homes among others.
- 1975 Dec. 2 Final ruling of OMB hearing Oct. 28.74

...The central issue is whether it is appropriate planning to insert into existing industrial area the residential zoning proposed. Under the present circumstances which indicate need for housing and taking into account that council has acquired the subject land for that needed purpose, the Board is of the opinion that the by-law provides for an appropriate use of the subject lands.

The by-law shall be amended to provide for buffering both on the west side of McNab Street and the south portion of Part I. If agreement can be reached, the Board will approve the by-law as so amended without further notice or hearing. If agreement can not be reached, the hearing will continue on that issue only."

1976 March 18 Beginning of negotiation with Dow Badisché and Playtex re berm.

1976 Apr. 2 Ontario Ministry of Government Services comes into picture asking that land be appraised and re-subdivided in 50'-0 lots instead of 66'-0 as shown on plan.

1976 Apr. 20 Development Committee Report:

- a) berm be 4'-0 high and 20'-0 wide for length of 800 feet
- b) that lots 28 to 39 included be reduced in depth to 100'0
- c) that a portion of the land lots 15-27 and 28 to 39 inclusive as reduced in depth be offered to OHC for HOME development with 50'-0 frontage

1976 May 28 and June 9

OHC confirms interest in land submitted by D.C. Johnston

1976 July 22 Campbell & Tremblay Const. Co. Ltd. offered \$35,000.

1976 July 30 Tinckering re berm still in process.

1976 Sept. 9 Committee agreed to sell land for \$70,000.

1976 Sept. 17 Offer to OHC from town to sell

1976 Sept. 20 Town informs D.C. Johnston and returns deposit of \$5,000 land for \$70,000

1977 March 21 Town signed offer from OHC for 14 acres for \$70,000.

- 1977 May 16 Purchase was approved by Ministry of Government Services
- 1977 Oct. 20 & 27
OMB completed their hearing and ruled that 20f. berm 4ft. high must be landscaped as specified.
- 1978 Jan. 18 & 23
Council Committee agreed to OHC recommendation of mixed housing confirmed to OHC on Jan 26, 1978
- 1978 July 10 Transfer of Part of Playtex land from Town to OHC - registrar notice.
- 1978 Oct. 2 Rezoning of OHC portions of land approved by Council but has to be circulated regarding possible objections by neighbours.
- 1978 Oct. 20 Draft plan approval of subdivision.
- 1978 Nov. 3 OMB application and submission for rezoning from single to multi R.Z.
- 1978 Nov. 9 Town informs OHC of 29 objectors to rezoning (see names!!)
- 1978 Dec. 21 OHC acknowledges Town letter of Nov. 9 and suggest meeting with objectors on Jan. 29.
- 1979 Jan. 18 Town confirms Jan. 29 meeting.
- 1979 Feb. 14 OHC confirms failure of meeting on Jan. 29, suggest that by-law will be sent to OMB hearing.
- 1979 June 6 confirmation by OMB, hearing to be Aug. 2, 1979.
- 1979 Oct. 31 OHC Market Analyst informs town that: HOME plan ended Aug. 1977 AHOP (Fed. Assist. Home ownership plan ended Jan. 1, 1979) Recommends that land would be best for single lot development and suggests Town repurchase land from OHC.

- 1979 Nov. 6 decision of OMB reserved.
- 1979 Dec. 28 Town to Ont. Land Corporation, does not wish to buy land back - does not object to the land being sold to third party.
- 1980 July 9 OLC to Town no use for property.
- 1981 Jan. 21 Town to Minister of Housing describing chronological situation asking for assistance and advice.
- 1981 Feb. 16 reply to letter Jan. 21 MRM McDonald will try to meet and to help.
- Luncheon between Mayor T. Sullivan and Assist. Minist. Mr. R. M. McDonald
- 1981 Feb. 17 letter from Mayor Sullivan to R.M. McDonald see copy.

February 17, 1981

Mr. Bob McDonald
Assistant Deputy Minister
Ontario Land Corporation
Ministry of Housing
60 Bloor Street, West
TORONTO, Ontario
M4W 3K7



Re: Seventh Avenue Subdivision
Town of Arnprior

Dear Bob:

Confirming our meeting of February 9th, 1981, re the above-noted development and our request that your Ministry provide serviced land on Seventh Avenue for sale to the public as we believe 10 to 15 lots per year would in fact be sold in this area.

We understand your concern in the cost of development at today's rate, but, you will agree costs are going to continue upward in the future. One point I would like to make is that I do not believe the estimated development cost you have in hand of \$800,000.00 is realistic.

The Town of Arnprior sold this land to the Ministry on the assumption that you would develop same for sale some three years ago as it was necessary for progress within our boundaries to say the least we feel very bad that this development has not taken place.

At the present time no more than ten serviced lots are for sale and are in the hands of private developers, at a very high cost of \$15,000 to \$18,000.

I am prepared to recommend to our Council the following;

- a) the Town of Arnprior relax its subdivision control by-law to a point where development does occur at reasonable cost,
- b) that services be provided to Seventh Avenue on a progressive basis starting at McNab Street,
- c) that straight concrete curbs only, be provided,

... 2

February 17, 1981
Mr. Bob McDonald
Assistant Deputy Minister
Ontario Land Corporation
Ministry of Housing
60 Bloor Street, West
TORONTO, Ontario
M4W 3K7
Page Two

- d) that curbs and asphalt be installed on or near the completion and sale of the subdivision,
- e) that the Town of Arnprior be responsible for the necessary zoning changes to provide R1 Zoning to the entire project, and
- f) that overhead wiring be allowed in lieu of underground.

I enclose for your information the cost of this development and point out to you these are my personal costs and do not reflect the Town Engineering Department's. They are for your information only. I have assumed land, survey and legal costs only. You will note that on the basis of 1981 dollars, lots could be provided for under \$10,000., and the province could, on progressive development over say a three year period, really provide a service to Arnprior and its people.

I trust this letter will assist you in a favourable decision to recommend development in our Town.

I look forward to meeting your Mr. Johannsen in the very near future.

Yours very truly,

T.E. Sullivan
Mayor

/pm
encl.

SEVENTH AVENUE

Cut & Fill Road Base	2050 X 35 X 1.6"	4000 Yd.	1.50	6000.
Storm Sewer Excavation	2050 X 8 X 5'	3037 Yd.	3.50	10629.
Sanitary Sewer Excavation	2050 X 8 X 5'	3037 Yd.	3.50	10629.
Watermain Excavation	2050 X 7 X 5'	2657 Yd.	3.00	7971.
House Service Connection	60 X 35 X 7 X 4	2127 Yd.	3.00	6381.
Catch Basin Excavation	14 X 25 X 6 X 4	311 Yd.	3.00	933.
Connect Storm Sewer and Wet Well				1000.

Material - Sewer & Water

8" DI Duct Iron Water		2025'	9.00	18225.
8" DI Duct Iron Water	McNab Street	600'	9.00	5400.
8" DI Sanitary Sewer		2025'	8.00	16200.
12" DI Storm Sewer		2025'	10.00	20250.
Fire Hydrants		4 only	900.00	3600.
8" X 8" X 6 Tees		4 only	150.00	600.
6" Gate Valves		4 only	200.00	800.
6" Valve Boxes		4 only	100.00	400.
8" Gate Valves		2 only	250.00	500.
8" Valve Boxes		2 only	100.00	200.
6" Tapping Intee	Riverview Drive	1 only	500.00	500.
Fittings				1000.
Connect Sewer Manholes	Average Depth 8'	12 only	400.00	4800.
Manhole Cover		12 only	200.00	2400.
Catchbasin Connection		14 only	200.00	2800.
Catchbasin Covers		14 only	100.00	1400.
Catchbasin Lead	6" AC Pipe	500 1/ft	2.00	1000.
3/4" Copper, Water		2000 1/ft	1.50	3000.
3/4" Mainstop		60 ea.	10.00	600.
3/4" Curb Stop & Box		60 ea.	25.00	1500.
5" Sanitary Sewer		2000 1/ft	1.50	3000.
4" Storm Sewer		2000 1/ft	1.00	2000.

