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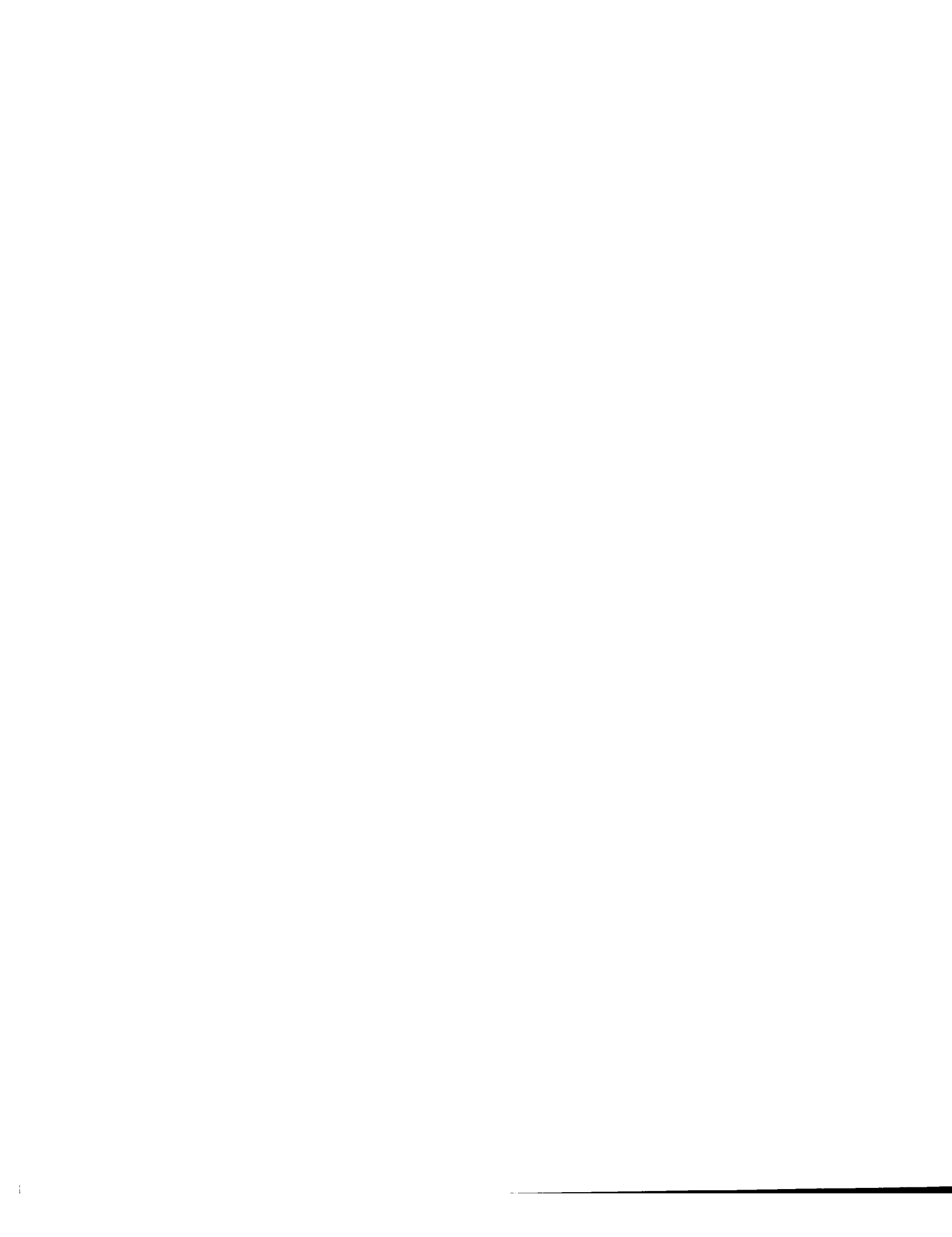
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**PUBLIC PARTICIPATION IN DECISION-MAKING: A CASE STUDY OF
NATIONAL CAPITAL COMMISSION TO INTEGRATE
PUBLIC PARTICIPATION INTO GATINEAU PARK MASTER PLAN**

BY

HENRY NORTEY

**A Thesis presented to the school of Graduate
studies in partial fulfilment of the
requirements for the degree of M.A. Geography
(Urban Planning)**

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ABSTRACT

The concept of "Public Participation" indicates that it is always important to involve the public who would be affected by a decision in its planning process.

While participating citizens often see these programmes as contributing to increased influence in government policy-making, members of the sponsoring agencies are more likely to see them as a means to improve agency effectiveness. It is assumed that if individuals or group of individuals believe they have a say in a fair and open process of policy development then they will be willing to accept the outcome of that process, even if it is not their preferred outcome.

However most decision-makers are of the view that they really know what the public wants and can conveniently take decisions for them.

This study examines the maiden attempt by the National Capital Commission(NCC)to involve the public in its planning process and this was when it decided to prepare a master plan for Gatineau Park.

The consultation process was held in 1976 with the presentation of a Conceptual Plan for the public to provide an alternative. The Master Plan came out in 1980.

The entire consultation process as conducted by the National Capital Commission has been reviewed by this study and findings made.

It was found out that effective public participation should take the needs and aspirations of the public into consideration and they must also be part of the planning process of that particular decision.

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I dedicate this work to my dear and lovely parents (Mr & Mrs J.A. Nortey).

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CHAPTER 1

1.1

INTRODUCTION

The term "Public Participation" and its numerous substitutes, such as "Citizen Involvement", "Citizen Action", "Grass-root Participation", "Bottom-up", "Public Involvement" and "Self Help" have assumed a wide variety of possible meanings in recent years.¹

Definitions of public participation are numerous, in fact prolific. Each author, who bothers to define the term being used, tends to mould the definition to suit the purpose of the work at hand.

Burton and Wildgoose present two extremes of the definition of public participation.

At one extreme, public participation has come to mean any activity undertaken by groups of citizens which are not part of the formal government structure of the society. Thus the term is applied to the activities of long established community voluntary associations. Such associations providing social and recreational programmes and amenities for particular groups within the society, such as the very young, and the physically handicapped.

At the other extreme, it is defined more narrowly as a component of the democratic system which permits non-elected members of the community to exercise

¹For the purposes of this thesis, Public participation and Public involvement and the other surrogates are used synonymously.

some control over decision-making and which is outside of elections.

This second interpretation has three key characteristics. First, it emphasizes decision-making that is normally carried out within the public sector: that is, by government departments and agencies. Second, it emphasizes the involvement of non-elected and non-appointed members of the community. Finally, it stresses a degree of control over decision-making, by these non-elected and non-appointed members of the community, which goes beyond voting in elections²

Public participation has received a great deal of attention in development literature, National plans or political platforms and in the lending programmes of most development donors. This is because it has been realised that i) it is a means of obtaining information about local conditions, needs and attitudes without which development programmes are likely to fail; ii) people are more likely to be committed to a development programme if they are involved in its planning and preparation, since they are more likely to identify with it and see it as their project and finally iii) participation is considered to be a basic "democratic right" of people that should be involved in their own development.³

In many instances however, the public is said to have been involved in the planning process of programmes or projects while in the real sense, they might have been

²The Environment Conservation Authority of Alberta and The Banff School of the Environment. Public Participation: A General Bibliography and Annotated review of the Canadian Experience. 1977. p6

³ D. Conyers, An Introduction To Social Planning in the Third World. New York, John Wiley & Sons. p103.

involved in only one stage of the process - most often the implementation stage.

Realising the importance of public participation, the National Capital Commission (N.C.C.) adopted it in order to prepare the 1980 Master Plan of Gatineau Park.

It was the first time the Commission had adopted public consultation for a Master Plan for the Park since the mid 1930's when it started acquiring land for that purpose. The public participation process was again used for the 1990 Master Plan of Gatineau Park.

1.2 HYPOTHESIS

This thesis tests the hypothesis that "effective public participation takes into consideration the needs and aspirations of the affected public".

For this goal to be achieved, the public who would be affected by the implementation of a particular policy should be involved in its planning.

The effectiveness of the public relates to the degree of influence over policy decisions or over a particular orientation toward a policy. The effectiveness also depends on the public's involvement in the early stages of the planning process in order to contribute its views.

It is generally believed that once people have been involved in the planning and decision-making of a project or programme, they are more likely to be interested in it. This is because they will adopt it as their project.

If genuine efforts are made to involve the public in all phases of the planning

process, objectives can be reached more easily. Since most programmes have clearly defined objectives which have to be attained within a given period of time, effective participation is necessary to the attainment of these objectives.

This hypothesis is based on the belief originally conceived by Sherry Arnstein that "Participation" is a process by which citizens are involved in deciding what affects them.

1.3 STUDY OBJECTIVES

The following are the objectives :

i) The determination of the general participation process undertaken by the National Capital Commission in order to come out with the 1980 Gatineau Park Master Plan.

Directly related to this is whether the process conforms with the principles of "Public Participation" as seen by experts.

ii) The stage at which the public is involved in the decision is as important as the final decision it takes. The quality of the final decision also depends on the stage at which it was involved in the process.

The second objective deals with the stage at which the public was involved and whether it was involved early enough in the participatory process of the 1980 Master Plan.

iii) The determination of whether or not the general process undertaken by the NCC was necessary and sufficient to ensure effective public participation.

These research objectives are useful because the public consultation held for the

1980 Master Plan of Gatineau Park is one experience which is representative of the general planning process of the NCC.

Other projects in which the Commission made use of public consultation include: the Federal Land Use plan(1988),the 1990 Master Plan of Gatineau Park and the future use of the Greenbelt.

1.4 METHODOLOGY

The public participation process for the 1980 Gatineau Park Master Plan took place between October and November 1976. It is therefore approximately 16 years ago.

The methodology adopted in order to achieve the stated objectives must depend on secondary materials:minutes of meetings held during the process;briefs presented by groups and individuals on the subject;the 1976 Conceptual and 1980 Master Plans.

Although dependence on secondary materials is not totally satisfactory,it however overrides the other potential methods of data collection in this case study. Because of the passage of time it would be extremely difficult to establish contact with (for example) 10 percent of the participants on one hand,and with officials of the NCC on the other,for interviews and to ascertain their views.

The major limitation of this process is the source of the materials,which came from the NCC,whose performance in the participation process is being assessed by the writer. However,some of the potential bias can be eliminated by the use of original briefs and letters from the general public.

1.5 JUSTIFICATION OF THE STUDY

In the sixties most agencies and institutions in Canada started incorporating the element of public participation in their planning process. An example is Parks Canada-1968.

The NCC therefore took the cue from Parks Canada and other agencies and started adopting the concept in 1976 when it prepared the Conceptual Plan for Gatineau Park. The final plan however was out in 1980.

In view of this, it is important to investigate in depth the reasons for adopting the concept, and whether it was rightly or otherwise adopted as (viewed by experts in the field of public participation) and whether remedies can be found for future mistakes.

1.6 THESIS OVERVIEW

Chapter two presents a review of the literature on public participation in decision-making. It will present varied views and definitions of public participation.

Chapter three outlines the concept of participation. Among these are Models, Techniques, Advantages and Problems of participation.

The next chapter deals with the evolution of NCC and its involvement in the Gatineau Park project. Also to be made explicit is the motive behind the adoption of public consultation.

The fifth chapter will present the information collected from the field, and comments.

Chapter six will come out with the findings of the study and its implications.

Ending this chapter is the summary and conclusion of the thesis.

CHAPTER 2

REVIEW OF RELATED LITERATURE

This chapter examines conceptually the meaning of "Public Participation". It will present various views and definitions.

There are many reasons given for the advent of public participation. They range in scope from democratic idealism and power sharing to trying to determine public preferences on an issue so as to reduce negative impacts.

One major factor given for the failure of many plans or policies is the exclusion of the views and wishes of the public. Projects have either failed to deliver the intended benefits or have caused unpredicted economic, social or environmental consequences because the public was not consulted before implementation.

The demand for more formal public participation in decision-making arises, in part, from a perception that the means by which people are elected to represent the population and make many decisions which affect the welfare of the entire population, have failed.

Schatzow, notes that this system has failed because:

"Firstly, much of the evidence suggests that decision-makers do not know what their constituents want. As a result, not only are unpopular decisions made, but changes public behaviour which are necessary to the success of the decisions often do not take place as expected. Secondly, in many situations, decision-makers are poorly informed about possible alternative policies, programmes and

strategies.

Finally, a perceived need to decentralize the decision-making process, to increase local autonomy and to allow for greater control by those individuals and groups in the population who have traditionally lacked the capacity to influence government policy and programmes".¹

In his contribution, Heberlein claims that as trust in decision-makers erodes, the demand for participation tends to increase. He identifies two factors in natural resource decisions which reduce the level of trust and lead to an increase in the demand for public participation. The first factor relates to the variety of potentially conflicting uses of a natural resource. In this context, almost any decision will leave some group feeling that the organization did not respond to its needs. The second factor relates to the rapid change in public values associated with the environment.²

Friders, Goldenberg and Disanto make it clear that "Attribution theory" in sociology suggest that individuals affected by a policy will judge individual actors involved with the change according to predetermined stereotypes. But a study of community perceptions of an Alberta resource development suggests that the frequency and character of community members' interactions with the actors can lead to

¹ S. Schatzow. "The Influence of the Public on Federal Environmental Decision-Making in Canada". In Public Participation in Planning ed. W.R. Derrick Sewell and J.T. Coppock. (Toronto: John Wiley & Sons. 1977) p142

² T.A. Herberlein, "Principles of Public Involvement for National Park Service Planners & Managers". A paper prepared for the U.S. National Park Service Planning Task Force. June 1976.

modification of stereotypes.³

Oslen is of the view that government cannot be responsive to individuals, communities and cultures without their direct input, given the political process and bureaucracy which are now involved directly in people's lives.⁴

Hamel and Senécal make it clear that:

"There is no way to counterbalance and reduce governmental control and the extension of bureaucratic powers other than through the active participation of the citizens at all levels of political activity, as in all areas of endeavour".⁵

The writers above are of the view that, for governmental powers to be subject to checks and balances, calls for "Public Participation". This is because the government has to share its absolute authority with the citizens who would be affected by its decisions.

Priscoli⁶, Pross⁷, Weik⁸ and Wadell⁹ similarly describe the emergence of public

³J. Friders, S. Goldenberg, J. DiSanto, "The effects of public participation on perceptions of others in a resource development project: a test of attribution theory". In Prairie Forum. V.12(1) spring 1987 pp 145-155.

⁴B. Oslen, "The Role of Public Participation in Parks Canada Planning". M.E. DES. Degree Project, prepared in cooperation with Parks Canada and the Faculty of Environmental Design, University of Calgary, October 1976.

⁵Pierre Hamel and Francine Senécal, "Adult Participation in Drafting a Comprehensive Education Policy". In Public participation and the Educational Planning Process. ed. Mariette Hogue and Carmelia Quinn. Ottawa: Canadian Commission for UNESCO. 1986. p30

⁶J.D. Priscoli, "Beyond Public Hearings. In Proceedings of a Workshop on Public Participation. Ed. P. Bonner, et. al. Ann Arbor, Michigan: International Joint Commission. 1975) pp51-60.

participation movement as being a result of i) the recognition that social choice decisions were no longer being made in institutional legislative environments but in less accountable administrative and planning environments, and of ii) the growing gap between jurisdictional boundaries and social choice decisions, especially those concerning resources.

Chapin et al. elaborate on the waxing of citizen organizations in Canada.

"To a major extent, government support of citizen organizations advocating on behalf of disadvantaged Canadians came about because low-income and minority groups were not organized effectively to express their concerns to government. These new organizations have been greeted with hope by some and with fear by others. Many quasi-governmental bodies have viewed this development as heralding a new era of politics".¹⁰

Lucas on the other hand cited four reasons for public participation:

- "i. Affected persons likely to be unrepresented in decision processes are provided an opportunity to present their views;

¹⁰A.P. Pross, "Canadian Pressure Groups in the 1970's: Their Role and their Relations with the Public Service". In Canadian Public Administration. 18,1 (Spring) 1975. pp121-135.

¹¹E.R. Weick, "Public Review for the North". Draft discussion paper prepared for the steering committee on Northern Public Review Policies. April 9, 1979.

¹²K.B. Waddell, A Survey of Public Hearings in Northern Canada. Ottawa: Public Review Division. Major Projects Assessment Branch, Northern Affairs Programme, Dept. of Indian Affairs and Northern Development. August 1981.

¹³H. Chapin et al. Citizen Involvement In Policy-Making: Access and the Policy-Making Process. Ottawa, (The Canadian Council on Social Development. 1978) p13

- ii. Members of the public may provide useful additional information to the decision maker especially when values are involved that cannot be easily quantified;
- iii. Accessibility of political and administrative decision makers is likely to be reinforced if the process is open to public view. Openness puts pressure on administration to follow the required procedure in all cases;
- iv. Public confidence in the reviews and decision makers is enhanced, since citizens can clearly see every case that all issues have been fully and carefully considered".¹¹

According to Lucas, the chief values of public participation is that it provides a means for scrutinizing decisions.

Eight reasons for public participation in governmental and especially the administrative sector are suggested by David Lomy and quoted by Fox in a study paper prepared for the Law Reform Commission of Canada. These are:

- "i. Public involvement will produce more balanced decisions.
- ii. Since the administrative agency must take an objective position, it is necessary for the public or public interest groups to become involved so that some voice apart from the industry's will be heard, and therefore the traditionally "unrepresented" interests will have an influence on the decision-makers.
- iii. A greater ability on the part of an individual or group to participate in the process will have an immediate effect on the amelioration of public confidence, both in the process itself and the regulator involved.
- iv. Public presence in the administrative process provides a form of oversight in that the regulator, if subjected to public scrutiny, will become more efficient and produce policies and decisions more responsive to the needs of the public.
- v. An agency will be required to provide well reasoned decisions and therefore justify its actions.
- vi. The presence of alternative critics will provide a "double-check" on standards set by the administrative agencies.

¹¹A. Lucas, "Legal Foundation for Public Participation in Environmental Decision-Making". In National Resources in a Democratic Society: Public Participation in Decision-Making. Ed. A. E. Utton, et al. (Colorado: Westview Press, 1976) pp73-102.

- vii. Public interest intervenors with the power to appeal or petition an agency decision will produce greater regulator accountability.
- viii. The capacity of an individual or group to intervene in the process not only reduces the amount of distrust generated by non accessible proceedings, it also allows for challenge of illegal, ineffective or inappropriate actions before they come into force".¹²

The above reasons indicate that public participation acts as a check on decision-makers hence it is anticipated that any decision-making process that involves the public will have more acceptable results.

Community participation is a means to achieve better project results and since people themselves know best what they need, what they want and what they can afford, only close cooperation between authorities and the public can result in plans and projects which satisfy both the community and authorities. Wilson¹³ therefore denies that "experts, politicians and bureaucrats know better than the people".

Shaw¹⁴, Kaster and Martin¹⁵, have expressed similar sentiments that those who believe that the public is not interested in the day to day decision-making process on matters that affect them are making a very big mistake, because decisions taken at the local level affect residents of a community directly in their day to day lives and as

¹²D. Fox, Public Participation in the Administrative Process. A study paper prepared for the Law Reform Commission. Ottawa: Minister of Supply and Services, Canada. 1978) pp4-5

¹³H. T. Wilson, "Political Management: Redefining the Public Sphere". In Canadian Journal of Sociology v. 13(3) Summer 1988 pp342-343

¹⁴Ian Shaw, "Same fire, better fight: public participation in Regina". In City Magazine. V. 11 (2/3) Winter/Spring, 1990 p10.

¹⁵Jeff Kaster, Patrice Martin, "Public participation in Municipal decision making: beyond tokenism: design and selection of play equipment in Nepean". In Recreation Canada. V. 48 (5) December, 1990 pp36-40.

such,they feel compelled to speak out.

