A MUNICIPAL RESPONSE TO AGRICULTURAL AND COMMUNITY CHANGE:

APPROACHES TO RURAL PLANNING AND DEVELOPMENT

by

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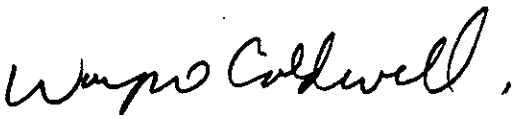
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ABSTRACT

A MUNICIPAL RESPONSE TO
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The future of many Canadian rural communities is inextricably linked to the future of agriculture. This dissertation examines the linkages between agricultural and community change and then focuses on a corresponding municipal response. This response is based on an integrated approach to planning and development.

The research includes three interrelated components:

i) A literature review was undertaken to identify current and future rural issues. Economic and environmental change in agriculture were identified as two dominant issues. Components of an integrated approach to planning and development were introduced.

ii) The provincial role in developing local planning and development approaches was investigated. This review focused on agricultural issues, community change, and rural development planning in Ontario, New Brunswick, and Saskatchewan.

iii) Two Ontario case studies (Norfolk and Huron County) were utilized to develop local policy and process options. The research methods stressed an integrated approach through concepts of community development and public participation.

The key conclusions of the research follow:

i) Municipalities can respond to agricultural and community issues. Numerous planning and development policy options were identified and evaluated. These options have varying degrees of applicability throughout rural Canada. Several policy options are recommended for consideration in Huron and Norfolk:

- a local rural development focus
- integrated planning and development
- a focus on all economic sectors
- an emphasis on economic diversification
- education and training as vehicles to entrepreneurial development and leadership
- facilitation to promote other rural development programs
- on-farm policies to protect and enhance the rural community

ii) Public involvement in rural development planning is critical. The research methods demonstrate how this can be achieved.

iii) There is an opportunity for provincial assistance to rural municipalities in responding to agriculturally derived community issues. The approach used in Saskatchewan is notable.

iv) The actual process of planning and development is critical to its success. A recommended framework is presented which focuses on community development and the integration of sustainable development, community involvement, public education, and legislative considerations in a strategic planning context.

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CHAPTER I

INTRODUCTION

A challenge exists for municipalities within rural and agricultural Canada. Our rural communities face increasingly difficult economic circumstances and ever threatening environmental constraints. These issues promise not only to alter the composition of the rural economy and society, but also to threaten the very existence of some communities. Troughton (1988) has even suggested that rural Canada is in the late stages of a system breakdown that is fundamental in nature. The challenge, therefore, is to develop and implement an appropriate municipal and community response to these threatening issues. This is the subject of this dissertation.

A sense of urgency exists not only because of the concern for rural communities, but also because of the lag in time that exists between the identification of issues and the development of policy in response to these issues. Gunton (1985), for example, in his theory of the planning cycle, has capably demonstrated that because of this lag, government policy is frequently out of step with the reality of corresponding issues. Part of the challenge, therefore, is to reduce this lag time. It is suggested that to accomplish this we need to look not only at the current situation, but also to anticipate

the future. It is in this respect that planning in a broad sense is a useful tool for developing a municipal response. Friedmann (1973) defines planning as a way for a community to determine how it can use and develop its available resources in order to get where it would like to be in the future. While this definition includes traditional land use planning and economic development it also suggests the appropriateness of municipalities accepting alternate and diverse approaches.

This dissertation focuses on rural and agricultural communities. These communities include the majority of Canada's populated rural areas. Moreover, there is a particular interest in those rural communities which are outside the immediate influence of large urban centres. Cloke (1985) has identified a definition of the countryside which has relevance to this research.

> "the countryside should be viewed in terms of an area which:
> (i) is dominated (either currently or recently) by extensive land uses, notably agriculture and forestry;
> (ii) contains small, lower order settlements which demonstrate a strong relationship between buildings and extensive landscape, and which are thought of as rural by most of their residents;
> (iii) engenders a way of life which is characterized by a cohesive identity based on respect for the environmental and behavioural qualities of living as part of an extensive landscape." (as quoted by Troughton, 1988).

In keeping with this definition of the countryside, agricultural communities are defined as those areas dominated by agriculture, including the farm and non-farm population, the land, small urban

service centres, the economic and institutional framework and all related items. By focusing upon rural, agricultural communities outside the immediate influence of large urban centres, it can be assumed that difficulties experienced by these communities will not have been masked by the influence of the urban centre.

1.1 Purpose of the Research

The purpose of this dissertation is to develop an integrated municipal planning and development response to agriculturally related community change. This includes a review of some of the linkages between agriculture and the community; a review of the provincial role with a focus on New Brunswick, Ontario and Saskatchewan and the use of a case study to assist with the development of an appropriate response. These study areas are in Ontario and include Huron County and the former County of Norfolk, currently located in the Regional Municipality of Haldimand-Norfolk.

1.2 Research Objectives

The research focuses upon the identification and development of appropriate *policy* and *process* in response to agricultural and community issues. There are five important, and interrelated objectives. These are:

i) *To develop and implement research methods which stress public involvement and which could be used as part of the municipal response to agriculturally derived community issues.* It is

suggested that an essential part of the municipal response is a process which stresses community involvement. The research methods used in this dissertation are intended as a potential framework for municipal involvement in rural development planning. While land use planning usually has some mechanism for public involvement, this has not generally been stressed in economic development. From a pragmatic perspective, this dissertation will outline a process, which, in recognition of the role of interest groups (Dykeman, 1987b) incorporates their involvement into the broader planning framework.

ii) *To develop an approach which integrates municipal land use planning and economic development in responding to community issues.* Despite the fact that a number of academics (Douglas, 1989a; Dykeman, 1989 and Bryant and Preston, 1990) have discussed the benefits of an integrated approach to planning and economic development, there are very few examples of where this has been successfully implemented (Douglas, 1989b). Moreover, there remain practitioners who believe that the two functions should remain quite separate (Dykeman, 1986; Paparella, 1988). Concepts of community development are fundamental to the development of an integrated approach, and will be utilized to help incorporate components of both land use planning and economic development. This approach can generally be referred to as 'rural development planning'.

iii) *To identify linkages between agriculture, community change and the potential for responsive municipal action.* Generally these linkages have not adequately been identified and integrated into rural planning and development. As a result, municipal action is frequently focused on a single issue and is not developed in the broader context of agricultural and community change. An appreciation of these linkages within this broader context, however, provides the community with the potential to develop and select from a much broader set of potential alternative actions.

iv) *To identify a range of municipal responses to agricultural and community change. This approach will include both policy and process options.* While this approach will be developed within the context of two study areas within southern Ontario, it is anticipated that elements of the approach will have general applicability in all rural communities.

v) *To evaluate the provincial role in issues related to agricultural and community change and to integrate this information with the development of local action.* This includes the need for an appreciation of various provincial approaches and the identification of those elements with potential local applicability. It is suggested that much of rural Canada operates in isolation of the province in dealing with issues related to agricultural change and rural development planning. This suggests the potential for an enhanced provincial role.

1.3 Organization

Linkages between agriculture, the community and municipal action are reviewed in Chapter II. Several general rural issues are identified and the municipal planning and development responses to these are discussed. Current and anticipated economic and environmental issues, and their impacts on rural communities are considered. Finally, an approach for the involvement of rural planning and development in response to these issues is introduced.

The third chapter introduces the research methods and their rationale. Research methods include the three major elements of a literature review, a review of provincial initiatives and approaches and a case study (which includes both a workshop and questionnaire component). Because of the importance of the research methods to the case study, emphasis is placed on the development of the questionnaire and the role of the public in this process.

The fourth chapter consists of a review of the provincial role in response to agricultural and agriculturally derived community issues. Various options for provincial involvement are considered with a focus on New Brunswick, Ontario and Saskatchewan. In particular, there is an attempt to identify those elements of provincial involvement which have direct applicability at the local level.

Chapter V introduces the two study areas of Huron County and Norfolk. Both of these areas have a substantial agricultural component and are located at some distance from major urban centres. The strengths and weaknesses of the local agricultural sector are identified, including the historical reliance of Norfolk upon the tobacco industry.

The results of the Huron and Norfolk research are presented in two separate chapters. Chapter VI focuses upon the perceptions of the public within Huron and Norfolk based on the results of the workshops. The results of a brief questionnaire which was presented at the workshops are reviewed. The following chapter (Chapter VII) builds upon this information and pursues, through a more detailed questionnaire, a specific evaluation of the reaction of the workshop participants to various policy options. The involvement of the public in both phases of the research (Chapter VI and VII) is critical to the dissertation and the approach which is suggested.

The concluding chapter focuses on the implications of the research findings for Huron and Norfolk, the participants in rural development planning, and rural development planning itself. The conclusion also highlights the process and kinds of policy options that have applicability. Finally, the results are summarized, conclusions drawn, and additional potential research initiatives identified.

CHAPTER II

THE RURAL COMMUNITY: ISSUES AND LOCAL APPROACHES TO PLANNING AND DEVELOPMENT[1]

2.1 Introduction:

Rural and agricultural Canada is at a crossroads. The issues which threaten some rural communities promise to destroy others. Some may argue that these issues are beyond the grasp of local and municipal action and are the sole responsibility of the Provincial and Federal governments. In this dissertation, it is suggested that municipalities do have the ability to react through approaches to land use planning and economic development. While certain strategies have been implemented, it is argued that more can be accomplished. The basic goal of this chapter, therefore, is to explore some of the linkages between agriculture, the community and municipal action and to present an approach for rural planning and development that would make it possible for rural municipalities to address more effectively the issues facing them.

To achieve this goal, several points are reviewed in sequence. First, six major issues currently affecting rural communities are

[1] An earlier version of this chapter was published in Environments (Caldwell, 1989a).

identified. Second, the nature of planning and development in rural communities is described. Finally, the chapter focuses on the potential role of economic and environmental issues in the future of rural Canada and suggests how rural communities may respond through planning and development.

2.2 Issues Affecting Rural Communities

The purpose of identifying the issues affecting Canadian rural communities is twofold: first, to establish the broad spectrum of rural change and, second, to allow for an identification of certain key issues likely to dominate the future.

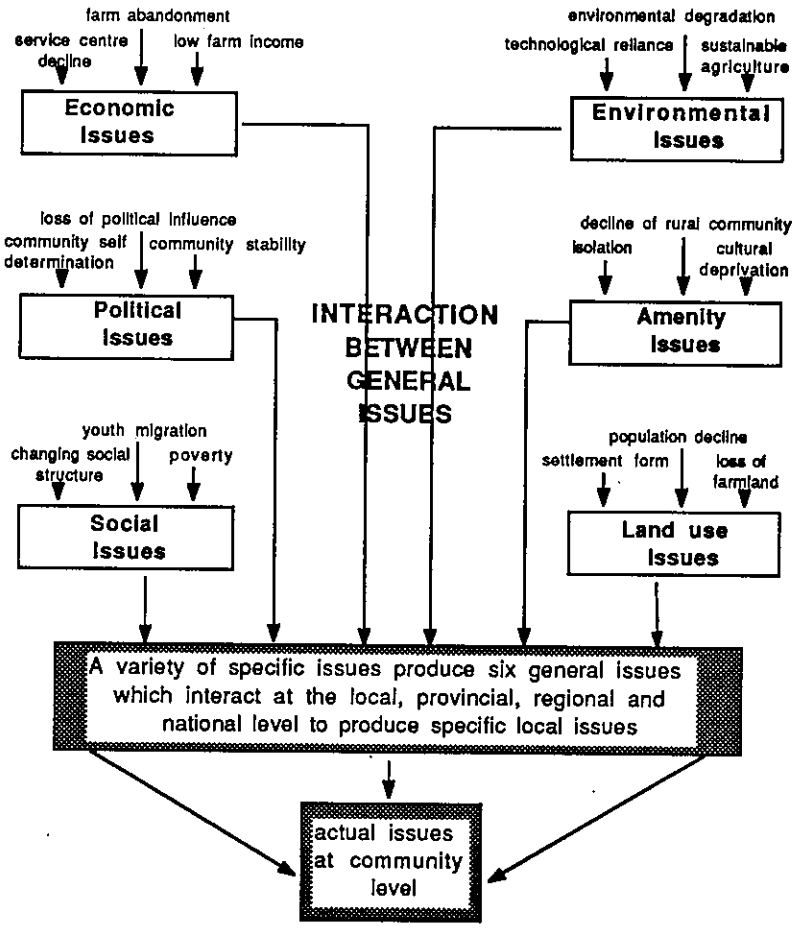
An understanding of community issues and their relative significance as they vary across the country requires some knowledge of Canadian geography. Throughout rural southern Canada, agriculture is generally the dominant activity, and the nature of agricultural production is largely a reflection of climate, soils, markets and the overriding historical, economic and political structure. Combined, these items produce a varied agricultural industry, including such details as the distribution of crops, livestock, and farm productivity and finances (e.g., the sale of agricultural products per hectare of farmland in Southern Ontario in 1981 was $860 versus $118 in Saskatchewan) (Statistics Canada, 1986a). The result of these differences is the generation of regionally specific issues. For example, the combination of soils and climate allow for the production of certain crops within

southern Ontario and the Okanagan Valley which cannot generally be commercially grown elsewhere in the country. As a result, the anticipated negative impacts of the Free Trade Agreement upon the fruit-growing and wine industries (Ontario Ministry of Agriculture and Food, 1988) create issues specific to these communities. Regional differences such as Saskatchewan's export-oriented agricultural industry (wheat) versus the more diversified agriculture of southern Ontario result in distinctively different community issues. In evaluating the issues which affect Canadian rural communities, one must be careful to recognize this diversity.

To deal with the wide range of issues affecting rural communities, broad categories have been identified. Troughton (1984) identified six general issues, or as he calls them "community viability criteria." These include: economic structure (employment, income, investment), social services (education, welfare, health, housing), distribution (goods and services, optimal population), community self-determination (government, administration, decision-making), quality of life -- cultural (variety, richness) and quality of life -- environmental (ecological, conservation). Troughton suggests that planning issues are generated for these six categories in the urbanizing zone of a metropolitan area, the rural-agricultural hinterland zone and the marginal or frontier zone. Beyond this, one should recognize that issues will vary within these three areas, as the areas themselves vary regionally, provincially and nationally.

Relying largely upon the above framework, Figure 2.1 identifies the general issues affecting rural Canada. In order to broaden the framework, the terms political issues, amenity issues and land use issues have been used respectively in place of community self-determination, quality of life-cultural and distribution.

Figure 2.1: General Issues Affecting Rural Communities



This figure emphasizes both the complexity and number of issues, and the local, provincial, regional, and national factors which create issues at the community level. It should be stressed, however, that the specific issues included under Figure 2.1 represent only a

sampling of many issues. In addition to those included under economic structure, for example, one could equally have included regional economic decline, lack of diversification, structural change in agriculture and the world economy, soil erosion (as an economic issue), vertical integration in agriculture and the prospects of free trade, among many others. The following provides a preliminary discussion of the general issues identified in Figure 2.1.

2.2.1 Economic Issues -- Many rural Canadian communities find themselves receiving fewer and fewer benefits from agriculture. The combination of an agricultural industry which is both depressed (Financial Post, 1987; Sinclair and Giangrande, 1987) and much less dependent upon local inputs, results in only a small portion of what the farmer receives being retained in the local community. For example, oil refineries, farm equipment plants and chemical plants located in urban areas receive much of the farm dollar. Heffernan (1986) argues that this results in the farm family being no more important to the economic base of the rural community than is the family which receives its income from some other source, such as the post office. Consequently, the lack of economic diversification, problems in the agricultural sector and other changes in both the economy and its structure (Davidson, 1987) have contributed to rural decline in much of the country (Johnson, et.al., 1988). The related community issues of a declining tax and employment base lead many to pose the question -- "how can communities respond?"

2.2.2 Environmental Issues -- Many have predicted an environmental catastrophe for much of Canada's agricultural lands. The on-farm problems of soil erosion, soil compaction and salinization, among other related problems, support the arguments of those forecasting serious problems for Canada's agricultural industry (Sparrow, 1984; Coote, 1983; Statistics Canada, 1986; Bird and Rapport, 1986). Moreover, there are certain large scale environmental issues, including climatic change, which also promise continued uncertainty for Canadian agriculture (Harris, 1990). While environmental concerns increasingly receive attention, there remain many other issues which relate to the long term sustainability of agriculture and agricultural communities.

2.2.3 Political Issues -- Politically, rural Canada faces at least two separate sets of issues. First, at the national, and in some cases provincial level, the overall decline in rural population, as a proportion of the total population, has resulted in a loss of political influence (Horner, 1980). As the country has shifted from a nation of farmers to a nation of urban dwellers (approximately 80%) the programs and attention of governments have shifted in response (Hodge, 1989). Secondly, at the opposite end of the spectrum, the composition of many rural communities is changing and as a result, the direction of local rural councils is shifting. Russwurm and Bryant (1984), for example, have demonstrated the tremendous growth in the nonfarm population and the corresponding decrease in the farm population in areas adjacent to Canadian cities. This trend

has occurred to varying degrees throughout many rural areas of Canada. The result is considerable political turmoil at the local level and an increasing shift in policy and decisions away from the traditional needs of the local community to the needs of the exurbanite population (Walker, 1987).

2.2.4 Amenity Issues -- The concept of amenity and what the community offers its population are of long standing importance to many rural communities. From the sociological literature, one particular discussion by Wilkinson (1986) helps to identify the problems associated with the increasing loss of the rural way of life. He suggests that rural communities are inherently dependent upon larger centres, and that the distance from these centres limits access to the needed resources. In Canada, for example, the average distance for Canadian farm families to basic facilities (school, doctors and stores) was 18.6 kilometres and the average distance to extensive facilities (universities and medical specialists) was 106.6 kilometres (Agriculture Canada, 1987). This combination of 'dependency' and 'distance', Wilkinson argues, tends to be associated with such conditions as poverty and community instability. Furthermore, a small population cannot support a variety of organizations, agencies, firms and other services required to meet the daily needs of people. As a result, rural people look elsewhere for many needed services and amenities and this further reduces local community ties (Wilkinson,1986).

2.2.5 Social Issues -- Two types of social issues affect rural communities: the availability of institutional services and the presence of social stress. Change in the nature of the rural community, combined with depopulation in some areas, has detrimentally affected the viability of rural institutions such as schools, churches and other community organizations (Ginder, 1985). Moreover, the overall state of many rural economies and the combined effects of distance and dependency outlined above, have created considerable stress at the community and family level (Brooks, et.al., 1986; Reif, 1987). Given that many farmers are declaring bankruptcy each year in Canada and that countless others are facing foreclosure and leaving farming (Sinclair and Giangrande, 1987), it is not surprising that local newspapers carry reports of on-farm stress (including suicides) (London Free Press, July 13, 1987). Finally, the lack of opportunity and generally depressed rural conditions also contribute to the equally damaging but insidious effects of rural poverty and the loss of youth through out-migration.

2.2.6 Land Use Issues -- The land use issues which have evolved in rural Canada may be considered under five separate but related headings. These are:

i) the changing function of rural communities: The changing nature of agriculture (larger farms, a reduced farm population and a reduced reliance on local services) and the automobile have contributed to declining importance and change in many traditional service centres (Walker, 1987; Bunce, 1984; Dahms, 1984; Troughton, 1984).

ii) the loss of agricultural land: The loss of agricultural land (including significant fruit lands) resulting from conversion to urban uses, speculation and farm abandonment has occurred in many regions of the country (Krueger, 1978; Krueger and MaGuire, 1985; Frankena and Schefferman, 1980; Williams and Pohl, 1987; Furuseth and Pierce, 1982a, 1982b).

iii) urban development in rural areas: The growth of a non-farm population in rural areas has created its own set of issues. While people may argue the merits of this trend, it has affected rural communities by increasing land costs and creating issues of land use compatibility (Russwurm, 1974, 1977; Bryant and Russwurm, 1979; Davidson, 1982; FitzSimons, 1985).

iv) the ownership of farm land: Ownership of land by those residing outside the community (including foreign ownership) is an issue which has generated concern in many communities (Mage, 1985; Troughton, 1981). These concerns, including land availability and control, have lead 7 of 10 provinces to monitor foreign or non-resident land holdings (Lapping and Clemenson, 1984).

v) the role of natural areas: The role of natural areas within the rural community has been an evolving land use issue (Attack, 1981; Caldwell, 1989b). While on-going concerns over wind erosion demonstrate the need for proper management, including the protection of natural areas, farm practices have not always been supportive (Kay, 1985; Lapping and Clemenson, 1984).

While attempting to identify the major issues affecting rural Canada, the previous discussion has not suggested the relative importance of the issues. Depending upon individual perspectives, any one of the given sets of issues could be considered the most important. Despite this reservation, however, economic and environmental aspects of agricultural change have been selected as major issues for review. The identification of a municipal planning and development approach to these issues is fundamental to this chapter. First, however, it is necessary to review the current status of municipal planning and development, including the relationship to the above identified issues.

2.3 Municipal Land Use Planning and Economic Development

Within every Canadian province, legislation has been implemented to allow municipalities to become involved in land use planning (Lapping and Clemenson, 1984) and in every province municipalities are involved in economic development (Bryant, Preston and Buck, 1987). Across the country, including both urban and rural areas, an approach to planning and development has evolved reflecting local and provincial issues, legislation and politics.

Rural planning and economic development approaches hold the promise of an appropriate local response to agriculturally derived community issues. Although municipalities cannot individually alter the more macro elements related to these issues, they can anticipate and deal with the resulting local impacts. While all local

institutions may be affected, the combined fields of land use planning and economic development focus upon land use composition and economic change, and in turn, can focus upon agricultural and community issues. Planning and economic development approaches can provide municipalities with the opportunity to anticipate and react to continuing change in a rational and comprehensive manner. The fact that municipalities have not generally dealt with these issues does not detract from the possibilities which exist.

Although various definitions of economic development exist (Coffey and Polèse, 1985; Seasons, 1985; Bryant, 1986, 1987; Lotz, 1987; Douglas, 1987, 1989; Myrdal,1975), for the purpose of this dissertation, economic development refers to local involvement in preparing and implementing strategies or initiatives to enhance local resources, with a goal of development and improved quality of life. The definition of planning has tended to be constrained by the legislation under which planning functions and much of the discussion of existing municipal planning will reflect the formal and legal process in which the orderly development of land and resources is a primary goal. The more general definitions of Friedmann (1973), Hudson (1979) and Cloke (1987), however, link planning more closely to the definition of economic development. Friedmann, for example, defines planning as a way for a community to determine how it can use and develop its resources to achieve long-term goals. Dykeman's (1989a) emphasis on the process of rural planning, including the need for an integrated and strategic approach beyond the limits of

planning legislation, echoes a similar sentiment. This broadening of the definition and scope of rural planning suggests the ability to deal not only with traditional planning issues, but also to tackle these and new items in a more innovative manner.

The approach to planning and development, however, has not always proceeded in a coordinated fashion. Despite the fact that the goals and objectives of both planning and development should be similar, the municipal approach has frequently run counter to these goals. In many situations, municipalities have supported either planning or development, but not both. Reflecting a legislative mandate and provincial encouragement more municipalities have, however, become formally involved in land use planning than economic development. In other situations, planning and economic development have involved two separate and competing municipal departments. Dykeman (1987b) has noted that despite the obvious interdependency of planning and development, the two activities are carried on with little or no co-ordination and are often in direct conflict. He notes also that where a joint department has been established, the bias has more frequently been towards the land use planning function. Consequently, while not wanting to perpetuate this separation, the history of the two responsibilities suggests that a separate review of planning and development is appropriate.