Labour - Sewer & Water

Sewer & Water Main		6700'	3.00	20100.
Fittings, Hydrants, etc.		22 ea.	150.00	3300.
Manholes		12 ea.	200.00	2400.
Catchbasin & Lead		14 ea.	200.00	2800.
House Services		60 ea.	225.00	13500.
Miscellaneous		600 hr.	15.00	9000.

Roads

Granular 'A'	2050 X 30 X 6	1400 c/yd	8.00	11200.
Granular 'B'	2050 X 30 X 12	2800 c/yd	6.00	16800.
Asphalt	2050 X 28 X 3	1200 T	27.00	32400.
Curbs	Straight Curb	4100 1/ft	6.00	24600.
Fine Grade Compact		60000 s/ft	.05	3000.

APPENDIX #4

APPENDIX #4

Shopping Centre, Arnprior 1973-1975

1973 Dec. 5 Council Minutes: Item 2

- a) to deal with the proposed Shopping Centre and have representatives explain their ideas regarding this new proposal
- b) to discuss with the Town's people the subject of offstreet parking

Questions and Answers:

Q.: Was this Shopping Center reviewed and approved by the LMPB?

A.: LMPB in a very preliminary statement thought it was an excellent idea.

Council of Arnprior has not approved the matter. Developers have to undertake and provide feasibility studies to satisfy the need for such a project in this area and those studies have to be approved by Council.

Q.: There are eight vacant stores now in the main business district; do you think it feasible to proceed with such a proposal anyway?

A.: No detailed study has been undertaken yet!

Mr. Berni Bedore representing a Travel Complex and the 'Opportunity Village Square' mentioned that his company would be ready to start building by April 15, 1974 if he receives the requested approvals.

His question:

Q.: "Will the establishment of a Shopping Centre adversely affect the sewer connection, considered earlier, for the Opportunity Village"?

At: (Mayor Cranston) "There should be no adverse impact on that possibility however the Department of Environment is after the Town to enlarge its sewage treatment facilities due to the predicted growth in industry and residential areas".

1973 Dec. 21 Council decided that Walney, the Shopping Centre Developer, should proceed with the required steps toward a feasibility study and a market analysis in agreement and satisfaction with the Official Plan.

1974 Feb. 21 Walney Construction submitted 12 copies of proposed Draft Zoning by-law amendments

1974 Feb. 28 Public Meeting in Arnprior re shopping centre. LMPB

Members at that meeting:

K.G. Hudson chairman

R.A. Stewart

H.R. Giberson

C. Rafter

M.M. Booth (Secretary)

W. Buchanan, Planner

Moved by Dr. H.R. Giberson and seconded by R.A. Stewart recommendation to the 'designated Council' that zoning by-law and the Official Plan be amended to allow a new shopping centre as proposed by Walney Construction specifically at that site.

1974 March 18 W.D. Buchanan, Planner of J.L. Richards Associates informs Town that the proposed shopping centre is a positive development and that the site requirements for parking would be a min. of 4 acres He confirmed the chosen site as very suitable.

- 1974 Apr. 19 Mr. I.E. Smith, previous owner of land, expressed his support of the shopping centre in place of his proposed motel undertaking
- 1974 March 26, April 2 and April 19
By-law was approved by Council. Notices of amendments of zoning by-law and Official Plan have been published and distributed.
- 1974 May 6 Walney Construction submitted four (4) copies of Draft Development Agreement for the Shopping Centre
- 1974 June 5 LMPB informs town that it has received copies of letters from Ministry and Planistics and that it agrees with Planistics recommendation to overcome the Ministry's objections.
- 1974 July 15 Meeting between Ministry and Developers to overcome possible problems.
- 1974 July 15 Report from Ministry of Housing; stating feasibility study contains assumptions leading to possible errors in conclusion.
a) Definition of trade area is not supported by background studies. 15% from Almonte and Renfrew is assumed inspite of the fact that neither is located within the secondary trade or the planning area. The claim that 50% of the department- store type merchandise potential was lost to the Ottawa market was an "unsubstantiated" assumption. Also the calculations of the Consultants showing a 70% recovery rate of the outflow, appears extremely optimistic.
"The over optimistic an unsubstantiated assumption leads us to question the validity of the report".

- "In conclusion, Ministry of Housing feels that the proposal is perhaps premature and therefore withholds application approval in its present form."
- 1974 July 29 Walney Construction request meeting with the Ministry of Housing.
- 1974 Aug. 13 Council decided that Walney should be informed of Ministry's objection and that council will not agree to appoint Mr. Ward of Planistics as a representative for the Town in negotiations with the Ministry.
- 1974 Sept. 17 Town of Arnprior informs its own Planning Board about Ministry's objections to amendment #1 and Amendment to zoning-by-law with copy to LMPB.
- 1974 Oct. 10 Town informs Walney that Ministry has not forwarded decision.
- 1974 Oct. 28 LMPB meeting: Dr. Giberson, seconded by F.A. Wood, moved that LMPB will assist Town of Arnprior in overcoming Ministry's objections regarding Amendment #1 to the Official Plan, and to state that the LMPB requests a Shopping Centre designation for the LMPA document.
- 1974 Dec. 9 Meeting with Ministry and Consultants
- 1974 Dec. 12 OMB informs Town that no objections to redesignation re: Amendment #1 had been received
- 1974 Dec. 17 OMB approved amendment to zoning by-law (2688-74)
- 1974 ~~Dec~~ 31 Letter from Walney to Town re draft agreement
- 1975 Jan. 9 Subdivision agreement draft form ready for negotiation

- 1975 Jan. 23 Letter from Town to Walney re site details and specific plans
- 1975 Feb. 21 Development agreement was signed
- 1975 Feb. 24 by-law #2756-75 was approved
- 1975 March 14 Amendment #1 was submitted to Ministry of Transport
- 1975 March 25 Preliminary Plot Plan was revised
- 1975 May 6 Plan B-1 Revision 1 was received by the development committee and recommended for acceptance.
- 1975 Sept. 8 Parkland was deeded to the town
- 1975 Oct. 22 Ribbon cutting - grand opening

APPENDIX #5

Appendix #5

Madawaska Manor Subdivision, Arnprior 1971-1981

1971 Oct. 13 I.E. Smith appeared before Council informing them that effective Oct. 8, 1971 he had purchased 46 acres fronting on Daniel Street. The property is divided by a small creek and ravine, leaving 16 acres adjacent to Daniel Street (see Shopping Centre Site and approximately 30 acres along Division Street (border between Town and Township).

Smith requested re-zoning from general development to residential for the 30 acres parcel.

1971 Nov. 22 I.E. Smith inquired regarding re-zoning application and informs the town that he intends a Motor hotel development on the front parcel (16 acres) along Daniel Street; informs town of meeting with Arnprior Planning Board, which had given tentative approval and gen. support for both commercial front portion.

1971 Nov. 22 Smith was invited to attend special meeting with Council on Dec. 1971.

(No record on file of that meeting.)

Note: The project was designed and plans were developed presumably by J.L. Richards and Associates.

Residential portion of project changed into ownership of a Mr.

B. Cogle of Ottawa

1973 Nov. 13 Arnprior Public Works Committee authorized J.L. Richards to prepare design study for sanitary and storm sewage services for the entire south-western section of town.

- 1974 Jan. 29 Memorandum (internal) Ministry of Housing confirming to Regional Plan Analyst, that "Cogle subdivision, Madawaska Manor, was indeed designated residential Phase III which meant that other areas appeared more suitable for immediate built up. It was stated that due to close proximity of existing services, sanitary storm and water a maximum up to fifteen (15) units per annum could be built without having to redesignate (amend) Official Plan. Memo also stated that under flexibility clause of the Official Plan a redesignation and re-zoning from gen. development to residential could be undertaken quickly without problem.
- 1974 Feb. 14 Ministry of Housing issued approval for 10 to 15 building permits per annum.
- 1974 July 14 Cogle to Ministry of Housing to request approval of more than 10 to 15 building per annum.
- 1974 Aug. 1 Ministry of Housing to Cogle informing him that the Town of Arnprior due to limited sewage treatment capacity had an annual total of 25 building permits (residential) and that it was up to towns discretion to distribute the permits to one or more developers. They added that to date, a total of 10 permits for the year 74 were still available plus 25 for the following year.
- 1974 Aug. 30 Town of Arnprior accepted request to rezone the Cogle subdivision from gen. development to residential with the stipulation of allowing only single family dwellings. According to Development Committee report of same date, Cogle was to be informed to prepare plans and subdivision agreement for 40 units to start.