To the United States National Park Service,public involvement is specifically intended to solve problems that may arise in future. The agency relates public involvement to its role of providing goods and services to the best interest of the people of America.¹⁶

The United States Forest Service(USFS) identifies the need for public involvement more broadly as follows:

"Public participation is not an end in itself, but a means to better decisions,primarily, through improved understanding of the relative values the public places an alternative uses of national forest. We hope that increasing public participation in decision-making will reduce ex facto confrontations. But more than that is the issue. Public participation provides a forum whereby citizens can assist effectively in setting goals for management of their lands. And with a more accurate assessment of public desire,professional managers can better achieve these goals".¹⁷

The USFS lists six appropriate public involvement objectives:

- i.Make better resource management decisions that will better public acceptance.
- ii.Educate the public about the issues,the alternatives and the trade offs.
- iii.Determine the degree of public support for and interest in various management

¹⁶United States Dept.of the Interior,National Park Service.Public Involvement Guideline.NPS-3.Washington D.C.: Park Planning and Environ.Compliance Division. June 10,1978

¹⁷United States Dept. of Agriculture,Forest Service. Public Involvement and the Forest Service:Experience,Effectiveness and Suggested Direction.(Washington D.C.: U.S.Government Printing office 1973) p13

- alternatives.
- iv. Identify additional management alternatives.
 - v. Develop a good working relationship with the public that will carry over to future issues.
 - vi. Get additional resource management information".¹⁸

Heberlein outlines four different functions institutionalized public involvement can serve, namely; i. information, ii. interaction, iii. assurance and iv. ritualistic-legislation.¹⁹

Paul defines "Public Participation" as

"an active process by which beneficiary / client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish".²⁰

Once people have been involved in the planning and decision-making of a project or programme, they are more likely to be interested in the maintenance and management of that project or programme. Consequently, the central element of public participation is participation by the public in decisions which directly affect its living conditions. This means the sharing of power between the authorities and the public.

Ramos and Roman came out with the definition of "Community Participation" as

"The readiness of both the government and the community to accept certain responsibilities...that the value of each group's contribution is seen,

¹⁸Ibid.p18

¹⁹For more elaboration see T.A.Heberlein (1975).

²⁰S.Paul, "Paul's Objectives of Participation in World Bank Projects". In Community Participation in urban Projects in the Third World. (New York: Pergamon Press.1987 32:2) p2

appreciated and used. Mere tokenism or propaganda will not make participation meaningful".²¹

They went further to indicate the important factors to be considered in making a community participation approach work. These include: **Incentives** for both parties to cooperate if interaction and involvement are to be sustained. Government agencies must value input from the community; **Community leadership**-The organization of the community must be considered if a community is to play a more participatory role. The formal and informal organizations should be taken advantage of; **Learning approach**-The process must be flexible to try new activities and methods. There should be a **feed-back mechanism** to ensure that both successes and mistakes are lessons to be learned.

Wilkinson defines "Participation" as:

"The involvement of members of the affected public in the process of formulating the specific policies, programmes and projects of different organizations, insofar as these policies, programmes and projects affect lives".²²

According to this definition, participation involves giving citizens responsibility for decisions that affect them in accordance with the principle of "Natural law", which holds that those with a direct interest in a decision should have a say.

Head sees the concept of citizens' participation as a very important part of the

²¹Exaltacion Ramos and Ma.A.A.Roman. "Community Participation Model". In Community Participation in delivering Urban Services in Asia. ed. Y.M. Yeung and T.G. McGee. Ottawa: International Development Research Centre. 1986 pp97-98.

²²p. Wilkinson, "The Role of the Public in Environmental Decision-Making". In Dwivedi, Protecting the Environment. Coop Clark. p24.

liberal-democratic theory of politics. He argues that the term is almost superfluous in a democratic society. Democracy, he argues further, is by nature participatory and that the citizen is a source of all political power.

He therefore views modern "citizens' participation" and "involvement" as:

"A form of countervailing power, possessing at least to some extent, the possibility of checking the influence of the other powerful groups exerting pressure upon the government on behalf of their own interest".²³

The statement above indicates that citizen participation is a check on the political power held by decision-makers. In recent years however, Head notes that there has been both a qualitative and quantitative change in the nature and extent of citizens' participation and involvement in neighbourhood and community affairs in Canada in particular and the western world as a whole.

Citizens' groups represent in part, an aspect of a world-wide movement by the poor and other disadvantaged people to take action to change their immediate situation.

Bregha, on the other hand hints that an inevitable confusion arises about the real meaning both of "participation" and "involvement". He contends that:

"For some, these terms acquire a connotation of 'mass mobilization', leading into one or another form of revolutionary Utopia; for others, these words are tantamount to interest articulation, headed towards the emergence of new and strong pressure groups promoting concerns hitherto ignored; for still others, participation and

²³W.E.Head, "The Ideology and Practice of Citizen Participation". In Citizen Participation: Canada. Ed. J.A.Draper, (Toronto: New Press.1971) p14

involvement essentially mean the broadening of existing elites so that power and decision-making would be shared in a more equitable way".²⁴

Arnstein sees "Public Participation" as a categorical term for "Citizen Control".

"It is the redistribution of power that enables the have - not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the steady by which have - nots join in determining how information is shared ; goals and policies are set, tax resources are operated and benefits like contracts and patronage are parcelled out".²⁵

In short,Arnstein meant "Participation" is a process by which citizens are involved in deciding what affects them.

The importance of understanding "Public Participation" is widely recognised, both conceptually and in terms of the role that intended beneficiaries and local community organizations can, and do, play in the design, implementation and management of development projects. An extensive literature exists, which defines surveys and analyzes the experience of public participation in a diversity of projects in different sectors of both developed and developing countries.

In 1976,for instance,when the International Labour Organization (I.L.O.) in the World Employment Conference identified the crucial role of participation in the

²⁴Ibid. p14

²⁵S.Arnstein, "A Ladder of Citizen Participation" In Journal of the American Institute of Planners.Vol.xxxv, 4 (July) 1969 p216-224

implementation of basic needs strategy, it was included in a shopping list of basic human rights, almost as a quantifiable "missing ingredient" along with material needs such as shelter and clothing, and other non-material needs such as employment and political liberty. "Public Participation" was identified as playing a crucial role in the provision of basic needs, not only to increase self-reliance but also form efficiency.²⁶

United Nations Research Institute for Social Development
(UNRISD) in 1979 identified the real objective of "Participation" as

"... to increase control over resources
and regulative institutions in given
social situations, on the part of groups
and movements of those excluded from
such control".²⁷

Underlying this definition, is the assumption that participation involves an inevitable sharing and then transfer of power as social groups deliberately attempt to control their own living conditions. At the same time it is recognised that in this context, tension can develop between, for instance, the state, trying to "promote" participation to achieve centrally desired objectives and the "hitherto excluded" groups who in the process of participation are trying to increase their control over resources.

The United Nations Centre for Human Settlement (UNCHS), outlined three arguments that are employed to advocate the incorporation of "Participation" in the

²⁶C.O.N.Moser, community Participation in Urban Projects in the Third World. (New York: Pegamon Press. 1989) vol.32:2 p81

²⁷United Nations Research Institute for Development. Inquiry into Participation: A Research Approach in Community Participation in Urban Projects in the Third World. Geneva.1979.p8

execution of its projects.

- i. Participation is an end in itself :
People have the right and duty to participate in the execution (ie.Planning,implementation and management) of projects which profoundly affect their lives.
- ii. Participation is a means to improve project results :
If people participate in the execution of projects by contributing their ingenuity, skills and other untapped resources, more people can benefit,implementation is facilitated,and the outcome responds better to the needs and priorities of the beneficiaries.
- iii.Participation is a self - generating activity which stimulates people to seek participation in other spheres of life :
Participation builds up a self-reliant and co-operation spirit in communities ; it is a learning process whereby people become capable of identifying and dealing actively with their problem.²⁸

In the above statement by UNCHS, three different objectives of "Participation" are linked together. The first links "Participation" to "Empowerment", the second to "Efficiency" and the third to "Capacity" to build.

Public Participation has therefore been incorporated in the general framework of many development agencies because of its numerous advantages.

Fox argues that those opposed to public participation often cite the apparent apathy of the public as justification for a continuing lack of concentration in this area of procedural reform. He therefore suggested that any apathy on the part of the public arises not because of an inherent unwillingness to become involved in the process but rather,lack of available means by which the citizen can affect decision-making.²⁹

²⁸United Nations Centre for Human Settlement.Community Participation in the Execution of Low Income Housing Projects. HABITAT,Nairobi.1984.p6

²⁹D.Fox, Public Participation in the Administrative Process:A Study paper prepared for Law Reform Commission.Ottawa.1976.p8

In some instances,planners,administrators and politicians have enthusiastically welcomed greater interaction with the public,especially where this seemed to be a means of assessing more accurately public views,obtaining additional expertise or furnishing greater opportunities to gain public understanding of proposed policies.

On the whole however,a general cautious view seems to have been adopted,resulting in rather small incremental changes in existing mechanisms for involving the public.

Public participation involves both members of the public and officials and representatives but it is frequently seen as a challenge by those in authority. Planners of programmes and projects regard themselves as the proper channel for making the public's views known and think they know what the public wants. Officials may feel that they know best,that they have the public interest at heart and that existing procedures provide ample opportunity for all who are interested to make their views known.

However it must be noted that most planners do not actually know what the public needs although they might have the interest of the public at heart and unless they consult the public,their plans are more likely to fall short of the expectations of the public.

On the whole,for the writers surveyed,"Participation" is a voluntary action by which a responsible authority formally involves affected citizens in the decision-making process when a decision is pending on an already formulated policy,programme or project. For there to be a formal participation,the procedure must be made public,

specified in advance and followed. The issues must be clear or clarified at the onset.

Participation must take account of both the immediate interests of the citizens directly affected and community development consideration.

COMMENT

Most literature on Public participation usually highlights on the theoretical aspect of the concept and its advantages but silent on the practicability of Public participation.

The literature reviewed in this section indicates that Public participation helps the **generation of information**-to collect and/or disseminate information;**identification of a range of possible courses of action**,**to evaluate alternatives, options and impacts**-that the participation will permit citizen input to the evaluation of possible courses of action;**to test public responses and opinions**-that the participation as being directed to assessing public reactions to proposed actions;**to resolve conflict or to achieve consensus**-that participation will serve to reconcile opposing viewpoints and finally **Public participation** is seen as being specifically directed towards the provision of a precise facility or service.

However, it is one thing to talk about involving providers and receivers of services together; but to convert this vision into action is quite another.

The scale at which participation takes place for instance may be a significant factor in determining the likelihood of success as well as in suggesting the probability and intensity of conflict.

Public participation at the local level will often mean that the participants and the

Decision-maker are likely to know each other and the details of the issue and the situation, to a much greater extent than at a regional or national levels. Either or both of these considerations may significantly affect the progress and the outcome of the participation.

Public participation as practised reflects a genuine commitment by many individuals, groups and government agencies to the concept, but without any comprehensive understanding of what exactly the concept constitutes and involves.

In many instances, Public participation is seen as an opportunity for the public to be informed and consulted, not to advise and consent.

Good practical examples of Public participation are not easily available. Real Public participation is not easy to achieve.

Public participation inevitably cost time and therefore money. Because one is dealing with people, a time schedule for Public participation is difficult to establish beforehand and the outcome may eventually not be too different from what could have been expected.

The policy and administrative process become even more inefficient and cumbersome through the addition of new actors and procedures.

Public participation programmes are usually dominated by interest groups or individuals who are likely to be directly affected by the implementation of a policy. In most cases, groups and individuals likely to be affected adversely oppose it, hence if at a particular public hearing, this interest groups and individuals dominate the process, although they might constitute a minority and unrepresentative of the

population, the project or programme may be abandoned.

In some instances, the issue which the opinion of the public is being demanded may be too technical for most citizens who lack sufficient expertise to make any useful contributions.

The concept therefore seems very necessary in theory but sight should not be lost of the fact that its application is not easy.

CHAPTER 3

CONCEPT OF PUBLIC PARTICIPATION

The preceding chapter dealt with the review of the related literature of public participation. This chapter deals with the Models, Techniques, Advantages and Problems of Public participation.

3.1 MODELS OF PARTICIPATION

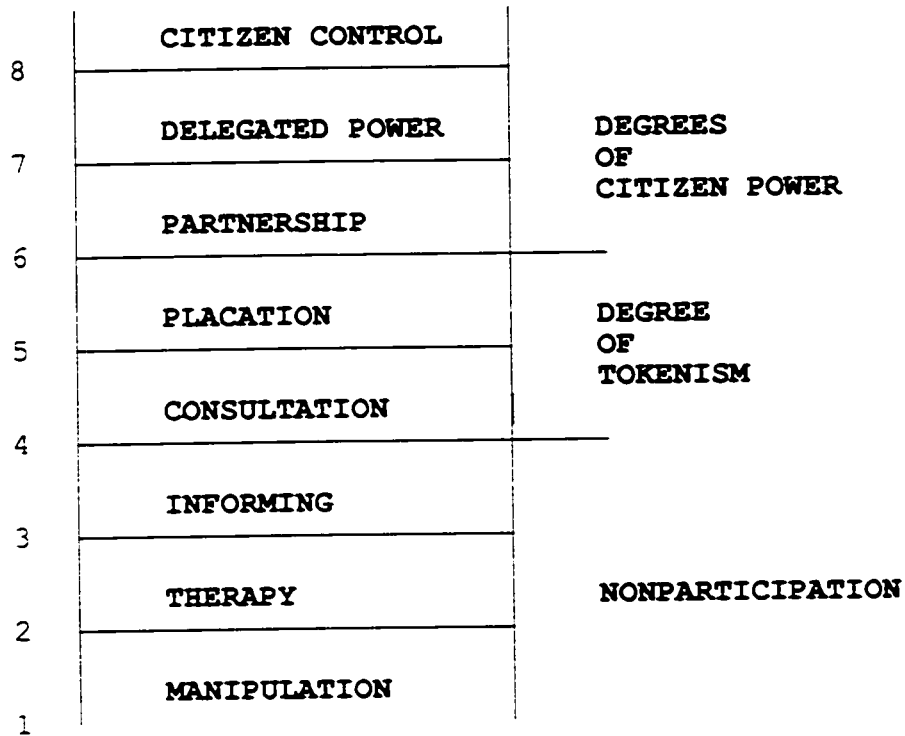
This section reviews the literature and the prominent models of public participation.

The usual starting point for any research in public participation is Sherry Arnstein's 1969 article "A ladder of citizen participation".¹ Arnstein develops a typology of eight progressive levels of participation. These are presented in figure 1

¹Sherry Arnstein, "A ladder of Citizen Participation" In Journal of the American Institute of Planners. 1969. vol. xxxv No4 (July) pp 216-224.

FIGURE 1.

ARNSTEIN'S EIGHT RUNGS ON A LADDER OF CITIZEN PARTICIPATION



SOURCE: A LADDER OF CITIZEN PARTICIPATION, IN JOURNAL OF THE AMERICAN INSTITUTE OF PLANNERS, JULY 1969, pp216-224.

According to Arnstein, levels 1 and 2 on the scale do not represent forms of participation; for many decision makers, these are ways to avoid genuine participation. The real aim of these operations is to "educate" and "civilize" the public. In practice, these types of "non-participation" consist of naming citizen representatives to advisory committees or organizing cultural and social activities.

Levels 3 and 4 of the scale allow the public to listen and to have a voice. According to Arnstein, public participation can have no effect on the decisions if it ends there, for the public gives advice and cannot monitor the effect of its advice on the decision.

In practice, these forms of participation consist of public information through the media, questionnaires and polls, community meetings and public hearings.

Level 5, placation, constitutes another type of tokenism: while it allows citizens to comment on the decision, it still leaves the decisions entirely in the hands of the power-holders. Placation is practised through mediation sessions held at the initiative of the decision-makers and attended by the citizen representatives. The public's influence depends on the quality of the technical information in its possession and on its ability to directly influence its representatives.

Levels 6, 7 and 8 of the scale constitute participation according to Arnstein. Level 6, partnership permits negotiation and bargaining over the effects of the decision. Level 7, the delegation of power, grants citizens the majority of seats on decision-making committees. Level 8, citizen control, gives public representatives full administrative control. In these practices, power is delegated to local citizens' committees; citizens

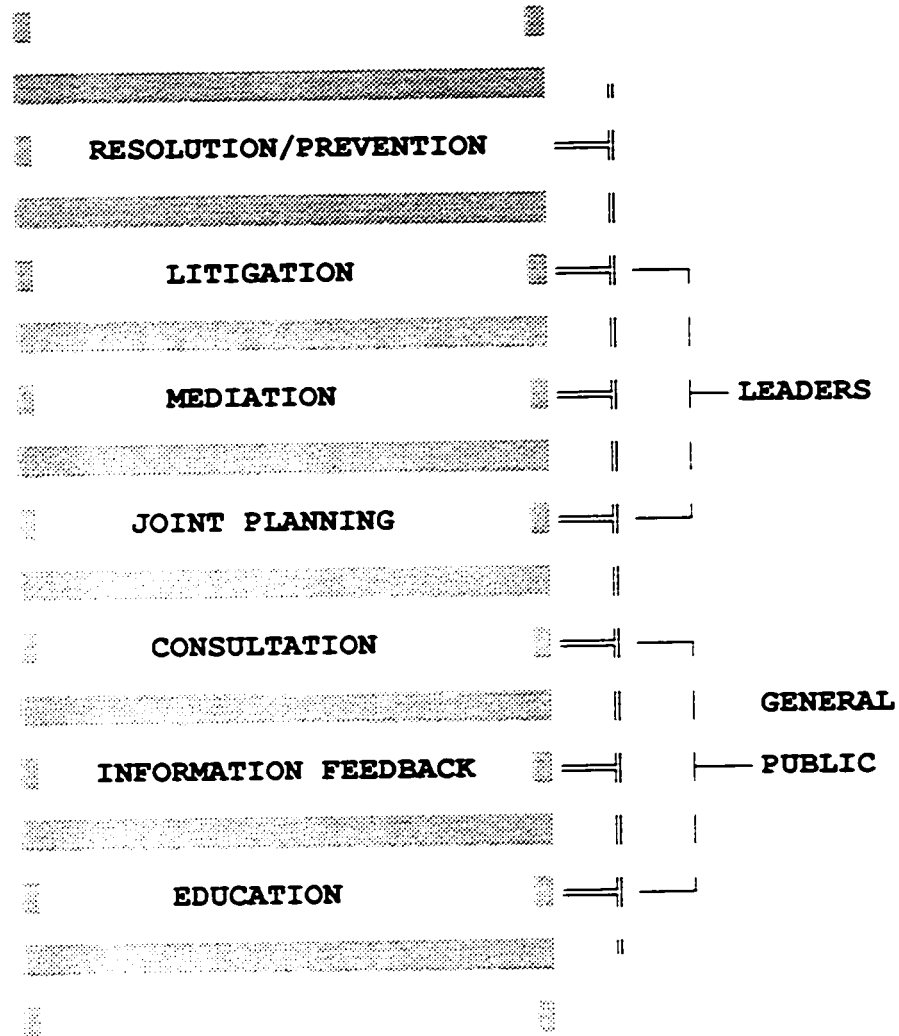
receive veto power; and resources are allocated to organized groups active in specific problem areas.

Improving on the ladder of citizen participation by Sherry Arnstein, Connor, suggested a new ladder. The objective of this ladder is to provide a systematic approach to preventing and resolving public controversy about specific policies, programmes and projects whether in urban, suburban or rural settings and governmental and private sector sponsorship.