2.3.1 Rural Planning: While the modern history of rural planning can be traced back to the Canadian Commission of Conservation and

the work of Thomas Adams (Adams, 1917; Smith and Witty, 1970, 1972; Armstrong, 1968), current considerations largely reflect the land use issues identified earlier within this chapter. While there are obvious links with social, amenity, political, environmental and economic issues, the overall focus has been on the physical planning of land uses (Bryant, 1989a). Related items include: the changing function of rural communities, the loss of agricultural land, urban development in rural areas, the ownership of farm land and the role of natural areas. The focus on these issues is partially a result of the legislation under which planning functions, the direction provided by upper levels of government and the issues as perceived by the public, politicians and planners.

There are certain relevant issues that help explain current approaches to rural planning in Canada. Concern over the loss of agricultural land (Crerar, 1962; Krueger, 1959), the emergence of a national land evaluation system leading to the establishment of the Canada Land Inventory (Dion, 1962; McClellan, no date), and the continued industrialization of agriculture (Troughton, 1982a) have each provided an impetus to rural planning. The result, in some parts of the country, has been an agricultural perspective. The actual development and implementation of the first agriculturally-oriented plans in the early to mid 1970's had to overcome the mentality that the countryside is either an undeveloped land awaiting urbanization or a resource land awaiting exploitation (Davidson, 1984).

Not surprisingly, the development of planning based on the primacy of agriculture received its initial and greatest acceptance from communities which were primarily agricultural in nature (Davidson, 1982). Growing concern over the intrusion of non-farm uses into agricultural areas contributed to an acceptance of what may be termed agricultural-oriented planning. Although the approaches varied between municipalities and provinces, there were certain general characteristics which can be identified, and which have continued to the present. These include the protection of high capability farmland, the prevention of non-farm uses in agricultural areas, the preservation of contiguous and large agricultural areas and, in some cases, the requirement for separation distances between livestock facilities and non-farm uses. Over time, elements of this approach have, through legislation, become formalized in British Columbia, Quebec, and Newfoundland. Additionally, the remaining provinces have adopted a variety of measures to co-ordinate the control of urban land use development (Davidson, 1982; Wilson and Pierce, 1982; Furuseth and Pierce, 1982a, 1982b; Bray, 1980).

Across the country, rural issues and policy have varied considerably. Table 1 attempts to identify in a general manner some of the differences and the numerous similarities between the provinces. In response to concerns about the compatibility of agriculture and non-farm uses, Right to Farm legislation has been introduced in Manitoba, New Brunswick and Ontario (Municipal World, 1987;

Penfold, et.al., 1989). Furthermore, the recognition of problems in small towns in Alberta, Saskatchewan and Manitoba and corresponding policies aimed at strengthening local communities, also reflect provincial differences (Ironside, 1984). While the details of individual planning programs go beyond the scope of this dissertation and have been reviewed elsewhere (Bryant, 1989a; Davidson, 1984; Manning, 1983; Quadeer, 1979; Russwurm, 1974), it is clear that there is considerable local, provincial and national variation in both issues and response.

TABLE 2.1: PROVINCIAL VARIATION OF SELECTED PLANNING ITEMS

	Province									
Planning Items	B.C.	Albta.	Sask.	Man.	Ont	Que.	P.E.I.	N.B.	N.S.	Nfld.
Planning Legislation	*	*	*	*	*	*	*	*	*	*
Loss of Agr. Land viewed as a concern (1)	*	*	*	*	*	*	*	*	*	*
Specific Prov. Policy re. Loss of Agr. Land	*				*	*				*
Concern re. Urban Devt. in Rural Areas(2)	*		*	*				*	*	
Concern - Farmland Ownership (legislation)		*	*	*			*			
Legislation to protect natural areas	*	*	*	*	*	*	*	*	*	*
Prov. plan approval generally required	*	*	*	*	*	*	*	*	*	*
Regional Planning (one or more locations)	*	*	*	*	*	*	*	*	*	*

source: (Audet and Henaff, 1983); (Bray, 1980);
(Furuseth and Pierce,1982); (Krueger and MaGuire 1985);
(Lapping and Clemenson,1984)
(1) - No attempt has been made to measure the significance of this issue
(2) - One would expect this to be a generic issue in all provinces; however,
it is only identified here if the literature consulted made reference to this or related issues

2.3.2 Economic Development: Whereas the focus of planning has been on land use issues, the focus of local economic development has been on a number of community economic issues. Municipalities have pursued economic development in response to a declining employment and assessment base, combined with an overall desire for new growth or redevelopment. This involvement reflects many

related items, including a desire to correct community deficiencies, generate a more positive economic environment, keep youth in the community, and maintain reasonable prosperity. It is also important to note that the emphasis on local economic development is partially a result of a shift away from integrated national and regional programs. This shift, in the opinion of Bryant and Preston (1987a) reflects both the frequent failure of senior government programmes to live up to expectations and concern over the deficit of senior levels of government. An additional point contributing to the involvement of rural areas and small towns in economic development has been an increasing feeling of frustration and loss of control over local economic issues. Davidson, for example (1987), has noted three critical changes in the world economy with impacts at the local level. These include: (1) primary production has become uncoupled from the industrial economy; (2) industrial development has become uncoupled from employment and (3) capital movements rather than trade in goods and services have become the driving force of the world economy. Specifically, if we look at the depressed farm economy in Saskatchewan, we note a corresponding decline in the trade centre role of small towns. The consolidation of schools, hospitals, highway maintenance facilities, RCMP detachments and post offices in towns with a population of 2,500-14,999 has sealed the fate of many small towns and villages (Ironside, 1984).

Increasingly, municipalities differ in their approach to economic development (Bryant, Preston and Buck, 1987). Some municipalities have placed an emphasis on "boosterism" (Seasons, 1985), while others have taken a more strategic approach similar to that outlined by Bryant and Preston (1990). Dykeman (1987b), for example, suggested that economic development has been associated with a number of key characteristics: (1) quantitative analysis with a concentration on numbers, not people; (2) provision of industrial parks to encourage the establishment of secondary industry; (3) incentive programs to attract large-scale outside investment; and (4) community promotion. Also, Dykeman points out that economic development is generally measured in terms of employment and income indicators, ignoring other important socio-economic indicators which measure the viability and stability of communities. Hence, the term industrial development is frequently synonymous with economic development (Seasons, 1985). Consequently, economic development initiatives are often the perceived solution to the community's problems, and success is measured based on the attraction of new industry. This tends to overlook many of the potential benefits that a diversified approach to economic development can provide (Hunker, 1974).

Coffey and Polèse (1985) recommend three policy options for local development. These include: funding (the supply of venture capital), information (providing appropriate information to the public) and social animation (mobilizing of community groups to generate

entrepreneurs). In the opinion of Coffey and Polèse, the process of economic development involves each of these three options in a sequential manner, moving from the most complex (social animation) to the least complex (funding). They suggest that if the sequence is not followed, or if one or more stages are omitted, the results will fall far short of expectations.

This discussion of planning and development has provided a general overview of how planning and development has dealt with rural issues. Increasingly, however, the issues are changing and both planning and development, operating in a coordinated manner, provide the opportunity for municipal action. The question becomes: "What will the future issues be and how will municipalities react?"

2.4 Planning and Development -- Towards a Future Response

The process of planning and development is a thinking process. It involves asking the questions where are we now, where do we want to go and how do we get there? The answers, however, are complex and seldom arrive in one nice, neat package. Development of an overall approach requires a review of individual issues. Economic, environmental, political, amenity, social and land use issues were discussed previously. One of the most significant activities affecting these general issues in rural communities today is the economic and environmental state of Canada's agricultural industry. As the mainstay of many rural economies, the future of agriculture will dictate the nature of tomorrow's communities. The relationship

between agricultural issues, community issues, and the need for a community response is central to the following discussion.

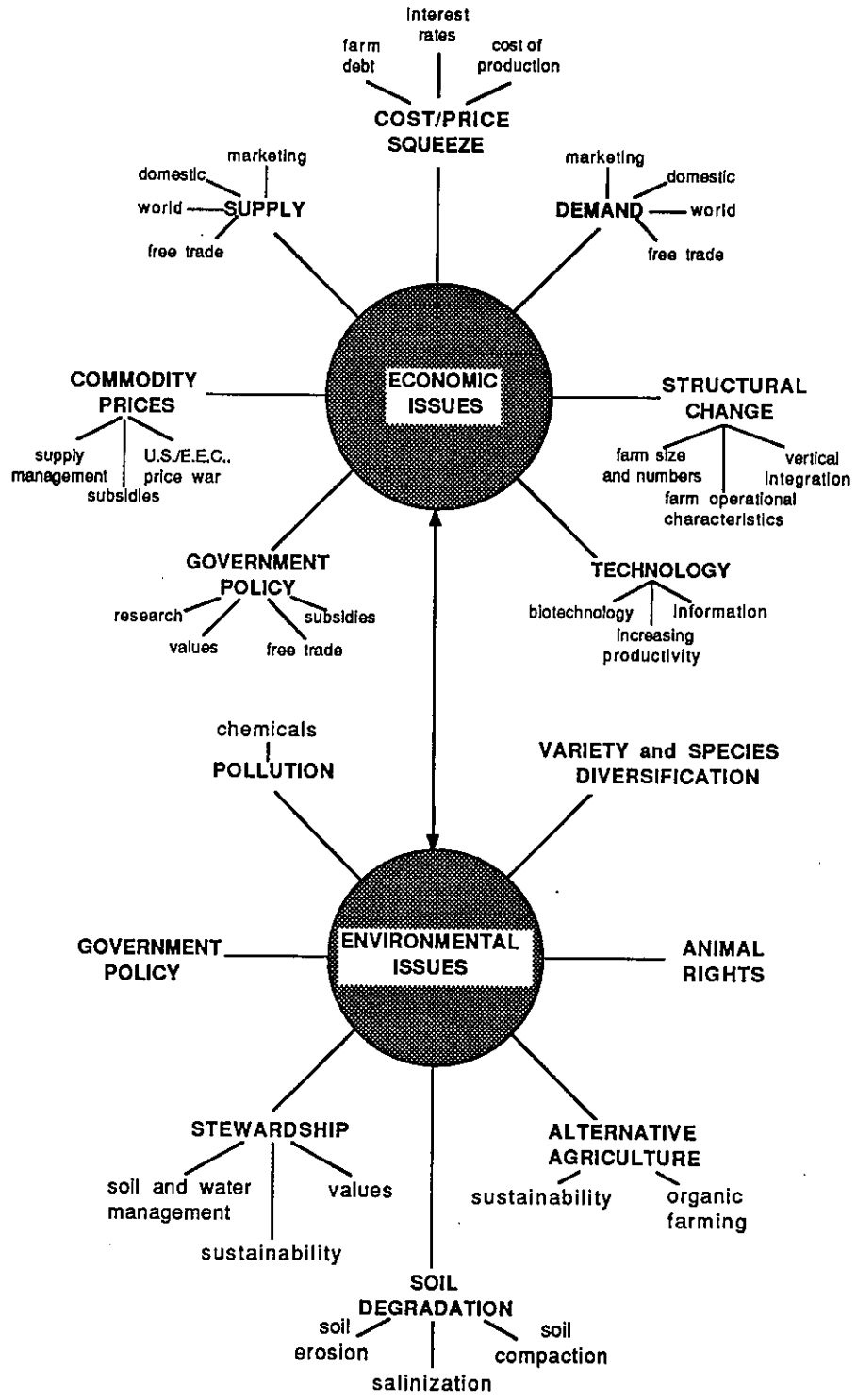
2.4.1 Economic and Environmental Issues in Agriculture -- The Basis for a Municipal Response: A paradox confronts many Canadian farmers. Economic pressures force many farmers to assume a mode of production which threatens their very livelihood. Over the short term and in response to narrow or non-existent profit margins farmers need to maximize output. This has contributed to a greater emphasis on fertilizers, pesticides, herbicides, monoculture and inappropriate means of soil management. It is these practices and the resulting environmental degradation which many suggest jeopardize the long term future of Canadian agriculture (Fairbairn, 1984; Hill, 1985).

While the above simplifies the issues facing Canadian agriculture, it does highlight the relationship between competing economic and environmental forces. Figure 2.2 builds upon this relationship and in the process summarizes much of the relevant literature[2]. Economic

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[2] Both environmental and economic issues have received wide spread attention. Much of the literature upon which Figure 2.2 is based includes Canadian, American and European experience. See for example, (*environmental*) Bird and Rapport (1986), Coote (1983), Berry (1981), Fairbairn (1984), Lockeretz (1983), Paddock,et.al. (1986), Poincelot (1986), Willis (1985), Crosson and Brubaker (1982), Jackson, Berry and Coleman (1984) and Jackson (1980); (*economic*) Carter (1985), Cooper (1986), Dahlberg (1986), De Gorter(1987), de Janvry (1986), Fulton (1987), Giangrande (1985), Petit (1985), Thompson (1987), U.S. Congress (1986), Valluis (1987), Ontario Department of Agriculture and Food (1969), Campbell (1979), Batie (1980) and Wessel (1983). This is not intended, however, to negate the role of social and technological issues which continue to affect Canadian agriculture. Arguments can be made that these issues are subsets of economic and environmental issues. See Grigg (1982), Croxall and Smith (1984), Lu (1985), Congress of the United States (1986), Agriculture Canada (1987) and Wilkinson (1986).

FIGURE 2.2 : MAJOR ISSUES DRIVING AGRICULTURE



issues, including the cost-price squeeze, low commodity prices, over supply, the U.S. and E.E.C. price war, the future of supply management, and massive government subsidy programs justifiably dominate the thinking of many Canadian farmers (Carter, 1985; Demont, 1990; Financial Post, 1987; Gilson, 1989; Sauve, 1988; Veeman and Veeman, 1985; Furtan, 1990; Moschini, 1989). Moreover, uncertainty regarding the General Agreement on Tariffs and Trade (GATT), the Free Trade Agreement and the potential loss of European and world markets complicate day to day farming decisions (Drohan, 1990; Haniotis, 1990; Economic Council of Canada, 1989). Environmental issues, while increasingly receiving attention, tend to remain in the background. The results, however, of soil degradation (erosion, salinization and compaction), associated pollution and a lack of sustainability threaten to be equally devastating (Willis, 1985).

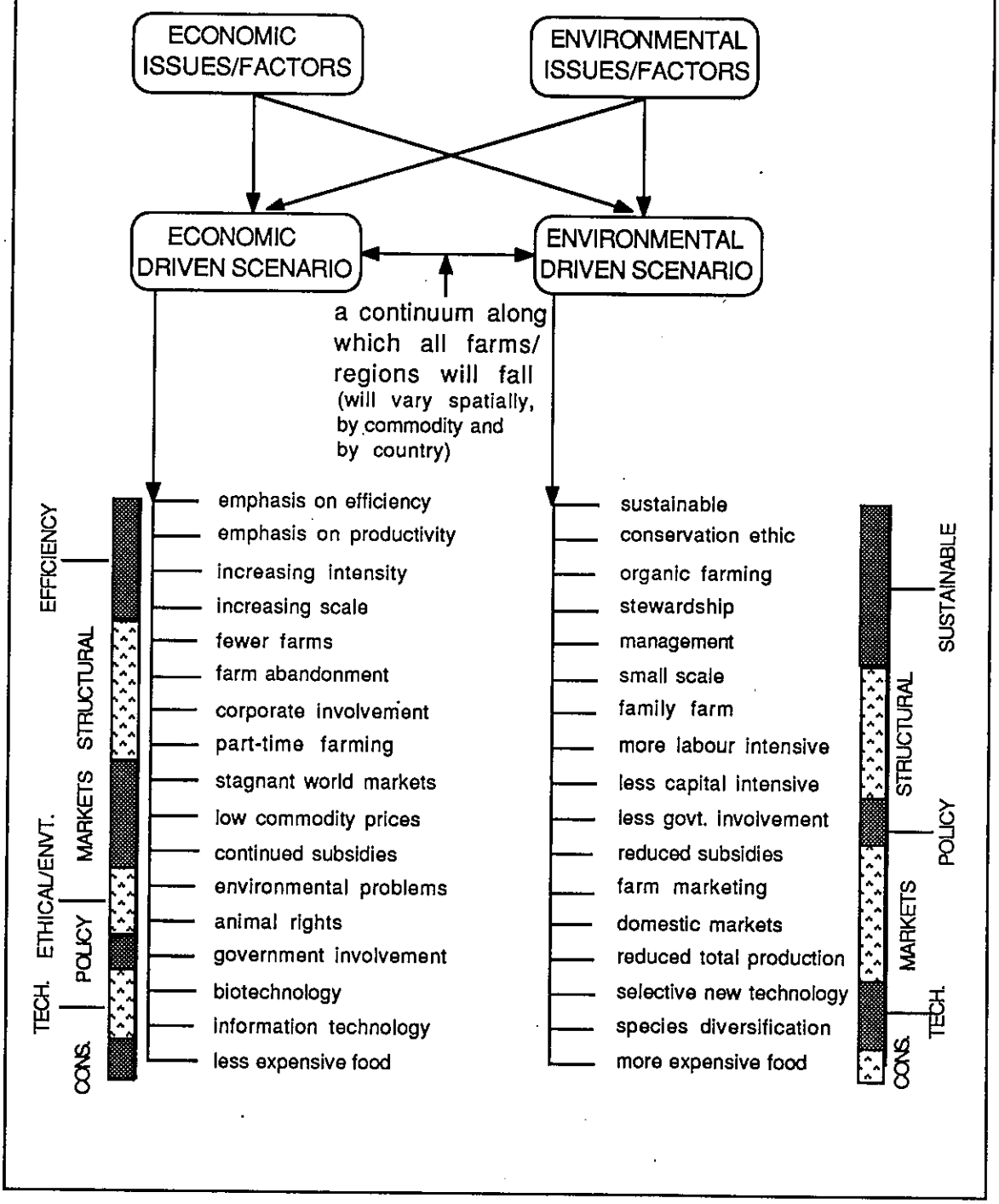
This separation of environmental and economic factors reflects what many consider to be a structural problem within Canadian agriculture (Dyer, 1982; Hill, 1985). The concepts of land stewardship, as discussed by Leopold (1949), Berry (1981) and others have been replaced with the industrial ethic of efficiency and productivity (Giangrande, 1985). Others argue that land degradation has occurred as a result of a system of economic incentives (subsidies) that has resulted in maximized agricultural production, without regard to market demand or land capability (Sopuck, 1988). Although farmers are in part responsible for the adoption of these

approaches and goals, the role of government and the public also needs to be recognized.

The need to develop responses to agriculturally-derived community issues requires consideration of the probable future of agriculture. Gunton (1985), in his theory of the planning cycle, suggests that the development of issues and policy frequently lack co-ordination. The result is that by the time an issue is perceived and policy developed, the issue has further evolved and the resulting policy is inappropriate. The importance of this point lies in the need to develop policy approaches in anticipation of issues. The fear that current agricultural issues may be permanent as opposed to cyclical provides all the more reason to anticipate the future of agriculture (Allen, 1987; Davidson, 1987; U.S. Congress, 1986).

Figure 2.3 builds upon Figure 2.2 and suggests that in the future agriculture will continue to be dominated by economic and environmental issues. The scenarios included in Figure 2.3 suggest that a continuum exists along which all farms and communities will fall. Willis (1985) has capably demonstrated these two extremes. On one hand, he suggests that future agriculture will continue to concentrate on increasing scale, productivity and capital investment, while on the other hand, he foresees and prefers a much more environmentally benign form of agriculture, including small scale, ecologically based sustainable production. The reality of the future, however, is likely to involve a mix of the two extremes, with economic issues continuing to dominate. This is an important point.

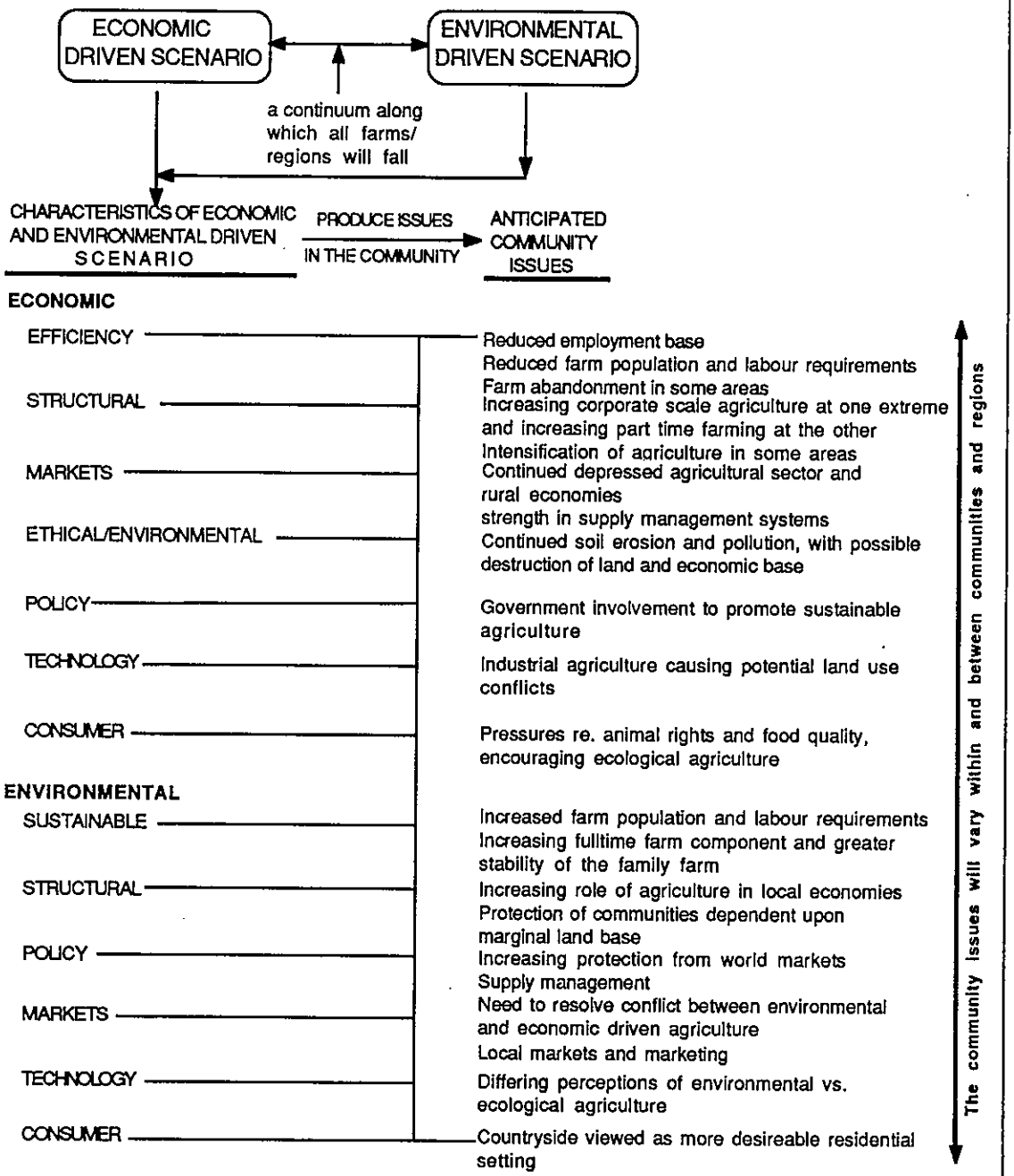
FIGURE 2.3 : SCENARIOS IN AGRICULTURE



While individual farms may be at either extreme, the overall composition is likely to include farmers who recognize the importance of environmental issues. The number, commitment and success of these farmers will influence the future of many communities.

As established earlier, agricultural issues quickly become community issues. Figure 2.4 identifies future community issues resulting from agricultural change. Although the listing of issues included in Figure 2.4 is by no means complete, and many of the individual points are debatable, it does emphasize the direct link between agricultural change and the future of rural communities. In some situations this future is bleak and includes a threat to the community itself, resulting from depressed commodity prices or soil erosion. Conversely, in other areas the future of agriculture looks more promising, although the benefits in terms of agricultural employment are less certain. The real questions which relate to community futures, however, revolve around the ability of individual farmers and the community to manage continued economic and environmental change. It is from this perspective that rural planning and development assume a role not only in dealing with agricultural change, but more importantly in dealing with agriculturally derived community issues.