- 1974 Sept.16 Cogle was informed by the Town to prepare documents for 40 units.
- 1974 Sept.16 Town prepared amendment to Official Plan to redesignate that project from Phase III to Phase I but did not succeed with this amendment at that time.
- 1974 Sept.24 Planning Consultant for the LMPA advised council of anticipated difficulties with this proposed amendment, explaining that due to the limitation of partial freeze of development levied by the Ministry of Environment upon the Town of Arnprior, the proposed redesignation will require in exchange the redesignation of a presently designated Phase I area to Phase III. He suggested a joint meeting of Town Council with LMPB to discuss matter in greater detail.
- 1974 Dec. 13 Letter from the Town to Ministry of Housing submitting copy of draft-approval, plans and specifications provided by the developer.
- 1975 Jan.8 Letter from the Ministry of Housing to the Town, informing them that they require further information explaining to greater detail a subdivision agreement and the completed deeds for road and park allowances.
- 1975 Jan.13 & 17
Bryant F. Cogle submitted a draft subdivision agreement to the town.
- 1975 Jan.14 Bryant F. Cogle requested the amendment of the Official Plan to redesignate the "Lot 4 Concession B from Phase III to Phase I residential.

- 1975 March 4 B. Cogle received draft approval for 15 of the 114 lots from the Ministry of Housing .
- 1975 March 10 Bryant Cogle informed Town that he was ready and willing to sign subdivision agreement for 15 lots.
- 1975 April 7 Town of Arnprior to LMPB in support of Madwaska Manor subdivision informing them that on April 14 three readings will be given to proposed amendment to zoning by-law #2040 and that every-thing possible will be done to obtain approval for the amendment from OMB .
- 1975 April 7 Senior Planner of Ministry of Housing confirmed his support for the project, stating that he would be willing to support amendment of Official Plan via the Plan's flexibility clause after the completion of the first 15 units.
- 1975 April 28 Town of Arnprior provided Bryant Cogle with a sample of a subdivision agreement .
- 1975 April 28 Town of Arnprior amended their subdivision agreement Standard Form via By-law #2766-75 .
- Negotiations re subdivision agreement took many proposals, meetings etc. and delayed the start of the project further;
- 1976 Jan.7 Town solicitor advised town that bankruptcy proceedings were filed against Bryant F. Cogle .
- NOTE: The financial difficulties delayed the project for another year .
- 1977 Apr.19 Letter from B. Cogle to Town informing that immediate development of 15 units will be taking place.

- 1977 May 3 Town advised Ministry of Housing with copy to B. Cogle that the Town supports an extension of the existing Draft Plan approval for 15 lots and reminds the developer to prepare all necessary plans for final approval .
- 1977 May 6 Ministry of Housing informed Bryant Cogle that draft plan approval will lapse if final approval has-not been obtained prior to Nov. 7, 1977 .
- 1977 Oct. 4 Town is informed that property is now owned by 3M Construction Ltd. of Ottawa and due to previous difficulties, a second 6 month term of extension was requested .
- 1977 Oct. 31 Town advised Ministry of Housing that the Town will support a second extension of 6 month to be granted to new owners .
- 1977 Nov. 2 Ministry of Housing accepting Town of Arnprior's recommendation informing that period had been extended to May 7, 1978 .
- 1977 Nov. 2 Town to 3M Construction requesting completion of all necessary documents including subdivision agreement .
- 1977 Nov. 2 Ministry of Environment issued permits from storm, sanitary sewers and for water services .
- 1977 Nov. 8 Letter from 3M Construction to Town suggesting changes to subdivision agreement .
- 1977 Nov. 10 3M Construction informed Town that its Bonding Company will not accept stipulated conditions in their submitted form .
- 1977 Nov. 22 Letter from Town to 3M Construction rejecting proposed changes, but submitting counter proposal .
- 1977 Nov. 23 Letter from J.L. Richards Associates Engineers submitting estimated costs for proposed services and public works construction for 15 units .

- 1977 Nov 25 Letter from 3M Construction to Town agreeing in principle with all requirements and submitting requested cash deposits.
- 1977 Dec.9 Report from Development Committee outlining all outstanding issues of the subdivision agreement between 3M Construction and the Town of Arnprior. Committee suggests a meeting between Council and Mr. R. Mulligan of 3M Construction.
- 1978 Jan.4, 9 & 11
Dialogue between Town and its Solicitor re subdivision agreement.
- 1978 Jan.31 Bank submits letter of credit.
- 1978 Feb. 8 & 27
Dialogue between Town Solicitor and Town re subdivision agreement, all administrative and legal issues.
- 1978 Feb. 27 Town to Ministry of Housing informing that all conditions requested by the Ministry in their letter dated April 9, 1974 Form 47T-24455 had been carried out to the Town's full satisfaction.
- 1978 March 9 Solicitor informs Town that all documents are ready for signature.
- 1978 March 20 Town to Ministry of Housing requesting a temporary delay of approval since certain documents had not been completed within a given deadline.
- 1978 May 2 Town to Solicitor acknowledging that all documents had been submitted and were acceptable.
- 1978 May 15 Approval of development of 15 units.
- 1980 July 3 Town to developer 3M Construction requesting submission of plans for the rest of the subdivision.
- 1980 Sept. 12 Bank of Town Arnprior confirming irrevocable letter of credit.

- 1980 Nov. 17 Developer Gordon Mulligan to Town advising that any outstanding work on sidewalks and sodding would be completed by local contractor at the appropriate time.
- 1980 Nov. 18 Town to developer 3M Construction demanding extended line of credit.
- 1980 Dec. 31 Town to developer still demanding extended letter of credit for uncompleted work until June 30, 1981.
- 1981 Feb. 6 Developer to Town informing and confirming that local contractor will finish all work outstanding as soon as local conditions will permit to do so.
- 1981 Feb. 21 Town to developer; providing name and address of firm, issuing the locally used street signs. Also informing Mr. Mulligan that the Housing Committee requests a meeting with 3M Construction.
- 1981 Feb. 24 3M Construction to Town confirming that all requested and outstanding work will be completed as soon as local conditions will permit. Complains to the Town that constant complaints and demands by the Town add unnecessary cost to the project, that he considers Town's demands alien to local investment and development, that bonding is not required!
- 1981 May 7 Town to developer requesting completion of all conditions contained in the subdivision agreement. Also requesting meeting with 3M Construction.

APPENDIX #6

Appendix #6

Opportunity Village - Wabalac Developments McNab Township 1968-1981

Site: Lot 4, Concession 12, Township of McNab

Location: Fringe of the Town of Arnprior, immediately south of Division Street, north west of Daniel Street and White Lake Road.
Bisected by the new Highway 417 and the old Highway 17.

Information: Municipal file McNab Township

Land Owner: B.V. Bedore (mid. 1950)

1968 Feb. 15 Letter from Dept. of Tourism and Information, Arnprior Field Office to Township of McNab: Consideration will be given to a major tourist and visitor attraction complex in the lower Madawaska - Arnprior area, relating to the evolution of the timber industry of the area. Signed B.V. Bedore

1968 Feb. 15 Handwritten note by Township Clerk: Phone call from B. Bedore, Dept. of Tourism & Information, suggesting that Township submit a formal request to the administration of Renfrew County, proposing a committee for Visitor-Tourist attention to form a display of historic lumber processing theme. Apparently City of Pembroke is after such an attraction but B. Bedore thinks it should be in this lower end of the county. He estimates a 1 to 2 million dollar set up.