Connor's ladder of citizen participation includes; Education, Information-Feedback, Consultation, Joint planning, Mediation, Litigation and Resolution/Prevention. (See figure 2).

FIGURE 2.

CONNOR'S NEW LADDER OF CITIZEN PARTICIPATION



SOURCE: CONSTRUCTIVE CITIZEN PARTICIPATION. HABITAT.VOL.15; NO 2:
28-31, 1972.

.Education: The foundation of any programme to prevent and resolve public controversy must be an informed constituency. Education in this case usually calls for a long term, low profile and relatively low cost programme; existing educational resources, for example schools and public affairs media programmes, can be used.

The key point is to provide people with a sound knowledge base before an issue arises.

. Information-Feedback: When the public affected by a proposed change indicate that they do not understand and accept it, an information-feedback programme is the next step.

Information about the proposal is disseminated and at the same time, people's views on the proposal and its alternatives are solicited. Formal and informal media may be used to speed the information; reply-post cards and a telephone hot-line may be employed to gather feed-back.

A key factor in this strategy is to have an accurate appraisal of what each party knows and believes about the proposal and each other.

. Consultation: This involves soliciting additional possible solutions to the issue other than those originally envisaged by the proponent.

Techniques appropriate for consultation include responsive publications, open houses, planning workshops and advisory groups.

. Joint planning: When a party involved with a proposal has a legal jurisdiction over some aspects of the area affected, it should be involved as a partner in a joint planning process.

The cumulative effect of the foregoing four approaches may well accomplish Resolution. If not, a great many issues have probably been settled leaving a relatively small number of difficult problems which may now be addressed through mediation.

. Mediation: A neutral, respected and skilful third party leads the others through a conflict-resolving process, often leading to compromise solutions.

. Litigation: In many cases, a lawyer resolves disputes before court action is taken, by adopting a mediation role.

. Resolution/Prevention: Effectively resolving an issue requires that most of those involved have a sense of equity about the solution, i.e. that is basically fair to those affected. If not, the agreement is likely to fall apart during and after implementation.²

However, Connor points out that there is no one best way to design and manage a public participation programme; it must reflect the specifics of the given situation.

Wilkinson, who identifies three functional categories of participation; namely, education/information, review/reaction and interaction/dialogue argues that the concept of open planning would seem to involve these important elements. According to him, open planning involves; i. programming or plan initiation, ii. review by government bodies, interest groups and the general public; iii. presentation and explanation of detailed plans to all concerned parties; iv. public participation on detailed plans; v. incorporation of comments and revision of plans; vi. interim reports of alternatives; vii. report and detailed discussion; and viii. final review and authorization by responsible

²D.M.Connor, "A New Ladder of Citizen Participation". In Constructive Citizen Participation. Victoria, British Columbia: Development Press 1986 p4

agency. The latter stage involves refusal or acceptance.³

As Buck notes:

"Citizen participation programmes sponsored by government agencies can serve many purposes. While participating citizens often see these programmes as contributing to increased influence in government decision-making, members of the sponsoring agencies are more likely to see them as a means to improve agency effectiveness.

From the agency perspective, perhaps the most important purpose of these programmes is to provide a process that will permit the development of implementation being that if individuals believe they have had a say in a fair and open process of policy development then they will be willing to accept the outcome of that process, even if it is not their preferred outcome"⁴

Programmes/Projects are more accepted by the public if they were involved in planning. In situations where the need arises to involve the public in the implementation stage either to contribute financially or through communal labour, they are more likely to participate if they were involved in the planning stages because they see it as their project.

An agency can be more effective in implementing its desired policies if it is able to convince interested members of the public that they had an important voice in the

³For more details, see P. Wilkinson, "Public Participation in Environment: A case study". In National Resources for a Democratic Society: Public Participation in Decision-Making". Ed. Utton, et al. Boulder, Colorado: Westview Press. pp177-136

⁴J.V. Buck, "The Impact of Citizen Participation, Programmes and Policy-Decisions on Participants' Opinions". In Western Quarterly. 37 (Spring) 1984. p468

process which developed those policies.

Kweit and Kweit(1980) provide another model of involvement:⁵

. INSULATION; Characterized by a lack of systematized means of Participation in which citizens can be easily discredited or dismissed;

. SYMBOLIC PARTICIPATION CHANNELS; Where there is continuous structure for input, but access is given to citizens through such mechanisms as open meetings and advisory structures. Decision-making power remains in the hands of government officials and the lack of established structures results in access at the whim of the bureaucrats involved;

. CO-OPERATION; In which decisions are made in consultation with citizens and a closer on-going relationship is established. Citizen views have an impact, but there are no formal, accountable processes;

. COOPTATION; In which citizens become an integral part of bureaucratic decision-making with legitimate authority.

Each of these continuums addresses the issue of power sharing in a slightly different fashion, but they all point to criticisms which have been levelled by citizen groups against token forms of participation which are primarily symbolic and which allow minimal or no involvement in decision-making.

A number of writers have argued that the effectiveness of public interest groups depends on their becoming involved in the earliest stages of the policy development

⁵Cited in C.Boon & D.Kinnon, Public Participation In Government Decision-Making. Ottawa: Department of the Secretary of State, March, 1987. p14

process,in order to contribute their views.

Smith(1982)touches on this issue by examining three levels in the planning process. **Normative** planning is the level at which the value premises underlying decisions are reconsidered,the desired end and ideals are defined and decisions are taken regarding what ought to be done. **Strategic** planning involves the analyses and evaluation of alternative goals and objectives,the selection and design of means to attain the goals:other decisions are made about what can be done. **Operational** planning involves the implementation of plans,the completion of intervention to effect change and decisions that determine what will be done.⁶

In order to be most efficient,public input should be integrated into each,but often groups are brought into only one or two of the latter stages.

3.2 TECHNIQUES OF PUBLIC PARTICIPATION

A wide range of techniques or instruments has been employed in public participation. Each of these techniques tends to be appropriate for particular objectives of participation. The range of possible techniques,drawn from the report by Burton,Ellis and Homenuck,is as follows:

. Votes and Referendums:

They are most useful in determining general issues consensus. They are however, costly and can deal only with specific and clearly understood issues.

⁶Ibid. p10

. Public Hearings:

These are a special, legal, focused mechanism for public participation in decision-making. This is the mechanism often used by legislative bodies and their advisors. Hearings usually deal with a narrowly and legally restricted topic, so they afford the advantage of dealing strictly with the issue at hand. But because of their legal structure, hearings call for limited participation, usually from professionals and experts.

. Large Public Meetings:

These are useful on occasion to obtain general public reactions to specific proposals. Such meetings are relatively inexpensive and provide a forum for anyone to comment.

. Advisory Group:

It is one of the most widely used technique. Advisory groups best serve in a capacity as a sounding board. That is, in reaction or response to plans and policies. As such, the level of participation realized through the use of advisory groups is limited.

. The Survey:

This is the most widely used public participation technique for evaluating public values, attitudes and opinions. The technique is not used to generate new ideas but is useful in providing consumer opinions, attitudes and behaviour patterns and to suggest further direction in ambiguous situations. Surveys, though, can be time-consuming and costly, and also the public is a passive participant.

. The Petition:

This is a device that is generally used in adversary situations when citizen

organizations are concerned to mobilize opinion in an effort to influence policy.

. Small Group Meetings:

These are primarily used as educational tools for both formal decision-makers and participants. Plans or projects can be explained in explicit detail to a number of participants. Plans or projects can be explained in explicit detail to a number of participants while simultaneously the formal decision-maker is educated to overall community values. In addition, the small meeting approach can be used for residents to make choices through trade-offs as to alternative courses of action or programme options. The major shortcoming is that small meetings are generally conducted with organized groups and long-established community leaders who may not be representative of the community.

. Telecommunication techniques:

These are best suited for evaluation of impacts, as a sounding board for public reaction, and as data generators, especially when a specific choice is involved. For instance, television can be used to present choices to the public. Films can be employed to present alternatives to decision-makers and participants.

. Workshops:

These are best suited for the evolution of alternatives, the designation of impact locations, and the identification of reactions to proposals on behalf of the community. It is a very manageable approach for these purposes owing to the fact that only a small number of participants are needed at any time.⁷

⁷Ibid. pp11-13.

Burton and Wildgoose analyzed Canadian cases of public involvement programmes and found out that the vast majority of cases employed more than one technique.

"The most persistent technique employed in public participation in Canada has been the public meeting - large and small - Nearly two-thirds of the cases made use of public meetings. Also important has been the use of advisory groups/task forces, technical advice, workshops and telecommunications, including newsletter, newspapers, radio, television and film. The vast majority of cases, of course employed more than one technique. What may be called the more esoteric techniques - participant observation, role playing and gaming and expert panelling - have remained almost totally unused. Somewhat surprisingly, in view of the number of adversary cases noted earlier, there has been relatively little use of petitions, direct confrontation and litigation (although a form of legal instrument - public hearings - has been employed in 9 instances).

The versatile, but costly and time-consuming technique of surveys has occurred on only three occasions.

In sum, it seems that public participation in Canada is still in the relatively unsophisticated state exemplified by public meetings".⁸

3.3 ADVANTAGES OF PUBLIC PARTICIPATION

The following are some of the advantages of public participation:

⁸Burton & Wilgoose, Public Participation: A General Bibliography and Annotated Review of the Canadian Experience. 1977. pp16-17

. More information about needs, problems, capacities and experience are made available. Effective planning and implementation requires specific information of the sort, only local people can provide it efficiently.

. Public participation helps in the provision of better plans which are more realistic about what is possible, what will be done and what suits conditions best.

. Implementation becomes smoother and quicker once understanding and agreement have been reached through participation. This is because people usually co-operate more willingly in decisions and plans in which they have participated even if they are not fully in agreement.

3.4 PROBLEMS OF PARTICIPATION. WHO PARTICIPATES?

The question of who participates in public involvement programmes raises commonly expressed concerns and problems associated with public identification, public motivation and the central issue of public representation. Who should participate? and more importantly, are those participating representative of the public at large?

Jackson and Shade⁹ found that those who participated in public meetings tend to have higher incomes and more education.

Wagar and Folkman¹⁰ argue that we hear more strongly the views of those

⁹S.J.Jackson & W.L.Shade, "Citizen Participation in Democratic Representation and Survey Research". Urban Affairs Quarterly. 9 (September) 1973. pp57-89

¹⁰J.A.Wager & W.Folkman, "Public Participation in Forest Management Decisions". Journal of Forestry. 72, 7:1974. p405-407

people who make an effort to be heard rather than a balanced cross-section.

A normative approach termed "Positive solicitation" by Heberlein is suggested by Kloman, who identifies the following groups to be contacted:

- ". Technical and professional experts who might be involved in a planning project of a given area (planners, managers, consultants, etc.);
- . the educated elite possess some sophistication on the proposed planning project (universities, research agencies, specialized government departments, etc);
- . the general public or some representative sampling thereof;
- . public interest groups which serve as channels for public-opinion;
- . the key decision-making leadership in public and private sectors (elected officials at all levels, administrators, community leaders, etc."¹¹

Priscoli sums up the representative problem of participation when he generalizes that no one public participation programme can claim to have represented the people and that planners should not allow a public participation programme exclusive sovereignty over their interpretation of the public will. He claims that public participation does not substitute for the representative political process but complements it. To this author, public participation provides a measure of government effectiveness.¹²

¹¹Cited in B. Oslen, "The Role of Public Participation in Parks Canada Planning". M.E. Des. Degree Project, prepared in cooperation with Parks Canada and The Faculty of Environmental Design, Univ. of Calgary, October 1976. p67.

¹²Ibid. pp51-60

As a rule however, as Wengert remarks, public participation should be seen as narrowly constrained to the classic statement of elite theory which is the "iron rule of oligarchy", formulated by the French sociologist Robert Michels. In this light, Wengert concludes that "there is no substitute for a policy which seeks the public interest".¹³

It can be contended however that a well managed public participation programme seeks the interest of the public.

3.5 GENERAL GUIDELINES AND PRINCIPLES OF PARTICIPATION

Various authors have suggested useful guidelines in planning and encouraging the participation of citizens and organizations in decision-making.

An attempt has been made by Boon and Kinnon¹⁴ to summarize relevant suggestions in a way which addresses a major issue of consultation.

3.5.1 PLANNING

. Establish clear objectives of consultation and clarify, internally, the desired degree of involvement of the public in a particular policy-making issue. Clarify the role of outside input in the policy-making process.

¹³N. Wengert, "Citizen Participation: Practice in Search of a Theory". In Natural Resources for a Democratic Society: Public Participation in Decision-Making. Boulder, Colorado: Westview Press. 1976. p39

¹⁴C. Boon & D. Kinnon, Public Participation in Government Decision-Making. 1987. pp21-23

. Clarify the general financial constraints on the choice of consultative mechanisms.

. Identify the groups and individuals who should be involved. Factors to consider might include regional representation, diversity of viewpoint, groups who might be affected by the issue or initiative and a mixture of established and emerging groups.

. Decide where in the policy process individuals and groups should participate. Allow them to participate enough in the process that they can have influence on the outcome.

. Select an appropriate method of consultation. Take into consideration the goals and objectives and resources required by the department and groups involved. Do not consult on an issue unless you are prepared to consider the advice seriously.

3.5.2 COMMUNICATION

The lack of effective communication affects the quality of input received and reflects the agency's commitment to the consultation process.

. Contact the groups as early as possible. Groups be allowed to prepare effectively. Time may be allowed for organizations to consult on the issue with their membership.

. Clarify the goals and terms of reference, process and time-frame with all the parties involved. Expectations of the consultation should be discussed and clarified in order to prevent confusion and frustration. Groups consulted should know who else is involved in the consultation so that they can measure their influence on the final policy

outcome.

. Define as clearly and precisely as possible the subject matter of the consultation so that discussions do not become reduced to generalities.

. Provide background information to the groups involved as early as possible and provide on-going information and advice as requested.

3.5.3 CONSULTATION

. Make the process as easy as possible for the groups involved.

. Allow for differences of opinion between groups and participate in a dialogue which can help the groups gain an understanding of the thinking in the department on this and related issues.

3.5.4 FOLLOW-UP

. Inform the groups about any developments during and after the consultation process.

. Inform the groups and individuals consulted about the final decision and explain why that alternative was chosen. Participants have the right to be told about the results and the reasoning behind them. Explanations can help groups understand the factors which need to be considered and thus assist in the preparing future consultations.

. Evaluate the results of the consultation and the follow-up responses.

3.6 SUMMARY

This chapter presented the major models, concerns, components and general guidelines of the and diverse literature on public participation.

The issues raised are complex and often confusing and pose more questions and problems than providing answers and solutions. Public participation is demanding and difficult to understand and even more so to undertake. Yet, in spite of all its deficiencies it is argued that public participation is necessary and worthwhile. The benefits outweigh the cost if there is effective and efficient public participation.

An effective and efficient public participation programme requires well-informed parties, not only on the issues at stake but on the objectives and role of the public.

The literature demonstrates that a good public participation programme usually means good representation of the general public. A good programme will result in savings in the long run.

Since public participation provides the principal means for both the agency and the public to address avoidable problems, it is imperative that it should be done in an efficient and effective manner.

The next chapters describe the efforts by the NCC to integrate public participation in its Master Plans of Gatineau Park. It will be considered whether the concept as described by the literature was effectively and productively employed.

CHAPTER 4

THE STUDY AREA

The previous chapter identified the concept of participation. This chapter will attempt to throw more light on the study area and why the NCC had to adopt the concept of participation in its planning process.

4.1 THE EVOLUTION OF NATIONAL CAPITAL COMMISSION

The growth of Ottawa through to the end of the nineteenth century was haphazard, with little regard for planning or beautification. This is not unusual for a city which has grown from a military construction camp to a prosperous lumber centre and finally an industrial city.

When Sir Wilfrid Laurier became prime minister he decided that some type of planning should be undertaken to make Ottawa a more attractive capital.

The Ottawa Improvement Commission (O.I.C.) was set up in 1899. This was a voluntary body composed of four commissioners, three appointed by the Federal Government and one by the City of Ottawa. Among a set of functions directed to clean up the City, they also began the park system.

The O.I.C. in 1901 hired Frederick Todd of Montreal, a professional planner, to outline a general scheme for the development of the city.

THE TODD REPORT(1903)

The first plan of the city came out in 1903 and two major recommendations were the preservation of large natural parks on forest land adjacent to the capital. This goal was later realized in the Gatineau Park, and by the construction of an impressive boulevard linking Rideau Hall and the Parliament buildings(Sussex Drive).

In the report Todd categorically states that:

"Hull will be very much in need of a public park as the city grows, for here are almost certain to be located the homes of many people working in the various factories, who, perhaps more than any others, will need a place for rest and recreation, when the city absorbs its present park-like surroundings

Ottawa will be surrounded by a well balanced park system, and I believe that if these lands are carefully selected, and due considerations given to the approaches while there is yet an opportunity to do so, the interference with the future business of the city will be practically nothing, while the beauty of the city will be preserved and enhanced, and so be worthy of the capital of the country".¹

He concluded in his report that:

"It is my duty to impress on your commission the fact that in a scheme of this nature, where the work must extend over a number of years, it is absolutely necessary that the improvements should be carried out in thoroughly systematic manner and in strict accordance with a pre-conceived plan, which once approved on no account be subjected to alterations to meet the wishes or whims of self-interested parties.

I cannot well conceive of anything more disastrous to such a scheme than that when once

F. Todd, Preliminary Report to the Ottawa Improvement Commission. Kings Printer. 1903.p26

it has been sanctioned and partially carried out, the general idea should be liable to alteration, and the general effect of the whole thereby destroyed".²

The report makes it explicit that Todd recommends the acquisition of the park-like land with its magnificent growth of trees at the junction of the Gatineau and Ottawa rivers. One of the principal reasons for this is not only to have a park for the citizens of Hull, but to have one immediately to the north of Ottawa.

Though the early work of the O.I.C. in constructing parks was very impressive and highly praised, it was also criticized, mainly by architects and town planners. Because of its lack of town planners, the Commission was only able to bring about isolated and quick solutions, rather than solutions based on a master plan. A long term extensive planning was needed.

The government of Sir Robert Borden reacted to the growing wave of criticisms by appointing the Sir Henry Holt Commission in 1913. It was established to take the necessary steps to draw a comprehensive plan, taking into consideration the future growth and development of the cities of Ottawa and Hull, and their environs. Other members of the Commission included: Alexandre Lacoste of the city of Montreal; Frank Darling and R. Home Smith of the city of Toronto; as well as the mayors of Ottawa and Hull as ex-officio members.

THE HOLT REPORT(1915)

The Commission's work resulted in the first comprehensive planning statement on the future development of the capital.

²Ibid. p36

The main recommendations of the Holt Report(1915) are summed up as follows:

- i. We are of the firm opinion that the future improvements in the area about the capital at Ottawa and Hull should not be attempted without first establishing a Federal District and securing for the Federal authority some control of local government.
- ii. We are of the firm opinion that the pivot, on which hinges the success and failure in carrying out any comprehensive plan, lies in the proper solution of the problem of steam railway transportation.
- iii. In order that proper administrative and office accommodation may be provided for the work of the government, the extension and development of the Government buildings should be carried out on a comprehensive plan.
- iv. There should be proper control of residential and manufacturing districts by enforcing building restrictions.
- v. The highly commendable work of the Ottawa Improvement Commission should be extended and enlarged by the development of a broad and a forceful policy as to further park lands, and there should be established National Park or Forest Reserve in the Laurentian hills, under the control of the government".³

Holt further commented that:

"The plan and report should not be taken as final in detail but be considered as a general study of the conditions affecting the probable future growth of a National Government Centre.