FIGURE 2.4 : AGRICULTURALLY DERIVED COMMUNITY ISSUES



Collectively, the materials included within Figures 2.2, 2.3, and 2.4 outline a basic premise of the dissertation. These figures demonstrate that while the main issues facing agriculture are national and international in scope, they produce a number of local agriculturally derived community issues. It is to these issues that municipalities can and should respond.

2.5 Rural Planning and Development -- An Approach

Rural planning and development provides municipalities with an opportunity to deal with agricultural and community issues through policy and process. In suggesting that municipalities can formulate an approach to agricultural and community issues, there is a recognition of the potential frustration. Many of the current trends in agriculture are not local, nor Canadian, but international in nature. Although municipalities cannot alter these macro trends, there is a responsibility on the part of the municipality to attempt to deal with the impacts at the community level. In the words of Dykeman (1987b), "In many communities, local government is in a position to provide leadership, given their relationship with the community and senior levels of government, and given their delegated responsibilities and authority."

The approach to planning and development needs to go beyond a narrow focus on agriculture to include a wide range of agriculturally derived community issues, including economic decline and the lack of economic diversification. As a prerequisite, however, the

approach to rural planning and development needs to maintain a reasonable chance of being implemented; it needs to build upon past successes and it needs to be realistic. Unless these three conditions are maintained, the usefulness of the approach is dubious.

Traditionally, approaches to economic development that reflect a rural perspective have not generally been implemented. As a result, success in dealing with agriculturally derived community issues has been mixed. While the various definitions of economic or community economic development suggest a broad based approach (Buller and Wright, 1990), the practice of economic development has generally been more narrow. Dykeman (1986), for example, notes as follows:

> "rural based economic and industrial commissions do not normally prepare comprehensive development strategies that include economic, resource, land use, settlement, environmental and servicing components. They deal almost exclusively with opportunity identification and not with associated resource management and land allocative decisions which significantly affect rural opportunities; and they often do not function to broader citizen participation."

An approach to planning and economic development based on local involvement in formulating strategy to develop local resources, with an overall goal of community improvement, suggests both a more encompassing and successful approach. The term ***rural development planning*** as defined by Dykeman (1986) is an apt term to reflect both the important role of planning and economic development in a context which emphasizes local understanding, initiative, self-help and participation. For agricultural communities, the approach needs to go beyond agriculture to include

a wide range of agriculturally derived community issues, including economic decline and the lack of economic diversification.

2.5.1 The Policy: In dealing with agriculturally derived community issues, the fundamental difference between planning for where the community would *like* to go and planning for where the community is *likely* to go needs to be recognized. For example, the analysis included within Figure 2.4 and discussed elsewhere (Sopuck, 1988; Richardson, 1989) suggests that a sustainable form of agriculture is likely to help stabilize local economies, provide increased levels of employment and help protect communities dependent upon a marginal land base. The reality of the situation, however, is that agriculture to a large degree is likely to continue along a path that will not provide these potential benefits. The municipality, therefore, may find itself caught in a position of wanting to be visionary, directing agriculture and the community, but also needing to be realistic enough to plan and react to the more likely scenario. Thus, the formation of goals and policy needs to occur in recognition of the need to be both visionary and realistic.

The following discussion achieves two objectives. First, sample community goals in response to economic and environmental concerns will be identified. Second, a specific example of a comprehensive municipal response to the problem of soil erosion will be outlined.

Sample Goals: The depressed state of Canadian agriculture and environmental degradation have been identified as key issues in the future of rural communities. As a result, many communities face local economic decline, reduced employment, farm abandonment, a depressed economy and continuing pollution, among other perils. A response to these types of issues requires both the formulation of goals and implementing policy. The intent of this section is to demonstrate the types of goals which can be formulated in response to these issues.

From Figure 2.4, two categories of broad issues can be developed. The first of these is local or regional economic decline characterized by a reduced employment base, declining assessment and a stable or declining population. The causes, while largely economic, may increasingly become associated with impacts of environmental degradation. The second broad issue is the gradual diminution of the soil base through erosion, salinization, compaction, and mismanagement. The causes are an interesting mix of economics, environmental factors, and ethics.

The development of community goals in response to these issues requires community involvement and an appreciation of the issues and types of policy which can be implemented. For example, a policy encouraging low input or organic farming has been encouraged elsewhere based on potential employment and land management benefits (Dudley, 1990; Hill, 1986; Willis, 1985). The following

examples represent the types of goals which can be developed in response to current community issues:

- *to diversify the local economic base*
- *to promote local entrepreneurship*
- *to diversify the local agricultural base*
- *to encourage sustainable agriculture*
- *to encourage local marketing of agricultural products and*
- *to reduce levels of soil erosion.*

Building upon these basic goals, the next stage involves the formulation of policy. There is no shortage of suggestions in the literature as to the types of policy required to implement these types of goals. Wilkinson (1986) for example, contends that rural communities need to become more urban while Malizia (1986) stresses that municipalities first need to decide between a growth or development option. Growth, according to Malizia, is oriented towards the creation of jobs, while development focuses on long term change in the economic structure. While the development of individual policy in response to these goals requires further study, it is noted that for an issue such as soil erosion, there are numerous opportunities and available policy options.

Soil Erosion and Specific Policy: Soil erosion is an example of an issue which has gained increasing prominence in the rural community. Although there are provincial programs, the impacts and problems continue at the community level. The challenge therefore, is to tackle this problem within the context of planning and

development. The following approach[3] reflects the Ontario situation, however, is generally applicable elsewhere.

There has been a reluctance to pursue the problems associated with soil erosion through the land use planning or economic development process. To an extent, this represents both a desire to minimize regulation on the farm community and a lack of leadership on the part of municipalities. Although it is agreed that voluntary programs are most desirable, increasing problems with soil erosion suggest that such programs may not be adequate. The approach, therefore, could be one of combining voluntary programs and regulation. In this respect both planning and development have a potential role as follows:

1) The planning process, official plan and economic development strategy should be used as a means to build a political and public consensus concerning soil erosion;

2) The role of natural environment areas in contributing to the ecological health of the agricultural landscape needs to be recognized;

3) Planning documents need to focus their attention on the preservation of all areas of natural environment;

4) The use of Tree Cutting By-laws under the Ontario Trees Act needs to be stressed to protect woodlots;

5) The Official Plan should support conservation-oriented land management;

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[3] This response to soil erosion was initially presented by the author at a 1985 seminar organized by the Southwestern Ontario Chapter of the Canadian Institute of Planners. The seminar was entitled "Foodland- Preserved for Destruction."

6) Programs providing tax incentives for the preservation of natural environment areas should be developed (in conjunction with the Province).

7) Community Improvement Policies should be used to develop programs (with or without provincial support) to reduce any existing deficiencies in natural environment cover;

8) Conditions could be attached to the approval of severances requiring the establishment of windbreaks;

9) The use of site plan control opens up opportunities for the establishment of agricultural windbreaks as a condition to the approval of development proposals (including agricultural development);

10) The opportunities for the zoning of lands into specific cropping or management systems, especially in areas of high risk to soil erosion, needs to be investigated (legal and otherwise);

11) The economic development process needs to recognize this problem in the same way it would treat the loss of an industry. The opportunity exists to coordinate programs with non-municipal organizations in order to encourage public awareness and seek out solutions (either technical or mechanical).

Although the potential success of the above policy in dealing with soil erosion is an issue for debate, it does demonstrate the potential for rural planning and development to provide a response to a serious problem.

2.5.2 The Process -- A Framework For Rural Development Planning: If properly implemented, planning and development holds the promise of setting community goals and establishing community resolve in fulfilling these goals. As a thought and public education process, rural planning and development can provide municipalities with the opportunity to deal with community issues. While there is

no single approach which will guarantee results, a focus on community development and related concepts, including strategic planning, sustainable development, community involvement and public education provides the framework for a municipal response. Municipalities do, however, need to adapt these approaches to the overriding political, economic and legal structure of their area. The following provides further details of an appropriate approach to rural development planning:

2.5.2.1 Community Development Planning: While there are linkages between community development and land use planning (Wright, 1990; Penfold, 1989), and between community development and economic development (Douglas, 1987; Bryant, 1989b), community development concepts have the potential to assist in the integration of planning and development. As established earlier within this chapter, municipalities have usually separated the functions of rural planning and development. While in some jurisdictions this may be appropriate, in most rural communities it is not. An approach resembling the community development process as outlined by Dykeman (1987b), Lotz (1977; 1987) and Douglas (1987) promises to mobilize the public, staff, and community resources behind a common set of goals.

While the need for an integrated approach to planning and development has been noted (Bryant, 1989b; Dykeman, 1987b and 1990), the concept of integration remains somewhat nebulous. Lang

(1988) suggests that integration can be viewed from a management and decision making perspective. Management refers to collaboration among parts of an organization to achieve a unified effort, and decision making refers to blending new concerns into existing functions, combining a set of values into a single overall judgement, and engaging in concerted and coordinated action. Lang also notes that an integrated approach implies accomplishing several things at once. It includes getting a number of uses out of something at the same time; taking diverse and previously excluded factors into account; and making a previous "whole" more complete by incorporating new parts. These points raised by Lang, suggest that the integration of planning and development can occur through organizational approaches and through decision making considerations. It is from this last perspective that community development concepts are most relevant.

While a number of definitions of community development exist (Lotz, 1987; Wright, 1990; Lumb, 1990; Penfold, 1989; Douglas, 1987; Dykeman, 1987) they generally share certain themes. Community development is as much a process as a product. It focuses on direct public initiative, participation, and action, with a goal of promoting better living for the whole community through a comprehensive approach. It seeks to identify issues and develop a community response. From a traditional economic development perspective, these concepts broaden the municipal mandate considerably. They suggest that municipalities pursue a more holistic approach,

incorporating all sectors of the local economy while aiming to assist existing economic activity, and at the same time securing overall community improvements (Bens, 1986; Teitz, 1987; Ryan, 1988). From a local planning perspective, community development concepts help to move planning away from a focus on regulation and development control, providing the opportunity to re-evaluate the broader role of community planning and to develop broader community goals (Bryant, 1989b). The result is that through community development concepts, economic development and land use planning, goals and policy become much more supportive and co-ordinated.

2.5.2.2 Strategic Planning: Strategic planning as applied in the general field of community development is a useful means of identifying goals, strategy and means of implementation (Seasons, 1988a; Bryant and Preston, 1987b; Thompson, 1986). Initially applied in the private sector, considerable emphasis and study of its applicability to the public sector (including the field of economic and community development) has occurred (Bamberger, 1985; Kaufman, 1987). It is argued that the basic questions which strategic planning brings forth help to define the role of community development planning.

Although there are many permutations of the concept of strategic planning, once organized, the process can, for the purpose of community economic development, be simplified to include four

basic stages. The following are adapted from Thomson (1986) and Bamberger (1985):

1) Complete Economic Audit and Community Scan
2) Develop Goals, Strategy and Action Plan
3) Implement and
4) Monitor and Evaluate.

The effect of this process is to ask questions such as:

"What is the economic base of the community?"
"What are achievable goals?"
"How do we want our community to develop?"
"How do we achieve our goals?"
"What resources are required to achieve our action plan?"
"Have we achieved our goals and how do we modify our approach if improvements are required?"

Through asking these types of questions a rural municipality can develop an approach based on its own needs. Also, the municipality can establish priorities allowing for the proper implementation of relevant strategies. This approach should reflect both current approaches to planning and development and identify items not traditionally included.

2.5.2.3 Sustainable Development: Sustainable development is a term which has been used in various contexts and with different meanings (Richardson, 1989; Fuller, et.al, 1989; Green, 1989). It has been used to describe approaches to virtually any form of development, including agriculture (Bidwell, 1986) and rural communities (Bryant, 1989b). Moreover, it is a term which tends to assume a different meaning depending upon the context of its usage. What it does represent, however, is a philosophy and set of values

which have considerable utility in the context of rural development planning.

While sustainable development is in itself complex, the concept is relatively simple. As pointed out by Fuller (1989), the sustainable concept has risen out of the need to manage and reduce the environmental impact of economic growth. It seeks to meet current needs and aspirations without compromising the ability to fulfil those of the future. Fuller goes on to suggest that in the community context, sustainable may include economic, social and ecological considerations. Community sustainability requires an integrated approach to development, recognizing the interlocking nature of communities and the interdependence between economic and ecological systems. It is suggested that both rural communities and agriculture, as part of their approach and basic philosophy, need to adopt the concept of sustainability in response to agricultural and agriculturally derived community issues.

2.5.2.4 Community Involvement: While the concept of community development envisions considerable public involvement (Douglas, 1987), this has not generally been an element of economic development programs (Dykeman, 1987b). Public involvement in land use planning has often been legislated, but successful examples of extensive public involvement are not frequent (Wolfe, 1985).

The term community involvement tends to imply different things to different people. It is based essentially on the belief that local

policy and action is likely to be much more successful if based on public support. Also, it recognizes the obvious role of the public in establishing community goals and strategy. In the case of planning, community involvement may include not only the presentation of completed plans to the public, but more importantly the soliciting of public input during the planning process (Richter, 1988). In economic development, local participation in setting goals and procedures for development is also valued (Bryant and Preston, 1987c). This may involve the establishment of local development organizations (Coffey and Polèse, 1985) or alternatively working with different individuals and community groups (Bryant and Preston, 1987c).

2.5.2.5 Public Education: Associated with the above is a recognition of the role of education in community development planning (Lotz, 1987). The recognition of issues and the development of policy is essentially a result of public education. Richter (1988) suggests that education of the public allows for the development of the community residents as a means of achieving development in the community. That is, education increases people's awareness of issues and opportunities and establishes their competence for participation. Consequently, part of the municipal approach to dealing with community issues is to educate the public with respect to these issues.

2.5.2.6 Legislative Considerations: A final element of the approach is to recognize that at least the land use element of community development planning is largely bound by legislation. While this imposes constraints, it also provides opportunities. It allows municipalities to continue to build upon the successes of the past and to continue to organize the distribution of land in a rational manner. The important element, however, is that municipalities use the land use planning process, not only as a regulatory tool but also as a means of dealing with developing issues. The legal requirement for periodic plan review and public input forces the public and municipality to monitor and alter their plan as issues evolve.

2.6 The Broader Context

The issues which face rural agricultural communities in Canada are also encountered by communities throughout the Western World. In the United States, the problems are accentuated by a larger concentration on corporate agriculture, which has introduced problems of rural poverty and migrant labour, among others (U.S. Congress, 1986). In the United Kingdom, the Countryside Commission (1987) has suggested that certain lands be removed from agricultural production. At the same time they note (1987) the benefits of land use diversification and recommend that the farm household become a centre of entrepreneurial activity to generate non-farm income. Moreover, in the European Community as a whole, questions are being asked about agriculture's future (Marsh, 1987). Weinschenck's (1987, 1990) analysis suggests both that agricultural

output should be reduced by decreasing the use of yield-increasing inputs and also, farming should be supported in the less favoured areas by direct income aids and retirement payments. This reflects a basic question about the desirability of efficiency which risks high subsidies and few rural benefits, as opposed to a more environmentally benign approach, with its corresponding benefits to the rural community.

As in Canada, the national government of each of these countries has "pumped" billions of dollars into supporting an agricultural industry which is simply too productive. The continuing high levels of deficit accumulation in each of these countries suggest that the subsidies may not continue. Basic questions must also be asked at the national and international level about the direction of agriculture and agricultural communities. These questions and their answers are of critical importance to rural communities throughout Canada.

Also, as in Canada, municipalities are being encouraged to develop a response to the issues which they face. The Countryside Commission (1987) calls upon the planning system to adopt an enabling role rather than a purely regulatory one. They recommend the preparation of rural development strategies by Counties and District Councils. In the United States rural communities also are encouraged to attract new businesses, develop labour retraining programs and to alter community infrastructure to attract new inhabitants (U.S. Congress, 1986). What this signifies is the

universality of the issues affecting rural areas and the need for Canadian municipalities to consider similar initiatives.

The approach to planning and development introduced in this chapter has general applicability to all rural communities within Canada. The approach, which is largely based on community development planning, strategic planning, sustainable development, community involvement and education, represents a focus which has generally not been pursued by rural communities in Canada. In some respects, the approach is as simple as asking the right questions and, in turn, identifying the right options. The fact that the process may not be easy, or that the community may not initially be prepared, does not reduce the necessity of action. While some communities may have the luxury of not needing to act, for others, the option of not acting is suicidal. The process of planning and development does not guarantee results. All that it does guarantee is an opportunity to rationally evaluate issues and trends and potentially develop a strategy to provide some direction for the future. The following chapter begins the process of setting forth a methodology which allows some of these potential responses to be pursued in more detail.

CHAPTER III

RESEARCH METHODOLOGY

3.1 Introduction

In the preceding chapter some of the major issues affecting agriculture and rural communities were identified. It was suggested that there are opportunities for rural municipalities to react to agriculturally derived community issues. Through initiatives in planning and economic development, municipalities can and should attempt to influence their future. In some respects, however, the types of policy options remain largely unexplored. In an attempt to identify appropriate policy, emphasis has been placed on scanning the literature; reviewing approaches in three Canadian provinces and conducting field research in two study areas in Ontario.

The details of the research methodology are presented in this chapter.

3.2 Research Methods

Within Chapter 1, several objectives were identified. These objectives require the development and use of appropriate research methods. Specifically, the purpose of the research methods is to

identify a range of integrated policy options, evaluate their relative merit, and to develop a publicly based process which has general applicability. While a wide range of potential methods exist, it was established early in the research that the methods should meet certain criteria. These include:

i) The development and use of a research approach which could be replicated by municipalities (especially the incorporation of public input).

ii) The involvement of the public in identifying and evaluating both their perceptions of agriculture and community issues and potential municipal responses to these issues. The objective was to involve those who are knowledgeable about agriculture, planning and economic development and who also were reflective of key elements of the decision-making and implementation process.

iii) The use of the concepts of participatory research, which means the involvement, in the entire research process, of the people who are supposed to be the beneficiaries of the research. This includes an emphasis on discussion, investigation and analysis in which those who are being studied are as much a part of the research as those studying them (Anyanwu, 1988).

iv) The use of a process which would provide an educational experience for those participating in the research.

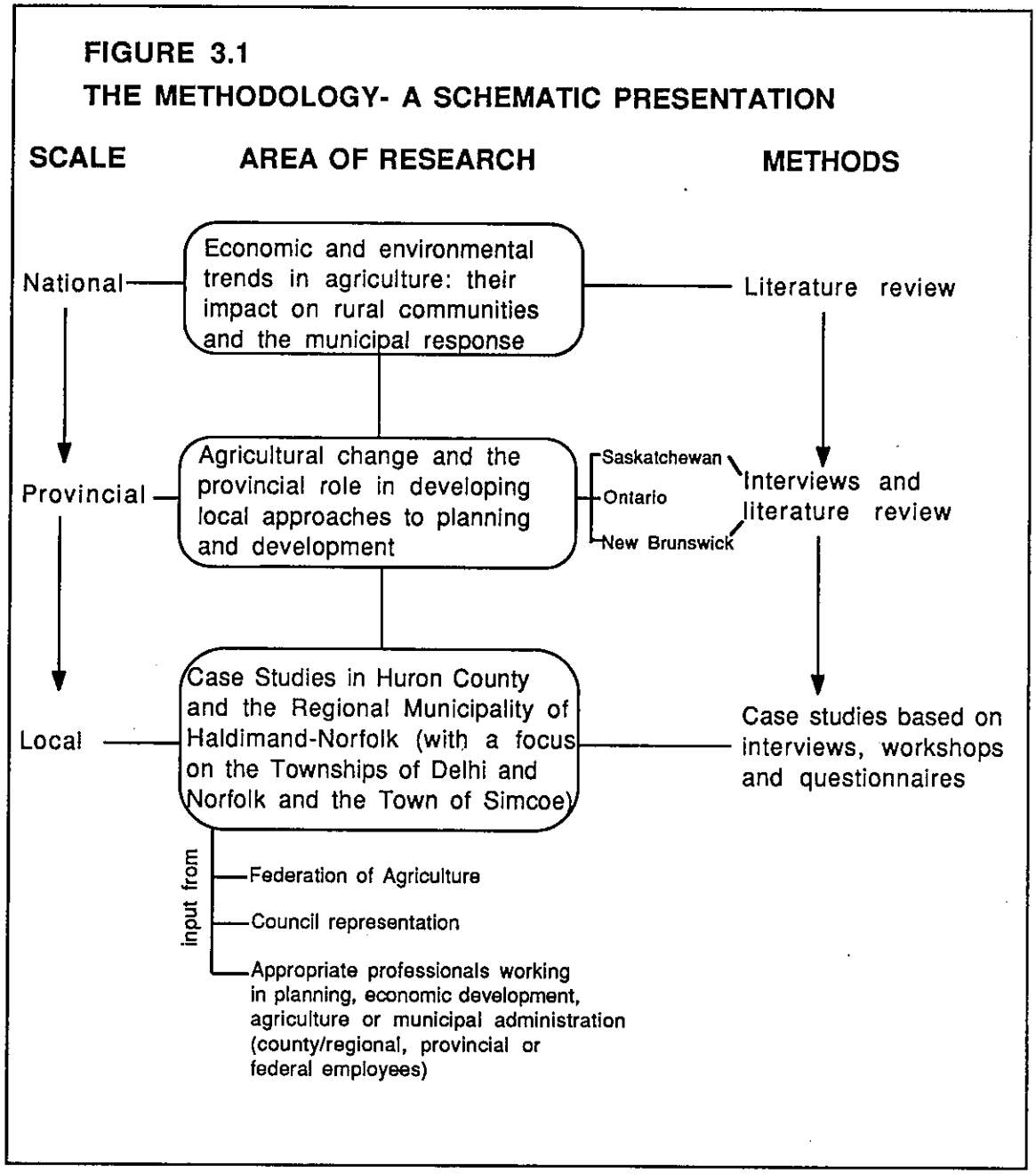
v) The utilization of a research approach which incorporates an integration of fieldwork and survey methods, thereby providing for increased validity and understanding.

vi) The use of research methods which would produce policy options with potential municipal applicability.

From these and the more general research objectives outlined in Chapter I, certain basic research directions evolved. The research would first review several interrelated items including issues affecting rural communities, the municipal planning and development response to these issues and the relationship between agriculture and community issues. The research would then focus on identifying and developing municipal approaches to planning and development by first reviewing current approaches used within three diverse Canadian provinces and by secondly working towards the identification of various policy options within two Ontario counties or regions.