1968 Apr. 29 B. Bedore identifies his interest in developing his land or part of it for such a centre of visitor attraction.

- 1968 June 4 B. Bedore sends information to Township regarding available incentive grants and loans programs.
- 1968 June 18 Township informs B. Bedore that LMPB works on land use designation for the area. Inquiries regarding water and sewer services may best be directed to Town of Arnprior as others have done previously. Township will be available for assistance during negotiations.
- 1968 July 15 Town of Arnprior to Township stating that previous Councils had agreed to provide services to the said property and that such commitment would be honored subject to necessary financial agreements.
- 1968 Aug.21 Eastern Ontario Development Council, Ottawa to B. Bedore (Developer) assistance in placing industry to developers land can only be provided if the Municipality or Planning Authority has, a Zoning-by-law and if no application for development had been placed previously.
- 1968 Sept.4 Developer to Township re: state of land use plan for Township and his property in particular.
- 1968 Sept.4 Developer sends copy of letter from EODC dated Aug. 21 to Township
- 1968 Oct.25 Township to Developer informing Taxes on Lot 4, Conc. 12
- | | | |
|------------------|-----------|-----------------|
| Land Assessment | | \$2870 |
| Bldg. Assessment | | <u>\$2700</u> |
| Total | | \$5570. |
| Mill rate: 82.0 | | |
| Land tax 1968 | 2870 x 82 | \$235.34 |
| Bldg, tax 1968 | 2700 x 82 | <u>\$221.40</u> |
| Total | | \$456.74 |

- 1968 Nov.17 Developer to Township land use control inquiring if a 'Craft House' could be placed and operated at corner of Campbell Drive and White Lake Road.
- 1968 Dec.4 Township to Developer advising that there is no restriction on land use or establishing a business
- 1969 Sept.12 Developer, letter to Dept. of Municipal Affairs re proposed subdivision of 30 acres at the interchange of White Lake Road & Highway #17.
- 1969 Nov.24 Municipal Affairs to Developer replying that lot has to be fully serviced and that Dept. of Highways would have to agree due to the planned new location of the 417 interchange. A draft plan of the subdivision, prepared and submitted in accordance with Section 28 of the Planning Act would be considered by the Department.
- 1970 Feb. 2 Dept. of Highways to Developer, reference to his letter Nov.28, 1969 and supplying exact information for the planned Highway Interchange.
- 1970 Feb. 6 Developer to Dept. of Highways re suitable access to - his property a) short term b) long term
- 1970 Feb. 10 Dept. of Highways to Developer supplying requested information relating to planned subdivision.
- 1970 Feb. 13 Developer to Township submitting copies of letters from Dept. of Highways and Municipal Affairs and submitting plan of proposed subdivision. Also inquiring about available municipal services for his proposed development.
- 1970 Feb. 18 Dept. Municipal Affairs to Developer confirming letters dated Nov.28, 1969 and Feb. 13 and requesting Draft plans and information regarding servicing of the proposed area.

- 1970 Feb. 18 Township to Developer informing that the responsibility for sewers and water services are with the developer. Council willing to consider proposal as long as they comply to Sect. 28 of the Act and regulations of the Municipal Affairs Dept., stating that approximately 40% of the area should be accessible as commercial or industrial.
- 1970 Oct. 19 Developer to Township re Highway Interchange at White Lake Road and Highway 17
- 1970 Oct. 26 Developer to Township that Township is within DREE designated area and that therefore financial assistance would be available for feasibility study to determine if certain industries could be located within the area of McNab Township in general and this area in particular. If Township is interested in development, inquiries should be directed to Manager of Community Communication-Participation, Dept. of Economic Expansion in Ottawa. Suggests that there are financial funds available for feasibility study to determine if certain-types of industries could be located in McNab Township. Official request for funding should be addressed to: Dept. of Regional Economic Expansion in Ottawa.
- 1970 Nov. 10 Township to DREE requesting opportunity to discuss 'industrial future' of McNab Township since suitable land is available.
- 1970 Dec. 28 Dept. of Tourism and Information to Township with reference to two letters dated Dec. 10 & Dec. 16 from DREE and from Ont. Dept. of Trade and Development. Both letters state that a county-wide study is in progress to determine the industrial capacity of the area, therefore a specific McNab study would not be desirable. However,

a meeting with Renfrew County Dept. of Reg. Economic Development is recommended to obtain information relating to McNab Township.

1971 Apr. 13 & 23

Developer to Township informing that he contemplates to place a Highway Service Centre and a Motor Inn complex on part of the property. Developer requests that his plans be communicated to the LMPB.

1971 May 5 Township to Developer stating that a 'tentative approval' has been given by council to the "Mufferawland Service Centre" and Motor Inn Complex. Cost of services are responsibility of developer.

1971 Aug. 5 Developer (Mufferaw Enterprises Ltd.) to Township submitting plans for concept only, to be forwarded to the LMPB (Plans prepared by 'County of Renfrew, Dept. of Economic Development' titled "Opportunity Square, dated 1971 July 17, scale: 1:1000

1972 Apr. 6 Developer to Township re potential development of Mobile Home Park by B.V. Bedore. Requesting tentative approval comment: "I assure you the design, road layout and operation would not be that of a shanty town type, but attractive and well maintained on the same level as housing on municipal streets."

1972 Apr. 9 Township to Developer providing tentative approval and requesting draft plans showing streets, services lot sizes etc., reminding that all cost of servicing would have to be borne by developer.

1973 Jan. 10 News release: "Province supports Eastern Ontario Promotion Agency".

- 1973 Jan.17 News release: Opportunity Square in concept approved by Town of Arnprior and Township of McNab. Both municipalities stated willingness to share cost of feasibility study.
- "Opportunity Square a trade and travel centre - a showcase for cultural and economic opportunity".
- 1973 Feb. 2 Hand written note by B.V. Bedore to Township Clerk: "Suggest going after "Big Pine Country" as a big attraction, components are Opportunity Square Timbertown, Magnetic Hill, Renfrew and Arnprior, Calabogie Peaks, Candair and six man-made lakes - You might co-operate with Timbertown Committee to do this."
- 1973 Feb. 7 Provincial Secretary for Resource Development to Township of McNab announcing that Ministers and Resource Committee personnel will hold a participatory meeting on Feb. 22 & 23 in Smith Falls. Municipalities and individual groups wishing to make submissions re local resource development. Written briefs to be submitted as soon as possible.
- 1973 Feb. 16 Township to Prov. Secretary for Resource Development - re Opportunity Square - submitting all available back up material "Your support in making Opportunity Square become an important component to the economic structure of Arnprior - McNab, Renfrew County and Eastern Ontario is respectfully requested."
- 1975 July 7 Developer to Township re Draft Plan approval for "Wabalac Subdivision West Part lot 4, conc. 12, McNab Townshp" requesting approval in principle.
- 1976 Jan. 23 Subdivision Draft Plan for Wabalac Subdivision by W.D. Buchanan Assoc. West Part of lot 4, conc. 12, McNab, 58 residential lots and park area to Township.