The plan is one in which the various elements have been weighed in their relation to one another and after careful study have been recorded, and

³H.S.Holt, Report of the Federal Plan Commission on a General Plan for the Cities of Ottawa and Hull. 1915. pp8-9

it is our belief that it will serve as a real guide
in the future growth and development of the cities
of Ottawa and Hull"⁴

Until the establishment of Holt Commission, Hull was largely ignored in development. It was the first scheme to consider Hull as part of the capital.

The Holt Report was tabled in 1915 but nothing much was done about the recommendations for 10 years due to the Federal Government's predicament at that time; the main Parliament building was destroyed by fire in February 1916; Canada found itself in World War I, a consumer of energy, lives and vast sums of money; during this time the national budget suffered an unprecedented deficit and the national debt increased rapidly. Since a follow-up of the report was not a priority, it was shelved to reappear again when better times prevailed.⁵

THE CAUCHON REPORT (1922)

A city of Ottawa planning consultant, Noulan Cauchon, published in 1922 a report containing a new planning strategy for the city: The Couchon Report of 1922. It was made up of comprehensive studies made by the author over a period of some fifteen years.

It recommended that a new "federal district be established whereby a Federal Government Commission would be in charge of development and public services in the National Capital Region, all the while representing provincial and municipal autonomy

⁴Ibid.p9

⁵Cited in "A Capital in the making: Reflections of the Past Visions of the Future. A brochure prepared by the planning branch of the National Capital Commission.1984. p16

in other matters".⁶

It proposed the reorganization of railway trackage and terminals, the building of highways for rapid transit development, and of a large network of parks and parkways and the location of industrial activities. It should be noted at this juncture that his recommendations were similar to those of Holt's and were to suffer a similar fate - there was no immediate follow-up.

As the country's financial situation began to improve after 1924, attention was made to improve the Capital.

Recognizing the limited scope and inadequate funds of the O.I.C., the government replaced it with the Federal District Commission (F.D.C.) in 1927. The F.D.C. was granted broader powers extending its interests into Quebec. However, federal involvement in Hull only resulted in the establishment of Gatineau Park.

In 1937, Mackenzie King invited Jacques Gréber, a renowned architect and town planner, to make some studies of the entire National Capital area. These he initiated, but the work was interrupted by the Second World War in 1939. After the Second World War he was once again invited to prepare a comprehensive master plan for the long-range development of the national capital and its surrounding area.

He agreed but as a consultant to the National Capital Planning Committee, composed of Canadians. This committee was established in 1946 and for the next three years, Gréber worked closely with his Canadian colleagues, John M. Kitchen and Edouard Fiset, developing a plan for the future growth of the area. This master plan for

⁶Ibid. p18

the National Capital was completed in 1949 and has become popularly known as the "Gréber plan".

THE GRÉBER PLAN (1950)

The main recommendations of the Gréber report included the following five points:⁷

- . railway relocation;
- . extension of the parkway network;
- . decentralization of federal office complexes;
- . creation of a greenbelt; and
- . enlargement of Gatineau Park.

The F.D.C. approved the plan which served as its planning guide into the 1970's, by which time most of the proposals had been implemented. The F.D.C. was replaced by the National Capital Commission (N.C.C.) in 1958 with the adoption of the National Capital Act and was granted increased funding and powers to help in the task of creating an attractive national capital. The Act empowers the Commission to acquire property ; construct and maintain parks, parkways, bridges and other structures ; cooperate with local municipalities and others in joint projects ; and carry out planning activities related to the proper development of the National Capital Region(NCC 1984,p32).

The Act therefore empowers the NCC in enhancing the quality and beauty of the

⁷For details, see J. Gréber, Plan for the National Capital: General Report. Ottawa. 1950.

environment of the capital region.

"Although Gréber had envisaged a unified capital extending across both sides of Ottawa river, emphasis was placed on development in Ottawa. From 1950-1970, considerable progress was made in Ottawa but Hull was still largely disregarded" (NCC 1983b).

PLAN FOR CANADA'S CAPITAL (1988)

The first comprehensive plan for the capital since the Gréber plan(1950) is the Plan for Canada's Capital(1988):A Federal Land Use Plan.

In 1986,a new mandate was approved for the NCC which contained three basic principles:⁸

- . Making the capital Canada's meeting place;
- . using the capital to communicate Canada to Canadians; and
- . safeguarding and preserving the capital for future generations.

The Federal Land Use Plan is a long-term, comprehensive view of how land can be used according to the new mandate.

Before the final Plan was approved in 1988,there was the Initial Proposal in 1986,which was a document for the consultation, and the Draft Proposal in 1987.

In the initial proposal,it was stated that:

"The Initial Proposal document is a discussion document establishing the proposed orientation of the Federal Land Use Plan. It is intended to show how the National Capital Commission can play an active role with other jurisdictions and

⁸N.C.C. Plan for Canada's Capital:A Federal Land Use Plan.
Ottawa.1988.p2

enter into new partnerships with the private sector.

The initial proposal will be presented to a wide spectrum of audiences. Utilizing the comments received, A Federal Land Use Plan will then be prepared".⁹

This shows clearly that a plan prepared by the NCC incorporated the element of public participation. "Public Participation" has by then become part of the planning process of the Commission.

4.2 THE DEVELOPMENT OF GATINEAU PARK

The fifth proposal of Gréber's plan concerns the development of the Gatineau Park. The park has provided a natural beauty to people of the area from the earliest days of settlement. For many years however, it was in danger of being despoiled of its stands of fuel and pulpwood although early planners had urged the preservation of large tracts of woodlands.

A group of citizens joined together to form the Federal Woodlands Preservation League and in 1934 urged the government to purchase land in the Gatineau to save the forests from the extensive cutting of timber for cheap firewood. Three years later the F.D.C. received official approval to acquire land for Gatineau Park for the purpose of preserving its unique character.

In 1950, the federal government accepted Gréber's recommendation that the park's size be increased to 33,000 hectares. Land was acquired by negotiated purchase, rather

⁹N.C.C. Plan for Canada's Capital: A Federal Land Use Plan (Initial Proposal).1986

than by expropriation.

On the other hand, the plan proposed a Green belt to prevent among others, haphazard urban sprawl and reduce the cost of urban services on the Ottawa side of the Capital region.

Today, the Park covers an area of 35,000 hectares of the Laurentian shield in Western Quebec between the Ottawa and Gatineau rivers. Triangular in shape, the park is 56 kilometres long and 24 kilometres at its widest between the municipality of La Pêche on the Gatineau River and the edge of the Laurentian escarpment, which dominates the Ottawa valley.

However, the implementation of the fifth proposal led to very serious consequences. The City of Hull, which is bounded in the south by the Ottawa River and in the east by the Gatineau River, was deprived the potential of growth since the direction of growth would be to the north-east where the land was bought by the NCC for a park.

Although the park protects and preserves the environment and also provides the general public with a rich and varied natural setting for outdoor recreation, the needs and aspirations of the local people (Hull) who were directly affected by its establishment were not taken into consideration. ie. how to expand, where to provide recreation, fishing, etc.

The growth of concern about these very important issues led to discussions by the provincial government of Ontario, the Regional Municipality of Ottawa-Carleton (R M O C), Outaouais Regional Community (C R O) and the NCC on how to incorporate

the needs and aspirations of the local people who are directly affected by the Gatineau Park project.

This led to the conceptual plan of 1976 for Gatineau Park which for the first time sought the participation of the public.

The Conceptual Plan points out that the closeness of Gatineau Park to an urbanized area and the pressure of urbanization among other factors led to the bringing together of a multi-disciplinary team in September 1975. Its task was to prepare a Conceptual Plan for Gatineau Park, with preliminary proposals for development and use.

Among its recommendations, it categorically stated that:

"Following adoption of the concept described in the present document, sectoral studies will be undertaken to assist in the preparation of a master plan for Gatineau Park. This master plan should take into account the response of the public to the present document; interested parties are therefore invited to comment on the conceptual plan and to convey their opinions to the National Capital Commission. Only after the process of public participation will precise measures be taken to follow through on the proposals for development and use".¹⁰

Hence, in order to provide a master plan fully capable of guiding the conservation, development and use of the Park, on the one hand, and addresses the local needs and aspirations on the other, the Environmental and Inter-Community Relations unit of the NCC began consultation with the public, and drawing on the recommendations of the public, came out with the Gatineau Master Plan of 1980.

¹⁰N.C.C. Conceptual Plan for Gatineau Park: Preliminary Proposals for Development and Use. June 1976. p71

4.3 WHY PUBLIC CONSULTATION BY N C C

The NCC and its predecessor, the Federal District Commission, have had an excellent track record in conserving the natural beauty of Gatineau Park. The Park has been able to accommodate the population expansion of the National Capital Region without serious damage to the wild areas of the park.

In May 1970, the NCC prepared a "Development Concept" entitled Gatineau Park Overall Development Plan for the park. If implemented, this concept would result in the conversion of large areas of the Park from wilderness to developed recreational areas.

The discovery of the "Development Concept" led to the formation of the Ottawa-Hull chapter of the National and Provincial Parks Association (NPPA). The Association and various individuals and groups sent letters to the NCC expressing their concern, and the NCC was urged to hold public hearings before adopting any pro-development policy.

Concern was raised because people believed that:

- . The "Development Concept" was in effect a proposal for the destruction of the park; and

- . The park, barely sufficient in size to support a wilderness habitat for many species of animals, could not be expected to meet all recreational demands in the National Capital Region.

The NPPA in anticipation of eventual public hearings, mounted a public campaign on the issue and proposed that:

- . The Gatineau Park should extensively be used as a park, and for that purpose

visitors' centres, an improved system of nature trails and trained staff could be provided.

. Mass recreational activities requiring the extensive construction of support facilities should be located elsewhere in the National Capital Region."¹¹

Some concerned associations and individuals therefore prepared and presented briefs (for example the NPPA in 1972; Ottawa Field Naturalist Club in 1973) to the NCC.

Barrigar in an article alleged that:

"The NPPA feels that it has made progress. It has obtained publicity for the Gatineau park problem and for its own views of the issue. It has forced the NCC to remember its responsibility to account to the public for its actions. It has made NCC officials aware,... that there is a responsible body of informed public opinion opposed to the use of Gatineau park for all kinds of recreational activities, and instead favouring full public use of the park for only those recreational and educational activities compatible with the conservation of the park".¹²

The NCC, yielding to pressure from the public and the association, assured them of hearings for the future use of the Park.

In 1976, the public was consulted for the first time with the initial proposal for the park by NCC.

With the lesson learnt from this episode and the fact that it was around the period that most institutions in Canada were adopting the concept of "Public Participation", the

¹¹H.R. Barrigar, "Gatineau Park: A Lesson in Environmental Politics". In Nature Canada Ed. Ted Mostquin. Canadian Nature Federation. 1973. pp16-18

¹²Ibid. p18

NCC realized that there was the need to seek the opinion of the public in matters affecting them. So it incorporated it in its planning process.

4.4 COMMENT

Since 1899, there has been a succession of federal organizations responsible for ensuring that Canada's capital serves the interests of all Canadians. To date, the efforts of these groups have been directed toward planning the physical development of the National Capital Region.

The plans described in this chapter, set up the guidelines to be followed by the successive federal organizations responsible for the development of the capital region.

However, it must be noted that none of these plans incorporated the element of "Public Participation". Hence the successive federal organizations using these plans as a tool for development never consulted the people before the implementation of its plans. This might have happened because the planners who prepared these reports may have thought on one hand that they knew what the public wanted and on the other mistook "Information" for "Participation".

This explains why in terms of the concept of "Public participation" NCC evolved from a very weak foundation. The Gréber Plan which is the basis for NCC's development principles lacks the element of "Public Participation".

The major weakness of all the reports reviewed is the lack of the element of "Public Participation" since the planners assumed they knew what the public wanted.

CHAPTER 5

PUBLIC PARTICIPATION IN 1980 GATINEAU PARK MASTER PLAN

Chapter 4 dealt in depth about the study area. The evolution of the National Capital Commission and the reasons for the introduction of "Public Participation" in the development plans of the Commission were discussed.

The purpose of this chapter is to provide a more exhaustive description of the case study in which the public was consulted in order to come out with a master plan, namely the 1980 Master Plan for Gatineau Park. The chapter will focus on how the public participation was conducted by NCC.

The planning process of the 1980 Master Plan was chosen because it was the first time the Commission adopted the concept of public consultation. It will therefore be of much interest to know the reasons which led to the adoption and how it was conducted for the first time. This will enable the Commission to be aware of its shortfalls during the process, in order to correct and improve on similar processes of public participation.

The analysis of the issue in this chapter will solely depend on secondary materials—minutes of the meetings held during the process, briefs presented by groups and individuals on the subject, the Conceptual and Master Plans.

The reason for the adoption of this methodology over the others is because the consultation process being used as a case study took place in 1976. The 16 intervening years makes it extremely difficult to establish contact with a sample of those who were involved in the process for an interview.

5.1 INTRODUCTION

In 1970, the "development Concept" for the Gatineau Park prepared by the NCC received a very strong opposition from interest groups and a section of the general public (see chapter 4). This is because the opponents felt the concept was designed for an extensive use of the Park for recreational activities, which would lead to the construction of support facilities and consequently the gradual destruction of the Park.

They were therefore demanding a "Public Consultation" on the issue. In response to their demand, the N.C.C. promised to consult the public on the issue at the appropriate time. It was therefore not surprising when it began the consultation process in October 1976.

Each year, about two million people across Canada visit Gatineau Park where they enjoy several swimming beaches, camping and picnic sites, nature interpretation centres, walking and cross-country ski trails. The potential consumers of park facilities come from across Canada.

The NCC was therefore faced with the problem of who to contact to come out with a plan for the Park that would incorporate the entire views of the Park users all across Canada. Who should be the target group for "Public Consultation"? Where were the meetings to be conducted in order to reach a cross-section of the local, regional and national consumers of the park? and what could be the cost involved in the process? NCC had all these questions to answer before it could effectively target its audience for the participation process.

Although the NCC decided to consult the "local users" (Ottawa and Hull), in order

to come out with a plan to be accepted by the entire population of Canada, it had to have the outside consumer (Regional and National) in mind.

Figure 3 illustrates the five stage plan preparation process adopted by the N.C.C. for Gatineau Park. It incorporates a two-phase formal public participation programme covering the presentation of the conceptual plan and the plan alternative stages in October and November respectively.

The next section of this chapter will elaborate on the outcome of the meetings and the comments in both phases.

FIGURE 3.

PLAN PREPARATION PROCESS

(GATINEAU PARK)

STEPS IN PROCESS

NCC USE OF PUBLIC INPUT

Preparation of Conceptual
Plan.(1972-1976)

Based on resources,comments
and concerns of the
public from 1972 on the park.

Introduction of plan to
the public.
(consultation Phase 1)
(October 18-21,1976)

Conceptual plan introduced to public.
at public hearing.

Plan alternatives.
(Consultation Phase 2)
(November 22 & 24,1976)

Full public discussion and
recording of alternatives
preferred by public at public hearings.

Master Plan.

Final master plan prepared
(June 1980) taking into
consideration public opinion.

The process for the Gatineau Park plan public consultation is described as follows: The first step in the process was the preparation of the Conceptual Plan for the Gatineau Park by the staff of the N.C.C. The preparation of this plan was based on the resources of the park and comments and concerns raised by the public on the park. At this stage the public is not directly involved in the decision-making process.

The second step was the introduction of the conceptual plan to the public in public meetings. This was Phase one of the consultation process adopted by the N.C.C. It lasted for only four days - October 18-21,1976 and it involved only questions and answers about the Conceptual Plan. The Conceptual Plan was mailed or delivered in person to interested groups and individuals after this phase to allow room for study and preparation of briefs for the public hearings.

Phase two of the consultation process was public hearings. This was held on two days - 22 and 24 November. The public was given the chance to present their comments, concerns and suggestions to help formulate an alternative plan.

The fourth step was the formulation of a Master Plan for Gatineau Park, which was completed in 1980.

There are two major weaknesses of the process. Firstly, the public was not directly involved in the first stage-preparation of the conceptual plan- and secondly, there is no "feed-back" mechanism in the process. These defects are discussed in chapter 6.

5.2 INFORMATION SESSION (PHASE ONE)¹

This phase of consultation (October 18 to 21,1976) was in the form of public information meetings. These meetings were held at the National Research Auditorium due to its central location to both Ottawa and Hull.

The purpose of the information meetings was to:

- . inform the public officially of a new conceptual plan for Gatineau Park;
- . provide the public with an opportunity to examine the technical information that had been completed on the Park's resources and uses(conceptual plan); and
- . to identify the public's ideas,concerns and comments with regard to the future use and development of the park.

Public input at this stage involved four public meetings,mailing of the draft to various interest groups and concerned individuals who had earlier expressed concern.

5.2.1 MONDAY-OCTOBER 18,1976

The meeting commenced at 8.30pm and ended at 10.30pm. It recorded an audience of 35 out of which 10 were from various departments of N.C.C.

¹The question and answers for this phase of the process is provided in appendix B. It must however be noted that the minutes of the meeting was taken by an official of the NCC.

FIGURE 4. COMPOSITION OF AUDIENCE AT INFORMATION SESSIONS

(PHASE 1)

GROUP	OCTOBER			
	18	19	20	21
Communauté Régionale de l'Outaouais(CRO)	3	-	-	-
Outdoors Activities Club	2	-	-	-
Meachlake Property Owners Group	1	-	-	-
Ottawa Orienting & National Parks(Canada)	1	-	-	-
Individuals	11	16	18	6
University	4	1	-	-
Algonquin College students	-	-	4	1
D.W.Graham & Associates(Landscape Arch.)	-	-	3	-
Kingsmere Property Owners Assoc.	-	-	2	-
Orienteering Organization	1	-	1	2
National & Provincial Parks Assoc.	-	-	-	1
Audience who did not sign	2	-	2	1
NCC Officials	10	8	10	3
TOTAL	35	25	40	14

SOURCE: SIGNATORIES OF AUDIENCE (APPENDIX A)

The groups represented included: Outdoors activities club-2, Communauté Regionale de l'Outaouais-3, Meachlake property owners-1, Orienteering club-1, Quebec Regional and National parks(Canada)-1, Universities-4, 11 individuals and audience not accounted for by the signature book-2. (Figure 4).

The meeting was mainly questions and answers on the Conceptual Plan.

5.2.2 TUESDAY-OCTOBER 19,1976

The second meeting which was on Tuesday, October 19, 1976, recorded an audience of 25, out of which 8 were N.C.C. staff.

The composition of the audience is as follows: Individuals-16 and Universities-1 (Figure 4).

The second meeting was also in the form of questions and answers.

5.2.3 WEDNESDAY-OCTOBER 20,1976

The third information meeting had an audience of 40 of which 10 were from N.C.C.

The composition of the audience as recorded is as follows: Individuals-18, Algonquin college-4, Kingsmere property owners association-2, D.W.Graham and Associates(Landscape Architects)-3 Orienteering organization-1 and audience not accounted for by the signature book-2.(Figure 4).

This was the best attended meeting. However problems erupted. First, it was

extremely difficult to note and answer questions because there was constant interruption of one questioner by another, not recognized by the chairman and those recognized often asked two or more questions of which only the latter was answered before a second questioner filed a new question.

Secondly, there was no microphone for the questioners.

5.2.4 THURSDAY-OCTOBER 21,1976

The last meeting of phase one attracted an audience of 14 out of which 3 were officials of N.C.C. This include: Algonquin College-1, Individuals-6, Orienteering organization-2, National and Provincial Parks Association(now Canadian parks and wilderness society)-1 and audience not accounted for by the signature book-1 (Figure 4).

The meeting followed the same formalities as the previous ones-questions and answers.

Maximum total of audience for all the four sessions was 144 of which 31 were officials of N.C.C. and 83 from the general public.