The research methods provide a coordinated approach to the research directions identified above and to the objectives outlined in Chapter I. These research methods are developed based on a relationship between the area of research, the scale of investigation and the appropriate research methods. Schematically, this relationship is presented in Figure 3.1. The examination of broad trends in

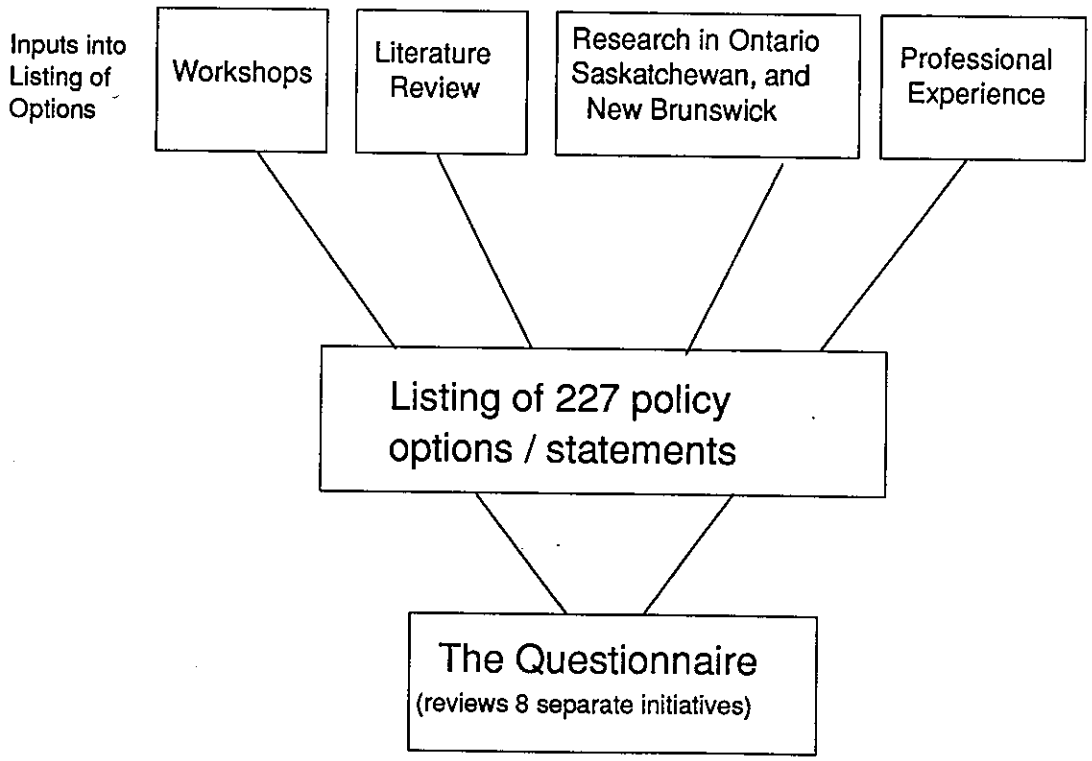
FIGURE 3.1
THE METHODOLOGY- A SCHEMATIC PRESENTATION



agriculture and the impact on rural communities is approached from a national perspective. The corresponding research methods consist largely of a literature review. At the provincial level there is a focus on identifying the provincial role in developing local approaches to planning and development. This is based on a review of government documents, along with selective interviews. The local research, consisting of two Ontario case studies, integrates the research methods of interviews, workshops and a questionnaire. It is noted that this questionnaire builds upon the findings of other components of the research (Figure 3.2).

Figure 3.2

DEVELOPMENT OF THE HURON-NORFOLK QUESTIONNAIRE



The research methods consist of a literature review, interviews, workshops and questionnaires. The research was also supported by informal visits to Norfolk (including presentations to the Norfolk Federation of Agriculture and the Tobacco Area Industrial Strategy Study Committee), and experience working in Ontario with the Huron County Department of Planning and Development. The research schedule is outlined in Table 3.1. This is followed by a description of the individual methods.

Table 3.1: Outline of Methods

Method	Objective	Date
Literature Review		
National	understanding of issues	On-going
Saskatchewan Ontario New Brunswick	identification of approaches to organization and policy and the role of the province and municipality	On-going
Personal Interviews*		
Saskatchewan	familiarisation, identification	July, 1988, May 1990
Ontario	of approaches to organization	On-going throughout study
New Brunswick	and policy and the role of the province and municipality	May and August, 1989
Huron and Norfolk	familiarisation, local support and workshop organization	January, February, 1989
Workshops		
Huron and Norfolk	Identification of issues, and policy options	Mar, Sept, Oct, Nov, 1989
Questionnaires		
Huron and Norfolk	Evaluation of goals and policy options	March/April, 1990

* numerous telephone calls were placed throughout the study to complement the personal interviews

3.2.1 Literature Review

The literature review served two major purposes. It established many of the broad national issues upon which the research is based, and also identified important policy options which were later evaluated for their local applicability. From a national perspective, the literature review identified issues affecting rural communities, economic and environmental trends in agriculture, potential planning and development responses, and various policy and process considerations.

While a literature review frequently provides depth and understanding to research it is not always considered as part of the formal research, and this is generally true within the context of this research, with one exception. The general research into agriculturally derived community issues and documents from New Brunswick, Ontario and Saskatchewan were constantly reviewed and documentation made of policy and process approaches which might have applicability for municipalities responding to agriculturally derived community issues. These approaches were in turn reviewed, and if appropriate, used in the Huron-Norfolk questionnaire. Although the sources are too numerous to review in detail, two were particularly useful for this research project: the "Strategy for the Development of Rural Saskatchewan" (Brown, 1985) and "New Opportunities for the Countryside" (Countryside Commission, 1987). Additionally, articles by Bryant (1986), Bryant and Preston (1987b, 1988a), Civic Affairs (1982), Ontario Ministry of Agriculture and

Food (1989), Nichol (1988), Richardson (1989), U.S. Congress (1986), Wall and Luther (1987) and WESTARC Group Inc. (1989) were most useful.

3.2.2 Personal Interviews:

The interviews provided both an important source of information and input into the structure of the balance of the research approach. As noted in Table 3.1, interviews were used in the provincial review (New Brunswick, Ontario and Saskatchewan), and also in the local study areas (Huron and Norfolk). The details of the interview approach used in each of these situations are as follows:

The Provincial Review: A major component to the overall research was the review of approaches in three Canadian provinces. The main purpose of this review was to identify provincial or provincially sponsored planning and development initiatives in response to rural community change and to then identify the local applicability of these findings. Relying largely upon a combination of a review of government documents and personal interviews, a number of approaches, organizations and policy options were identified (and later included within the Huron-Norfolk questionnaire).

During the summer of 1988, the provinces of Manitoba, Saskatchewan and Alberta were visited and interviews arranged with officials in each province. Based on this preliminary review, Saskatchewan was selected as having the most innovative

approaches to rural development issues. The initial selection of Ontario was based on the author's work experience in this province, and the initial selection of New Brunswick was based on the recommendation of Jack Hagarty (Director, Rural Organizations and Services Branch, Ontario Ministry of Agriculture and Food). Hagarty was at that time involved in an inter-provincial committee looking at various rural development approaches, and this experience led him to recommend New Brunswick. Subsequent investigations confirmed that New Brunswick was an appropriate selection.

The selection of the provinces of New Brunswick, Ontario and Saskatchewan allowed for analysis under varying geographic and economic circumstances. New Brunswick is largely rural with several important primary industries, but intensive agriculture is restricted to a relatively small area; Ontario includes an important agricultural industry, but it is economically and politically overshadowed by the province's urban economy; and Saskatchewan includes an extensive and provincially dominant agricultural industry, but with a dominant reliance on a single crop: wheat.

Although the approach to studying each of the three provinces was similar, it should be noted that there were also distinct differences. These differences stem largely from the variation in organization among the three provinces. Saskatchewan's Department of Rural Development has much of the responsibility for rural areas, whereas in Ontario and New Brunswick, responsibility is more diffuse, spread

amongst a larger number of government agencies. As a result, the review of rural development initiatives in Saskatchewan focused on one department, whereas in Ontario and New Brunswick discussions were required with several. As the research progressed it became clear that the approaches used in Saskatchewan were more innovative than in Ontario and New Brunswick and as a result these initiatives were pursued in more detail.

The individuals selected for interview were identified through discussions and meetings with several key people. In Saskatchewan, Professor James McCrorie of the Canadian Plains Research Centre at the University of Regina was key in identifying important contacts, whereas in New Brunswick, Professor Floyd Dykeman, Director of the Rural and Small Town Research Program at Mount Allison University, was able to provide a number of important contacts. Within Ontario, personal contacts within the provincial government, combined with a working knowledge of most provincial initiatives contributed to the review. A complete listing of the contacts made in the three provinces is appended (Appendix A).

The actual interviews occurred during excursions to New Brunswick in May and August of 1989, Saskatchewan in July of 1988 and May of 1990 and in Ontario, throughout the study period. The interviews were conducted in an informal and conversational manner and frequently required an hour to complete (although meeting length did

vary considerably depending upon the relevance of individual departments and programs).

The interviews, combined with an assortment of reports and published materials supplied by the interviewees, provided sufficient information to complete a review of the programs within the three provinces. While these results are important and reviewed in the following chapter, equally important, given the objective of identifying policy and process options are the individual approaches which were identified and incorporated within the Huron-Norfolk questionnaire.

Huron and Norfolk: In January and February of 1989, a total of eleven discussion interviews were conducted within Norfolk and five within Huron. More interviews were arranged in Norfolk than in Huron because of the writer's personal knowledge and continuing work experience with the Huron County Department of Planning and Development. The purpose of these interviews was threefold, and included:

i) a desire to gather general information about agriculture, farm and non-farm development, municipal planning and development initiatives and the municipal response to agricultural change. In Norfolk, there was a particular focus on the tobacco industry.

ii) a desire to identify and explore the role and responsibility of certain key local departments or organizations. These

included the Ministry of Agriculture and Food, the Federation of Agriculture, the County and Regional Planning and Economic Development Department, the local municipalities and the County of Huron and Region of Haldimand-Norfolk.

iii) a desire to explore and invite critical comment on the research proposal and methodology. A secondary initiative in Norfolk was to obtain local support for the research.

The individuals selected for the interviews were identified either because of their position (i.e., County Agricultural Representative) or because they were suggested by others.[1] A complete listing of those interviewed and their positions is appended (Appendix B). The actual interview or discussion lasted approximately one hour, was informal and focused on the three items listed above.

While the results of these interviews do not represent a major contribution to the research, they do represent an important starting point. Besides gaining familiarity with the study area, the interviews provided initial impressions of the perceptions of agriculture, planning and economic development held by certain key individuals. In addition, the support of a number of individuals and organizations was secured. This included the support of the

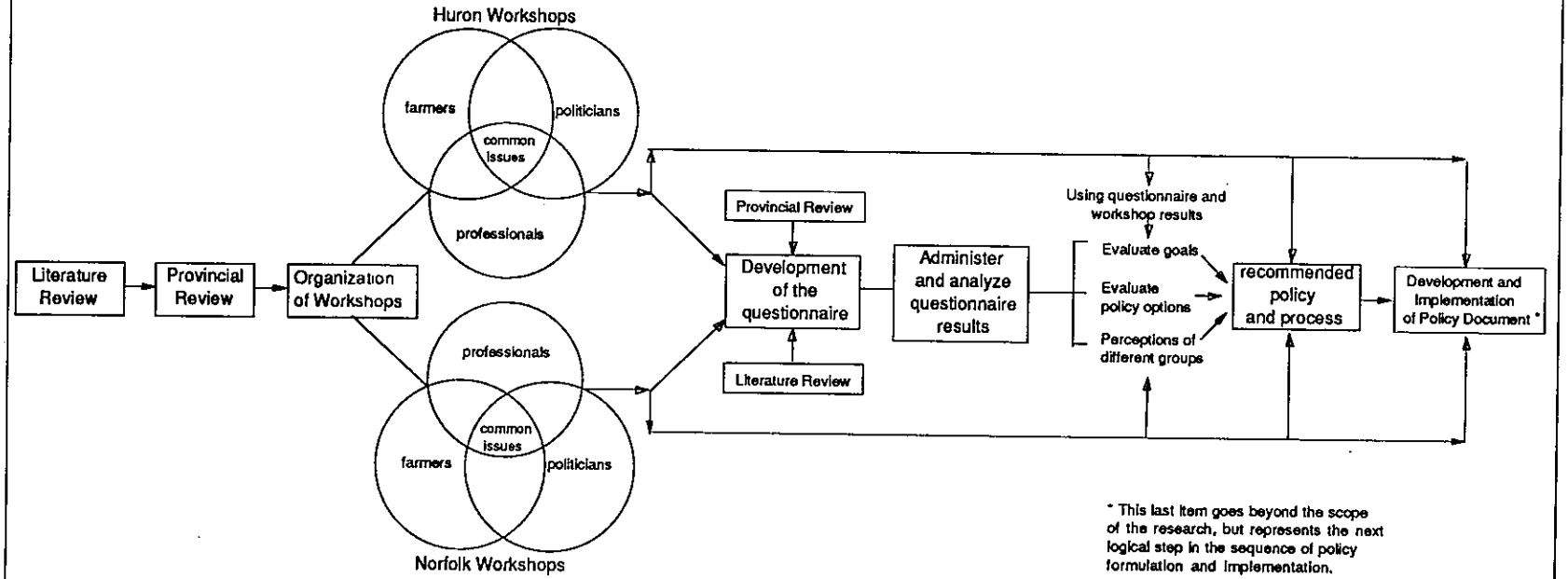
[1] Initially, contacts within Norfolk were suggested by John Ayling, Ontario Ministry of Industry Trade and Technology and Lee Kennaely, Commissioner, Department of Planning and Development, Regional Municipality of Haldimand-Norfolk. At the conclusion of each interview, the question was posed "I am approaching the Federation of Agriculture, The Ministry of Agriculture and Food, the Regional Planning Office and the Regional Economic Development Office. Are there any other groups or agencies that you feel I should be in contact with? Is there anyone else in your organization that I should talk to?"

Townships of Delhi and Norfolk, the Regional and County Planning Departments, the Tobacco Area Industrial Strategy Study Committee and the Federations of Agriculture in both Huron and Norfolk. This support was crucial to the successful organization of the workshops.

3.2.3 Huron and Norfolk -- Workshops and the Questionnaire

While the importance of municipal policy options in response to agriculturally derived community issues remains clear, it became more evident as the research progressed that the actual research methods held the potential to be a major component of the municipal response. The framework for these research methods is identified within Figure 3.3. This includes an emphasis on public involvement; however, it should be noted that to a certain extent this approach evolved as the research itself evolved. The emphasis on public involvement reflects a belief that while public participation has been stressed in planning (although some would argue with limited success (Gundry and Heberlein, 1984; Hutcheson, 1984)), it has not generally been stressed in municipal economic development (Carr, 1989). Furthermore, while community development has stressed a grassroots approach, this has not generally been transferred to economic development. The argument is made, however, that strong public involvement leads to an increased opportunity for success in rural development planning. If the public is involved in the process, the review of issues and the development of policy, there is an enhanced probability of selecting not only the right set of approaches, but even more important, approaches which the

Figure 3.3
Framework For Research: Huron - Norfolk



community believes to be appropriate for their area. Consequently, the following discussion of the workshops and questionnaire are significant for two reasons: they represent an important component of the research methods and they also represent one of the major findings of the research..

The research approach includes two separate phases consisting of a series of workshops, followed by a questionnaire (Figure 3.3). The workshops identify issues and policy options, and help establish the focus of the research. The questionnaire provides the workshop participants with the opportunity to review and comment upon a selection of detailed policy options.

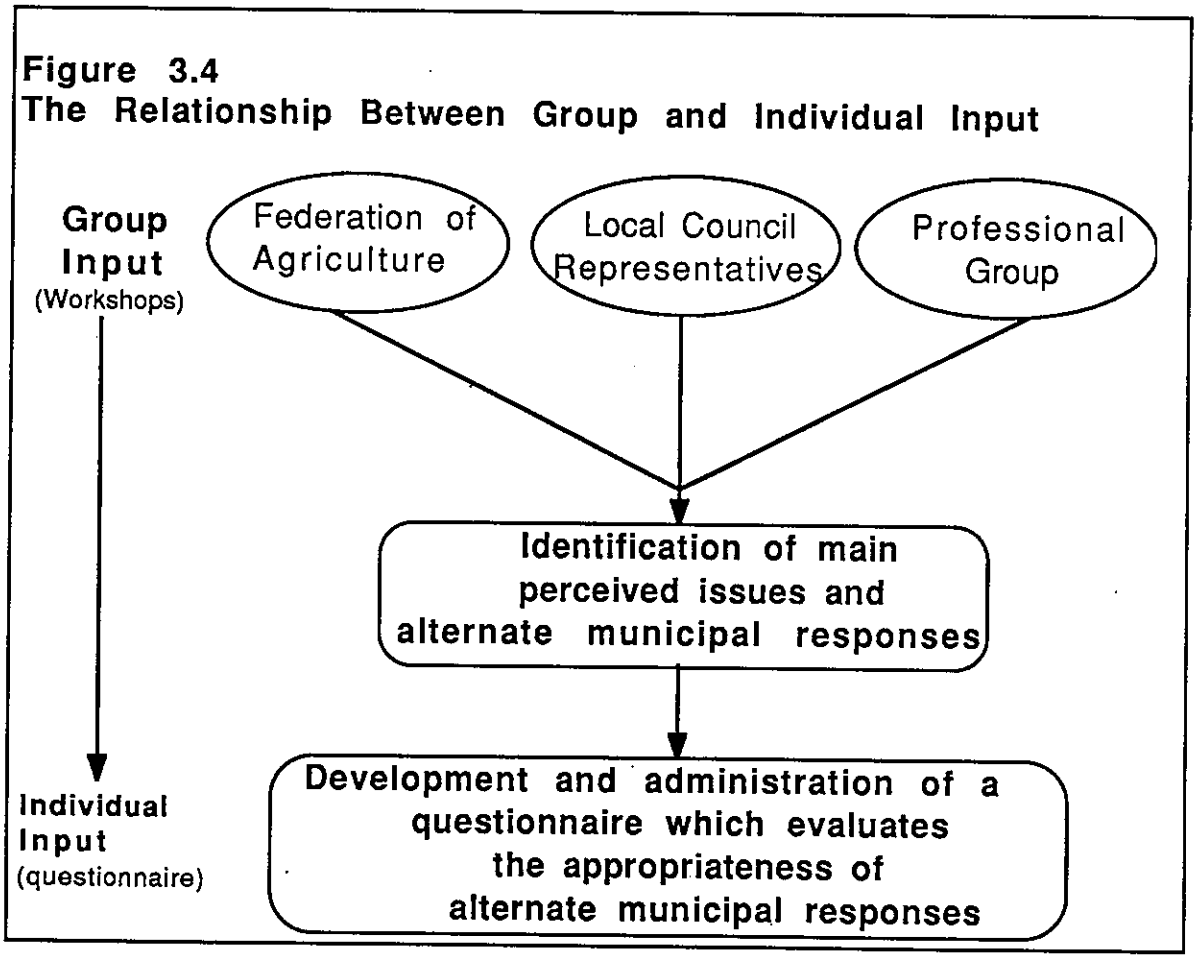
Workshops

Consistent with the recommended approach to workshops, the number of participants in each workshop was kept intentionally small (Social and Community Planning Research, 1972; Participatory Research Network, 1982; Atkinson, 1968). These participants were selected because of their affiliation with one of three groups: farmers, municipal councillors or working professionals. The workshops allowed for the input of these three groups and also represented a critical link leading to individual input (Figure 3.4). The goals of the workshops were to:

- Identify perceived current and future issues in agriculture.
- Review the linkages between agricultural and community issues

- Circulate a brief questionnaire designed to allow the participants to identify their personal perceptions of the future of agriculture.
- Identify potential municipal policy options in response to the dominant issues identified by the group.
- Provide an educational exercise for the participants which would make them more familiar with issues and more able to respond to the follow-up detailed questionnaire.

Figure 3.4
The Relationship Between Group and Individual Input



In total, six groups were invited to participate in the workshops. These included three groups in each of Huron and Norfolk, consisting of farmers selected through the Federation of Agriculture, municipal councillors and a selection of professionals involved in agriculture, planning or economic development (Table 3.2).

Table 3.2: Workshop Participation

	Number Invited	Number Participated	Date of Workshop
Huron			
Federation of Agriculture	16	13	Mar. 1989
Councillors	26	20	Sept 1989
Professionals	12	11	Oct. 1989
Totals	54	44	
Norfolk			
Federation of Agriculture	12	7	Mar. 1989
Councillors	12	5	Nov. 1989
Professionals	12	12*	Nov. 1989
Totals	36	25	

* Representatives of 12 organizations were invited and although 12 attended, there were 3 representatives from the Regional Planning Department. Two of the invited organizations were not represented.

Federation of Agriculture Workshop: The Federation of Agriculture (FOA) is a broadly based farm organization within Ontario. Following discussions with local FOA officials (Appendix B) it was selected as a farm organization which was reasonably representative of the Huron and Norfolk farm community. Consequently, it was approached to identify participants for the

study. In Huron, the FOA, through the County President, was invited to provide one participant from each of the County's 16 Townships (13 attended), whereas in Norfolk a Federation meeting was attended and an invitation extended to as many as a dozen representatives from the Townships of Delhi and Norfolk, and the Town of Simcoe (11 indicated an interest and 7 attended the workshops).

Council Workshop: Through the office of the Huron County Planning and Development Department the councils of each of the county's 16 townships, 5 towns and 5 villages were invited to identify one current or former councillor to participate in a workshop. The actual attendance included 13 from the townships, 5 from the towns and 2 from the villages. In Norfolk, where regional government has substantially reduced the number of municipalities (the study area previously included 6 townships, 2 towns and one village), 4 council representatives were invited from each of the Townships of Delhi and Norfolk, and the Town of Simcoe. These municipalities contain most of the tobacco growing area of the region. The invitation was extended through the individual municipal clerks and in total 5 councillors attended the workshop (3 from the Township of Delhi, 1 from the Township of Norfolk and 1 from the Town of Simcoe).

Professional Workshop: The intent of the professional workshops was to involve individuals who had both a working knowledge of the area and an insight into municipal issues, planning, economic development or agriculture. As a result, in both Huron and Norfolk an

invitation was extended to the county office of the Ministry of Agriculture and Food, the Foodland Preservation Branch of the Ministry of Agriculture and Food, the Conservation Authority (2 in Huron), the Canada Employment Centre, the Ministry of Municipal Affairs, the Ministry of Industry Trade and Technology, the county or regional planning department, the county or regional economic development department, the Federation of Agriculture (Norfolk only), and the clerks office of the individual municipalities (since there are 26 municipalities in Huron an invitation was extended to 1 town and 1 township clerk). Twelve people were invited to each of the Huron and Norfolk workshops. The Huron workshop was attended by 11 people, the Norfolk workshop was attended by 12 people.

Workshop Proceedings: The intention was to keep the workshops informal, to encourage a wide ranging and open discussion, to strive towards a free exchange of ideas amongst the participants, to build upon the concept of "brain-storming" and to do these things with a minimum amount of involvement on the part of the researcher. To facilitate this the sessions were kept brief (approximately 2 hours, with a break for refreshments) and the agenda consisted of two discussion questions separated by a short questionnaire. The sessions were tape recorded to facilitate the preparation of minutes which were later mailed to the participants. It should be noted that because of the size of the Federation of Agriculture and Council sessions in Huron, they were divided into two and three groups respectively for discussion of the first question. C. Leeming and C.

Fisher, planners with the Huron County Department of Planning and Development assisted with these two sessions.

The two discussion questions were: "What are the issues that you see facing agriculture in Huron/Norfolk over the next 20 years?" and "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?" While the results of these discussions are reviewed in more detail in following chapters, it should be noted that in all sessions the first question was enthusiastically and thoughtfully discussed. The second question also generated good discussion and numerous excellent ideas; however, it was clear that many of the participants found it a more difficult question to respond to than the first one.

The brief questionnaire used during the workshops was circulated following the discussion of the first question (see Appendix C). The purpose of the questionnaire was to allow the participants to identify their perceptions of the main current and future economic and environmental issues facing agriculture (notes from the preceding discussion were put on display to assist with the identification of issues). The questionnaire, while brief, was important in that the discussion of the second question focused on the dominant issues identified. Although not surprising, the majority of the concerns reflected the continued depressed nature of the agricultural sector and related economic concerns. Following verification of these initial findings the direction of the research

and in turn the major questionnaire focused on the most prevalent issues.

3.2.4 Questionnaire

The questionnaire represents the end of one phase of the research and the beginning of another. The policy options presented within the questionnaire are the product of a cumulative research process which integrates the results of the literature review, provincial research and workshops (Figure 3.2). The questionnaire, in turn, allows for the evaluation of these policy options in a local and practical context. This represents the beginning of a second and dominant component of the research.