- 1976 Feb. 5 Developer to Township submitted additional drawings for Wabalac Subdivision.
- 1976 Feb. 5 Developer to LMPB requesting approval of submitted plans
- 1976 Feb. 6 Business Consultants Corporation from Toronto to Township re Wabalac residential subdivision. Reference to earlier public meeting with Township Council, builder/developer. "The builder developer interested in the project though A.E. LePage Ltd. requests clarification re current status of zoning and municipal servicing." Stating a grant for servicing costs, up to \$150,000, could be available for municipality if the project would be ready to proceed.
- 1976 Feb. 15 Developer to Township re: Wabalac Subdivision - requesting advise re further subdivision of half-acre lots, if sewer and water services would be available.
- 1976 Feb. 23 Developer (Bedore) to Ministry of Housing, Official Plans Branch, submitting proposed plans of subdivision. Reference to earlier meeting of Feb. 20 at Township, asking for alternative plan, half acre lots to be prepared by Ministry with possibility for further subdivision as full servicing becomes available.
- 1976 March 3 Final submission for Wabalac res. subdivision to municipality and Ministry of Housing.
- 1976 March 15 Ministry of Housing to Township confirming receipt of submission and application for approval. Questionnaire to be returned completed.
- 1976 Apr. 21 Business Cons. Corp. to Township re: Wabalac Subdivision, informing Township that all plans and documents were delivered to Ministry of Housing. Confirming information from Town of Arnprior's

co-operation to sell water services to McNab Township who in turn sell to developer. For treatment of sewage a private disposal plant will be installed and turned over to Township. Developer considers site as fully servicable if proposal approved as requested by Ministry of Housing and thus qualifying for further subdivision from 1/2 acre lots into 6000 to 7000 sq. ft. Builder informs Township that homes will cost in the \$38,000 - price range, with AHOP & CMHC loan eligibility. Informs Township that substantial grants are available from both provincial and federal governments, and payable to Township upon certain conditions.

1976 Apr. 28 Town of Arnprior to Township of McNab confirming that water services will be available to Township who in turn will resell to developer.

1976 May 3 Business Cons. Co. (internal memo)

1) Town of Arnprior agreed to sell water services, via Township to developer cost (plus) 15% to local cost.

2) Private Sewage Disposal Plant under consideration.

3) Building permits for homes on lots 6000 to 7000 sq. ft. to be built 1976/1977

4) Subdivision agreement with Municipality

5) Advise Council of available grants

6) Transmission of water and sewer services under the new highway (pipe sleeves necessary)

7) All committments in writing only.

1976 May 3 Business Cons. Co. to McNab Township re Wabalac Subdivision Informing that substantial grants are available a) fed. government \$1000. per home and in loans available from CMHC \$66,000. for

servicing of which \$16,500. would be forgivable. Provision of agencies and persons responsible for application of such nature.

1976 May 8 J.L. Richards & Assoc. Ltd. to secretary of LMPB re Draft Amendment #IV of the Official Plan. Requesting review of amendment proposal and possible changes.

Purpose: 1) To add to the residential policies contained in Section 4.2 to permit further development in the areas to which this amendment applies.

2) To designate on the Land Use Plan (Schedule AZ) the area now designated "rural" as "residential Phase I".

Location: West half of Lot 4, Concession 12 bounded by White Lake Road, Campbell Drive & Old Highway 17, a depth of 1200 ft from Campbell Drive from the north boundary of Conc. 12.

Basis of Official Plan Amendment

To expand upon residential policies contained in Sect. 4.2 of the Official Plan to permit development of res. subdivision as a means of infilling within the area as described in sect. 3 that is substantially developed as residential at the present time. This triangular piece of land was designated as Highway Commercial C-2.

Details of Amendment #4

a) residential subdivision consisting of lots min. of 15,000 sq. ft. or larger depending on Ministry of Environment requirements be permitted on private well and sewage disposal as an interim measure until such time that municipal sewage and water services can be extended from Arnprior.

b) all lots shall be permitted to subdivide by half when full services become available.

c) development in accordance with the phasing as outlined in Schedule A, A-2

d) only single family units in the area as residential Phase I- Schedule A-1.

1976 May 12 Provincial Government re Municipal Incentive Grant available to municipalities for new housing projects. Eligible Homes: Bachelor 400 sq. ft. to 3 bedroom 1300 sq. ft. in density in urban fringe 10 to 30 units per acre, in mature/renewal downtown area 10 to 45 units per acre. Policy urges municipalities to take advantage of \$1000 per unit.

1976 May 18 Minutes, handwritten of meeting between Township and Town of Arnprior re Wabalac Subdivision. Water rate regular cost plus 15%. McNab to capitalize cost for 10" watermain from present terminal at Shopping Centre to Arthur Street (approxim. 1600)

- Daniel Street to be re-aligned, Town wants to have a 10ft loop at Baskin drive
- Sewage Plant tests completed, cost for secondary treatment facilities estimated at \$3 Mill; Town's cost \$1.8 Mill
- Engineering consultants fees part of debenture. J.L. Richards authorized to go ahead with study.

1976 May 21 Township to developer (Bedore) re Wabalac Subdivision: Council approved 6000-7000 sq. ft. lots as shown on Draft Plan dated Apr. 1976 subject to approval by Ministry of Environment and Ministry of Housing. Negotiation with Town of Arnprior is ongoing and finalization is expected shortly.

- 1976 June 1 Town of Arnprior to Business Cons. Co. that as per approval of May 25/76 water will be available to developer at cost plus 15%. All negotiations have to be finalized with McNab Township.
- 1976 June 4 Minutes of meeting: Ministry of Environment, Ministry of Housing, Raybeck Developers, Councillor of McNab Township, Northern Purification Sewage Systems & B.V. Bedore.
- 1) No objections to private sewerage treatment centre
 - 2) Letter from Arnprior that water will be available
 - 3) Letter from Arnprior stating that sewage hook-up at future date can be implemented
 - 4) Statement re responsibilities for sewage plant.
 - 5) Amendment of Official Plan necessary to permit subdivision of half acre lots to 6000 to 7000 sq. ft.
 - 6) Agreement between Arnprior and McNab re cost and oversizing of sewer pipes for long term policies
 - 7) Plan to show location of temporary disposal facilities and location of future "hook up" into Arnprior system.
- 1976 June 8 McNab Township to Town of Arnprior asking for confirmation of water cost, also asking for proposed hook-up for sewerage services.
- 1976 June 14 McNab Township to Ministry of Highway asking for pipesleeves for services under Highway 417 and exact locations.
- 1976 June 15 McNab Township to Ministry of Housing stating that both water and sewage services will be eventually available from Arnprior. McNab asking for information, how existing properties could be charged in case of providing connection of services to existing units.

- 1976 June 15 McNab Township to Ministry of Environment, sewage services will be available to residential Wabalac Development as soon as Arnprior plant capacity has been improved. In the meantime a private plant by Northern Purification Sewage Systems will be provided by Developer and maintained for five years.
- 1976 June 22 Arnprior to McNab Township - adopted by Sanitation Committee and approved by Council on May 18 that a 10" Ø watermain provide water to Wabalac Subdivision at regular cost plus 15%. Total length of line approximately 1600 ft. to Township Limit. Further that accurate cost estimate be prepared by Consultants for McNab Township. Further actions are pending until the receipt of estimate and consequently cost sharing can be worked out.
- 1976 July 5 Town of Arnprior to McNab Township, that Wabalac Subdivision eventually will be permitted to hook up to sewage System as soon as expanded capacity can assume added load.
- 1976 July 9 Township to J.L. Richards Associates re approval of private Sewage plant for Wabalac subdivision, asking for preparation of cost estimate including pipe sleeves under Highway "right of way"
- 1976 July 23 McNab Township to J.L. Richards Associates Ltd., cancelling contract of July 9 due to request by developer who has agreed with Town and Township to utilize their own consulting staff.
- 1976 July 23 McNab Township to Bill Buchanan Assoc. authorizing him to prepare the engineering report for the cost of the water line on behalf of Wabalac Subdivision, all costs to be paid by developer. Report to show separate items: from Charles Str. to Division Str.