A document(public input chart) surfaced subsequently from each of the four meetings and provided a lengthy list of questions and concerns or suggestions made by the public and corresponding responses by N.C.C. representatives.

The document does not analyze or summarize or indicate changes to the Conceptual Plan. It created an awareness of issues and of N.C.C.'s way of thinking and the general positions on these issues.

5.3 COMMENT

. There is no doubt that the various groups and individuals who attended the meetings had vested interest in the Gatineau Park project and had to be present to protect their own interest. For instance, Meachlake property owners group have fixed property in the area in question and had to protect it; Outdoor activities club had a representative at the meeting because of the proposed recreational activities of the park. Some students of Algonquin college attended to enable them acquire some knowledge for a course they were taking and so on.

However it must be noted that the overall attendance for the meetings was far below expectation and there is only one cause which can explain this low attendance- lack of intensive publicity.

It is therefore not surprising that at the end of the last session(October 21,1976),three or four people registered this complaint. One of them is quoted as saying that "even those looking for publicity on meetings missed hearing of them".

. Public meetings can be difficult to control especially when the audience is large. This is because each person or group would like to put his or her view across. This therefore demands a chairperson who can command absolute control of the meeting.

Incident on October 20,1976, is a clear example of the case described above.

. A public address system is always necessary for a public meeting. This is because most of the people do not talk loud enough for easy listening by the audience.

5.4 PUBLIC HEARINGS (PHASE TWO)²

The Phase two of the process was held on November 22 and 24,1976,in Hull and Ottawa respectively.

The purpose of phase two was to:

- . give the public a chance to present alternatives and suggestions to the Conceptual Plan;
- . give individuals and groups an opportunity to present briefs on the Conceptual Plan; and
- . to identify the public's ideas,comments and concerns with regard to the Conceptual Plan for Gatineau Park.

This phase was preceded by making available to interested groups and individuals copies of the conceptual plan to enable them scrutinise and come out with relevant comments and contributions during the public hearings.

The following section will elaborate on the briefs and comments presented on both days of the hearings and the impact or otherwise they had on the final Master Plan of 1980.

5.4.1 NOVEMBER 22,1976 (HULL)

This public hearing was held in Hull at Polyvalente Mont Bleu on November 22,1976 and four briefs were presented. These were briefs from; Department of

²A full set of the briefs is located at the library of the National Capital Commission for reference.

Recreology(Algonquin college) and three individuals.

DEPARTMENT OF RECREOLOGY (ALGONQUIN COLLEGE)

The concern of this group was the lack of details regarding the development of the trail system within the park. They claimed there was the need to be precise on how people would interfere with the natural environment by means other than vehicles.

The group therefore suggested that:

- . trails should link all five proposed sectors of the park
- . all major aesthetic and ecological highlights in the park should be accessed with trails;
- . there should be clearly defined entrance and exit points; and
- . trails should be aligned with existing or proposed trail networks outside the park.

The group concluded that the vagueness on the trail development in the Conceptual Plan made it difficult to see how a suitable trail development plan would emerge from the current study, let alone ensuring policy. They therefore demanded to know;

- . the extent of the work that had been done so far on trail planning; and
- . where trails existed on the priority list of issues that must be reviewed in the overall park planning process.

COMMENT

The background of this group should be noted. Their major concern was that since there were going to be recreational facilities located in the various sections of the park, the lack of trails might make the public confused as to how to reach these facilities.

Although the conceptual plan was partially silent on proposed trail network with the exception of the existing ones, it stated that:

"...Trails and paths already developed should be completed by new semi-intensive trail systems in order to permit east-west interchange between the urban areas on either side of the park.
...Access from parking lots and transit drop-off points in the periphery of the park will be developed or improved"³

This statement suggests that the N.C.C. had the trail network in mind. The Master Plan was however very elaborate on this subject. Proposed and well defined existing trails link all the 5 sectors of the park on one hand and the peripheral road network on the other.

However the concern of this group made the N.C.C. aware of the importance a section of the public attached to the development of a well defined trail system in the park.

INDIVIDUALS (SKYRIDGE)

Skyridge is a community located south of Pinks Lake, designated in the Conceptual Plan as an area of interpretation. It is one of the small pockets of land which

³NCC, Conceptual Plan for Gattineau Park. 1976. p47

is privately owned in the parkway sector.

The N.C.C. therefore planned to acquire all vacant lands in Skyridge and leave the houses to be acquired at a later date.

The area had 28 year-round residences, most of them architect designed homes, individually built over the past 20 years (as at 1976). This was appreciated by potential buyers and these homes sold for top value as this particular community acquired a unique real estate reputation.

The three individuals who presented briefs that day were residents of this community; One a real estate agent and two other landlords.

Their concern was from a real estate point of view. That is from the intention of the N.C.C. to acquire lands in the Skyridge either immediately or very soon, potential buyers of homes will back off and prefer to buy in an area where their future would be more secured.

They therefore advised the N.C.C. not to act with force in their decision otherwise it would be grossly unfair to the residents in these homes.

They therefore recommended that:

- . all property owners in Skyridge be given an opportunity to sell their properties to the N.C.C. at the same time that the undeveloped lands there were to be acquired, with or without lease-back arrangements as they desire.

COMMENT

It is pertinent to note the interest of these individuals and what they were fighting for. Being property owners in the portion of the Park to be acquired by the N.C.C. as indicated in the Conceptual Plan, they had to take advantage of the hearings to put their case across in order to protect the value of their property.

That is what public participation is all about - to seek the views of those who would be affected by the implementation of a policy.

The N.C.C. considered their recommendation and bought their houses.

5.4.2 NOVEMBER 24, 1976 (OTTAWA)

The hearings of this day took place in Ottawa at St. Patrick High School. Apart from briefs received through the mail from individuals and groups, four groups and two individuals presented their briefs. The groups were; Ottawa Field Naturalists' club; Ottawa-Hull Chapter of the National and Provincial Parks Association of Canada; Horsemen and Women Group; and Pontiac Snowmobile Drivers Association. The individuals included Louise McDiarmid and Isabel Bailey.

The following section deals with the briefs presented and comments.

OTTAWA FIELD NATURALISTS' CLUB

The Ottawa field Naturalists' Club stated that they usually held outings to the Gatineau Park to explore and learn about "Natural History". The group mainly commented on proposed conservation areas. The group's major comments were that:

- . the conservation area shown around Folly Bog on map 11 is much smaller than that on map 10;
- . Chelsea Ravine which is close to the proposed major entrance to the park will be a threat to its birds and plants if large numbers of people are attracted to it. Heavy use would damage the rather thin soil and the steep slopes and the flatter areas immediately above them;
- . Chelsea Ravine is shown as a conservation area on map 10 but omitted on the more detailed map 11;
- . the status of Black Lake as a conservation area is treated ambiguously in the plan. The lake is mentioned as a conservation area on page 35 and roughly mapped as such on map 10, but it is not indicated as a conservation area on map 11 as it should be.

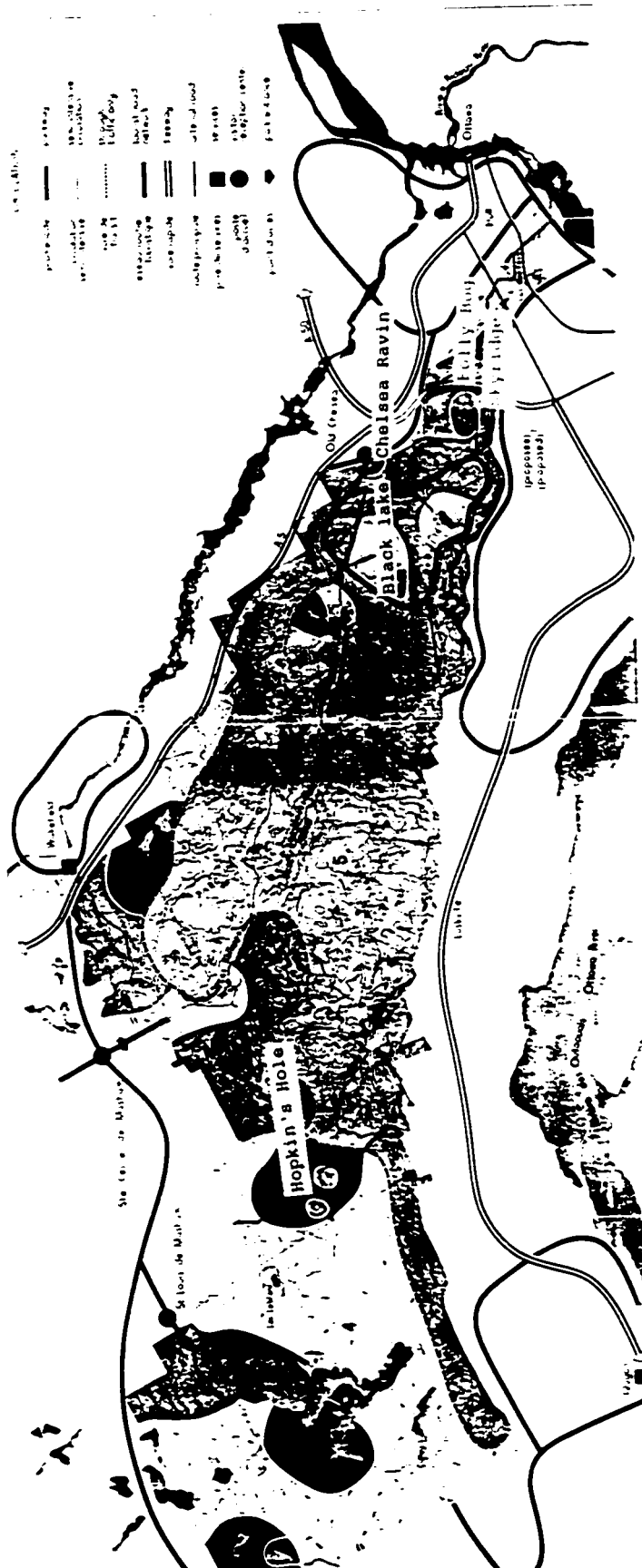
This area they claim is important and popular because of its scenery and diversity of environments. The group therefore expressed worry about overuse and damage around this lake.

- . Hopkin's Hole had been designated as a conservation area but was surrounded by an intensive interpretation area. The concern is that this small floating bog cannot survive any significant level of use, even for interpretation purposes.

The group therefore recommended that:

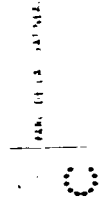
- . there was the need for well defined guidelines on forest management. The conservation areas should be left in a natural state, as far as possible with natural succession being allowed to run its course;

CONCEPT DAMENAMEN
CONCEPTUAL PLAN



- Legend for the conceptual plan:
- Proposed dam
 - Proposed road
 - Proposed bridge
 - Proposed culvert
 - Proposed tunnel
 - Proposed structure
 - Proposed building
 - Proposed parking
 - Proposed utility
 - Proposed fence
 - Proposed wall
 - Proposed gate
 - Proposed lock
 - Proposed sluice
 - Proposed spillway
 - Proposed powerhouse
 - Proposed reservoir
 - Proposed intake
 - Proposed outlet
 - Proposed weir
 - Proposed dam
 - Proposed structure
 - Proposed building
 - Proposed parking
 - Proposed utility
 - Proposed fence
 - Proposed wall
 - Proposed gate
 - Proposed lock
 - Proposed sluice
 - Proposed spillway
 - Proposed powerhouse
 - Proposed reservoir
 - Proposed intake
 - Proposed outlet
 - Proposed weir

- Legend for the damenamen:
- Proposed dam
 - Proposed structure
 - Proposed building
 - Proposed parking
 - Proposed utility
 - Proposed fence
 - Proposed wall
 - Proposed gate
 - Proposed lock
 - Proposed sluice
 - Proposed spillway
 - Proposed powerhouse
 - Proposed reservoir
 - Proposed intake
 - Proposed outlet
 - Proposed weir



- . plant collecting should be added to the list of prohibitions at the park's entrances and enforced;
- . it may be desirable to consider more use of buses, both within and between the park and the city. This would reduce the number of cars and the need for parking space;
- . inventory should also be taken of significant small-scale features like bird nesting areas and individual plant colonies; and
- . there was a need for intended development areas to be examined by qualified people in appropriate seasons prior to the final approval of projects.

COMMENT

The omission of Chelsea Ravine as a conservation area from map 11 was an oversight which the Master Plan rectified.

A portion of the brief read:

"...we are gratified to see that the conceptual plan contains many of the proposals of our 1973 brief and the more extensive 1972 brief of the National and Provincial Parks Association of Canada, Ottawa-Hull chapter, which we support. We are pleased also that detailed information submitted more recently by our members has been useful to you".⁴

This indicates that the N.C.C. took the views of the groups and individuals into

⁴Contained in the brief presented by the Ottawa Field Naturalists' Club.p2

consideration even before it drafted the conceptual plan.

NATIONAL & PROVINCIAL PARKS ASSOCIATION OF CANADA (OTTAWA-HULL
CHAPTER)

This association was instrumental in opposing the "Development Concept" proposed by the N.C.C. and its subsequent demand for public consultation in the future development of the park. It therefore presented a brief to the N.C.C. in 1972 entitled "Gatineau Park- A Proposal for its conservation and Use".

The association recommended that:

- . recreational uses must be restricted to those compatible with the conservation of the lands of Gatineau Park in their present state of wildness in perpetuity;
- . a programme of land acquisition should be implemented as quickly as possible to bring within the park additional lands that should be included;
- . in order to reduce the destruction or interference with local ecosystem, the area immediately around the primary conservation area of Ramsey Lake zone "intensive interpretation" could be zoned as semi-intensive interpretation and secondary conservation;
- . the recreational areas are inadequate since the present park size is marginal for the sustenance of a self-contained wild area, and any legal recognition of the validity of non-conservation utilization of substantial land areas can jeopardize the existence of much of the wildlife in those zoned for primary and secondary conservation;

- . there is the need for more peripheral points of access into the park because it would seem that under the plan, there would be no effective southern access point at all, although the south-eastern portion of the park is zoned for recreational use;
- . the Ring Road be provided with a number of spaced access points in addition to those shown. These access points would be provided with parking lots and foot trails into the interior of the park; and
- . some study is needed on the potential impact of the proposals of the Conceptual Plan on peripheral areas, and also of the potential impact of the proposed service centres and restaurant facilities at the periphery of the park on the parklands themselves.

COMMENT

As mentioned earlier, the Ottawa-Hull chapter of the National and Provincial Parks Association of Canada was formed when it was realized by the public that the N.C.C. has drafted a "Development Concept" for Gatineau park.

Their aim was to oppose the concept on grounds that it would lead to the eventual destruction of the park. However, they later presented a brief to the N.C.C. on the park's conservation and use.

The brief of the group presented at the public hearing was comprehensive and critical. The N.C.C. on the other hand made use of most of their recommendations.

To give a clear indication of this, the bibliography of the 1980 Master Plan includes

the brief they presented to the N.C.C. in 1972 on their views on conservation and use of the park - "Gatineau park-A proposal for its conservation and use".⁵

On the question of access which the Association recommended, the 1980 Master Plan took care of it. In the plan it was stated that:

"Each of the development nodes in the park is linked to the peripheral road for motorized vehicles which consists of autoroutes 5 and 50 (Highway 148) to the east and south respectively, and Highway 336 to the north and west of the park. Access by motor vehicles to points of interest will be reduced to a minimum in order to facilitate management of the park and to control, as needed, the flow of visitors".⁶

The plan goes further to indicate that:

"Motorized traffic will stop at the development nodes, which will be the starting points for a system of pedestrian trails reaching into and linking all the sectors. Secondary peripheral entrance points will provide visitors with access to the system trails and the recreation areas, particularly for pedestrians, cyclists and skiers".⁷

It is obvious that although the 1976 conceptual plan was silent on accessibility to and from the park, statements in the 1980 Master Plan indicate that the N.C.C. took into

⁵NCC, Gatineau Park Master Plan. 1980. p61

⁶Ibid. p28

⁷Loc cit.

consideration the views of the Association. Sight must however not be lost of the fact that the plan in 1976 was just the concept and could not have accommodated all details.

Another point raised by the Association with regard to the impact of the proposals of the Conceptual Plan on the peripheral areas, and on the parkland is also reflected in the 1980 Master Plan.

Under Regional Integration, the plan states that:

"The study of regional integration involves looking at planning proposals outside the park boundaries in order to determine their degree of compatibility and complementarity.

In this respect, the study examined the relationships between road systems within and outside the park, the Regional Community development plan and Quebec's Act to preserve agricultural land on park zoning".⁸

ISABEL BAILEY (PROFESSOR IN BIOLOGY-CARLETON UNIVERSITY)

Isabel Bailey is a professor in Carleton University, however presented her brief as an individual.

The following were her major concern:

- . That it would be against any reasonable park policy to allow snowmobiles to operate within the park boundaries because they have a negative impact on the flora and fauna;
- . that the N.C.C. had undertaken active expropriation for a proposed wildlife

⁸Ibid.p28

park. Due to this,most valuable lands have been taken away from west Hull.

However,a zoo is not needed in an area adjacent to a wilderness,where these very animals which is intended to impound for public viewing should be living wild(and unconfined). It is also very expensive to maintain;

- . that service centres should be as low as possible to make it a little hard for the visitors so that they may appreciate more the wilderness flavour of the park,and also keep down expenditure;

- . that the lake system in the park does not readily lend itself to canoe routes although with a little improvement in the way of portage paths,some canoeing lanes might easily be considered.

COMMENT

This individual was present at the hearing because of the interest she had in the Gatineau Park issue.

Although her comments did not have much influence on the final plan she at least had the opportunity to participate.

In a public hearing of this nature,it is not every view presented that is accepted especially when it does not carry "weight" but at least the individual or group would be satisfied for participating.

In most cases,questions and explanations would let the presenter of an issue know of the loop-holes in the case being put across.

On the question of a wildlife park for instance,the presenter of the brief was a

resident of West Hull, demarcated for that purpose and had to find all possible excuses to condemn it. She commented in her brief that a zoo is not needed in an area adjacent to a wilderness, where these very animals intended to be impounded for public viewing are living wild.

The presenter seemed to ignore the fact that the variety of animals would not be at a particular location in the wilderness for viewing at a particular time.

She lamented that a zoo is very difficult and expensive to maintain and needs skilled environmentalists who have the professional expertise to effect real management.

There is no doubt in the comments the presenter put across that she was only trying to find a way to convince the N.C.C. to halt its intension of expropriating the land at West Hull for the purposes of a zoo.

LOUISE McDIARMID(INDIVIDUAL)

McDiarmid is an individual who presented a brief in the hearing session. She was mainly concerned with the equestrian trails in the park. She alleged that the Conceptual Plan was silent on this issue. However the issue was important because as the number of the park users increases, so would horse riders, and so the need for more equestrian trails.

She was afraid of the fact that if the number of horse riders increased relative to the number of equestrian trails, the ecology would be damaged, since they would create their own trails.

HORSEMEN AND WOMEN GROUP

This group criticised the Conceptual Plan for giving a very low consideration to the development of equestrian trails. This is because they claim by the definition of NCC's ranking, horseback riding is classified as a very low intensity recreational activity compared to such sports as hiking, snowshoeing and cross-country skiing.

The group however argued that horseback riding had become one of the most popular means of recreation in the Ottawa-Hull region and in addition, horseback riding is compatible with the NCC's objective of minimizing all motorized circulation and making all traffic movement inside the park as natural as possible.

The group therefore suggested that:

- . The NCC should consider more equestrian trails in the park; and
- . horsemen and women were willing to assist park officials in planning for equestrian trails in the Gatineau Park.

COMMENT

The view carried by this group was simple and straight forward. There was no doubt that if the number of horse riders increased over and above the equestrian trails, the ecology would be damaged since the riders would create their own trails.