Preparation of the questionnaire: The actual preparation of the questionnaire was one of the more important elements of the research. The questionnaire integrates the results from the workshops, the provincial review and the search of numerous documents for alternate approaches (Figure 3.2). Combined, a total of 227 policy options or statements were identified through this process (Appendix D) and these in turn were reviewed and condensed into eight separate initiatives under the headings approach and organization, focus of economic development, local economic diversification, tourism: an example of an alternative, promotion and marketing, education and leadership, agriculture and planning -- two contrasting scenarios and inter-municipal co-operation. Although this focus on eight policy directions meant that numerous

ideas and options could not be evaluated within the questionnaire, the need to limit its total length and to focus on the most promising options made this necessary. Further refinement of the questionnaire resulted from its review by a number of people, including several farmers who were not participants in the workshops.

The Questionnaire: The questionnaire consisted of three sections. The first focused on identifying certain characteristics of the respondent; the second reviewed a number of municipal goals and the third reviewed eight policy directions. Largely because of the differences in terminology between the regional structure of Haldimand-Norfolk and the county structure of Huron, two slightly different versions of the questionnaire were used (the Huron version is appended as Appendix E).

Because of detailed personal contact during the workshops a high response rate to the mailed questionnaire was anticipated. In March of 1990 a total of 69 questionnaires were mailed to those individuals who attended the workshops (Table 3.3). (Two weeks after the initial circulation of the questionnaire a reminder notice was sent to those who had not yet responded). Although this sample size is not large, it should be noted that statistical significance was not being sought. Rather, the goal was to obtain the informed insight of those individuals who were in a position of influencing or

implementing policy. Consequently, the response rate of 79.7% is considered to be quite acceptable.

Table 3.3: Questionnaire Response

	Number Circulated	Number Responded
Huron		
Federation of Agriculture	13	10
Councillors	20	16
Professionals	11	11
Totals	44	37
Norfolk		
Federation of Agriculture	7	4
Councillors	5	3
Professionals	12	11
Totals	25	18

Analysis of the Questionnaire Results: Information acquired through the questionnaire is central to the research. To analyze and assist with the interpretation of this information, data was coded and entered into an Apple McIntosh computer and analysis undertaken using SPSS Statistical Data Analysis (Norusis, 1990). As mentioned earlier, the concept and importance of statistical significance is reduced by the sample size, the existence of several distinct groups and the nature of the research. Despite this, however, cross-tabulations and the use of chi-square tests have some utility. A cross-tabulation is a joint frequency distribution based on two or more classified variables (Norusis, 1990) and was used to identify

any statistically significant differences between the Huron and Norfolk sample.

3.3 Summary

This chapter has outlined the research methods of the study. Through a combination of literature review, interviews, workshops and questionnaires, a number of issues and the focus of the study have been identified. Furthermore, the questionnaire and its results allow for the evaluation of a wide range of municipal policy options in response to the identified issues. The involvement of the public in the identification of issues, policy and the evaluation of policy options has confirmed the importance of the research methods not only for conducting this study, but also, as part of the study's actual findings.

The following chapters present the research findings. Chapter IV reviews the provincial role in developing local approaches to planning and development, Chapter V introduces Huron and Norfolk and Chapters VI and VII present the workshop and questionnaire results.

CHAPTER IV

AGRICULTURAL CHANGE AND THE PROVINCIAL ROLE IN DEVELOPING LOCAL APPROACHES TO PLANNING AND DEVELOPMENT[1]

4.1 Introduction

Agricultural change has produced a number of community issues requiring municipal action. The development of a municipal response depends upon several factors, including the input of upper levels of government. The role of the provincial government in this process is not well defined and varies between provinces. The purpose of this chapter is to explore the options and opportunities which exist for provincial governments in dealing locally with agriculturally derived community issues. This includes the development of provincial policy and programs and the role of the province in encouraging local action through community planning and economic development. To assist with this review, special reference is made to the provinces of New Brunswick, Ontario and Saskatchewan. The review of the current situation in these three provinces provides a reasonable

[1] An earlier version of this chapter was presented at the 1989 Canadian Institute of Planners National Conference (Caldwell, 1989c).

understanding of current provincial approaches to agricultural change and community impacts as they vary across the country.

The identification of these provincial initiatives fulfils two goals. First, the evaluation provides an appreciation of the various policy and process options which exist and have been implemented. Second, these provincial programs provide the basis for identifying a range of options with local applicability.

Building upon the discussions within Chapter II, this chapter reviews the existing and potential provincial role in response to agriculturally derived community issues, with a particular focus on economic issues. The analysis is completed by first identifying areas of provincial responsibility and second, by reviewing the approaches used within New Brunswick, Ontario and Saskatchewan.

4.2 The Provincial Role

The role of the federal government is not reviewed within this chapter. While there are federal initiatives in response to both agricultural and agriculturally derived community issues, the direct interaction with municipalities is limited (Cummings, 1988).

The relationship between the province and municipality is based on a legal and jurisdictional framework which establishes the basis for both provincial and municipal involvement in planning and development. The following discussion reviews this relationship,

and the role of the province in matters associated with agriculture, and related community issues.

Within Canada there is a specific relationship between the levels of government. The federal, provincial and municipal government have various, sometimes overlapping, responsibilities. In general, municipalities within Canada are the concern and responsibility of the provincial government. They are the creatures of provincial statute and are empowered by the province (Jordon and Philips, 1977). As a result, municipal corporations are not autonomous bodies, but are limited in their powers by the terms of governing legislation (Ross, 1962; The Joint Municipal Committee on Intergovernmental Relations, Winnipeg, 1970; Cummings, 1988). This "parental" relationship means that the municipality is in many ways accountable to the province and subject to provincial direction. While there is frequently a desire to allow the municipality as much flexibility and autonomy as possible, there is also the opportunity to use the municipality as a means of achieving broad provincial goals through policy, programs and funding.

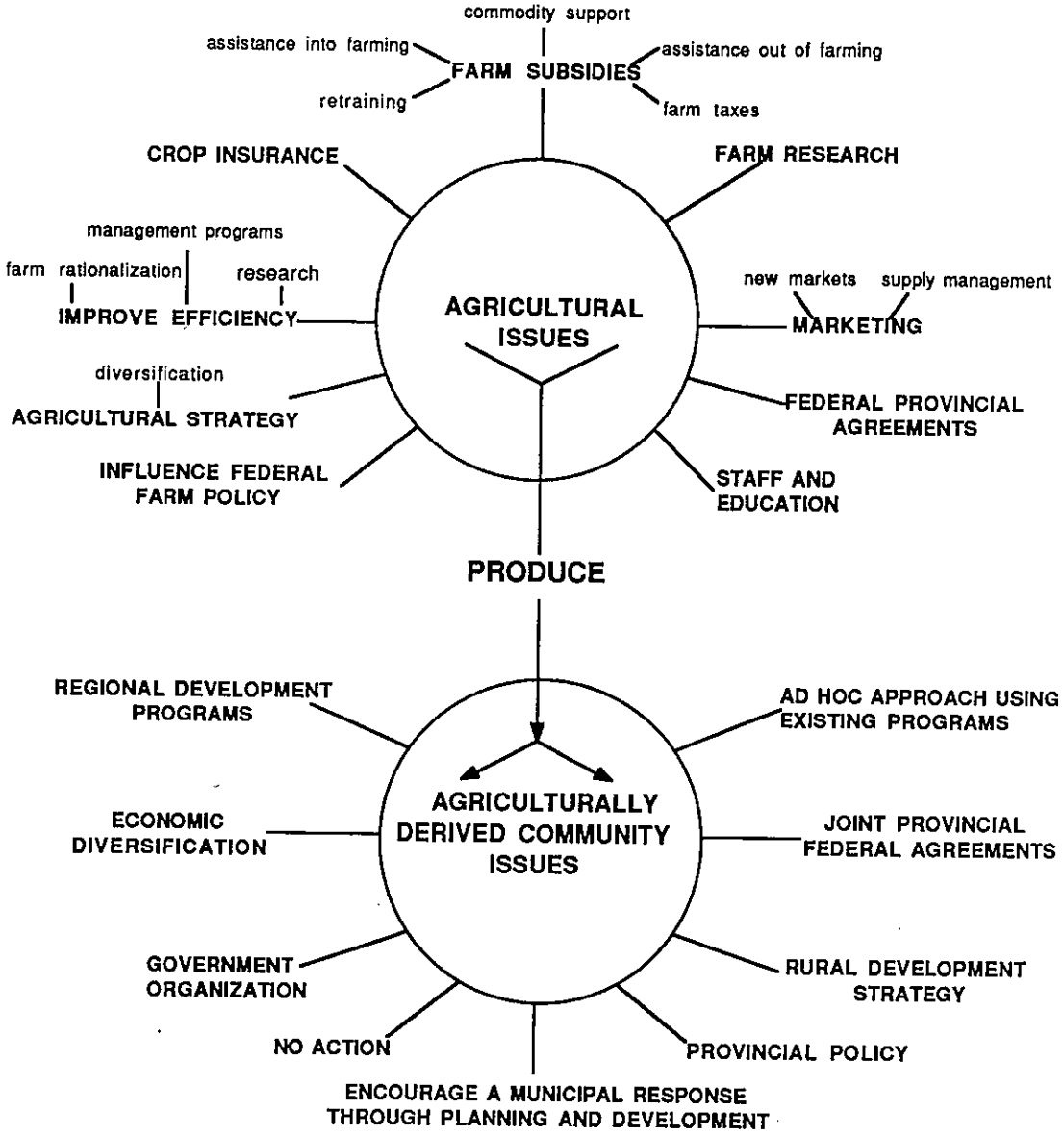
To carry out their mandate, provinces have established a number of departments or ministries which have specific interests and programs to administer. Many of these programs affect municipalities and may have a bearing on local involvement in planning and development. While the names and organizations may vary by province, those departments with an input into rural

planning and development tend to include the following: Municipal Affairs, Commerce and Trade, Intergovernmental Affairs, Environment, and Agriculture. In addition, there may be regional or quasi-government organizations, such as Regional Commissions, and areas designated for Community Futures which receive some of their funding from the provincial, and in some cases, federal government.

Agricultural and agriculturally derived community issues are an example of a major sector of the economy and society with which all provincial governments in Canada have an interest. While there are many reasons why provinces have concerned themselves with these issues, succinctly put, it is in the public interest to preserve both an agricultural industry and rural agricultural communities. The programs designed to protect agriculture and agricultural communities, however, can vary considerably between provinces and between various departments within a province. This last point reflects the overlapping mandates of many provincial departments in issues related to agriculture and the rural community.

Figure 4.1 outlines the types of approaches which provinces have pursued in response to agricultural and agriculturally derived community issues. The response to agricultural issues includes a number of interrelated elements with a strong emphasis on farm subsidies, enhanced efficiency and continuing research. While these approaches may have helped to support a threatened farm sector,

FIGURE 4.1
PROVINCIAL RESPONSE TO AGRICULTURAL AND AGRICULTURALLY DERIVED COMMUNITY ISSUES



The information included in this figure reflects several sources including: Horner (1980), Fulton (1987), Thompson (1987), Atkinson (1987), Skogstad (1987), Dykeman (1989), Cloke and Little (1986), Folstad (1986/87), Roome (1986), Savoie (1986), Statistics Canada (1986b), Taylor (1986), and Veeman (1990).

they have, to a certain degree, contributed to the continued decline of many rural communities. For example, improved on-farm efficiency has contributed to an increasing farm size with a corresponding decrease in farm population. Continued research, including biotechnology, is likely to continue these trends into the foreseeable future (Crosson, 1989; U.S. Congress, 1986). Increasing concerns over government spending suggest that subsidies and related farm income may be threatened. The significant point regarding these farm gate programs is that they generally occur in isolation of the relationship with the farm community. There is almost an implied assumption that assistance to the farm means assistance to the community, and this may not always be true.

The provincial response to agriculturally derived community issues tends to be much less focused than the provincial response to agricultural issues (Figure 4.1). While the response to agricultural issues is direct, the response to agriculturally derived community issues includes a variety of government approaches, many of which are not designed specifically for rural areas, but which have some applicability. This has been referred to as an ad hoc approach using existing programs. Regional development programs, federal-provincial agreements and economic diversification are approaches which have been pursued, but which in many cases have met with limited success (Bryant and Preston, 1987a). Provincial policy or a rural development strategy have also been pursued in some provinces. The approaches to government organization, including the

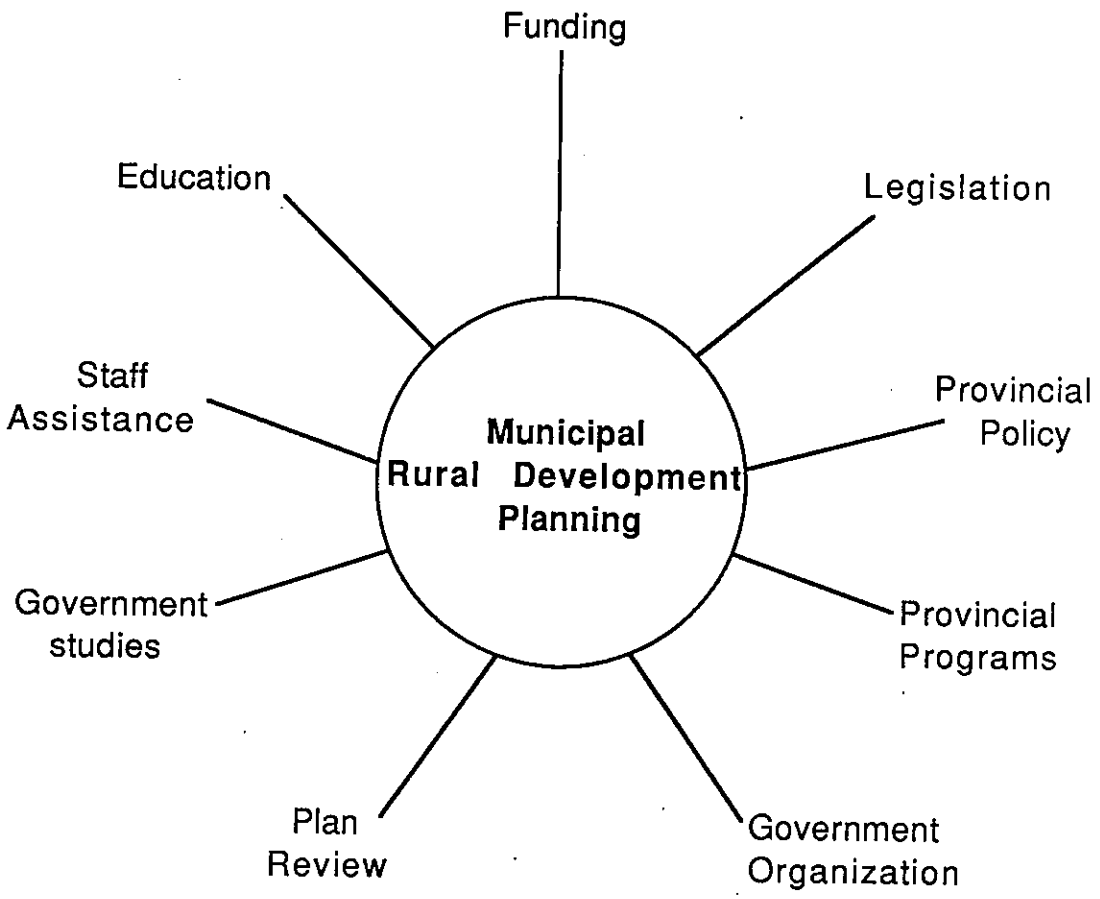
establishment of a department of rural affairs, represent one of the more interesting and committed responses to agriculturally derived community issues. Many of these approaches will be discussed in the following section, but it is worth noting that many are related to municipal approaches to planning and development.

Although strong local input reflecting a bottom up approach is viewed as a necessity for a successful approach to rural development planning, there is a belief that provinces can use municipalities to help fulfil a provincial mandate. At the same time provinces can assist municipalities with local issues.

Figure 4.2 helps outline the potential role of provincial governments in the fields of municipal planning and development. The identification of this role is not to suggest that provinces should usurp municipal responsibility, but rather, that provinces can help ensure that local functions are relevant and carried out as effectively as possible. While there is some overlap among the terms presented in Figure 4.2 and discussed below, it is believed that they represent reasonably distinct areas of involvement.

i) Funding: Financial incentives can strongly influence municipal approaches, including rural development planning. Conditional or unconditional grants, closed or open ended funding (maximum local flexibility in the application of the funds) and core versus optional

FIGURE 4.2
PROVINCIAL OPTIONS FOR INVOLVEMENT IN RURAL DEVELOPMENT PLANNING



funding (requiring municipal application), are all terms which help explain provincial funding options. The province may allocate these funds to a number of programs ranging from the upgrade of municipal services to assorted planning studies. Tied in with firm policy or program direction, funding can be very effective in directing and encouraging local activity.

ii) Legislation: Provincial legislation governing municipalities and their functions helps to define options and opportunities. Provincial initiatives in this area vary significantly and can include the elimination of the municipal structure, the imposition of regional government, the preservation of farmland and the regulation of municipal services, among others. If legislation is constructive, positive and perhaps innovative, it can provide for a more effective municipal response.

iii) Provincial policy: Provincial policy should be based on sound research and rational thought. Whether it is implemented through local plans or provides direction to economic development through development strategies, there is the opportunity to have a positive influence at the local level.

iv) Provincial programs: Within all provinces there is an assortment of provincial programs. These programs are administered by individual departments and in many cases have a direct or indirect link with local planning and development. The programs may fund

municipal activity, provide incentives to municipal action or establish a program which may be of benefit to local planning and development approaches (for example, the establishment of Soil Conservation Districts in Ontario).

v) Government organization: The organization of provincial departments, in terms of their function and mandate, can significantly influence the service and direction given to local municipalities. The organization of local municipalities can also vary, with corresponding effects on municipal policy issues (for example, voting structure or boundaries may contribute to the prevalence of urban or rural issues).

vi) Plan review: Generally, provincial governments review, comment upon and approve various local planning documents. Clearly, with this input, there is the opportunity to influence and guide municipal policy and approach.

vii) Government studies: The role of quality information resulting from proper studies should not be underestimated. The review of economic conditions, water quality, and development strategy options, among many other issues, can serve to inform the public, policy advisers and local elected officials. This may demonstrate both the need for action and the options open to municipal officials. There are numerous examples of provincially sponsored studies

which have influenced rural planning and development (Brown, 1985; MacLaren, 1975).

viii) Staff assistance: Provincial staff can assist in at least three ways. They may act in an important advisory role to both elected and non-elected officials; they may function as the catalyst in encouraging local participation in provincial programs, while also helping to develop joint municipal-provincial initiatives and, for some small municipalities, they may be the only available staff with expertise in planning and development.

ix) Education: The important role of education in rural development planning has received increasing recognition (Lotz, 1987; Richter 1988). Education may be focused on a number of groups, including the public, elected officials and staff. Also, this education may range from outlining the importance of an open government process to developing and promoting the role of the entrepreneur. Just as the educational process is varied, so too are the options for provincial involvement. These options may include local funding to encourage municipal pursuance of an education mandate, or direct provincial involvement in the educational process.

The above should not be interpreted as meaning that the provinces are applying these nine approaches in a co-ordinated fashion. Neither should it be interpreted as suggesting that provincial involvement should be dominant. Clearly, the province needs to

remain sympathetic to local initiatives, direction and accountability. What exists, however, is an opportunity for the province to use its authority, in the pursuance of provincial goals, to encourage municipalities to assume increasingly effective responsibility in dealing with all issues, including agriculturally derived community issues. The following and concluding section takes it this next step, identifying and evaluating provincial approaches to agriculturally derived community issues in New Brunswick, Ontario and Saskatchewan.

4.3 Three Provinces -- A Review

In response to agriculturally derived community issues, provincial governments, through local approaches to planning and development, have an opportunity to act. While the various approaches to agricultural issues, including subsidies and research, are well known, the provincial approach to agriculturally derived community issues is not as well documented. Preliminary analysis suggests that both municipal and provincial governments have not been overly successful in dealing with these issues. Action is required, however, to help rural communities cope with current and future change. While the dominant role of municipalities needs to be recognized, there is also a provincial role. This section focuses upon the involvement of three provinces in this area.

The three provinces of New Brunswick, Ontario and Saskatchewan have been chosen for the purpose of this review. While additional or

alternate provinces could have been reviewed, the three selected allow for analysis under widely varying geographic and economic circumstances. New Brunswick is mainly a rural province, with a number of important primary industries, but in which agriculture is dominant in only a relatively small area; Ontario includes an intensive agricultural industry which is overshadowed by the province's urban economy and Saskatchewan includes an extensive and provincially dominant agricultural industry which has suffered from a combination of low commodity prices, reliance on wheat production and in some areas marginal growing conditions (Johnson, 1988; Nikiforuk, 1988).

The following summaries are based on a review of government documents and interviews with representatives from the three provinces (Appendix A). This review has been complicated by several general items including differences in government agencies (names and jurisdictions), municipal structure (within and between the provinces), and provincial economies, politics and issues.

4.3.1 NEW BRUNSWICK: Within New Brunswick there are numerous government departments and agencies with an apparent interest in agriculturally derived community issues; however, there is no single department with a clear mandate. These departments have a number of programs which influence rural agricultural communities, although there is no single program or strategy that effectively deals with agriculturally derived community issues (Dillon, 1988).

Perhaps the single most interesting point concerning approaches in New Brunswick is the absence of a local government structure for most of the rural area. With the abolition of County governments in 1967, the rural unincorporated areas fall under the direct mandate of the Provincial Government (Krueger, 1970; Young, 1987). As a result, there is the opportunity for the province to demonstrate considerable leadership, or alternatively for these areas to continue in a policy vacuum. The writings of Dykeman (1987a; 1989a), government reports (including the Provincial Report on Non-Incorporated Areas (Allen, 1976)), and discussions with various officials suggest that the latter is the case.

Collectively, a variety of government programs and initiatives provide for considerable activity, but little concerted action. These individual programs, some of which are outlined below, deliver a number of province-wide services, but there is little focus upon agricultural communities or local involvement.

The Provincial Government has undertaken the preparation of a rural development strategy and a preliminary document has been presented to Cabinet (Dykeman, 1989b; Thibadeau, 1989). Unfortunately, however, this document is not public and its future is uncertain. The focus upon agricultural communities is unclear as the impetus for the strategy arose more from the fishing industry than from agriculture or forestry (Thibadeau, 1989). Clearly, however, to have any impact the province needs to complete, release

and implement the document. Dykeman (1989b), however, has noted that the merits of a rural land use policy have been pointed out to the provincial government for at least 17 years and the failure of the province to act over this period produces a degree of scepticism concerning future action.

Meanwhile, despite the fact that recent surveys have demonstrated that planners, small municipalities and rural residents consider economic development to be critically important, rural development efforts remain fragmented. While Dykeman (1989a) faults the practice of separating land use planning and economic development programs at both the local and provincial level, the absence of local government for most rural areas must also frustrate local efforts.

The twelve Regional Development Commissions which cover the province are perhaps the organizations which provide the best local representation and yet retain strong provincial ties (Surrette, 1989; LeBlanc, 1987). These Commissions, while largely dependent upon provincial funding, employ staff and report to a regionally represented Board of Directors. Increasing emphasis on the preparation of economic development strategies suggest a more rational approach (LeBlanc, 1987). A number of concerns or limitations have been identified, however, including the relationship with local municipalities, the emphasis on regional economic development (as opposed to local), the public's perception of the Commissions as provincial government agencies and the absence of a

mandate to focus on the primary sector (Price Waterhouse, 1987; Fontaine, 1989 and Thibadeau, 1989). For example, a review of the Economic Development Strategy For The Carleton Regional Development Commission (DPA Group, 1985) reveals that while agriculture is the major primary activity for this area, the strategy does not appear to reflect the local significance of agriculture, either in terms of options or community issues related to change in agriculture. As an example, the only agriculturally based response to a decline in the potato industry is a desire to establish a new potato marketing and processing facility.