- or Town Boundary and second item from there to the Development site including sleeves under the New Highway for sewer and water lines.
- 1976 Aug.9 Buchanan to Township, submitting two copies of report "as per instructions" of letter dated July 23.
- 1976 Aug.24 Township to Ministry of Environment informing that Town of Arnprior will supply water immediatly; on an interim basis Township has agreed to Northern Purification Sewer Systems which will be deeded to Township including maintenance fee for 5 years future. Township requests approval from Ministry of Environment. Also forwarding copies of Buchanan Report.
- 1976 Aug.26 CMHC Policy letter referring to Municipal Incentive Grant of \$1000. per unit; stating that for each building permit issued, application for grant program must be made within 30 days of issuance of building permit.
- 1976 Aug.31 Business Cons. Co. to Township, confirming meeting with Council on Aug. 23, 1976 asking for permission to erect five Demonstration Homes immediatly even without sewer and water connections.
- 1976 Sept.2 Township to Business Cons. Co. confirming that Township was not requesting lot levies on building lots; that application for construction of five Demo-Homes would be forwarded to Council for decision.
- 1976 Sept.6 Ministry of Housing confirming receipt of new lot layout Draft Plan and asking for comments from McNab and requests completion of questionnaire
- 1976 Sept.28 Township to B.V. Bedore permitting to strip topsoil from "future road allowance"

- 1976 Oct.1 Business Cons. Co. to Township informing of Draft Plan approval to be forthcoming Oct.12. Therefore repeated request for five building permits for demonstration purposes only. Requesting that council on Oct. 12 provide approval of "Demo-Homes!"
- 1976 Oct.8 Township to Ministry confirming that lots are fully licenced subdivision.
- 1976 Oct.23 Township requests provisions for storm drainage and underground wiring for Wabalac Subdivision. All these provisions to be included in Subdivision Agreement.
- 1976 Oct.8 Ministry of Housing grant Draft Approval for the period of three years.
- 1976 Oct.25 Township to Buchanan instructing that all storm sewers and the underground wiring be included in Subdividers Agreement.
- 1976 Nov.4 Raybeck Holdings Ltd (Business Cosn. Co.) informing Township that they are not prepared to accept all cost for storm drainage or underground wiring, but only sanitary sewers and water services and claim that they were not informed of such, a request officially.
- 1976 Nov.24 Township to Raybeck Holding Ltd., referring to letter to Buchanan dated Oct. 25, 1976.
- 1977 July 14 Buchanan to Township inquiring if there have been any changes in servicing agreements regarding water supply and sewage treatment, since he was finalizing site plans for construction.
- 1977 July 26 Township to Buchanan, informing that no changes had occurred and none were anticipated.

1978 Apr. 20 Developer Bedore to Township stating that at no time in the past he, B.V. Bedore had ever engaged in discussions with McNab Township regarding subdivision agreement for Wabalac Subdivision. Claiming that Raybeck and their consultant Buchanan had tried to purchase the land between 1976 and 1977, but they did not work for B. Bedore.

Explaining that due to high cost of development, including not only water and sanitary sewers, but requesting underground wiring and storm-sewers had forced Raybeck to abandon the Wabalac Subdivision proposal. Also rejecting invoice by Township for municipal engineering fees.

1978 May 9 Township to Municipal Engineers re Bedore's letter asking for breakdown of billing.

1978 May 15 Municipal Engineers (Graham) to Township explaining that as per instruction of Aug. 13, 1976 they were to review Buchanans Report for estimate of water and sewer services.

Letter was forwarded to B.V. Bedore on June 13, 1978.

1979 June 7 Bedore to Township requesting extension to Draft Approval of Wabalac Subdivision since first approval was to lapse Oct. 1979.

1979 June 15 Township to Ministry of Housing, confirming Council's approval to extend Draft Approval of Wabalac Subdivision by one year, to allow developer more time for negotiations.

1979 June 27 Ministry of Housing to Buchanan stating that Draft Approval has been extended for one year until Oct. 8, 1980.

- 1979 July 20 Township to Bedore stating that Draft Approval has been extended for one year and that Town of Arnprior has agreed to service Wabalac Subdivision. Developer will have to negotiate with both Municipalities for final detail.
- 1979 Sept. 4 Township to Bedore re sleeves under highway. Cost of work will be registered against that property. Township then will be reimbursed for costs of the work prior to development of the property.
- 1980 Feb. Draft of Subdivision Agreement between McNab Township and Developer B.V. Bedore.
- 1980 March 2 Bedore to Township, handwritten note re Wabalac Subdivision, water-and sewerage connections.
- 1980 June 13 Township to Ministry of Housing requesting again for extension of Draft Plan Approval due to current economic conditions.
- 1980 June 19 Ministry of Housing to Buchanan granting one more year of extension until Oct. 8, 1981.
- 1980 Sept. 23 Official request for a Hotel-Motel development approval on east half of lot 4, conc. 12 to receive full servicing from Town of Arnprior - providing satisfactory agreement between the two municipalities. Developer proposes Hotel-Motel project and a gas station.
- 1981 July 24 Information from Township Clerk, Developer has not yet submitted request for Draft Plan Approval Extension for another year for west half of Lot 4 Conc. 12.
- 1981 July 28 Draft plan Approval for east half under review and consideration by legal and technical advisers.

1981 July 28 Verbal information re Wabalac Subdivision. Town of Arnprior might be reluctant to approve and accept at once 130 housing units due to overloading system.

1981 July 29 Main concern of Developer the highly extensive bondage requested by Township (100%). Proposed rate for water 1.5 x normal rate. Sewer rates not available at this time, but services are available now.

APPENDIX #7

Appendix #7

Dochart Estates, McNab Township - 1972-1981

Dochart Estates

Lot 10 Con. 13

Kingdon Holdings Ltd.

Donald C. Johnston

Vyvienne Johnston

1972 Dec. 27 Letter from Chairman of LMPB to D.C. Johnston re Dochart Estates confirming Johnston's letter from Dec. 20, 1972 stating the issue will be examined in Jan. 1973 by the Board.

"May I say that nothing in my letter to you dated Oct. 24, 1972 could indicate that an Estate Residential zoning would be approved at this time. You will note that it is clearly indicated that the development itself would have to meet the criteria for estate residential zoning which are now incorporated in the Official Plan. Your attention is invited to Sec. 4.9.4.d and 4.10.4.1 of the text of the Plan.

The Official Plan as it now stands will not only ensure orderly development in the Township of McNab but it contains provisions which will ensure the viability of development and will protect rate payers of McNab against financially unacceptable and inequitable land development ventures.

signed: Yours sincerely
J.A. Gaumont (LCOL) (Ret)
Chairman.

1973 Jan. 22 Submission by Johnston re Dochart estate reference to development discussion in Sept. 72 (to Township)
Effort mentioned to have project agree with Estate Lot Development as per plan wants to proceed in 1973.

Site Plan	Description	
		80 acres part of Lot 10
	Concession 13	50 acres part of Lot 10
	Concession 12	100 acres part of Lot 11
	Concession 12	66 acres part of Lot 11
	Concession 13	Township of McNab

Site consist of 296 acres rolling land severed by Dochart Creek. 40 acres lightly forested, good drainage and good park and recreational area (immediatly outside of Village of Braeside and within 2 miles from Arnprior, scenic beauty. 2 acres or larger in agreement with sect. 4.10.4.1 resid. develop. Road frontage 200 feet. Road allowances between Conc. 12 and 13 and between Lots 10 and 11 will serve as access roads to County Road #1. Individ. wells and septic tanks.

- 1973 Apr. 13 LMPB meeting: zoning will be written to conform to sect. 4.10.4.1 of the Official Plan. Draft zoning to be sent to each rate payer, has to be approved by LMPB, Council and the public
- 1973 Sept. 15 Agreement between McNab Township and Kingdon Holdings Ltd. J.L. Richards is to prepare all plans for Kingdon - cost will be born by developer
- 1973 Nov. 2 Lawyer finalized agreement between McNab Township and Johnston (Kingdon Holdings Ltd.) re Consulting Services only.
- 1974 March 11 Township to D.C. Johnston; Draftplan was discussed on March 4 in Council. Decided that developer was to construct side road to the subdivisions and all roads will have to be built under Township supervision. There is a "hold" on all issues relating to concession Line 13.