A similar view was expressed by the representative of the Horsemen and Women of Ottawa-Hull region. The Conceptual Plan was partially silent on equestrian trails but the Master Plan took care of it.

In the Lac Philippe sector of the park, demarcated for recreation, equestrian trails

have been proposed for Node and Wakefield.(figure 7)

Officials of NCC therefore viewed these suggestions as important and realised the danger it might pose if equestrian trails are non-existent in the park. However they were limited to the recreational areas.

5.5 GENERAL COMMENTS

5.5.1 PUBLICITY

There is no doubt from the analysis above that there was not an intensive publicity of both the public meetings and hearings. The low turn-out at the public meetings is an indication of this fact.

Gatineau Park is of much interest to the population of Canada at large and the residents of Ottawa and Hull in particular because of its exceptional recreational and interpretive roles to the public. The park's close proximity to a population of about one-half million individuals makes it unique.

It is therefore surprising that the four public meetings attracted a total population of only 114 out of which about 31 were officials of N.C.C. This means that only 83 people from the general public attended-Inadequate publicity.

Groups and individuals who attended had immediate interests to protect and could not afford to miss the meetings and hearings.

Although the Conceptual Plan was either mailed or presented in person to groups and individuals to prepare for the hearings,they were the very groups and individuals

who attended the first four public meetings on the future of the park.

It should be pointed out at this juncture that there was not even a single advertisement in the daily newspapers of either Ottawa or Hull for the process. It would have been expected that an issue of this nature should have been given an intensive publicity in at least the popular print media of Ottawa and Hull.

Lorna McCrea⁹ stated that although the news media were invited (ie. Canadian Broadcasting Corporation , etc.) and had the opportunity to interview some of the NCC officials after the hearings, there was no paid advertisement in the print media before the meetings and hearings. She further hinted that bills were however posted locally in Hull, Aylmer, Pontiac and Ottawa. The news media also made announcements on the meetings and hearings.

The N.C.C. also invited the groups who used the park very often, and associations who had property in the park and were likely to be affected by the implementation of the plan. Is this fair to the entire population of Ottawa and Hull?

5.5.2 LEVEL OF PARTICIPATION

Although the public was given the opportunity to present their views in order to find an alternative to the conceptual plan, the final decision was left to the discretion of

⁹Lorna McCrea was a member of the planning team which prepared the conceptual plan and also organised the meetings and hearings. She was however the only member who could be located by the writer.

N.C.C.

The Conceptual Plan was solely drafted by the N.C.C. and presented to the public for their comments.

The level of public participation is therefore "Placation" with reference to Arnstein's ladder of citizen participation discussed earlier. This is a high degree of tokenism. That is the process where the public is allowed to comment on the decision but the final decision rest in the hands of the power holders.

5.6 SUMMARY

Reacting to public opposition on a "Development Concept" it had prepared, the N.C.C. adopted a consultation process to give the public an opportunity to present an alternative to the 1976 Conceptual Plan for Gatineau park.

The process was conducted in two phases. Phase one comprised four public meetings and these were briefing sessions to present the conceptual plan to the general public for their comments at a later date. The meetings however attracted a very low audience due to inadequate publicity. Even the popular dailies in Ottawa and Hull did not publicise these meetings.

The second phase consisted of two public hearings in Hull and Ottawa respectively. The hearings presented an opportunity for the general public to scrutinize the Conceptual Plan and present their comments and recommendations. Some of the briefs which were presented at the hearings have been analyzed in the chapter to show the major concerns of the public and the reaction of N.C.C.

Although not all recommendations had an impact on the final Master Plan, the public was given the opportunity by N.C.C. to present an alternative to the conceptual plan and they are more likely to be satisfied for being consulted for the 1980 Master Plan.

CHAPTER 6

WEAKNESSES OF THE PARTICIPATION PROCESS

The previous chapter presented the views expressed by the public during the two-phase consultation process and the comments by the author. The chapter ended by summarizing the whole process. This chapter will elaborate on the findings of the study, especially on the weaknesses of the process as adopted by NCC, and its implications. The chapter ends with the conclusion of the thesis.

6.1 FINDINGS OF THE STUDY

6.1.1 THE ABSENCE OF PUBLIC PARTICIPATION IN REPORTS

The first major finding is the absence of "Public Participation" in the various reports reviewed in chapter 4 of this thesis. And since these plans set up the guidelines to be followed by the federal organizations responsible for the development of the capital region, in terms of the concept of public participation, the NCC evolved from a very weak foundation. "Information" was taken for "Participation" by the reports mentioned in chapter 4.

However, Lucas suggested in chapter 2 that reasons for the adoption of public participation is that "affected persons likely to be unrepresented in decision processes are provided an opportunity to present their views; members of the public may provide useful additional information to the decision maker; public confidence in the reviews and decision makers is enhanced since citizens can clearly see every case that all issues have

been fully and carefully considered".¹

It is therefore important to entrench the concept of public participation in reports which would set up the guidelines to be followed by a federal organization responsible for the development of the National Capital Region. The entrenchment will provide a means for scrutinizing decisions of the federal organization by the affected public and a better alternative that will satisfy the objectives of that decision on one hand and the general public on the other taken.

The absence of public participation in the reports therefore failed to give the public who would be affected by decisions of the Federal Organization a chance to participate in its planning process.

6.1.2 THE TARGET GROUP

In planning the process, the NCC was faced with the problem of its target group to consult. The Park stakeholders and user represent the local, regional and the national level clientele. Who was to be consulted and where should the hearings and meetings take place and what would be the cost involved?

Who Participates? is a major problem in public participation programmes. As discussed in chapter 3, the question of who participates in public involvement programmes raises commonly expressed concerns and problems associated with public identification, public motivation and the central issue of public representation. Who

¹A. Lucas, "Legal Foundation for Public Participation in Environmental Decision-Making" In National Resources in a Democratic Society: Public Participation in Decision-Making. 1976. p73

should participate?and more importantly,are those participating representative of the public at large?

Wagar and Folkman²hint that in public participation programmes,we hear more strongly the views of those people who make an effort to be heard rather than a balanced cross-section.

The NCC was faced with this problem of who participates?It therefore chose to consult the local(Ottawa and Hull)users of the Park but had the regional and national users in mind.

However the major weakness which defeated this goal was that the participants were not representative of the local(Ottawa and Hull)users let alone the regional and national. The source of participants was limited to those who one way or the other had their interest at stake should there be the adoption of any development policy for Gatineau Park. Unfortunately,the participants were not representative of the entire population. The NCC invited groups who had earlier expressed concern in the development of the park.

6.1.3 COMMUNICATION

The lack of effective communication affects the quality of input received and reflects the agency's commitment to the consultation process.

Although the N.C.C. contacted interest groups and individuals inviting them to the meetings, the publicity to the general Canadian public was extremely low. There was

²J.A.Wagar & W.Folkman,"Public Participation in Forest Management Decisions".Journal of Forestry 72,7 1974.p405-407.

no advertisement in even the popular daily newspapers of Ottawa and Hull- the Ottawa Citizen,le Droit and the Ottawa Sun. It is therefore not surprising for both phases of the public consultation process to record a relatively low audience who could not have been said to be a cross-section of the public.

Groups and individuals who were present at the public meetings were however given enough time to prepare effectively for the hearings. The subject matter of the consultation was also defined as precisely as possible, and clarified to participants during the four public meetings by officials of N.C.C.

6.1.4 TECHNIQUE

The technique adopted by the N.C.C. for the 1976 consultation is appropriate and suited the issue at stake. Public meetings and hearings as suggested by Boon and Kinnon³ are useful to obtain general public reactions to specific proposals. They are relatively inexpensive and also provide a forum for anyone or group to comment. The hearings which followed dealt specifically with the issue. The public therefore had the opportunity at this stage to register their comments on one hand and their recommendations on the other.

It however becomes more sophisticated when there is a large audience to control at a public meeting or hearing and therefore this requires a chairperson who can have absolute authority over the meeting or hearing.

The chairperson for the Wednesday, October 20, 1976 meeting lacked this quality

³C.Boon & D.Kinnon, Public Participation in Government Decision-Making. 1987. p22

and found it very difficult to control an audience of only 40.

6.1.5 FOLLOW-UP

Boon and Kinnon in their contribution to the literature hinted that "the public should be informed about any developments during and after the consultation process; they should also be informed about the final decision and explanation should be given to why that alternative was chosen because participants have the right to be told about the results and the reasoning behind them; and the results of the follow-up responses evaluated".⁴

Ramos and Roman⁵ further indicated among others that the important factors to be considered in making a public participation approach work is the mechanism of feedback/follow-up to ensure that both successes and mistakes are lessons to be learned.

There was no follow-up in the planning process. "Follow-up" is a very important aspect of public involvement programmes. This is because the feedback response will enable the agency initiating the process to know whether or not the same public who was consulted approves of the final outcome. It is expected that if their views and recommendations had impact on the final plan, they are likely to approve of it and help in its implementation.

On the other hand they may disapprove of it if their participation had little or no

⁴Ibid.p23

⁵E.Ramos & A.A.Roman, "Community Participation Model". In Community Participation in Delivering Urban Services in Asia.1986. pp97-98.

impact on the final plan.

It should be noted that public participation should not be adopted on an issue unless the agency is prepared to consider the advice and recommendations of the participating public.

The N.C.C. failed to conduct a feed-back survey to know whether the public approves or disapproves the 1980 Master Plan for Gatineau Park, to which they contributed through the consultation process in 1976.

6.2 IMPLICATIONS OF FINDINGS

Participants were mainly those who had their interest at stake and do not form a cross-section of the population. The source of participants was limited. Therefore, although those who participated were satisfied for having the opportunity to put their views across, they form only a narrow sample of the population and consequently not a cross-section of the population of Ottawa and Hull. Their views therefore represent that of a small fraction of the population.

The study also endorses the fact that for better results, it is pertinent to involve the public as early as possible in the decision-making process. The Conceptual Plan was drawn mostly out of briefs and suggestions earlier received from the public. The public was again consulted to introduce the technical report which has come out of their suggestions and recommendations on the park. They were given the opportunity yet once again during the public hearings to propose changes to the Conceptual Plan.

Apart from other lessons participants learnt, the exercise had two useful results:

- . Each participant acquired a wider understanding of the potentials of the Gatineau Park, of his role and of the roles of his colleagues in finding a better Master Plan for the Park and above all, of his responsibility to participate with others in order to generate a suitable Plan. A suitable Plan would receive an overwhelming approval of a high percentage of the population of Canada; and

- . There was an increased awareness which was likely to facilitate better communication and understanding.

The process also resulted in the collection and analysis of information needed by

the N.C.C. as a basis for identifying and describing problems. This information provided opportunity for self-learning to both the N.C.C. and participants. Consequently, when the participants discovered any problems in the implementation of the Master Plan, they would be become committed to taking appropriate and timely action.

It can be asserted with some degree of confidence that the consultation process adopted by the N.C.C. for the first time to find a suitable Master Plan for Gatineau Park brought together some members of the general public aimed at solving common practical problems. This led to the sharing of pertinent information by all interested parties. The approach helped to build an effective information system capable of solving future problems.

The N.C.C.'s acceptance of the concept of public participation is a step towards sharing power with the public. In order to share power, however, the participants must first share information. An effective information system offers pertinent up to date and useful information to all interested parties. Participation in the sharing of information depends on the genuine motivation to do so. The information should be sufficient to describe the given situation and should enable the participants to plan actions to deal with the situation.

"Effective public participation takes into consideration the needs and aspirations of the affected public". Once people have been effectively involved in the planning process of a programme or project, they are more likely to be interested in it. Consequently, the central element of public participation is the participation of the general public in decisions which directly affect their living conditions. This means the sharing of power between the agencies and the public.

Many contributors to the literature believe that effective public participation is an effective means for identifying and solving unforeseen problems.

The literature also hinted that the key criteria for effective public participation are: the early involvement of the public in the planning process; the application of relevant techniques to build an informed public to obtain their input; and the integration of some form of evaluation of public participation programmes.

Although the literature described public participation as imperfect and difficult, yet it is worthwhile for the many reasons described in this thesis. However, unless the programmes underlying public participation are properly undertaken, public participation is constrained, as it will not meet all of the general functions that it serves.

It was realized from the thesis that public participation will not necessarily provide a general consensus on an issue, but that is not its sole purpose. It is a means of identifying public preference. It is therefore necessary that it can be efficient and

effective. This requires not only an understanding, but also a commitment to public participation, a commitment to time, money and personnel.

In terms of public participation, NCC evolved from a very weak foundation. All the various reports (discussed in chapter 4) which were used by its predecessors lacked the element of public participation.

Apart from this major defect, the NCC was also faced with some problems. The "target group" to consult was the first. The park is used by people at the Local, Regional as well as the National levels and so at which level was NCC supposed to conduct the consultation process. Since it is extremely expensive to conduct it at the National and Regional levels, it therefore decided to contact the Local users but having in mind the Regional and National users.

However, the analysis of the participation process revealed that there was a very low turn out at both phases of the process-meetings and hearings respectively. Moreover, the source of participants was limited. This is because participants were mainly those who one way or the other had their interest at stake should there be the implementation of a development plan for Gatineau Park and unfortunately they do not reflect a cross-section of the Local Users let alone the Regional and National. The views expressed by participants therefore although useful and appropriate for an alternative to the Conceptual Plan, it does not reflect that of the cross section of the three levels of the Park users.

Another mistake which was made clear by the findings was the lack of feed-back mechanism in the planning process. However this is supposed to be an important part

of the concept since it will enable the agency to assess whether or not the public accepts the final document before its implementation. It is always important to reach the general public after the final document is out for their reaction.

The inconsistencies found can likely be overcome by greater National public involvement direction in a park planning framework that strongly adheres to open planning and that incorporates procedures supporting solid public input analysis and programme evaluation.

The challenge will be to ensure sufficient flexibility to respond to Local, Regional and National demands and under different conditions. However, spelling out the general rules, understanding them, adhering to them and enhancing them as needed, will assist NCC's partnership with the public in ensuring better decision-making concerning Canada's natural heritage. This partnership will not be fully achieved without difficulties and opposition, strengthened by ever increasing fiscal restraints that attack processes that could be perceived as inefficient and ineffective. Public participation is a time-consuming, costly and sometimes controversy-creating activity that challenges the bureaucratic status quo which is entrenched in the supremacy of representative democracy and oriented towards quick and short-term solutions.

It is deduced from the concept of participation which prescribed general criteria for effective public participation outlined earlier and the analysis of NCC's maiden public consultation process in 1976 that it is always important to involve the public in planning a project or programme which will directly affect them. However the NCC's maiden attempt at the process for the 1980 Gatineau Park Master Plan was not

satisfactory.

This statement is justified by the shortfalls and inconsistencies already described in the thesis.

APPENDIX A

**SIGNATORIES OF PARTICIPANTS OF INFORMATION SESSIONS
(OCTOBER 18,19,20,21)**

November 22, 23, 24, 25, 26, 27, 28, 29, 30, 1976

Oct 19/76

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<u>Name</u>	<u>Address</u>	<u>Represent</u>
A.V. St Louis	76 Froment, Hull, Que	yes & fr
Jean Dussan	43 Richer (Pie Stal.) (#2)	fr
Michel Lefond	306 Cite des Jeunes Hull	
Hubert Lefond	57 Paul Lacombe St Hull	no
Judy Lefond	CBO - Ottawa	CBC
Walter Lefond	17 Danks Hull	-
W. Lefond	Old Chelsea	-
Albany Bourget	552 Brunet Gatineau	
J.P. Lefond	Algenquin College Edouard	Recreation
J.S. Lefond	RR1 Montclair Rd Aylmer.	
A.K. Lefond	Old Chelsea P.O.	Person
Madame Beckett	Edgewood Ave, RR#2 Aylmer	Sch
Royan Smith	Skymidge Aylmer	- S
Nellie Marie Perry	Skymidge Aylmer	- S
Maggie McGrearty	OLD CHELSEA, QUE	- S

OCT 20/76

Name

Address

Representing

by Schuff

301 Parkdale Avenue

individual

Elhantha Thakar

1540 Raven Ave.

D.W. Graham & Assoc. Inc.

ster Wynne

321 Duquet, Hull, Que.

Wm W Wilson

1540 Raven Ave

D.W. Graham & Assoc. Inc.

Andy Kelly

Kingsmere

K.P.O.A

John A. ...

Kingsmere

K.P.O.A

J. W. ...

Old Chelsea

individual

Jan Cunningham

14 Higgin Rd

Alan Peter

311 Buel St. S.

David Hobden

1316 Fernwood Dr.

Daphne M. Taylor

33 Bedford Circle

Hugh ...

Arca ... Lane

Kingsmere

Janet LeRoy

179 McGillivray

Algonquin College Study

Rich ...

95 Main St

Tom P. ...

1 Leona Ave

John Hahn

110 Clarendon

Camp Fortune
West Hull residents

Jimmy Walker

Old Chelsea

Algonquin College

Wally Moore

10 Redman ... Lane

Robert Hunter

13 Cheryl Rd.

ORIENTATIONS QUEBEC

John ...

70 ...

John ...

135 ...

individual

J.A. LANGFORD

3703 REVELSTOCK DR.

Mr + Mrs ...

Old Chelsea Ave

Wm ...

Lac Beauport Que.

Frank ...

546 ...

Sgt. Hermé Charlebois

Base Ste Anne - Lac Beauport Rd.
Apt. 911A / 2055 Carling Ave. Ottawa myself / ...

Mr G. Miller

Paul Lafliche
David Gauvrette

65 Stewart
278 Shakespeare *Vanier

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OTTAWA HURTS

425 Indean
425 Ribon
28 Benson St.

ODonoghue
Ottawa
NPPAC

**APPENDIX B
(PHASE 1)**

**QUESTIONS & ANSWERS FOR INFORMATION SESSIONS
(OCTOBER 18,19,20,21)**

NCC GATINEAU PARK PUBLIC INFORMATION MEETINGS

Attendance - Audience of 35-40, of which about 10 were from various departments of NCC (volunteer observers).

Questions -

8:30

1. Jacques Bujold - Hull

Pourquoi couper l'accès au sud-est du lac Pink?

2. Un adepte de l'alpinisme et de la nature.

Est-ce qu'il y a des centres d'interprétation pour sensibiliser les groupes et les gens autre que les écoliers?

Organismes de plein air ont besoin des équipements dans le parc - est-il possible de réserver des chalets, etc.

Est-ce qu'on fait quelque chose pour les chefs de groupe (comme l'on fait avec les professeurs. - professional development days.)

Intéressé aux sites pour l'escalade. (région de Luskville), camping d'hiver pour enseigner aux jeunes - transformation d'accessibilité pose un problème - route périphérique.

3. Mike McConnell, Hull

(Orienteering, assists NCC in lay-out cross-country trails).

Why do we not move the P.M. from Lac Mousseau?

En faveur d'un axe central de conservation, aspect de contrôle bien compris; important qu'on retienne le corridor de transit comme zone semi-intensive entre les aires de récréation à lac Philippe et lac Meach - route de feu au nord-est de Mousseau (marche), sentier Ridge - lac Lusk (ski de randonnée) et corridor des trois lacs (canotage); restriction d'accès dans la région de l'Escarpement route périphérique seulement - alors il faut avoir d'autres liens, non motés (si on veut) mais quelque chose.

4. Jean-Pierre Quiéry

Qu'est-ce qu'on fait pour la préservation du chevreuil et qu'est-ce qu'on va faire?

Les arbres sont trop grands et trop vieux pour l'alimentation d'une grande population de chevreuils.

Pourquoi est-ce qu'on a planté des "Scotch Pines" - Enlevez-les et les jeunes pousses vont venir.

Combien d'orignaux habitent le parc?