Generally, within all rural areas, provincial staff provide local planning assistance. It is noted, however, that planning usually consists of a reactionary approach to the development of a specific problem (Jellinek, 1989). Staffing limitations, the absence of local government and a perception that planning control will not be acceptable to rural residents mean that little activity has occurred. From an agricultural perspective the province has adopted an Agricultural Operations Protection Act (Penfold, et.al., 1989); however, it is apparent that the prevention of interference from non-farm uses will require additional emphasis on land use planning. The retention of flexibility for farmers to react to changing economic conditions is viewed as essential from an agricultural and community perspective.

In summary, there is no apparent coherent approach or direction from the province concerning matters related to agriculturally derived community issues. The Department of Agriculture continues to concern itself primarily with on-farm issues; the Department of Municipal Affairs tends to only be involved in a reactionary way to specific land use problems; the Department of Commerce and Trade view themselves as delivering a service to the province as a whole and the regional commissions which they largely fund are, of course, primarily concerned with regional development. While the recently released provincial economic development strategy "Toward 2000" (New Brunswick, 1989) has promise, as does the development of a conservation strategy (scheduled for completion in 1992 (Besner, 1989)), it is premature to comment on their impact, or effectiveness in rural areas. In the meantime, the initial and encouraging work on a rural development strategy appears to have stalled.

4.3.2 ONTARIO: While Ontario has a number of programs designed to assist communities, there is little specific involvement in dealing directly with agriculturally derived community issues. There is no strategy for rural Ontario and there is no clear mandate from the provincial government concerning agriculturally derived community issues.

While Ontario's agricultural industry is among the country's most productive and intensive, it tends to be overshadowed by the

province's large industrial and commercial sector (Fairbairn, 1984). As a result, the programs of the Ministry of Municipal Affairs and Industry Trade and Technology have no specific rural focus. In order to take advantage of their programs, rural municipalities need to adapt to what are essentially urban based programs. While there are encouraging signs from the Ministry of Agriculture and Food, there has not yet been a strong commitment to agriculturally derived community issues. The provincial government, however, has certain programs in which rural municipalities might participate. The programs are outlined as follows:

Within Ontario, land use planning is administered by the Ministry of Municipal Affairs. The approval of municipal planning documents includes a review of compliance with various provincial policies, including the Foodland Guidelines[2]. While Ontario's approach to agricultural land use planning as exemplified by the Foodland Guidelines has merit, it is essentially a planning document designed for farm land, but not rural communities. While the strong policy on the protection of farmland has been adopted by many municipalities, the failure to distinguish agricultural from rural urbanizing communities and the resulting lack of flexibility has alienated others. Although the Foodland Guidelines have helped to protect farmland and preserve flexibility for farmers, they have frequently

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[2] The Foodland Guidelines were approved by Cabinet in 1978. The Ministries of Agriculture and Food and Municipal Affairs released a revised position - The Foodland Preservation Policy Statement in 1986. It has not yet been adopted by the government as provincial policy.

placed the Ministry of Agriculture and Food, which administers the guidelines, in a position which is perceived as negative and reactionary. This has occurred at a time when a depressed agricultural economy and communities have placed a value on new jobs and investment in order to protect themselves.

The Ministry of Municipal Affairs, as part of their general mandate, has completed a study on "County Government in Ontario" (Tatham, 1989). If implemented, this report would strengthen the role of the County in both planning and economic development. Additionally, the Ministry has at least two programs which can be of assistance to rural communities. These include the Community Planning Study Grant program and the PRIDE program. Funding, through the Community Planning Study Grant program, is available to assist municipalities with basic planning documents and special studies, although the use of funds for innovative studies has been limited. It does not appear that the province has used this funding mechanism as a means of encouraging local municipalities to specifically evaluate rural issues.

The PRIDE program, which is administered by the Ministry of Municipal Affairs, provides for the investment of provincial dollars in local infrastructure and services. While rural agricultural areas have generally been excluded, the program has provided valuable dollars for the towns and villages which have traditionally functioned as rural service centres.

The Ministry of Industry, Trade and Technology provides an important staff resource to all areas of the province, including rural areas, but the Ministry does not have a perspective based on rural and agricultural areas. The Ministry has, however, implemented a $25,000,000 program for Eastern Ontario to promote economic growth. This program reflects the relative disadvantage of this area in comparison to Central Ontario, but does not include a particular focus on agriculture or rural communities. The Ministry's current emphasis on strategic planning, local economic development and self help can, however, be of value to rural agricultural communities.

The Ministry of Agriculture and Food is primarily oriented towards on-farm issues. Certain recent developments, however, including the Advanced Agricultural Leadership Program[3] and preliminary work in rural community development, suggest the possibility of more direct assistance to rural communities. The initiatives in community development include the commitment of staff for the purpose of reviewing and developing potential approaches. During the latter portion of 1989, the Ministry sponsored a number of workshops designed to look at "Rural Communities in the 90's" (Ontario Ministry of Agriculture and Food, 1989b) and at the same time the Ministry was involved in the preparation of a report "Toward 2000," which concentrated on the agri-food industry and the role of the Ministry of Agriculture and Food (Ontario Ministry of

[3] The Advanced Agricultural Leadership Program is a joint effort with the Federation of Agriculture, The Foundation for Rural Living and the University of Guelph and has a stated purpose of helping to develop leaders for rural areas.

Agriculture and Food, 1989c). The Ministry of Agriculture and Food (1990) has also prepared a strategic plan entitled "Common Ground." While it includes a number of proposed actions which promise an enhanced provincial role, the actual implementation of the plan will occur during the 1990's. While these documents suggest the possibility of an enhanced Ministry role in issues related to the rural community, future directions and commitments remain uncertain. The question remains, however, as to how much focus the provincial government, given its urban bias, will place on rural areas.

Within Ontario, therefore, one can conclude that while there are provincial programs to assist municipalities in planning and development, there has been no specific focus on rural agricultural communities. While one might argue that the need may not be as acute as in other provinces, this logic overlooks the economic and social contributions of agricultural communities to the province as a whole.

4.3.3 SASKATCHEWAN: The importance of the agricultural industry to Saskatchewan's economy, combined with the magnitude of agricultural change, helps explain the relatively strong commitment of the province to agriculturally derived community

issues. Most noticeable is the establishment of a separate department and the development of specific policy[4].

The sensitivity of the Government of Saskatchewan to rural issues is clearly demonstrated by the establishment of a Department of Rural Affairs in 1979. This department's mandate was to serve the requirements of 299 rural municipalities. In 1983, the department was renamed the Department of Rural Development with an expanded mandate including a greater emphasis on the economic and social development of rural Saskatchewan (Brown, 1985). This department has responsibility for a number of functions, including community planning and economic development. The recent growth and development of programs for this department demonstrates an attempt to directly and indirectly respond to agriculturally derived community issues.

In 1984, the Government of Saskatchewan established an independent task force which produced a report entitled "Strategy for the Development of Rural Saskatchewan". The task force, chaired by Professor Jacob Brown, of the University of Saskatchewan, had a mandate "to identify development opportunities which appear to have considerable merit or potential, to identify problems or constraints which need to be overcome to develop the opportunities more fully, and then to suggest approaches, vehicles or government

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[4] There are also federal initiatives which may have an impact including Community Futures and the Western Diversification Strategy (Kilgour , 1987).

assistance needed to encourage and facilitate such developments" (Brown, 1985). The 92 recommendations within the strategy include many insightful suggestions and provide valuable input concerning future policies and programs for the development of the rural economy of Saskatchewan. These recommendations range from the need for an enhanced provincial emphasis on part-time farmers, to the need to prepare rural land use guidelines. Although all of these recommendations are worthy of further discussion, the constraints of this chapter limit the review to selected implemented items, including the Rural Service Centre program, the Community Economic Development Program, and most important from the perspective of this research Community Bond Legislation and the Rural Development Corporation (Talbot, 1988 and 1989).

The Rural Service Centre is designed to provide one-stop government assistance, including expanded services in the areas of agriculture, economic development, and diversification. The program is administered by Saskatchewan Rural Development. The Community Economic Development Program of the Department of Tourism and Small Business complements the Rural Development Corporation program. This program is aimed at individual urban municipalities with populations between 700 and 5000. As part of this program, the province uses various types of funding to encourage municipal involvement in local economic development. There are currently more than 50 communities in the program.

The Community Bond Legislation which was approved by the Saskatchewan legislature in 1990 is intended as a mechanism to encourage Saskatchewan residents to invest in community-based industries (Crowe, 1990; Background, 1990). This legislation, which Premier Grant Devine noted was the first of its kind anywhere, provides for the establishment of local community bond corporations to raise money to invest in new opportunities (Background, 1990). The highlights of this program are as follows:

i) Projects eligible for financing include commercially-viable manufacturing, processing, destination-tourism and environmental industries.

ii) A project can be initiated by any community. With support from the local municipality, a community bonds corporation may be formed with a minimum of 6 people.

iii) The Board of Directors of the corporation must include at least one young person, aged 16 to 25.

iv) The corporation will offer bonds for a specific project, providing equity in new local industries or building an investment fund.

v) The government will evaluate all proposed bond issues and investments prior to approving projects under the program.

vi) Perhaps the key to this approach is that the provincial government will guarantee the full amount of the original investment to a maximum of $50,000 or 10% of the bond issue. (The bonds will have a minimum 5 year maturity, and return on the individual investment over and above the principal will be based on the success of the project.)

Although it is too early to assess the success of the program, there are a number of attributes. As noted by the Economic Diversification and Trade Minister Grant Schmidt, the bonds offer a unique way for government to act as a catalyst in strengthening local communities, diversifying the economy and creating local opportunities (Background, 1990). The approach is also based on a strong local commitment and initiative. Moreover, as discussed within Chapter II, Coffey and Polèse (1985) recommend three policy options for local development, including: funding (the supply of venture capital), information and social animation (mobilizing of community groups to generate entrepreneurs). It is suggested that this approach fulfils the first of these and will contribute substantially to social animation, as discussed by Coffey and Polèse.

The provincial initiative to establish a program to encourage the creation of Rural Development Corporations (RDC), grew out of one of the recommendations included in the Task Force report entitled "Strategy for the Development of Rural Saskatchewan" (Brown, 1985). Based largely on the approach outlined within the strategy, the government authorized the creation of rural development corporations in 1986. The responsibility for these corporations was given to the Department of Rural Development. According to material prepared by this department, the Rural Development Corporation is a voluntary inter-municipal program where towns, villages, resort villages and rural municipalities work together to enhance the well-being of rural areas. The minimum membership

requirement is four municipalities, one of which must be a rural municipality. Program requirements include an area opportunity survey and the preparation of a strategic plan. In addition to assisting with the preparation of these documents, the government enters into a cost sharing arrangement covering five years. Over the five years, the provincial portion may reach 75%, 75%, 50%, 25% and 10% annually to a maximum of $132,000. As of April, 1990, twenty Rural Development Corporations, involving 55 Rural Municipalities, 46 Villages, 31 Towns, 2 Resort Villages and 1 City (for a total of 135 municipalities), had been established with several more anticipated (Crowe,1990). The largest total population of any of the areas covered by these corporations was 11,377 and the smallest was 1,127.

Although it is premature to comment on the overall effectiveness of the Rural Development Corporation, materials prepared by the province suggest that they are successful (Saskatchewan Rural Development, 1990). For example, the 20 corporations which have been established have been involved in 174 potential projects, with a total value of $58,704,000 with 384 potential jobs. Although a listing of development projects pursued by the 20 RDC's (Saskatchewan Rural Development, 1990) demonstrates that many have not had sufficient time to record successes, there are enough examples to demonstrate their potential. Examples of successful endeavours (Saskatchewan Rural Development, 1990) include a farmer's market co-op, campground operations, a convention centre,

handrail manufacturing and the establishment of beach walkway paths. Many of the RDC's have also hired an Economic Development Officer and are pursuing a variety of other projects, ranging from a horse slaughtering plant to a bed and breakfast operation. While there are limits to this information, the province has been able to conclude that the RDC's have created jobs, identified and promoted previously unrecognized socio-economic development opportunities, and have been strong grass roots advocates and participants in job creation, development and diversification (Saskatchewan Rural Development, 1990). To illustrate the potential of these organizations, a more detailed investigation of one RDC, the Pheasant Creek Rural Development Corporation, was completed.

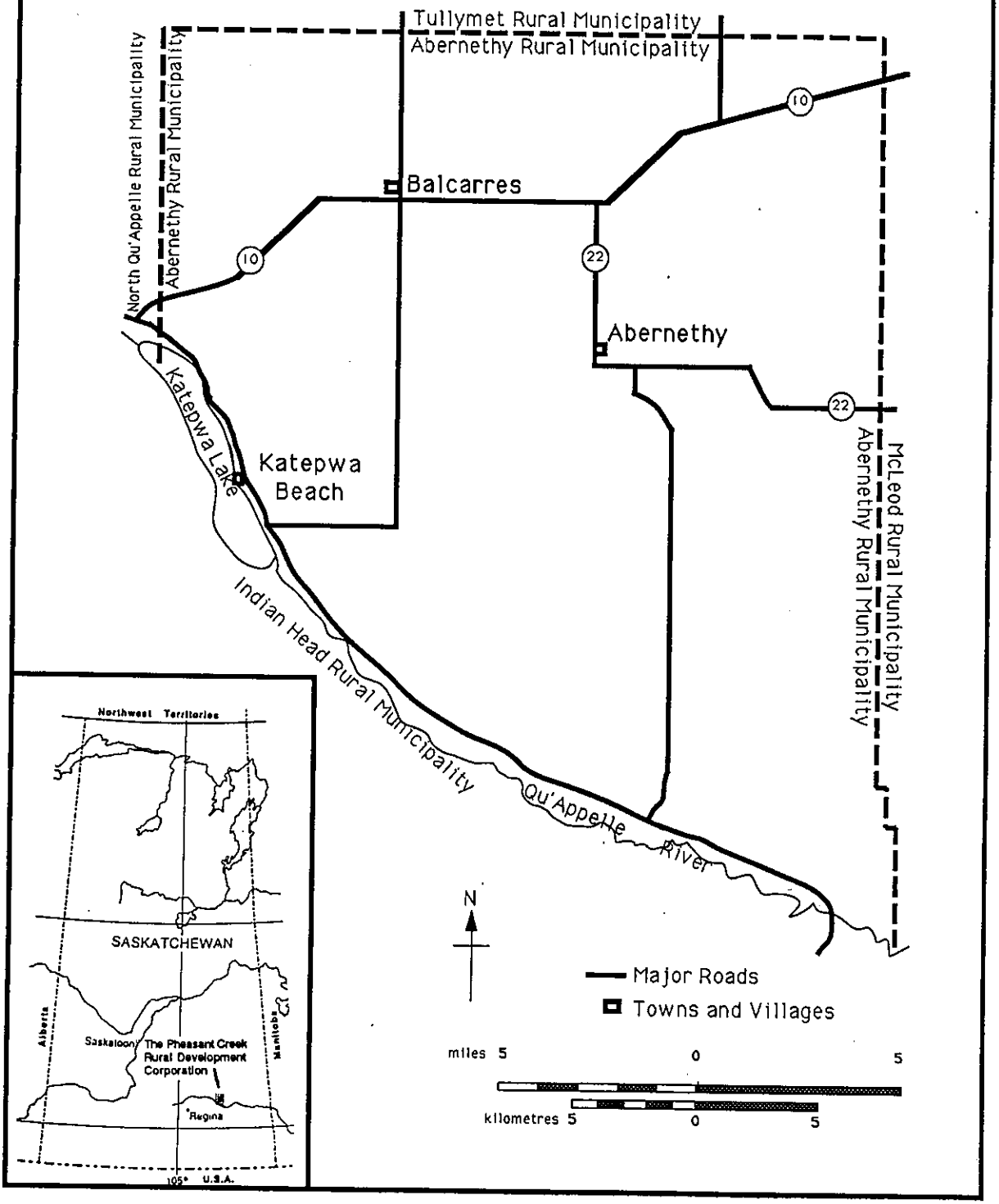
4.3.3.1 The Pheasant Creek Rural Development Corporation

The Pheasant Creek Rural Development Corporation was established in January of 1988, and includes the Rural Municipality of Abernethy, the Town of Balcarres, the Village of Abernethy, and the Resort Village of Katepwa Beach (Figure 4.3)[5]. The total population of the 4 municipalities is 1,667, making this one of the smaller RDC's. Located approximately 80 kilometres to the northeast of Regina, the area is dominated by agriculture with a focus on wheat production.

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[5] The Pheasant Creek Rural Development Corporation was suggested as a case study by Lloyd Talbot, Director, Community Planning and Development Services Branch, Saskatchewan Rural Development. It was the fourth RDC established and is considered by Talbot to be one of the most successful. The information in this case study is based on field observations and interviews with Don Warner, Development Officer; Ron McLean, Chairman of the Board of Directors; Terry Crowe, Manager, Community Planning and Development Services Branch, Saskatchewan Rural Development and Lloyd Talbot, Director, Community Planning and Development Services Branch, Saskatchewan Rural Development.

Figure 4.3
Location of the Pheasant Creek
Rural Development Corporation



The area is also adjacent to the scenic Qu'Appelle Valley, resulting in some tourism opportunities, particularily associated with the Resort Village of Katepwa Beach. Balcarres, the largest centre (population 706) is primarily a service centre, with some small scale manufacturing (muffler, fibreglass and trailer manufacturing) (Warner, 1990).

The Pheasant Creek Rural Development Corporation has an 8 person Board of Directors who are appointed, two each by the 4 local councils. The Board of Directors are responsible for the day to day operations of the RDC, including the supervision of a part-time development officer, and a part-time secretary treasurer (these two individuals are also the clerks of two of the municipalities).

In total, the Province has listed 8 projects with which the Pheasant Creek RDC has been involved. These include several projects which are related directly to agriculture. The most ambitious project includes the establishment of the National Pig hog breeding facility, which includes 3 complexes, housing 500 sows each. For health reasons these facilities are distributed throughout the RDC, providing 10 permanent jobs at each complex. The total cost of the venture will be $8,000,000 with 32-33 construction jobs generated (Warner, 1990). This particular project has spawned two other projects with which the RDC has been involved. These include co-ordinating local contracting with National Pig to create local jobs and the potential establishment of a feedmill to help supply the

requirements of National Pig. This would have the added benefit of increasing the local consumption of barley, thereby, diversifying local cropping opportunities. The province has also indicated that the RDC has considered certain agricultural land banking schemes, however, has decided not to pursue these at this time.

The RDC has also been working closely with a local Indian band to create employment through joint ventures. Apparently, if 51% of the ownership is Indian, a business may be located on or off the reserve and enjoy access to federal funds, with corresponding tax savings (Warner, 1990). Discussions have focussed on the potential for an ethanol plant and a horse slaughtering plant.

The Pheasant Creek RDC also has been involved with three tourism related projects. These include the preparation of promotional materials (brochures and signage), the promotion of the "Motherwell Homestead," in conjunction with The Canadian Park Service and a tourism photograph proposal (which has not been developed because of insufficient funds).

Despite the importance of the above projects, discussions with the Development Officer, Don Warner, suggest that some of the work which has not been listed by the Province is equally important. In particular, it was suggested that a "Berlin Wall" existed between Abernethy and Balcarres and that this wall has been torn down. Obviously, considerable benefit is derived from co-operation and

improved municipal co-ordination. Furthermore, the RDC has been involved in certain strategic planning initiatives and a Business Opportunity Study has been prepared. Additional future and on-going initiatives include recognition of services required by the aging population as a potential growth industry; improvements to the golf course at Katepwa Beach; the development and marketing of industrial lots and recognition of the need for agricultural and livestock diversification.

A review of the the activity of the Pheasant Creek Rural Development Corporation suggests that it has been involved in several successful ventures. Although it is difficult to determine how important the RDC was in these ventures, it is notable that they have maintained a focus on what they have to offer -- agriculture, tourism and existing services. One can conclude that provincial initiative and funding has encouraged local initiative and funding. Without this provincial direction it is doubtful that the local municipalities would have cooperated to the significant extent that they have.

In conclusion, Saskatchewan's approach to rural development planning demonstrates a strong focus on agriculturally derived community issues. Although one could argue that this is only natural in a province dominated by agriculture, one should not overlook the strong provincial initiative which has been taken. While it is still too early to evaluate many of the most recent programs, it can be

argued that the process which has begun is as important as the product.

4.4 Conclusion

Clearly there are a variety of approaches to agriculturally derived community issues within New Brunswick, Ontario and Saskatchewan. A comparison of these approaches, however, is inherently subjective. The favourable comments concerning Saskatchewan's initiatives, for example, must be considered in the context of the relative newness of some of the initiatives and the fact that much of the information and evaluation came from people deeply involved in the project.

Despite these reservations, however, there are clear organizational distinctions which suggest that the approaches in Saskatchewan are more focussed and more relevant to rural communities than in New Brunswick and Ontario. These distinctions can be summarized as follows:

i) Within Saskatchewan, the Department of Rural Development has been established with a clear mandate to deal with rural areas. In Ontario and New Brunswick, responsibility is shared between many departments.

ii) The goals and functions of Saskatchewan Rural Development have been clearly oriented toward rural, agricultural and community

issues. In Ontario and New Brunswick, goals related to rural areas are either not clearly identified or are shared by a number of departments.

iii) Within Saskatchewan, programs have been developed which place a strong emphasis on assisting rural communities by responding to agriculturally derived community issues. In both Ontario and New Brunswick, programs have been developed, but these generally lack a clear rural focus, or alternatively focus upon agriculture separate from rural communities.

Although provinces may respond to agriculturally derived community issues in a number of ways, the preceding suggests components of a successful provincial response. The most significant factor, aside from the political will to act, is the need for an organization or department which has a clear mandate to either develop and implement strategy or to co-ordinate the activities of a number of government departments. In addition, to deal effectively with agriculturally derived community issues, there is a need to develop a focus beyond agriculture to include many aspects of the rural community. This provincial approach needs to tackle both agriculture and agriculturally derived community issues (Figure 4.1), and in recognition of the basic need for an effective local response, assist municipalities in reacting to these issues (Figure 4.2).

Rural development planning is a term which embodies planning and economic development and forms the basis of an appropriate local response to agriculturally derived community issues. As outlined (Figure 4.2), there are provincial options which may encourage this local approach, retaining both the benefits of local input and direction, while fulfilling coordinated provincial goals. Saskatchewan's program of Rural Development Corporations appears to have the organization, mandate and resources to foster effective local organization and programs. Although difficult to comment on the final outcome of this program, it is clear that from a certain perspective it has encouraged local activity, thereby placing communities in a better position to react to agricultural and community change.

Consequently, the most significant role of the province may lie in provincial initiatives designed to improve local approaches to agriculturally derived community issues. While the province has a critical policy role, there is a recognition of inadequacies with what are perceived as top down approaches to planning and development. The encouragement of local approaches to rural development planning (Figure 4.2) has the benefit of achieving broad provincial goals, while at the same time encouraging local independence, accountability and response.

If we conclude that the province can have a positive role in dealing with agriculturally derived community issues, the remaining

question, becomes -- Can the political realities of other provinces allow the Saskatchewan example to be repeated? Clearly, when compared to Saskatchewan, agriculture is economically and politically less important in most other Canadian provinces. These provinces, however, share serious rural community problems. They also share existing organizations which could develop a more positive and influential approach to local planning and development. Without provinces accepting a greater leadership role, there is a reduced likelihood that local municipalities will develop their own initiative and leadership.