- 1974 March 22 Township to D.C. Johnston plans have to be revised so that none of the lots encroach on the road allowance of the 13th concession Line.
1974. May 29 J.L. Richards Planning Consultant informing Township that an amendment to the Plan will be necessary since development of max 25 units would be only allowed in Conservation and Recreation areas. Requesting confirmation with Ministry of Housing that Johnston will only be allowed to develop nine lots as first phase as agreed. This is to prove to Ministry that the available 25 lots have been divided among interested developers. In the meantime an amendment will be developed and pushed.
- 1974 June 10 Township to Ministry of Housing informing them of the first 8 lots.
- 1974 June 11 Johnston to Township requesting subdivider agreement for review.
- 1974 June 19 Questionnaire from Ministry of Housing re servicing issues, zoning, frontage of lots, soil conditions topography, publ. parks demand etc.
- 1974 June 20 Agreement will not be released to Johnston until Council had more time to study the same.
- 1974 July 9 Agreement to Johnston discussion to follow on July 15, Council meeting.
- 1974 July 11 Ministry of Housing to McNab Township agreeing with 8 lots and shifting of Phase I.
- 1974 July 12 Kingdon to McNab Township requesting that the 8 lots 38 to 45 incl. be approved. Apparently Ministry of Housing has

problem with interpretation of Plan. This may delay things very much. Therefore reverting back to original quotations, nothing abutting at 13th line.

1974 Aug. 1 A.J. Graham Engineering prepares subdivision agreement.

1974 Aug. 7 Township to Ministry of Housing no objection to change of Phase 1. But developer has to settle drainage problems which may exist.

1974 Aug. 7 Township to Johnston re subdivision agreement by A.G. Graham ready for review and negotiation.

1974 Aug. 15 Township to Johnston.
Subdivision agreement sent to Johnston for signature.

1974 Aug. 28 Johnston to Township with revised subdivision agreement.

1974 Sept. 5 A.J. Graham reviewed Johnstons proposal and made counter proposal.

1974 Oct. 4 Township will give permission to construct road to serve people living in this area now.

1974 Dec. 6 Ministry of Housing to Township; Draft plan approved with conditions.

1974 Jan. 15 Approval of Plan

1975 Jan. 29 Turning Circle from 50 to 75' -
Township to Ministry of Housing.

1975 Jan. 29 Township to Johnston with conditions of approval

1975 Feb. 20 Ministry to Planning Consultant J.L. Richards Assoc. re turning circle from 50 to 75'-0

1975 March 21 A.J. Graham to J.L. Richards approving grading plan.

- 1975 Apr. 8 A.J. Graham to Township informing that subdivision agreement is ready for signature and ask the same be reviewed for comments.
- 1975 May 9 Township prepares zoning by-law #768 and has it approved on May 9. (spot-zoning)
- ibid signing of subdivision agreement.
- 1975 May 12 Publishing of By-law/Land-use Control By-law Dochart Estate proposal has to be approved by the Ministry of Housing and eventually by the OMB.
- 1975 June 16 Letter from Johnston to Township informing that he has reviewed directive from Ministry of Housing to pass an amending By-law describing all changes undertaken this letter has to be sent to OMB.
- 1975 June 20 Letter from Township to Ministry of Housing stating that with By-law 771 and By-law 769 of Dochart Estates was amended.
- 1975 July 8 Approval from OMB
- 1975 Aug. 7 Deed has been signed and registred August 5
- 1975 Aug. 21 Road plans approved; Township Roads between lots 10 & 11

Dochart Estates Phase II

- 1975 Nov. 3 Submission of zoning By-law to Township.
- 1975 Dec. 3 Special zoning By-law #780 for 15 lots.
- 1976 Jan. 7 Developer to Township re plant material.
- 1976 Jan. 22 Township informs Ministry of the approval in principle.
- 1976 Feb. 17 Township to Developer re plant material along road allowances.
- 1976 March 12 Draft approval for Phase II from Ministry of Housing.
- 1976 March 23 OMB to municipality confirming receipt and acceptance of By-law #780.
- 1976 March 30 Amendment #3 of Official Plan has been approved.
- 1976 April 7 OMB approves zoning By-law #780.
- 1976 April 20 Irrevocable letter of credit from Bank.
- 1976 May 3 Signing of subdivision agreement.
- 1976 May 3 Council meeting passed motion to approve the third Phase, allocating 15 lots for 1977. Also approval was given to spot zone the entire development area to be subdivided. Request for draft approval from Ministry of Housing was forwarded by the Township.
- 1976 July 10 Draft approval for subdivision plan granted from Ministry of Housing. Conditions for final approval were:
- relating to a specific survey plan showing a total of 11 lots
 - that the road allowances shall be dedicated as public highways
 - that satisfactory street names be given
 - that all requirements regarding roads, utilities, drainage

easements etc. be granted to the appropriate authorities.

- that the owner guarantee the satisfactory completion of the sitework.
- that the owner provides 5% of the land to the municipality according to Planning Act Sec. 33,(5) a, or the municipality except money in due.
- that deeds of road allowances be conveyed to the municipality and held in trust by the municipality until required for future road allowance and adjacent development.
- that prior to final signature by the Minister the zoning has been provided or amended to suit and approved by OMB
- that a subdivision agreement acceptable to the Ministry and the municipality be published and signed and that the purchasers are aware that individual sewage systems acceptable to the Ministry of Environment be provided and that wells in areas encountering bedrock in less than 6 ft depth have to be fully encased.
- that the subdivision agreement be registered by the municipality against the land it applied.

1979 Nov. 4 Graham Engineering file #2517 stating that all roads built by the developer have been installed excellently.

Dochart Estates Phases III & IV. By-law #803 zoning 11 lots

- 1976 Nov. 1 Zoning By-law #803 signed amended by By-law #826
- 1976 July 22 Developer submitted draft zoning by-law
- 1976 Aug. 9 Council passed motion that Dochart Estates should be given approval with Phase III to proceed with 15 lots and that he prepare the zoning for it. (spot-zoning)
- 1976 Aug. 24 Developer was informed of above motion
- 1976 Nov. 1 Zoning By-law #803 signed and approved by Council
- 1977 Feb. 7 Statement by McNab that By-law #803 regulating land use, character, location and use of building and structures on the Dochart property Phase III is in conformity with the Official Plan of LMPA signed by Reeve.
- 1977 Feb. 25 By-law #803 was submitted to OMB
- 1977 March 3 OMB acknowledges receipt of By-law #803
1977. March 7 Survey plot plan signed by Developer
- 1977 March 30 Engineers to Township asking for approved document to proceed with review of grading proposal.
- 1977 Apr. 5 (Internal) Ministry of Housing asking for application of subdivision to be withheld until subdivision plan has been approved.
- 1977 Apr. 5 Township to Engineer authorizing grading design.
- 1977 Apr. 6 Engineer to developer suggesting changes to plans.
- 1977 Apr. 25 Ministry to Township submitting draft plan of subdivision and requesting comments.

- 1977 May 5 Johnston to Township informing them that by mistake they (developer) had not submitted the draft approval of this Phase III to Ministry of Housing. Therefore the request that the Township forward the same without further delay. Also asking for Phase IV Draft Plan approval since road construction of Phase III and IV actually compliment each other.
- 1977 May 11 Township to Ministry informing that proposed plan of subdivision Phase III meets all Township requirements and fits into plans for the area as well as conforms with the Official Plan.
- 1977 May 19 Developer informing Township that Phase III will be completed during 1977 and therefore they require agreed upon plant material for road side planting.
- 1977 Aug.29 Ministry of Housing to Township informing that developer had requested consideration and draft plan approval for phase IV. Ministry states that according to their records 34 estate lots were approved including the 15 lots of Phase III and the lots approved for Sandpoint. Four estate lots were approved by Committee of Adjustment. Amendment #3 of the Plan indicated that 45 estate lots will be permitted per year. If 11 lots in Phase IV are to be approved, the total number of lots for 1977 would be committed and no further development will proceed until 1978.
Requesting instructions from Council.
- 1977 Sept.12 Submitting an amendment By-law #826 to the zoning By-law for Phase III By-law #803. Amendment dealt with "Open Space" zone and its symbol "O" which does not apply to that particular plan of subdivision. This was sent to OMB by the Township.