5. Un campeur - Hull

Il y a de moins en moins de sites pour le camping; autrefois, on pouvait camper au lac Lapêche et jusqu'à l'année passée au lac Taylor; maintenant il ne reste que le lac Philippe et c'est vraiment surchargé-peu de sites privés sont développés dans la région.

6. ?

Quels projets de récréation sont prévus pour le Triangle de Verdure et la région du lac des Fées?

Pourrait-on accommoder beaucoup de monde, utilisé de la même façon qu'au lac Dow à Ottawa? chaloupes à louer, etc, si on met un barrage à la fin

7. ?

Est-ce qu'il y a des tennis de prévus dans ce secteur (terrain hors de contrôle de la CCN - gouvernement de Québec)

8. M. Fleurant, Hull

On a besoin de sentiers pour piétons - dangereux de suivre les pistes de bicyclette; d'autres sentiers sont pris par les chevaux; intéressé au sentier proposé entre Hull et Maniwaki.

Avec la fermeture de l'entrée au boul. Gamelin, qu'est-ce qu'on fera pour diminuer la congestion des routes secondaires (Cité des Jeunes) surtout en automne lorsque beaucoup de gens se promènent en automobile.

D'accord, mais si Chemin de la Montagne et Chemin de la Mine deviennent des 4 voies, on aurait besoin de traverses est-ouest pour les piétons et autres - nécessaire d'avoir des liens avec sentiers de Hull/Aylmer.

1. Paul Germain - Hull

Commentaires sur l'acquisition des terrains privés dans le parc -
quelles sont les priorités?

avec le gel du développement de la CRO
quel sera le rythme d'acquisition?

2. Jean-Pierre Quiéry

Où est-ce que la CCN va arrêter dans son programme d'acquisition?

Lac des Loups? - plus au nord? ou, une fois pour tout?

3. Un résident du lac Meach

Acquired a few cottages, put in public beaches, but now impossibly congested on busy summer weekends.

Conflict between residents and trespassers on private land (claim it's a public park & won't leave).
Actuellement c'est une situation impossible! (et ça nous ecoeure).

4. Jean Pierre Quiéry

Pourquoi est-ce qu'on dépense des grandes sommes d'argent pour ensemence des lacs avec des truites puis après on ferme les lacs au public! (exemple: trop loin pour porter les canots à lac Lusk).
Pourquoi fermer la partie sud-est du lac Philippe - parce que les pêcheurs allaient trop près du lac Mousseau, le meilleur lac du parc réservé pour le M. et quelques bureaucrates d'Ottawa!

5:30 PAUSE CAFE

5 ?

Où est-ce que ça va être une route à 4 voies (Pink - Pont Champlain)

Est-ce que ces routes sont vraiment touristiques? (accès secondaire)

Quelles routes sont comprises dans l'entente NCC-P.Q. et lesquelles ne le sont pas. (Oui A-5, 148, Montagne, des Jeunes)

Non = 366

6 ?

Demande d'expliquer la liaison St-Raymond - Pink; où est-ce que ça traversera le parc?

5. Une résidente de Hull qui a un chalet dans le parc.

Quelle est la période d'exécution du plan d'aménagement - Vous avez mentionné une échelle de 5 ans pour l'acquisition des terrains.

6. Résident du parc

Si on attend, est-ce que la CCN va exproprier les terrains privés dans le parc-("Est-ce que la Banque du Canada existe encore" commentait-on).

7. ?

Clarification d'échange du terrain entre la CCN et la Province - Quels terrains au nord-ouest ont été échangés pour ceux du sud-est?

8. Un membre de la CRO

Qu'est-ce qui se passe avec le parc faunique - Ce sont la SAO et la CCN qui sont impliqués n'est-ce-pas?

Clarification - différence entre le vert pâle et foncé - aires de conservation - quelles activités de plein air sont permises dans la zone de conservation principale?

plan écologique - est-ce que vous avez étudié les implications sociologiques - Comment est-ce qu'on peut avoir la coopération avec un organisme comme la CCN (club d'escalade)

10h30 - fin

PUBLIC HEARINGS

Attendance: approximately 25 (6-8 were NCC staff)

1. Maggie McGroarty - newly arrived
Kingsmere resident

What are our programme deadlines; over what time frame will we proceed through steps of municipal/provincial approval?

What time frame is involved in preparation of Master Plan; will arrangements be made as with Ride Centre, to have ordinary citizens on planning team? - direct input special interest groups - Will this be a closed planning process?

What does the statement "Continue its programme of acquisition" mean? How are the private land holdings in the Park damaging to its ecology or its planned development?

Do you have documentation to support the contention that it will be ecologically damaging if lands are developed; or is this just an abstract principle, an ideal, that all lands be placed in public domain?

Again, question time frame; you mentioned 5 years for undeveloped land acquisition; what time period for second phase (developed land) and what tools will you use (appropriate?).

2. Mike Reaford
Mountain Road, Aylmer

Worried about eastern Escarpment Conservation Zone; will limiting access from the southern side increase the pressure in the vicinity of Mountain Road - people parking all along base of Escarpment there where it isn't so high a barrier and climbing up to gain access into Park.

Didn't answer question -

Will more people seeking access the outside put greater pressure this southern Escarpment zone; Mountain Road from Gamelin to North will be especially crowded, will not?

3. Mrs. Hart, President of
Kingsmere Property Owners' ASSoc.

If access too limited (S.Parkway change peripheral route), will not this concentrate access and use in one or existing areas.

*Why not develop small parking lots, 4-5 cars (especially possible in Parkway sector) this would distribute access over wider area.

Commend plan for its conservation intentions; generally a good compromise between conservation/recreation; personal concern (as resident) with Kingsmere Lake, proposed for intense recreation area; as I understand it this will mean swimming areas, picnic grounds, etc.

(seemed satisfied with reply that studies indicate not sufficient water turnover for swimming - not be considered - and that this was a maximum proposed intensity, e.g. King Estate, and not indicative that entire zone would be developed to that extent)

4. Brian Smith -
Skyridge, Aylmer

Concerned that plan does not include human beings (read permanent residents of Park) and excludes them in the longterm; feels that people living in Park are for most part conscious of its ecology and aware of privileged position in living there; comply with regulations; - sees certain cruelty in planners statements - people have invested money in houses; with public knowledge of our plans to acquire, land price is being devalued, due to this continual threat of imminent acquisition. Hard on people if forced to move - (Could have been satisfied to learn we are prepared to pay market value; i.e. that for equivalent price of land found outside Park; but our explanation was not too clear).

In long term, can see why public use necessitates acquisition of vacant land to avoid new developments, but can't understand rationale for elimination of all Park residents, especially long-established ones - What damage will they do? (Example - Lac Philippe beaches - André Bonin)

A while back, there was pressure from Hull to have lower part of Park turned over for housing - (our approach against this, since not a municipal park - but can plan for greater use as green space by residents of immediately surrounding area)

COFFEE BREAK

L. McCrea followed through on discussion/questions with Meaford and friend Beckett re Mountain Road access - as a result:

5. Jim Beckett, Skyridge

Extraordinary traffic develops on Mountain Road in early spring, when people are out for scenic drives but before Parkway open - once Parkway available, drops right off.

If close lower Parkway, this will probably greatly increase traffic on Mountain Road. (excellent point; must be considered).

Since opening of Highway 50 connecting seems a long way down the Pike - in short term could we not achieve some of our ends by leaving Parkway open but restricting parking around Pink Lake.

*If not, recommend we do detailed study to see how the changing use of the Parkway (motorized to semi-intensive) will affect Mountain Road

Also concerned that want to change of Pink Lake sector (conservation area), but, plan to increase e.g. cross-country skiing in this vicinity

e.g. if look at Map 4, green area for skiing very greatly used now; do we foresee expanding semi-intensive use zone (rust area, Map 10) - so that use of this becomes equally intensive; if so this implies a much greater use of the Park than is now occurring.

(NO - JUST OUR PRESENT PROBLEM - too much demand for this in too concentrated an area - hope to disperse use - novices nearer city, more adventurous - Lac Philippe in assoc. with winter camping, etc.)

- further question - acquisition of undeveloped land versus places like Skyridge - what market value will we use - the one obtaining now that we have a freeze on all construction

6. Diane Pettit?

Skyridge - would like to have us clarify EAST -WEST links we plan to develop (A-5 St-Raymond-Pink, St-Laurent Laramée.)

7. Maggie McGroarty (again)

Normally, citizens these days are left to beg developers for a piece of land to be used for park and green space; here, we have it almost to excess. - For whom are we planning the park? region? tourists? locals? why?
(André - best answer of evening, so far)

8. ?

- Interested in changes of wildlife with increasing use by public
(Howard Morris)
What are regulations re all-terrain motorized vehicles; enforcement?
Have we considered mounted patrols
Are there equestrian trails?

9. Brian Smith - Skyridge

Question re cause for algal blooms Pink Lake? Did it have anything to do with removing beaver dams?

10. Dave Midgley - Camp Fortune
Ski Club

- Possible to turn Pink Lake over artificially is it not? (cost, destruction unique system).

11. ?

Will reopening of Forsyth Mine have any effect on Pink Lake (no, downstream)

Why was this allowed to happen in Park? (long standing claim, etc,

12. Maggie (again)

What is future of Camp Fortune ski Club? (no definite comment)

13. Daughter - Meach Lake resident

Are people using public beaches at Meach Lake affecting water quality will it not deteriorate as use grows

END

10:30 - 15 people remained to end.

INFORMATION MEETINGS - NRC AUDITORIUM

Attendance - about 40 (10 or so of these were NCC)

N.B. Extremely difficult to note and answer questions - constant interruption of one questioner by another, not recognized by chair - also, those recognized often asked three or four interesting questions, of which we only answered the latter one or two, before a second questioner file a new "supplementary" question.

Problem - no microphone for questioner - no control.

Solution - use microphone or observe much tighter regulations in question and answer period (must be recognized from floor, no interruptions, only two questions allowed and move onto those who haven't had their chance).

e.g. Mr. Ryan had his hand up for about half an hour of questioning before he was called upon.

e.g. Another questioner was interrupted by comments from one or two who dominated sessions, before and while our panel was addressing itself to the initial question; they were on quite different issues.

- People were not asked to identify themselves this time (in French only) so most of them didn't.

1. 3-piece suit, cigarello!

Why the move from using continuous link inside Park to using the roads outside, especially in view of financial recession, cut in provincial government budgets.

did not answer question; how can we get access to northwest section of t park - the boundary seems quite removed from the circular tourist rc

2. ?

Are there any plans to close Kingsme Road from Old Chelsea to Parkway? (not shown as an access to Parkway in Map 10); it is nearly impassable at times now, would it be widened; this is an easier access via Notch Road, if we aren't providing a direct ramp onto Parkway from Notch.

3. D. Muscaley - Kingsmere

Explain rationale for eliminating motorized access to recreation area of major interest (Green Wedge Concept) - could see if this was a conservation area we were cutting through.

4. 3-piece suit, cigarello

Am I right in concluding that we are only changing the use of the Southern Parkway because of the need for a few overpasses?

5. Shilly Shally fellow

We already have a bike path going up alongside Parkway. How will the Parkway interfere with semi-intensive use of sector. (Blue Ridge Parkway, va. USA, for example)

6. Daphne Taylor

Since the A-5 has been completed past Old Chelsea, I always use Old Chelsea entrance now - easier, faster

question: does semi-intensive designation on Southwest side of Meach Lake mean third beach is out, to be replaced by one on other side?

7. Same as 2

Glad to see Mr. Edey, special thanks for all his work in Park over years.

Question: changes in Green Wedge, will not Kingsmere, old Chelsea receive all the traffic headaches?

Rumors re licenses for mining.

8. David Hobday

Will we not tend to concentrate automobile traffic in a very limited area by not having any access from south-west?

should, if going to close Gamelin entrance, replace with another that is just as good;

presently car visitors remain in cars most of time.

Most of them have mobility of one mile or so; now, if see something along Parkway, not allowed to stop and get out for a look.

-Interpretation - also tend to concentrate in a few areas; why not let people explore anywhere, on own.

-There will be a cost: misuse of the Parkway area by people who rip-off plants (have observed this, Penguin Field, but also feel more could be done in way of enforcement).

9. Dark suit, at back

Seem to be altering north-south route and favouring east-west roads; tied in with NCC plans for massive development of Aylmer area.

INFORMATION MEETINGS - NRC AUDITORIUM

Attendance 14 (3 of whom were NCC)

Maximum total for all 4 sessions 120 (of whom 30 were NCC)
only 80-90 of general public.

Complaints registered by three or four - poorly advertised. Dr. Brodo - even those looking for publicity on mtgs. missed hearing of them.

1. P. Laflèche
 - Zone de tampon - définition? pourquoi menacer destruction du milieu naturel?
 - Moyen de controle nécessaire aux sites de récréation - est-ce que ça implique des routes?
2. Janet Ainright
 - Lac Philippe "cluster" - does this mean increase or decrease of camping facilities?
3. Madeleine Florent
(Ontario Equestrian Trails)
 - Can anyone submit briefs - when? where?
4. Daniel Bourbeau
(ski de randonnée, Hull)
 - Fermeture de la promenade - répondre aux besoins des gens sans voiture - est-ce qu'on a fait une enquête pour déterminer la demande - est-ce que ça augmente?
 - ski de randonnée - compatible? coopération: animation du secteur Triangle de Verdure.
5. Madeleine Florent
 - Every other sport seems to be mentioned; but no provision in recreation plans for equestrian trails? past briefs to NCC (snowmobile trail in summer, old municipal road; could be used)
6. ?
 - Do we intend to increase surface area of Park? What is effect of roads on wildlife corridors?
7. ?
 - Que signifie Réserve de Chasse?
8. ?
 - Expliquer la nature des corridors fauniques et fluviaux.
 - what is land area of park; combien de personnes sont employées pour le maintien?
 - Where do wardens come from? training?

Luskville - site for escalade, ça
touche la zone 5, Conservation Centrale

Will NCC permit this use or relocate
to other suited areas?

What happens after hearings?

Who has power to approve the plan?

Elaborer ce qu'on veut faire dans
les aires d'interprétation, centres
d'information?

Expliquer l'impact de l'homme (erosion,
etc)

Dr. J. Brodo (Coffee break) - questions re interpretation zones - need a re-
definition "intensive"/etc; "interpretation with special management" primary
conservation zones; access for educational purposes?

(Missing some questions)

10.

11. Coffee Break sometime in here

12.

Short trails needed in Parkway area;
Are we planning to eliminate
recreation facilities along Eardley-
Masham Road area (Church Hill, etc.?).

13. New questioner (at last)
(not one of dominant three)

- What time frame are we looking at?
How many people are now using the
Park and what is the saturation level?
(2.3 million/yr - car access alone).
(Am I right then in assuming 5 millions
by 2000) What cost factors?

14.

Is maintaining a wilderness not a
forlorn hope so near a city?

Could we not provide more trail
developments outside (Greenbelt,
elsewhere) as well as in other areas
proposed in Concept?

15.

Are there potential sites for such use
(trails, swimming) along Gatineau
River (connecting links with urban
green space)

16. Three piece suit (again)

Interested in zone 5 (Central Sector)
Do we intend to rid lac Mousseau of
its political influences?

Earlier question

Why name change from Harrington?

(Edey; 1950 before PM, study showed
no natural beaches at Mousseau, went
ahead with clearing of 38-40 private
cottages for beaches at lac Philippe.

17. Dark suit at back
(left after this)

Again regarding three East-West roads,
would like to register his comment
that we, the NCC, immediately drop
plans to build new routes in southern
Park?

18.

Meach lake, return to original
spelling (Meech).

What will we interpret at head of
Meach Brook - Nature buffs?

;

9. Will any new tracts of land be acquired by NCC outside present boundary (Twin Mountain area).
10. Any new downhill ski developments e.g. Meach Lake escarpment?
- Increasing the network of cross-country trails, will this include new links between C. Fortune/lac Philippe?
11. Shilly Snally fellow
- Construction of more trail lodges recommended.
- Scandinavian model; network of trails with lodges every 5 miles.
- Illuminated trails? (more in city)
- Interested in parking lots at higher elevations. (C. Fortune valley proposal)
2. NPPAC guy
- Status and character of Meach Creek Valley Zoo.
3. Mr. Ryan
- Have we looked at a canoe route through chain of three lakes? (guided)
- Have we looked at a parking lot cross-country skiers near Wakefield and links to Lapêche. (ticketed now)
4. Could this be done soon?
5. Is camping overnight allowed along trails?
- Edgy - proper stop-over sites. e.g. use: Taylor/Kidder/Ramsay/Leblanc Lapêche.

**APPENDIX C
(PHASE 2)**

PUBLIC HEARINGS (HULL)

COMMENTS AND QUESTIONS FROM NCC OFFICIALS ON BRIEFS PRESENTED

COMMENTS AND N.C.C. QUESTIONS
PUBLIC HEARING ON GATINEAU PARK

MONDAY, NOVEMBER 22, 1976

POLYVALENTE MONT BLEU

Briefs.

1. Bob Johannson
recreology, part-time teacher of wilderness, skills in the
extension dept., Algonquin College
re: trail policy (text submitted)

Our questions:

André Bonin
mentioned three types of trails or grades (10, 20, 30), but
not what they should be designed for (horseback riding?
cycling?) do you think it should be possible to have mixing
of these various types of usage?

response:
thinking in terms of unsurfaced foot trails suitable for
backpacking, snowshoeing, cross-country skiing; stressed need
that markers, loop design and connecting links required so
user would know nature of trail at outset and could tailor
outing to his abilities; considers that interpretation could
use same trail system, especially primary trails; recommends
in brief that trails give access to all scenic spots,
interesting features; all three types in all five sectors,
with connections from one to other.

André Bonin
foresee a problem if trails connect a primary conservation
zone with one of intensive recreation?

response:
interest in backpacking growing; feels that people will go
throughout the park very soon anyway, and explore on their
own, particularly the primary conservation areas; hence we
should implement controls now; if a good trail system is
offered, user will (he believes) show respect for other users
and keep it litter-free, comply with firewood regulations,
etc.

R.E.Edey
questioned reference to Piste Gatineau (trail to extend from
Maniwaki to Hull; expected to cross Gatineau River near
Cascades)

1. continued...

response:

would like to see Park portion of trail and/or links with Piste and Gatineau Park system.

Gilles Pelletier

clarify distinction between 1^o, 2^o, 3^o, trails; with respect to conservation zone particularly: should we not offer a challenge, make this zone hard to get into, i.e. only 3^o trails?

response:

wants all three types 1^o, 2^o, 3^o, in all 5 sectors

2. Mrs. Patricia Bailey

private citizen, resident of Skyridge also sells real estate - special interest (text submitted)

Gilles Pelletier

played down emphasis on long term acquisition of all private holdings; promised special detailed policy for places like Skyridge where residences costly (2½ - \$3 million) and land to be gained would be minimal (few acres)

response:

reassured, but wished to make sure residents not caught, unable to sell because of threat of eventual expropriation; knows funds may be more limited for acquisition of these types of holdings and wants to give Skyridge landowners a possible "out".

3. Mr. C. Marsden

Skyridge resident
(excellent brief) Why acquire? when?

added particular points: at Pink Lake, as 2 million visitors grow to 4 million, will we need network of trails, toilets, septic tanks and garbage collectors to keep up? (owners more environmentally aware than most users); wants cost/benefit assessment of acquisition

4. Mr. Duffy

private citizen, 8-year resident of Notch Road - (spontaneous brief but will submit text forthwith)

Summary of comments

Gatineau Park is one of country's most intensively - used natural parks and, to credit of NCC, management not too obvious (not overly controlled by wardens, RCMP, that is)

however, perhaps it is not the most effectively planned; Conceptual Plan implies by omission that there is no place for the private citizen in Gatineau Park; serious flaw in concept - are we following National Parks' policy of wholesale removal, buildings razed to ground, etc.?