CHAPTER V

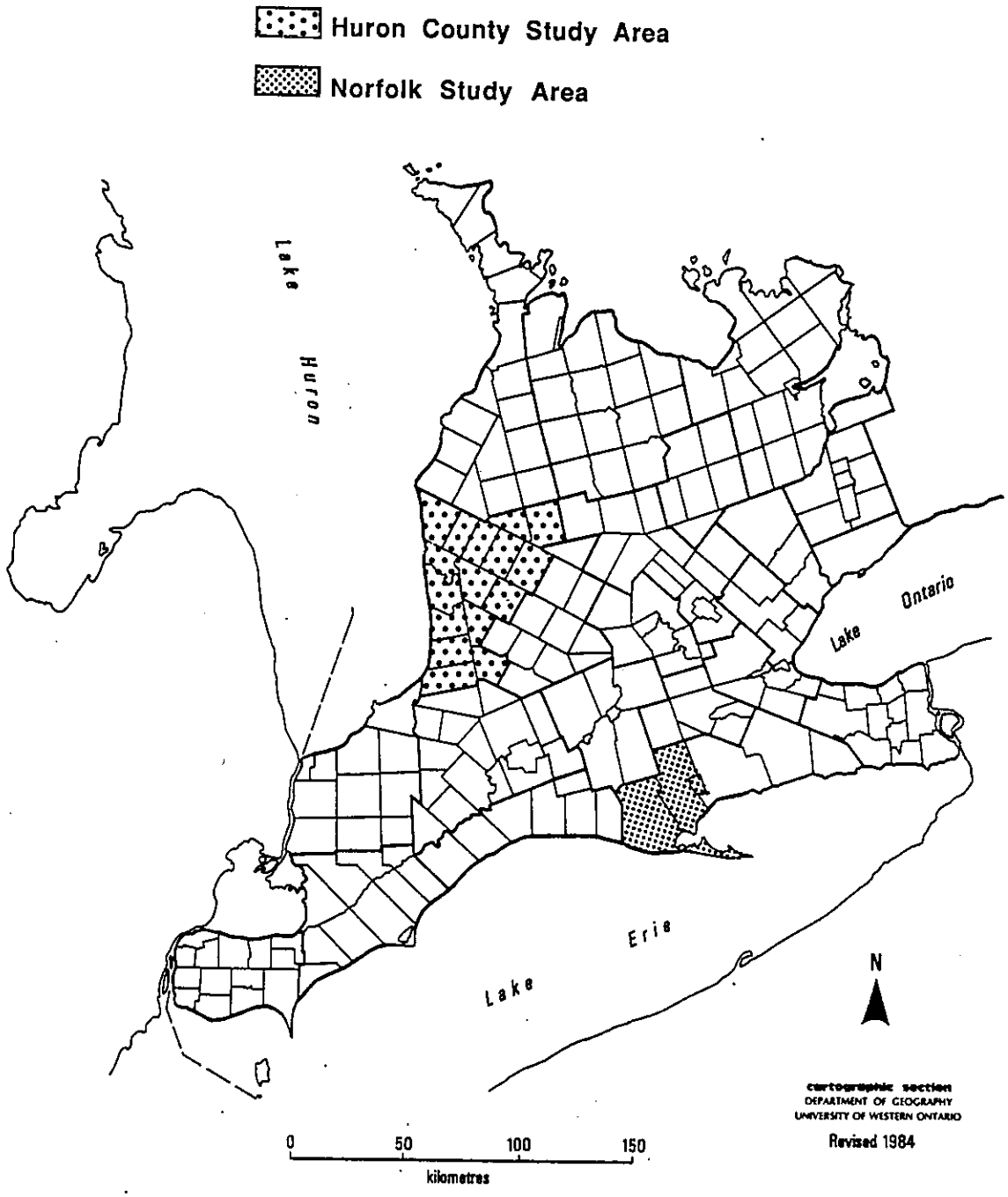
THE LOCAL CONTEXT -- HURON AND NORFOLK: AN INTRODUCTION TO THE STUDY AREAS

5.1 Introduction

Huron County and the western end of the Regional Municipality of Haldimand-Norfolk have been selected as two separate areas in which to investigate the development of policy in response to agricultural and related community change (Figure 5.1). These two areas are major contributors to agricultural production within Ontario and in important ways are desirable case studies.

At the outset of the research it was a goal to identify study areas that met certain criteria. First, there was a desire to focus on rural areas which were outside of the immediate influence of major urban centres and in which agriculture was a major activity. Under these circumstances the study area would be generally reflective of the majority of rural and agricultural communities in Canada, while ensuring that the rural community and economy was not completely buffered from the negative effects of agricultural change by a nearby prosperous urban centre. Second, there was a hope of identifying two study areas, that while fulfilling the above criteria,

Figure 5.1
Southern Ontario: Location of the Study Areas



would also demonstrate sharp contrasts. In particular, it was hoped that if one of the study areas demonstrated evidence of substantial agricultural and community change, there would be a corresponding response to this change that might not be evident in more stable agricultural communities.

The following discussion introduces the study areas in the context of these considerations. It focuses also on those issues of an economic, historical, political and agricultural nature that define differences and similarities between Huron and Norfolk.

5.2 The Study Areas -- An Introduction

At the outset of this discussion, it is important to clarify the extent of the lands included within the Norfolk study area (Figure 5.2). In 1974, the former counties of Haldimand and Norfolk were amalgamated by the Province of Ontario creating the Regional Municipality of Haldimand-Norfolk. Although this form of government has been in place for nearly 20 years, numerous reflections of the former county structure still exist. For example, the Federation of Agriculture and the Ontario Ministry of Agriculture and Food (with separate offices for Norfolk and Haldimand) continue to be largely organized paralleling the old county structure. In part, this vestige of the old system reflects basic physiographic differences between the former Counties of Norfolk and Haldimand. Haldimand consists largely of heavy clays or clay loams with relatively poor drainage, while Norfolk is largely dominated by well-

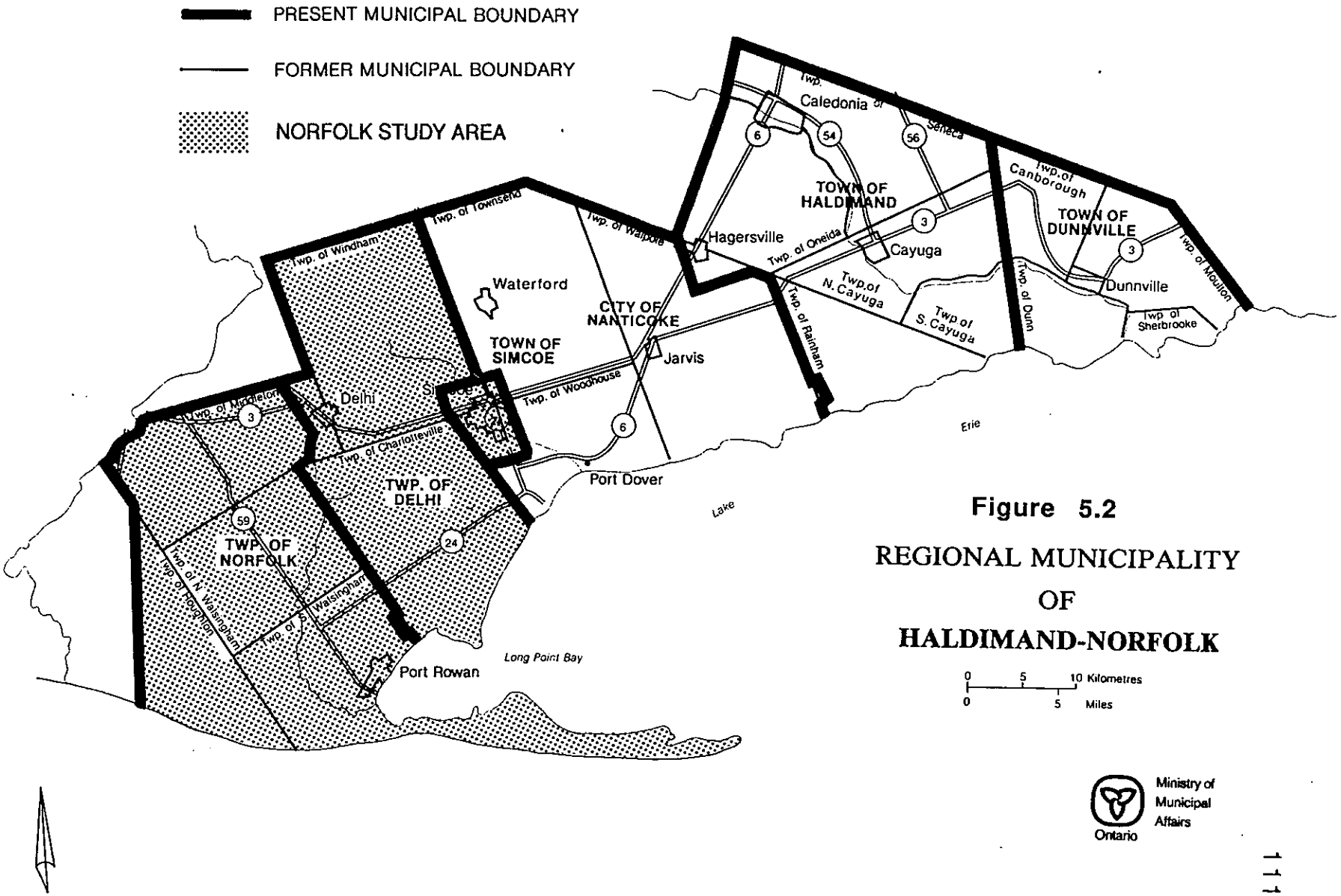


Figure 5.2

REGIONAL MUNICIPALITY

OF

HALDIMAND-NORFOLK

0 5 10 Kilometres

0 5 Miles

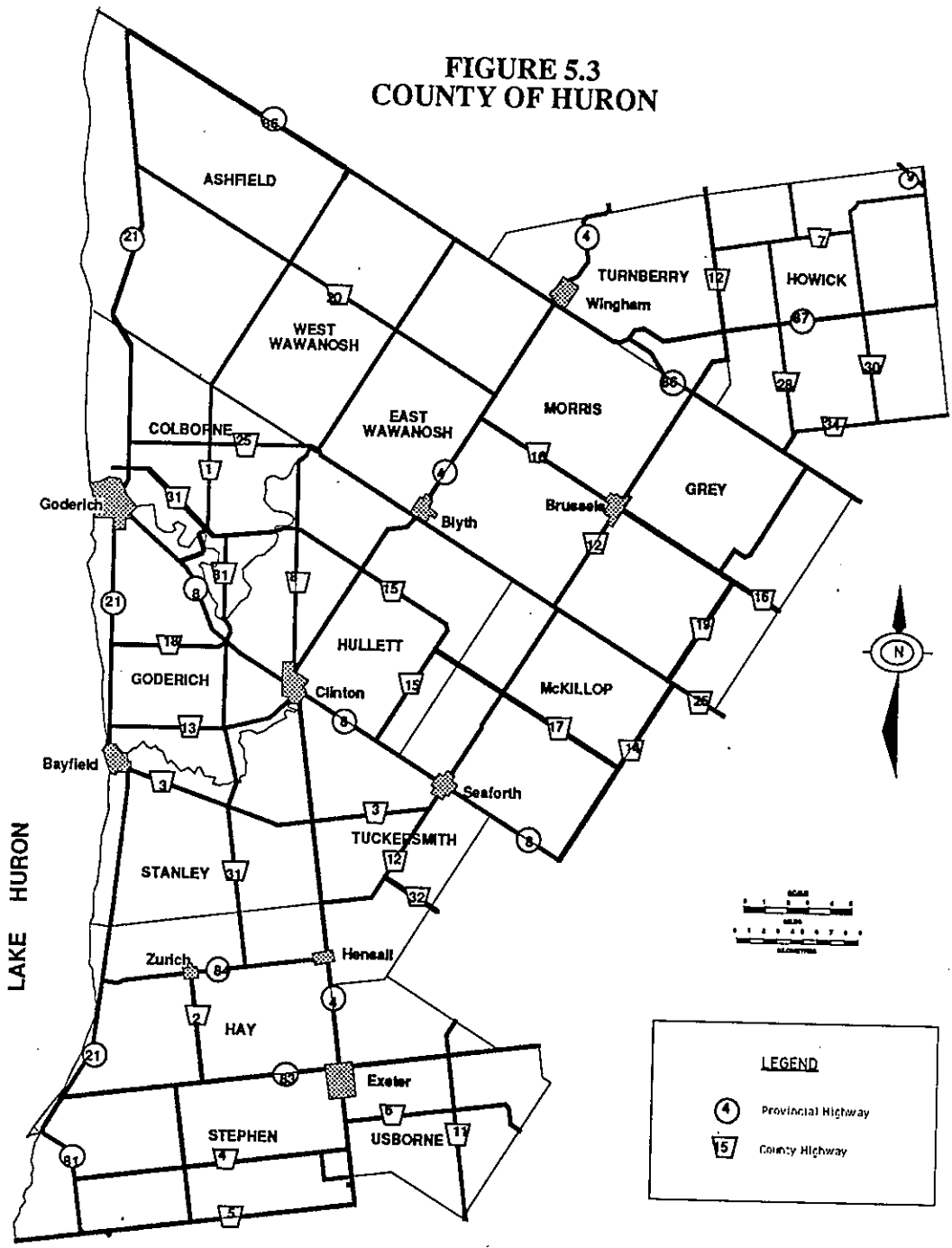
Ministry of Municipal Affairs

Ontario

drained sandy or sandy loam soils (DPA Group Inc., 1988). This difference has contributed to the development of a radically different agricultural industry in the two jurisdictions. While farms in Haldimand have concentrated on dairy, hog and beef production with associated feed crops, Norfolk has focused on cash crops including corn and vegetables, with a particular emphasis on tobacco. In fact, the sandy soils of Norfolk are ideally suited to the production of tobacco, however, there are limitations for other crops (Linnington, 1990). This tobacco production is concentrated in the western two-thirds of the former county of Norfolk and includes the current Townships of Delhi and Norfolk and the Town of Simcoe (under the previous County structure this area included 6 townships, 2 towns and 1 village). Consequently, when this study refers to Norfolk, it is in some ways a misnomer. The County of Norfolk no longer exists as a political entity and the reference to Norfolk only includes a portion of the former county. The City of Nanticoke, which is largely a rural area, includes lands formally in both Norfolk and Haldimand County. Because of the relative absence of tobacco production from this area, however, it was not included as part of the study area. Nevertheless, Norfolk seems to be the most apt name for the study area.

In contrast to Norfolk, Huron County's 16 townships, 5 towns and 5 villages have boundaries that have remained relatively constant since the mid 1800's (Figure 5.3). While there are obvious differences in agriculture across the county, it remains relatively

FIGURE 5.3
COUNTY OF HURON



homogeneous in contrast to the differences which divide Haldimand-Norfolk. Also, whereas Norfolk's tobacco industry has been subject to a sharp decline, Huron's farm industry, while suffering, has remained relatively stable and has probably fared better than most major Canadian farm areas. These factors have contributed to the selection of the whole of Huron as one of the two study areas.

5.3 Locational and Demographic Considerations

As mentioned, the Norfolk study area consists of the Townships of Delhi and Norfolk and the Town of Simcoe and occupies the western third of the Regional Municipality of Haldimand-Norfolk. The area is located on the shores of Lake Erie and at its closest point the travel distance, in kilometres, is approximately 55 to London, 63 to Hamilton, 68 to Kitchener-Waterloo, and 144 to Toronto. Although the area is served by a number of provincial highways, it is approximately 30 kilometres from Highway 401 and has not generally experienced the development which is sometimes attributed to the presence of this major highway.

The Norfolk study area occupies approximately 125,144 hectares with a 1986 population of slightly more than 40,000 (14,290 in Simcoe, 14,924 in Delhi and 10,832 in Norfolk). In contrast, the 1986 population of Haldimand-Norfolk[1] was 90,120 and the rural

[1] Since Norfolk is part of the Regional Municipality of Haldimand-Norfolk, many statistics reflecting the former County of Norfolk are not available. The Norfolk Agricultural Office, however, publishes estimates of approximate agricultural values for Norfolk.

population was 51,720 or 57% of the total. The rural farm population was 10,560 or 12% of the total population and 20% of the total rural population (Ministry of Agriculture and Food, 1989a).

The 16 townships, 5 towns and 5 villages of Huron County have a combined area of approximately 340,273 hectares with a 1986 population of 56,000. In total, 36,650 residents are classified as rural (65.4% of the total) and 11,485 are classified as rural farm (which represents 21% of the total population and 31% of the total rural population) (Ministry of Agriculture and Food, 1989a). The majority of the municipalities have a population in the range of 1,000 to 3,500, although the largest, the Town of Goderich has 7,348 residents (Ministry of Municipal Affairs, 1989). The relative proximity of the County to major urban centres is similar to that of Norfolk. The County is located on the shores of Lake Huron and at its closest point the travel distance, in kilometres, is approximately 40 to London, 60 to Kitchener-Waterloo and 167 to Toronto. Huron County, however, is even further removed from Highway 401, which is located approximately 55 kilometres from the southern most extremity of the county.

5.4 The Local Economy and Its Composition

The composition of the local economy in both Huron and Norfolk includes 3 major sectors: agriculture, manufacturing and the service industry. Although there are additional sectors such as

mining and fishing, the total contribution of all other sectors to total employment is approximately 10%.

In both Huron and Norfolk, agriculture has and continues to play a dominant role in the local economy. While the relative importance of agriculture in terms of employment has gradually diminished the proportion of the labour force in agriculture in Haldimand-Norfolk and Huron is still approximately 20% and 19% respectively, compared with the 1986 provincial average of 4% (Statistics Canada, 1986a and DPA Group, 1988). In Huron this labour force is involved in a variety of agricultural endeavours including cash crop, dairy, beef and hog production. In Norfolk, there is a considerable focus on the tobacco industry with a lesser emphasis on fruit and vegetables. A more detailed review of the agricultural sector is provided in a following section.

In both Huron and Norfolk similar proportions of the labour force are involved in the agriculture and manufacturing[2] sectors. Whereas agricultural employment has remained static or declined, the manufacturing component in both jurisdictions has increased in importance (DPA Group, 1988; Seasons, 1988b). The majority (71%) of Huron's manufacturing labour force, according to a recent study (Seasons, 1988b), is employed in industries involved with wood products, machinery and food and beverages. Generally, these

[2] Food processing is considered to be part of the manufacturing sector and in the Haldimand-Norfolk food industries, tobacco and horticultural products accounted for approximately 27.6% of all manufacturing jobs (DPA Group, 1988).

industries are small and based on the average value-added per employee are considerably less productive than the Ontario average. This has led to some concerns regarding the future of certain components of the industrial base (Seasons, 1988b). In Haldimand-Norfolk, approximately 54.9% of the total manufacturing labour force is involved in food industries (including tobacco), metal fabrication and primary metals (DPA Group, 1988). Of the Region's industrial base, 26% is located in Simcoe, 9% in Delhi and 5% in Norfolk. In addition, 35% is located in Nanticoke, which is located to the immediate east of the study area, reflecting substantial investment and jobs from Stelco, Texaco and Ontario Hydro. A report entitled an Economic Outlook for the Regional Municipality of Haldimand-Norfolk (DPA Group, 1988) concludes with a reasonably optimistic view of the manufacturing base, predicting an additional 1500 to 2500 manufacturing jobs during the 1990's.

The single largest employment category for Huron and Norfolk is the service sector. This diverse and encompassing sector can be broadly defined as including the following census categories: transportation, communications and other utilities, retail and wholesale trade, finance, insurance, and real estate, community, business, and personal services, and public administration (DPA Group, 1988). In Huron this sector accounts for 52.5% of all employment and in Haldimand-Norfolk the value is 48%. These values are both substantially less than the provincial average of 67% (Statistics Canada, 1986a and DPA Group, 1988). Generally it is envisioned that

growth in various components of the service sector, including finance, personal services and tourism will provide an important source of new employment opportunities (Seasons, 1988b; DPA Group, 1988).

5.4.1 Agriculture: A More Detailed Review

The history of European settlement in Norfolk and Huron covers nearly 200 years. Norfolk was originally settled by United Empire Loyalists beginning about 1793 (Pearce, 1973), with Huron's settlement beginning in the late 1820's (Scott, 1966). Since then, agriculture has played a dominant role, however, the development of tobacco as an important cash crop, beginning in the 1920's, had a singular dramatic effect on Norfolk agriculture. In the words of Pearce (1973): "Within half a century, the waste, sandy lands of Norfolk have been transformed into one of the richest, most productive farm areas in Canada." Moreover, the production and marketing of tobacco has been regulated by the Tobacco Grower's Marketing Board. The result has been the ability to control the supply and price of tobacco, thereby contributing to a prosperous agricultural sector. While the evolution of Huron's agricultural industry since initial settlement is equally significant, it is difficult to identify any single event which explains Huron's current diverse, modern and productive agricultural industry.

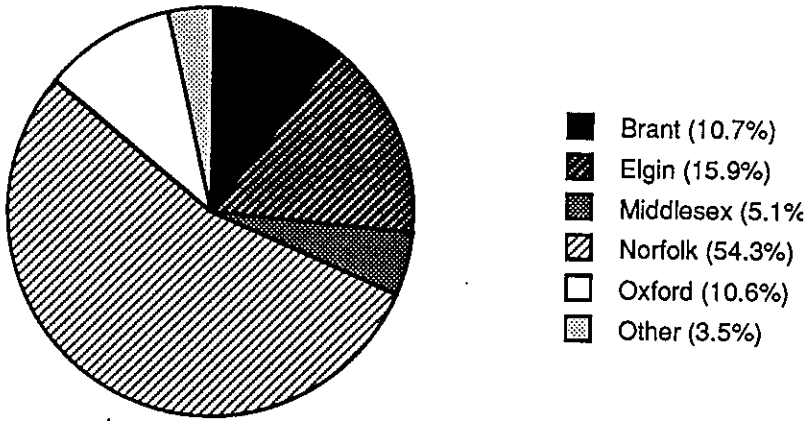
The fundamental difference between Huron and Norfolk agriculture is evident in the degree of diversity in each area. In Huron, for

example, dairy (13%), cattle (26%), hogs (17%), small grains (26%) and 'miscellaneous, specialty and mixed farms' (10.4%) all exceed 10% of the total number of farms. In Norfolk, however, only 'other field crops' (mainly tobacco) (59%) and 'fruit and vegetables' (13%) exceed this value (Ministry of Agriculture and Food, 1988 and figures provided by Norfolk Agricultural Office). The dominance of tobacco in Norfolk agriculture is emphasized by the fact that the Norfolk production of tobacco exceeds the levels of production from the balance of the province (Figure 5.4). Obviously, the relative emphasis on tobacco within Norfolk makes both the agricultural industry and the local economy more susceptible to a significant downturn than would difficulties in any one of Huron's agricultural types. This is, in fact, what happened in the early 1980's when the tobacco industry suffered a major set-back. It is because of this economic set-back that Norfolk was selected as one of the two study areas.

During the 1980's Huron, like Norfolk, was affected by the general trends discussed in Chapter II. The result has been a generally depressed agricultural economy and substantial change in various farm characteristics. The Census of Agriculture (Table 5.1), for example, reports that between 1981 and 1986, the total number of farms in Huron decreased from 3,790 to 3,416, while the average farm size increased from 193.5 to 209.2 acres (Statistics Canada). Meanwhile the average value of production per farm increased from $83,280 to $107,098. At the same time increasing numbers of

farmers and spouses have sought off-farm employment (Seasons, 1988b). These trends, including increasing scale, specialization, intensification, and capital investment have, however, been on-going for decades. The resulting slow, long-term, on-going change characterizes not only Huron's agricultural industry, but also agriculture across much of the rest of the province. The gradual nature of this change has in Huron, resulted in less traumatic impacts and because of the time frame, responses have been more easily found (Seasons, 1988b). In contrast, the change in the tobacco industry in Norfolk has been rapid and generally not predicted.

Figure 5.4
Tobacco (Flue-Cured) Production in Ontario, By County, 1987



source: The Ontario Flue-Cured Tobacco Growers' Marketing Board, 1988 Annual Report (Figures Based on Total Marketed Production).