- 1977 Sept.15 Township to Ministry informing that in Sandpoint no development will take place before 1978 (earliest) and therefore 15 units will be allotted to the Dochart Estates. This would allow Johnston to develop 15 units in Phase IV of Dochart Estates.
- 1977 Sept.22 Engineers informing Township that developer submitted engineering plans for Phase V which township engineers marked up and returned one copy each to Johnston and to Township for records.
- 1977 Sept.22 Engineers to Developer informing that some minor changes should be considered.
- 1977 Sept.23 Engineers to Johnston for Phase III returning "approved as noted" subdivision agreement.
- 1977 Oct. 5 Developer to Township regarding Phases III and IV of Dochart Estates, confirming receipt of draft plan conditions for Phases III and IV. 11 lots fill quota for 1977 remaining 5 were circulated but will come automatically in 1978. Ask whether the carryover of 5 lots will jeopardize quota for 1978, meaning that he would have 17 lots in 1978.
- 1977 Oct.11 OMB request instruction from Ministry of Housing whether they had further comments to amending By-law #826.
- 1977 Oct.12 Ministry to OMB stating that they have no further comments to the By-law #826 amending By-law #803
- 1977 Oct.13 Engineers to Township stating that they recommend approval of subdivision agreement of Phase III.
- 1977 Oct.18 Developer submits letter of irrevocable guarantee for Phase III for duration of 1 year.

- 1977 Oct. 26 Township to developer in reference to letter from Johnston dated Oct. 5, 77, stating that 17 lots will be approved in 1978. Also informing that subdivision agreement is ready for signature.
- 1977 Oct. 27 Township to Engineer agreeing with subdivision agreement for Phase III but informing that lots are selling for considerably more than \$8,000 and therefore Phase IV should have a new value formula to establish new fee of 5% of land value.
- 1977 Oct. 27 OMB approves By-law #826 amending By-law #803 for Phase III of Dochart's Estates.
- 1977 Oct. 29 Ministry of Environment to developer re subdivision agreement Phase III requesting that in section 9c, the minimum depth that a well be cased and grouted be reduced from 25 to 20ft. below land surface.
- 1977 Oct. 27 Ministry of Natural Resources to developer re Subdivision agreement Phase III stating that subsection C4 is acceptable to Ministry. They concur with the proposed wording for Phase 6 (VI) stating:
- "...should any lot be affected by the 1350 feet contours, the owner covenants and agrees that a 75 foot set-back from the 1350 contour be imposed for all buildings constructed."
- 1977 Nov. 24 Ministry of Housing to Land Registry of Renfrew County stating that Phase III has been approved under sect. 33(14) of the Planning Act and that the owner requests registration.
- 1977 Nov. 28 Township to Engineer stating that roads in Dochart Estate have been "standing up" very well so that a motion was passed in the Township Council that the roads should be accepted and that the road surface should be treated with asphalt surface treatment.

1977 Nov. 30 Township to lawyers requesting registration of Phase III
at the Registry Office.

1978 Feb. 1 Submission of Phase III deeds to Land Registry Office with
request for registration.

Dochart Estate Phase IV

Subdivision Agreement By-law 848 signed

1978, July 18 -

1978 Feb. 6 zoning By-law 839 was signed

1977 Aug. 10 Letter from Ministry of Housing to Township. Draft plan approval for Phase III.

1977 Sept. 28 Ministry of Housing to Developer stating that conditions of draft plan approval for Phases III & IV had been revised, stating that lots 1-11 should be included into Phase IV.

1977 Nov. 28 Township to Engineer informing that \$500 cash in lieu of land per lot shall be requested in Phase IV.

1977 Dec. 19 Ministry of Housing to Developer, draft by-law for Phase IV IV appears to be acceptable with one comment.

1978 Jan. 24 Ministry of Housing to Township informing that developer has requested draft approval for Phase III on Aug. 10, 1977 and part of Phase IV by amendment on Sept. 28, 77. This is to be further amended to add lots 12 to 16 to that draft approval thus completing Phase IV

1978 Feb. 1 Developer to Township re administrative inquiry from Ministry of Housing

1978 Feb. 6 Ministry of Housing to Township requesting comments on draft plan approval of Phase IV

1978 Feb. 6 Zoning By-law #839 signed and approved by local municipality

1978 Feb. 10 T. Engineer to developer stating that drainage plan should be altered as noted

- 1978 Feb. 10 Township to Ministry of Housing stating that a resolution was passed including lots 12 to 16 inclusive into draft approval of Phase IV.
- 1978 Feb. 7 Ministry of Housing to developer informing that lots 1-16 inclusive will be of Phase IV.
- 1978 Apr. 19 Lawyer to Township stating that By-law #839 is O.K.
- 1978 May 2 Schoolboard to Township that there are no objections to By-law #839.
- 1978 May 2 T. Engineer to developer confirming that plans for Phase V have been approved effective April 26, 1978.
- 1978 May 29 Township to OMB publication and request of approval of By-law #839
- 1978 May 29 Developer to Township inquiring if there were any objections to the zoning by-law
- 1978 May 30 Township to Developer informing him that By-law #839 had been passed by Council on Febr. 6, 1978 and had been circulated on April 17, 1978 and had been forwarded to OMB for approval.
- 1978 June 1 OMB to Township confirming receipt
- 1978 June 28 OMB approval of By-law #839
- 1978 July 7 T. Engineer to Township resubdivision agreement, has been reviewed and appears ready for negotiation.
- 1978 July 18 OMB approval of By-law #848
- 1978 July 24 Township to Ministry of Housing. Answers of questions by Ministry - all positive.
- 1978 Nov. 9 Ministry of Housing confirming approval in 'general' of Phase IV to Land Registry Office.

Dochart Estates Phases V & VI

1978 Nov.20 By-law #862 .

- 1978 Feb. 8 T. Engineers to developer re letter dated Sept 22, 1977 and plans submitted for Phase VI - are satisfactory with exception of 2 minor changes. Conditions of draft approval not available at this time so plans are approved in principle only subject to changes due to condition of approval.
- 1978 Oct.2 Engineering plans are approved without further changes. Site inspection of roads have been satisfactory
- 1978 Nov.6 Lawyer to Township stating that by-law appears satisfactory.
- 1978 Nov.20 Zoning By-law #862 signed by Township
- 1978 Nov.28 Developer to Township suggesting hard surface for roads rather than gravel if Township would pay difference.
- 1978 Nov.30 Publication of By-law #862
- 1978 Dec.18 Certification of By-law #862 for phase 5 of Dochart Estates
- 1979 Jan.15 Submission of By-law #862 to OMB for approval
- 1979 Jan.26 OMB approval of By-law #862
- 1979 July 16 T. Engineer to Township inquiring regarding the cash in lieu value for Phase V.
- 1979 July 16 T. Engineer to Developer re subdivision agreement
- 1979 Aug.15 Township informing T. Engineer that \$500 per lot will be acceptable
- 1980 March 10 Bank to Township confirming irrevocable letter of credit for Phase V duration 1 year

- 1980 March 10 Signing of subdivision agreement By-law #80-12
- 1980 March 14 Township to Ministry with listed subdivision agreement issues.
- 1980 May 1 Ministry of Housing to Land Registry Office in Pembroke approval of Phase V.
- 1980 June 3 Review by lawyer of registration deeds
- 1980 June 6 Confirmation by Ministry of Housing to developer re 11 lots
- 1980 July 3 Bond for Phase V.
- 1980 July 23 Developer to Township announcing that he will turn over all roads to Township by July 18, 1981
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Phase VI

- 1978 Feb. 15 Ministry of Housing circulated proposed Phase VI of Dochart Estates for 9 lots asking for comments
- 1979 July 20 Township to Ministry of Housing requesting that draft approval be given to Phase VI. This was held up since the new Official Plan was in preparation but there are no changes to be anticipated in that area.
- 1979 Oct. 19 Ministry of Housing to Developer informing that there is little hope to process plans since soil tests by Ministry of Nat. Resources may likely not be available until summer 1980. As soon as these tests will be completed and the results are available they will resume the processing of the application.

1980 Dec. 10 Ministry of Housing to Township informing of draft approval effective Dec. 10 for Phase VI.

1981 July 16 Plans still not approved since comprehensive zoning By-law had not been approved by Ministry and OMB: But Developer had close to 40 lots available for sale.