4. continued...

feels there can be a place; mentions role as volunteer support for wardens (advises Supt. of illegal cutting/hunting) maintenance (picks up litter) -

second point: commended NCC for hearings and wishes us to continue forum for citizen input; continue policy of publicly explaining new management policies and procedures that directly affect public use

Examples of Questions

- (a) as a forester, wonders about use of red pine plantations: produces a boring monoculture and is not suitable for deer, other wildlife.
- (b) found access to Lac Philippe south suddenly restricted to campers only: problem - NO DIRECT LINE TO NCC DECISION-MAKERS

André Bonin

should we be allowing additional owners to take up occupation in Park, or merely maintain status quo?

response:

feels we should debate the principle of man and homes in Park - value of private residences, consider when setting acquisition policy; opposed to a blanket buy-up

5. Mme Miguet

Hull Ouest resident (Meach Creek Valley)
(series of Questions, not a formal brief)

- tunnels beneath A-5 for access to Park?
- open dumps west of Lac Philippe, Carman Lake
- cooperation with Hull Ouest to improve Mine Rd
- status of Park Faunique in view of P.Q. election
- warm-up chalets in north eastern part of Park
- why close winter access from Wakefield, Ste Cécile
- can we expropriate private lands if known poachers?
- P.M. Residence; no place for a man that has to be so well protected

final comment: agreement with Marsden that we should encourage residences on periphery to remain - volunteer wardens.

6. Allison Bowie

Regional Municipality of Ottawa-Carleton
(questions only)

- ashamed of turn-out; how were the hearings advertised?
how many came to information meetings?
- how will we proceed with the Master plan; what form will
future citizen input take

7. S. Pierre
North Onslow farmer, inside tourist loop - will we extend
park here and expropriate

R.E. Edey
former Andy Farrell property? (yes)
(will take up in detail with him)

END - (10:00 p.m.)

total of four briefs, three questioners

8. comment on leaving by Diane Pethick
(Marsden associate) - will we be sure to notify these interested
people before next public input phase; Master Plan?

November 24, 1976

**APPENDIX D
(PHASE 2)**

PUBLIC HEARINGS (OTTAWA)

COMMENTS AND QUESTIONS FROM NCC OFFICIALS ON BRIEFS PRESENTED

WEDNESDAY, NOVEMBER 24, 1976

PUBLIC HEARING

POLYVALENTE DE LA SALLE OTTAWA

Briefs

1. Madeleine Florent
horse trails policy (text submitted)

Questions:

André Bonin

how much construction of facilities does this imply - for example, would we need stables, or just good day-use trails.

response:

basically, we just require a parking lot and use of existing trails, with some up grading in particular problem areas, could install water troughs, etc., but can make do with ponds (ed note - pollution, erosion at edge); depends on numbers of people we are attracting; naturally, if overnight facilities are desired, much greater investment required.

André Bonin

how many of the 15,000 you mention come from adjoining stables, and how many (how far) come with trailers?

response:

could expect people to come in from Cornwall, Kingston on occasion.

André Bonin

question your statement that horse riders don't mind other kindred users - who might these be - walkers?

response:

riders don't mind walkers but they sometimes mind us; bicycles not compatible; nor are snowmobiles

André Bonin

would you foresee winter use of riding trails? what other users compatible.

response:

yes. Equestrian Park (Corkstown Road) has shown that it's feasible to have winter trails; no problem from skiers, snowshoelists, but they, again, sometimes mind us.

Gilles Pelletier

are there not problems with mixing usage; earlier in hearings, people have mentioned that cyclists/pedestrians don't mix; nor do horses on walking trails; do you feel the number of trail riders justifies a separate trail system for them?

1. continued...

response:

cross-country riding a very popular sport, and number of places where it can be practised (particularly on Quebec side) is very limited; one of the possible means of safeguarding environment, controlling trail etiquette etc. would be to develop a simple licensing system for those riding in the Park*

Gilles Pelletier

could you give us an estimate of the number of horses in immediate vicinity of Park (15,000 is within 50 miles)

response:

a few thousand

Gilles Pelletier

what is the attraction of Gatineau Park over, say, the Greenbelt, National Capital Equestrian Park?

response:

scenery:hilly and varied terrain;opportunity of seeing other wildlife; length of trails?
(note: a horse can easily cover 2 miles in 20 minutes)

R.E. Edey

are we looking at 5,10 or 20 mile trails; what length would be required to make our trails attractive enough that someone would trailer a horse up from Cornwall, for example?

response:

about 15-20 miles return (30-40 in all) would be a good day's outing.

R.E. Edey

do you think most use would take the form of a daily excursion or, say, a 3 hour ride in, lunch and return

response:

a 2-3 hour ride is satisfactory for local riders; those coming from a distance would want a 5 hour ride.

André Bonin

a lot of people have pointed out the potential damage by horses to vegetation, soil erosion, fauna

response:

can't really see this; if riders stick to the trail, should be minimal

2. Mrs. McDiarmid

Gatineau Park - hike as a family; (text of brief submitted)-problems with horseback riders and wants a clear policy statement.

2. continued...

André Bonin

are hiking and riding compatible on same trails

response:

not in her opinion; hikes with a small child and has had to scramble to get out of the way of riders galloping down Ridge Road (a narrow trail in spots with lots of sharp turns and sudden rises); there is the added nuisance of horse manure; therefore, would like to see them separated.

André Bonin

you bring out ecological problems and your desire to see horse trails existing (map 4) relocated to less sensitive areas?

response:

yes; fear erosion, soil compaction particularly on steep part of Larriault Trail (King Estate parking lot to Mountain Road); also, second trail seems to pass through small conservation pocket, - not sure what this is (geological, historical, ecological feature?) but could be detrimental (Folly Bog; riders take road through Proulx Pit)

R.E. Edey

other briefs have mentioned private ownership problem in Park; the horses you encountered near Pink Lake arise from such a case - horses belong to owner of private property in this sector of the Park

3. Dr. Reddoch

brief presented on behalf of the Ottawa Field - Naturalist Club (a resumé of text submitted)

-emphasized that level of usage in specific conservation areas (Chelsea Ravine, Folly Bog, Black Lake, Hopkins Hole, etc) seems too ambiguous in Concept, these sensitive areas are too small, and in graphics, seems to vary.

-Folly Bog: should avoid pedestrian activity here

-Chelsea Ravine: potential problems of soil erosion if major scenic attraction at main entrance

-Black Lake: annual fishing derby known to have destroyed rare orchid site, floating bog

-Hopkin's Hole: should not even be used for interpretation

Policies

forest management - natural succession should be left to run its course in areas zoned for conservation; avoid professional forestry practices (plantations, etc)

plant collecting: regulations not posted or enforced; even some wardens don't seem to know not allowed to collect trilliums, etc (ed note: true)

3. continued...

buses: Camp Fortune system should be extended to allow fall hikers, etc. make park accessible to those without cars and cut down on automobile use; also can drop off and pick up elsewhere.

ecologically continuous areas eventually extend boundaries and acquire these.

protective legislation - place preservation of natural parkland on firmer foundation than current goodwill of NCC management.

inventory of sensitive sites: ongoing assistance offered

André Bonin

question regarding forestry techniques in conservation areas; what about special timber cutting to favour deer habitat; acceptable?

response:

yes; in any park, must decide if we want to arrest succession and keep vegetation/habitat/animal populations at present stage; or allow to continue to a climax community which may have less diversity; (deer tend to leave, etc) this type of management O.K., what he doesn't accept is planting of Scotch pine as a windbreak or to hasten reforestation; cutting of over-mature forest rather than letting it just decline naturally and rejuvenate itself.

Gilles Pelletier

only additional comment: that we will find continued collaboration with your group on these special topics most useful.

R.E. Edey

doesn't seem to have commented on closing of the Parkway; if closed as proposed, how would you people get to places like Folly Bog?

response:

believe there will be a spur down to Pink Lake

R.E. Edey

you have asked for a small parking area for Folly Bog previously: what about those who can't walk that far?

response:

could come over from Mountain Road

4. Mr. Casselman

president, Pontiac Snowmobile Driver's Association (text of brief submitted) commented that since establishment of association in December 1975, now represent 950 members from 7 clubs, patrol and supervise use of 322 miles of trails, \$1 Million liability insurance.

special points

- if snowmobile trail adjacent to roadway and trail conditions have deteriorated, riders will tend to use road if snowy a dangerous proposition
- suggest separate trails for snowshoeing, skiing
- points out problem of private owners; NCC land, hydro rights-of-way more of a sure thing

André Bonin

do people stay on the trails

response:

before, this was a problem; now to get government support, people have to remain on the right-of-way (officially 12'-22' wide) in practice, if trail in deep snow, almost like a bobsled run and can't in fact get out of hollow easily - in these cases, trail only 40" wide. works as long as trail is well maintained.

Gilles Pelletier

you say you patrol your trail system; is there any penalty for leaving trails and has any member been warned?

response:

liable to a fine; no one in his club has been fined so far; only 11 cases taken to court in province

André Bonin:

we've been told snowmobiles are noisy; are they getting quieter in last few years

response:

yes, much lower decibels in last 4-5 years.

André Bonin

you mentioned that private owners near Park are having problems with trail?

response:

can't obtain right of way from a few owners - won't have anything to do with snowmobile club

Gilles Pelletier

when the club establishes a trail, does it have to be renegotiated year by year; if a land owner changes his mind, will you have to reroute whole trail?

4. continued...

response:

yes; must be re-signed every year

Gilles Pelletier

if few problem-owners were reconciled, what chance that others would object another year - how firmly in favour of snowmobiling are others along right-of-way

response:

about 6 are not cooperating and Escarpment prevents us from circumventing them - this is why we would like continued permission to turn trail into Park here.

R.E. Edey

do you have copies of specific legislation referred to

response:

yes; can obtain additional ones from Quebec Ministry of Transport

R.E. Edey

does the form signed by the private owner (or NCC guarantee that the club will pay damages

response:

yes

André Bonin

is the liability insurance valid only for those on trails, or would it apply to those wandering off

response:

not just on 12' right-of-way, but applies to whole lot and concession number

R.E. Edey

you exert some control by charging a membership fee; if I am not a member of club, can I use your trail

response:

No (*ed note - problem:unfair to non-members/visitors considering it crosses public park?)

André Bonin

how well enforced is this

response:

trails are well-patrolled; have to enforce

5. Mr. Campbell

skier and hiker (text of brief submitted)

-would like to see better access both summer (small parking lots near trails to Hay Lake) and winter (perhaps open up Meach to Philippe fire road)

-will not development of service centres on periphery concentrate numbers of people gaining access at that point - thought we wanted to disperse trail use

-use of mass transit (train at Wakefield, bus at Chelsea) - would not be suitable unless had park bus to shuttle people in to dispersed points.

Andre Bonin

might we not have problems for conservation if people are dispersed everywhere? e.g. fauna near Lac Mousseau; no road; parking 4-5 miles away

response:

doesn't consider that hiking, skiing have too intensive an impact; besides, if concentrate use from peripheral service centers in, more damaging than distributing them from small parking lots dispersed within Park

Gilles Pelletier - (comment)

it is a problem if want to be dropped off and picked up at other end of Park - someone has to be the driver, to go and just wait

R.E. Edey

regarding your request that Eardley Masham Road have some winter parking - few cars could use parking lot at field school there (Ramsay Lake)

6. I. Brodo

representing National and Provincial Parks Association (text of brief submitted)

highlighted certain points: intensive recreation in Green Wedge suits needs of neighbouring urban growth areas; restriction of Parkway system approved as there are lots of other scenic parkways on both sides of river;

would like to see more peripheral access points around circling loop, with small parking lots to disperse low intensity use.

André Bonin

is municipal zoning not sufficient to protect ecological extensions outside Park ;

response:

no - even Quebec Game Reserve law is not considered firm enough; municipal zoning even shakier; need protective park legislation to safeguard long-term preservation

6. continued...

André Bonin

will not creating many access points along ring road
introduce problems of control, especially adjacent to
conservation areas?

response:

not if small lots for only 6-7 cars; now people find and use
privately known spots; if place these on map, would disperse
use sufficiently to avoid problem (he believes)

Gilles Pelletier

this seems to be a common thread running through hearings,
planning team looked at this, but not felt proper to
locate these in the general concept

response:

yes, believes we want to allow people access to the Park,
but not with their cars; if this is principle, can't see
any conflict with having small lots.

Gilles Pelletier

foresee one problem here, will we not have pressure to
enlarge parking lots; if keep small and family drives all
the way out, only to find lot after lot is full, not really
fair (happens in recreation land north of Toronto, for
example)

response:

can't see this being a problem, at least for many years.

André Bonin

you say that you regret that the NCC lacks long term plans
to phase out intensive recreation (eg downhill skiing) and
things like garbage dumps; do you believe these create major
problems that damage the Park?

response:

yes, in terms of sewage facilities (pollution from Camp
Fortune use), taking of water for snow-making (impact on
flora/fauna, Lac Fortune) realizes it would be hard to
remove Camp Fortune (and there are many downhill skiers in
NPPAC!) but anywhere we have this mass of people, inevitably
will have problems

André Bonin

can't we best control this use if we restrict it to one small
area

response:

perhaps, but our goal should be to obtain not maximum control,
but minimum impact

6. continued...

Comment from Floor

if NCC were starting over, with new park, we would probably not put in a mechanized downhill facility; if so, then over the long term, should we not consider phasing it out?

Gilles Pelletier

other briefs have contended that private owners (and groups like Camp Fortune too) should have the right to continue to inhabit and build a life for themselves in the Park; are existing residences incompatible?

response:

NPPAC considered private residential pockets as non-conforming parts of the Park. Vorlage should be actively excluded, Camp Fortune is a different case,, since for NPPAC, it is a non-conformig use located in the centre of the Park; believe that as much and as quickly as possible, all park territory should be publicly owned

André Bonin

other specific comments brought up in your report we would like to address to the NPPAC in later discussions

Gilles Pelletier

NCC will summarize and evaluate briefs and submit a report in the New Year; will be in touch then

R.E. Edey

how far will people walk on a trail (ordinary Joe)

response:

I would say, about 2 hours; with children, much less; difficult to state

R.E. Edey

if the Eardley Masham Road were closed, as you recommend, would you walk in to Hopkin's Hole, say, from Church Hill?

response:

certainly not walking, though trail skiing one might; yes, closing of Eardley Masham road is a touchy point, what worries us is that it may soon be paved; this would be disastrous for the flow of animals across it.

Gilles Pelletier

why will paving cause such problems?

response:

increased speed of cars, wider physical barrier (ditches, margins, etc) hot pavement, more salt etc in winter

6. continued...

Gilles Pelletier

could this be compensated through construction of underpasses?

response:

considered this possibility, but thought impractical in terms of effective wildlife movement.

7. Michael Burke

mayor of Pontiac (no brief)

a few comments

-is the Park for people or do we leave it alone?

-feel plan tries to compromise recreation, protection

-paving of Eardley - Masham road would not be disastrous

(North Bay - Temagami road O.K. since paved in terms of

passage across); could have small parking lots and let

people walk from there

-no development except at Luskville on south side discriminates

against Pontiac residents, perhaps circling route will

correct.

-as far as development of outside recreation sites, recommend we look hard at Camp Pontiac as an alternative

-plug for skidoo trails, better educated and less noisy; should have link between trails south and north of Park (Quyon Road, etc.)

END

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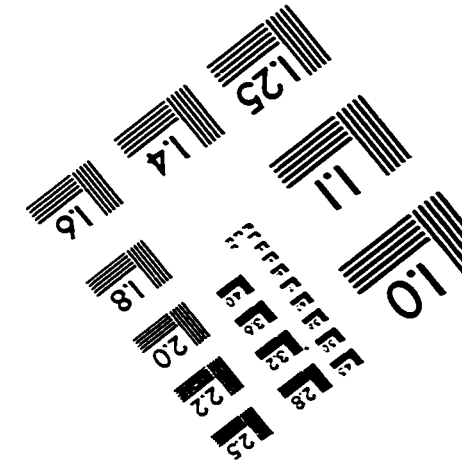
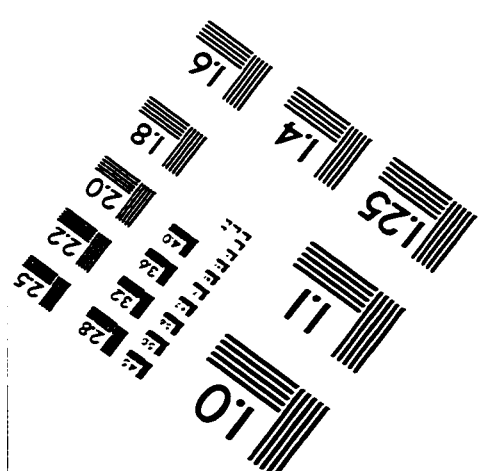
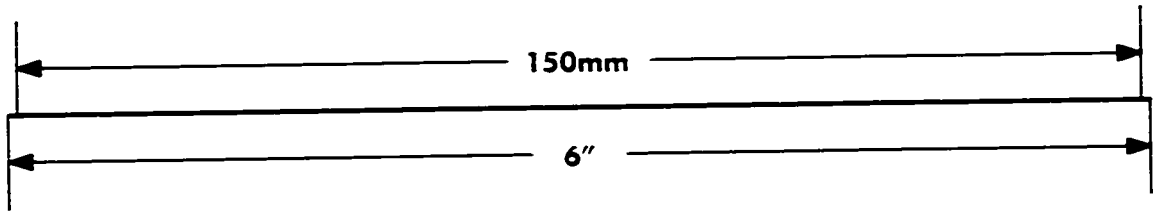
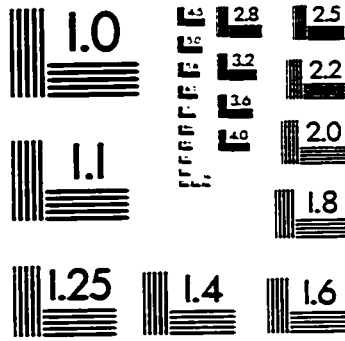
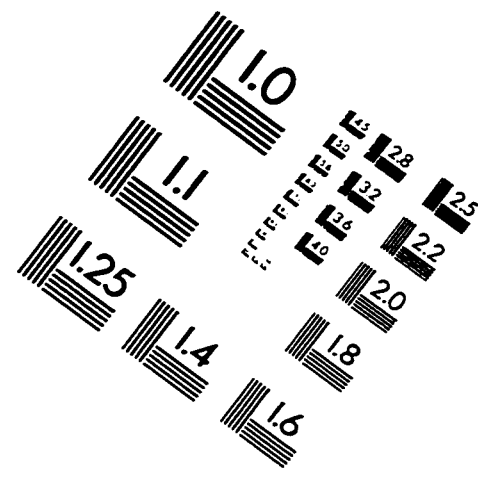
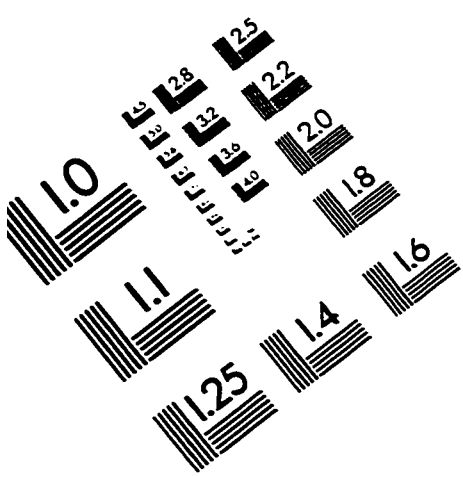
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