Table 5.1

Selected Agricultural Statistics

Municipalities in Norfolk Study Area

	Norfolk Township		Delhi Township		Town of Simcoe	
	1981	1986	1981	1986	1981	1986
Number of Farms	945	790	835	730	52	36
Total Area (acres)	129779	120451	102532	98177	5960	5861
Total Value of Sales	90546621	90606686	81031333	81881190	4043779	3625895
Average Farm Sales	$95,817	$114,692	$97,044	$112,166	$77,765	$100,719

Norfolk Study Area, Norfolk County (estimates) and Huron County

	Norfolk Study Area		Norfolk County (Est.)		Huron County	
	1981	1986	1981*	1986**	1981	1986
Number of Farms	1832	1556	2487	2110	3790	3416
Total Area (acres)	238271	224489	329697	310213	733418	714610
Total Value of Sales	175621733	176113771	224012441	230357747	315630311	365848087
Average Farm Sales	$95,863	$113,184	$90,073	$109,174	$83,280	$107,098

* An estimate was prepared from data for Simcoe, Delhi and Norfolk Township. Census data was also integrated for those parts of Norfolk County now within the City of Nanticoke. (The 1986 Ministry of Agriculture and Food estimates were used to calculate that portion of the Norfolk total attributed to the City of Nanticoke. This was then calculated as a per cent of the total Haldimand-Norfolk value (approximately 16.5%). This value was then multiplied against the 1981 values for Haldimand-Norfolk and added to the actual values for the study area to produce an estimate for the former County of Norfolk.)

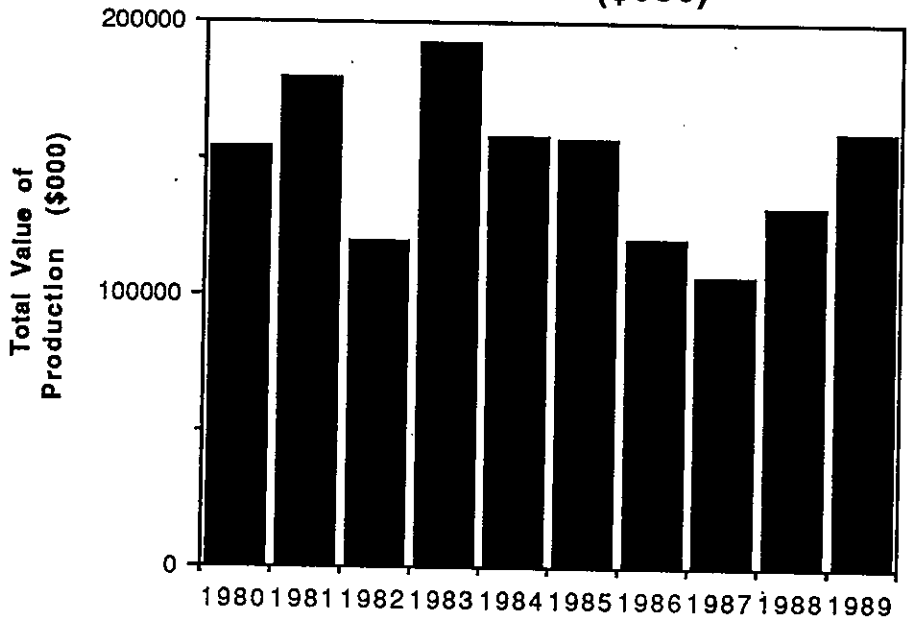
** Estimates provided by the Ministry of Agriculture and Food, Norfolk Office.

The 1986 value of agricultural products sold in all of Haldimand-Norfolk was $316,032,742.

The current picture of agriculture which emerges for Huron and Norfolk suggests changes in the relative importance of agriculture. While many farmers in Huron have experienced difficulty, the overall picture is one of relative stability. In Norfolk, while there are certain encouraging signs (Linnington, 1990), the difficulties experienced by tobacco during the 1980's led to a major decline both financially and relative to other areas in the Province. While the average 1986 value of sales per acre in Norfolk is substantially higher than in Huron ($784 vs. $511), the Norfolk study area value increased by only 6.3% since 1981, compared to 18.8% in Huron. Furthermore, while the 1986 total value of agricultural products sold in Huron ranked it first in comparison to other regions and counties, the total value of Norfolk's products slipped from fifth in 1981 to eighth in 1986. Moreover, the total value of agricultural production in the Norfolk study area remained virtually unchanged between 1981 and 1986 (Table 5.1).

The reasons for stagnation in Norfolk's agricultural sector are clear. Between 1981 and 1987 the production of flue-cured tobacco in Ontario dropped from 220 million pounds to 110 million pounds (Ontario Flue-Cured Tobacco Growers' Marketing Board, Annual Reports, 1982 and 1987). Within Norfolk the value of production dropped from a high of $191,000,000 in 1983 to a low of $107,000,000 in 1987 (Figure 5.5). Obviously, the effect of withdrawing nearly $84,000,000 from the farm community has substantially affected both the farm and service community. At the

Figure 5.5
Total Value of Tobacco Production In Norfolk ($000)



It should be noted that the data included within this Figure does not take inflation into account.

same time, confidence in the agricultural sector was adversely affected by a number of related facts and predictions. The Sub-Committee on the Tobacco-Growing Industry of the Standing Committee on Agriculture of the House of Commons reported that the number of Ontario tobacco producers fell from 2200 to 1500 between 1981 and 1986 with further reductions anticipated (Brightwell, 1987). Moreover, during the same time the equity of tobacco farms evaporated with 1982 land values of $2500 to $3000 per acre dropping in 1987 to $900 to $1200 per acre. This was

compounded by a drop in the value of tobacco quota from $2.50 per pound in 1981 to around $0.65 per pound in the spring of 1987. The financial implications are obvious. The Standing Committee reports that in 1987 30% of Canadian tobacco farmers are in severe financial difficulty and as an example, whereas tobacco farmers represent 4% of Ontario's farming population, 25% of the applications to the Farm Debt Review Board in Ontario were made by tobacco producers. The Sub-Committee further reports that the majority of these producers were located within an area of 100 square miles, with corresponding and serious implications for the economic viability of local communities.

To a certain extent, however, it is important to keep concerns regarding agriculture and the tobacco industry in Norfolk in perspective. While the implications of many of the statistics cited above are self evident, it is worth noting (Figure 5.5) that following the continual reduction in crop value experienced between 1983 and 1987, the period between 1988 and 1989 saw moderate increases in both the value of the crop and the relative price per pound. These results suggest that although there are many farmers who have and continue to experience agricultural difficulties, there are also those who are making a reasonable livelihood growing tobacco. This opinion was confirmed in discussions with the Norfolk Agricultural Representative, Ken Linnington (1990), who verified that there has been some improvement since 1987. In fact, substantial increases in crop size and price have contributed to a degree of renewed

optimism in the industry. Linnington cautioned, however, that there remain half as many producers and continued uncertainty about the future of tobacco, particularily as it relates to domestic consumption. Also, while tobacco has experienced a relative decline, the Norfolk area still benefits from a favourable climate, and a variety of soils which provide the opportunity for a variety of crops. This, in combination with a continuing tobacco industry, suggests that Norfolk has the potential for an on-going productive and relatively prosperous agricultural sector.

5.5 Non-Farm Development

There would appear to be at least two distinct urban related phenomena related to the changing role of agriculture. The first is the reduced role of the agricultural service centre and the second is related to urban or non-farm development in the rural areas.

Both Huron and Norfolk include a mixture of towns, villages and hamlets with traditional functions related to the servicing of agriculture. Over time however, the contributions of agriculture to these central places has become less and less important. As a result, these settlements have either declined in size and importance, or alternatively have stabilized or expanded based on alternative economic activity. Within Huron, examples can be found among the urban settlements of both of these extremes. Some of the towns and villages have received benefits from alternate economic activity (for example, tourism and manufacturing) whereas others

have stagnated with the depressed agricultural economy. Within the Norfolk study area, the dominant central place is the Town of Simcoe, which because of its size and economic diversification is reported to have withstood the agricultural difficulties of the mid 1980's reasonably well (Kennaley, 1989; Smith, 1989; Pukala, 1989). Conversely, however, the Town of Delhi located in the Township of Delhi experienced considerable difficulties in response to reduced contributions of tobacco (Huggins, 1990).

The problems experienced by towns, villages and hamlets in Huron and Norfolk in response to agricultural change emphasizes that agricultural difficulties are not limited to the farm. In fact, the community implications may be as significant in these settlements as they are within the rural community in general.

The increase in the development and pressure for non-farm residential lots in the countryside has also caused concern, particularly in Norfolk. A related issue in both Huron and Norfolk is the purchase of large farm lots by non-farmers for residential purposes. In the Norfolk study area, for example, between 1985 and 1989, 352 "estate, infilling and one lot off the farm severances" were created in the rural and agricultural area (Kennaley and Smith, 1989). In Huron, a review of the Department of Planning and Development's consent database reveals that during the same time period, a total of 51 residential lots were created in the agriculturally dominated rural areas of the County's sixteen

townships. Within Norfolk this means that on average one new residential lot was created for every 355 hectares, whereas in Huron the value is one for every 6,672 hectares. A report completed by the regional municipality of Haldimand-Norfolk Department of Planning and Development (Kennaeley and Smith, 1989) points to a number of potential difficulties associated with this development activity including the potential for conflict between the residential use and agriculture. It is interesting to note that while this activity in Norfolk is reflective of an Official Plan which permits it, there is also evidence that there is a relationship between agricultural difficulties and initiatives to obtain severances. For example, at a meeting of the Norfolk Federation of Agriculture in 1989, one member in opposition to residential severances stated that he could remember the Federation members opposing severance activity in the early 1980's, and now with the depressed farm economy, most of the Federation of Agriculture representatives appeared to be supportive.

These two items, including the reduced role of the agricultural service centre and increasing pressures from non-farm development, are identified as impacts on the rural community resulting from agricultural change. Chapters VI and VII of the dissertation deal with these two issues in some detail.

5.6 Planning and Development: Organization and Approaches

A final consideration in the introduction of Huron and Norfolk is the role of local government and in particular the organization and approaches to planning and development.

Initially one must note the differences which exist between the Regional and County structure. Haldimand-Norfolk consists of 6 municipalities, whereas Huron consists of 26. While this has a number of implications, including a reduction in the probability of inter-municipal conflict, there would not appear to be any substantive difference in legislation which would affect actual approaches to planning and development. For example, while Haldimand-Norfolk employs a two-tier approach to planning (with both the Region and area municipalities having adopted official plans), and Huron generally does not, this is not a function of legislative differences, but rather a matter of choice.

The most fundamental difference in approach between Huron and Haldimand-Norfolk is that, in the latter, the functions of planning and development are conducted by two separate departments, while in Huron these functions are integrated within the same office (Pennell, 1989; Huron County, 1990). The Haldimand-Norfolk Regional Planning Department is responsible for planning at the regional level and also provides a service to the member municipalities, including the operation of a part or full-time office in each of the 6 area municipalities (Pennell, 1989; Kennaley, 1989;

Smith, 1989). The Regional Economic Development Department focuses on industrial, commercial and recreation-tourism development (Pukala, 1989). To facilitate coordination between planning and economic development, the Economic Development Department reports to the Regional Planning and Development Committee (Pennell, 1989).

It should be noted that the Norfolk study area is located within the Norfolk District Community Futures area. Funded by the federal government under the Community Futures program, this organization focuses on local economic development and has a working relationship with the Regional Economic Development Department. This organization has funding for loans, a Business Development Centre, Community Futures Committee, Self Employment Incentive and has been involved in several training programs. Huron County has not qualified for this assistance, however, the County continues to pursue this initiative. It should also be noted that the Town of Simcoe has an economic development department.

In Huron, as in Haldimand-Norfolk, there is also a planning and development service available from the upper tier (county). The County Department of Planning and Development is responsible for issues both at the County and local level, but it differs fundamentally from Haldimand-Norfolk in that one department is responsible for both planning and development (Huron County, 1990). In fact, this integration of function is enhanced by placing the

responsibility for planning and development within the same individual. In Huron, several area municipalities also have economic development committees, with a number of municipalities having allocated limited staff resources.

Although it is difficult to categorize the approaches and types of policy used in Huron and Norfolk, there are certain basic distinctions. From a land use planning perspective, the approach to planning for agriculture in Huron appears to be more restrictive than in Haldimand-Norfolk. For example, whereas Huron's Official Plan has effectively restricted the creation of new residential lots since 1971, Haldimand-Norfolk in 1990 is attempting to come to grips with a rash of severances permitted under the "one lot off the farm" severance policies of the Regional and area plans (Kennaley and Smith, 1989). A second distinction lies in the area of economic development. In Haldimand-Norfolk, a focus exists on pursuing industrial clients, regional promotion and the development of industrial parks. In contrast, the Huron approach is more oriented towards research, and improving the ability of the local community to deal with economic change (loosely referred to as capacity building which includes job retraining, municipal cooperation, and a focus on all sectors of the local economy).

5.7 Summary

At the outset of the dissertation a focus was established on rural and agricultural Canada, with a particular interest in rural

communities located outside of the immediate influence of large urban centres. There was also a desire to select a study area subject to specific difficulties in agriculture. It is suggested that the selection of two Ontario study areas including Huron County and much of the former County of Norfolk fulfil these criteria. Moreover, it is suggested that these areas are appropriate for the further investigation of at least three of the basic objectives identified in Chapter I. These include the identification of an appropriate municipal response to agricultural and community change; the implementation of research methods which stress public involvement as part of the municipal response and the development of an approach which integrates planning and economic development in responding to community issues. The investigation of these objectives, in the context of Huron and Norfolk, is the subject of the following two chapters.

CHAPTER VI

PERCEPTION OF ISSUES -- RESULTS OF THE WORKSHOPS

6.1 Introduction

There is a relationship between public perception and government action. When the public perceives and articulates an issue, government action is likely to follow. Frequently, however, as pointed out by Gunton (1985), the policy response of government lags behind the public perception of issues. As a result, he argues actions of government can be irrelevant. The need, therefore, is to identify issues, if not in advance of the public, than at least in partnership with the public, thereby allowing for the more rapid development of appropriate policy. It is suggested that the challenge for local government, therefore, is to identify socially relevant issues through a process of public education, dialogue and the joint identification of issues and policy with assistance from the general public. These comments have applicability to local government and the municipal response to agricultural change.

As discussed in Chapter II, there are several general issues which affect rural communities. These issues are affected substantially by agricultural change related to economic and environmental issues.

In an attempt to evaluate the applicability of rural development planning to these two issues, a sequential approach was identified. This approach was based on public input, included an educational component (through group discussions and circulation of minutes), allowed the public to identify and comment on the relative significance of issues, identified potential policy, and finally evaluated the merits of these policy options. To implement this approach it was necessary to first identify appropriate public participants. Through group discussions it was hoped that the individual and collective understanding of agricultural and community issues would improve. As part of this approach the group members would be invited to offer their perceptions of issues and policy. A review of this initial phase of the research forms the basis for this chapter.

An essential component of the research was the identification of focus groups with general knowledge and interest in rural, agricultural and community development issues. While groups reflective of the public at large could have been selected, they would not likely have been as conversant with the issues to be discussed, nor would they have been as able to evaluate the applicability of suggested policy options. As outlined in Chapter 3, focus groups were identified in Huron and Norfolk consisting of members of the Federation of Agriculture, local Councils and appropriate professionals. The selection of these three groups in two distinct study areas fulfilled several important criteria. The

selection of Huron and Norfolk as study areas fulfilled the desire to evaluate the implications of agricultural change in two largely rural, but different areas. In particular, the difficulties encountered by the tobacco industry and the corresponding impact on Norfolk provide an element of crisis in agriculture, which has generally not been as pronounced in Huron. Correspondingly, it was anticipated that the members of the focus groups would have a different perspective regarding agricultural issues, and in turn, potentially offer different policy options. It was also anticipated that the focus groups would possess different perspectives reflective of both the county in which they reside and the group to which they were a member (i.e., the Council group reflecting the difficulties and challenges of local decision making, the farm group reflecting the challenges of modern agriculture and the professional group reflecting their detailed involvement with community and agricultural issues). By allowing these groups to meet independent of each other it was hoped that they would freely discuss and explain their perceptions of agricultural change and potential municipal policy options.

6.2 The Workshops

As part of an overall public process to develop an appropriate policy response to agricultural change, these groups met during 1989 to review and identify relevant economic and environmental issues in agriculture, to suggest potential municipal policy responses and

through a short questionnaire to help delineate the future directions of the research.

The workshops were organized to provide for maximum group discussion with minimum involvement from the group leader or researcher. Using techniques outlined by Social and Community Planning Research (1972), Anyanwu (1988) and Fletcher (1988) an emphasis was placed on a group size of approximately 8 individuals and hence for the largest two groups in Huron County (20 Councillors and 13 members of the Federation of Agriculture) the groups were divided into subgroups. The meetings were held respecting five integral features of participatory research as outlined by Anyanwu (1988). These include: (i) the need for flexibility of attitude which enables the researcher to adjust to the pace at which the research can proceed with success; (ii) the researcher seeking to combine insight and knowledge with the understanding and resources of the local people to generate an awareness of problems; (iii) the approach cannot be that of mere data gathering, but must seek to understand conditions underlying community problems; (iv) the participatory research technique amounts to an educational process for both the researcher and the community, and (v) the technique needs to respect people's capability to produce knowledge and their potential to analyze it. This challenges the notion that only professional researchers can generate knowledge for meaningful social reform.

The workshops began with an introduction of the purpose of the research and a review of the concept of 'brain storming' in which the participants were encouraged to build on each others ideas. Then the group was asked to respond to two questions -- "What are the issues that you see facing agriculture in Huron/Norfolk over the next 20 years?" and "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?" Approximately 40 minutes was allotted to each question and between these questions a brief questionnaire (Appendix C) was presented. The following reviews the discussion from these workshops.

6.2.1. Huron County Workshops

The Federation of Agriculture (FOA), council and professional group workshops were attended by a total of 43 participants (13 from the FOA; 20 representing local councils and 10 professionals). This attendance represents 81% of the total number of people invited to attend the workshops.

6.2.1.1 Huron Workshops: "What are the issues that you see facing agriculture in Huron over the next 20 years?"

Table 6.1 summarizes the views of the participants from the three workshops to the question: "What are the issues that you see facing agriculture in Huron over the next 20 years?" Using the economic and environmental categories and subcategories as developed for Figure 2.2 it was possible to organize the various perspectives.

Table 6.1 Summary of Huron County Workshops: Response to the Question - "What are the issues that you see facing agriculture in Huron over the next 20 years?"

Economic Issues	Federation of Agriculture	Local Council	Professional
- Commodity Prices	depressed farm income low commodity prices need for subsidies competition - USA & EEC	need to retain supply management differences- subsidies vs. quotas low commodity prices	depressed commodity prices
- Cost-Price Squeeze	loss of cheap energy land costs & high property taxes high capital investment high interest rates high non-farm - low farm wages difficulties financing agriculture	high production costs high overhead costs prices have gone up-returns haven't problems regarding cash flow	increasing property taxes land costs low profit margins
- Demand	world competition organic/ healthy food	difficulty competing internationally consumer perceptions need for new markets	public awareness
- Government Policy	continued cheap food policy GATT and unpredictability absence of long term policy eliminate interprovincial barriers	cheap food policy GATT & dairy sector loss of subsidies & vacant farmland	free trade impacts need for training programs
- Structural Change	ownership & control farm transition to young farmers corporate scale agriculture banks & non-farm employment prosperity of large producers concerns for small producer rented land & farm managers larger farms more part-time farmers specialization in agriculture	larger farms - fewer farmers professional farmers family farm in trouble corporate farms farm transition to young farmers farmers may live in towns off-farm employment supports farm custom farming	fewer farm jobs off-farm migration either off-farm income or corporation employees replace self employment high proportion of youth in farming non-local land ownership farm managers changing enterprise type farmers living in urban areas
- Supply	reduced yields- environmental potential for hunger	need to improve quality decrease in productivity	concern for quota systems U.S. influence on quotas & subsidies
- Technology	industrial model biotechnology consumer control of pesticide use	hormones in dairy / U.S. competition increased productivity & lower costs	

Table 6.1 (continued)

Issues *Environmental*	Federation of Agriculture	Local Council	Professional
- Alternative Agr.	reduced reliance on petrochemicals ecological farm associations inefficiencies of oil into food new energy sources premiums for organic products	green house effect effect of drought demand for pesticide free produce	sustainable agriculture organic production / mixed farming
- Animal Rights	animal rights- unpredictable		
- Government Policy	lack of leadership reduction of chemicals control soil erosion	increasing involvement of MOE regulate chemical use	
- Pollution	manure handling chemical use consumer advocacy	reduced chemical use chemical and fertilizer pollution chemical use in other countries manure disposal acid rain quality of water table increased drainage	manure management pesticides positive effect of sprays on yields
- Soil Degradation	need to improve soil structure reduced organic matter soil erosion intensive cropping	erosion	need to encourage tree planting
- Stewardship	sustainability		
- Species Diversity			need to protect wetlands

Table 6.1 (continued)

Issues *Other*	Federation of Agriculture	Local Council	Professional
- non-farm influences	tourist industry competition with urban neighbours urban development need to farm without restrictions Right to Farm legislation foreign ownership	city people on 100 acre farms non-farmers and complaints Right to Farm legislation demand for new services urban encroachment foreign ownership	farmland removed from production foreign ownership
- land use issues	severances should not be allowed need for more farmland keep Huron agricultural keep adequate level of services	issues related to severances provincial involvement in planning restrict development to urban areas limited severances plan for flexibility need growth in townships do not lose agricultural priority sever house to let farmer own land	need to support agriculture
- political control	non-farm councils	lack of political clout	loss of influence - local & provincial
- general attitudes	optimistic re. Huron agriculture concerns - direction of agriculture need for public education	pessimistic but high potential farming will be viable need for public education	agri. isn't endangered but will change urban people scrutinize farm activity
- rural community	maintain the rural community need off-farm jobs reduced demand for farm services	employment in service sector reduced support for urban sector fewer people and school support concern for sectors of rural economy importance of off-farm income effect of low commodity prices need for mixed economy future of farm buildings need industrial development two jobs- increased farm accidents linkages town & rural community reduced demand for farm services	growth of urban areas low unemployment rate less reliance on local service sector reduced role of farm in local economy youth leave for non-local employment Huron will be leading farm County agriculture will be viable resistance to heavy industry negative population growth concern re. tax base

Because the discussion also identified non-farm influences, land use issues, political control, general attitudes, and rural community, it was necessary to create an 'other' category. Using this framework the group opinions are reviewed.

ECONOMIC ISSUES

Clearly, the emphasis of each of the three groups was on economic issues. The difficulties which agriculture has recently experienced, the unpredictability associated with on-going GATT negotiations and concern over the Free Trade Agreement, combined with the day to day frustrations of farming, brought economic concerns front and centre. In particular, there was a deep understanding of economic issues shared by the Huron farmers. The general perceptions of each of the three groups, with respect to the economic subheadings are presented below.

i) Commodity Prices: Each of the three groups expressed the opinion that low commodity prices are likely to continue. Representatives of the FOA also expressed the opinion that competition between the United States and the European Economic Community would continue to be to the detriment of Canadian farmers, reinforcing their belief that there is a continued need for subsidies. The council group expressed the opinion that supply management should be retained and that the public needs to be informed of the differences between subsidies and quotas.

ii) Cost-Price Squeeze: Each of the three groups expressed opinions concerning increasing farm costs and low profit margins. The variety of separate items, however, is quite diverse and ranges from the loss of cheap energy to difficulties financing agriculture. The thrust of the discussion in each of the workshops, however, was that continued low profit margins can be expected, based on increasingly expensive costs of production and continued low commodity prices.

iii) Demand: The issue of demand generated two separate types of issues. The first dealt with difficulties competing internationally, given strong competition for international markets and the second, related to the public's perception of agriculture and food issues. In particular, it was noted that the public may place an increasing emphasis upon organically grown farm products, or what might be considered healthy food. This issue could have serious implications for agricultural markets and methods of production in the future.

iv) Government Policy: The potential for assorted Provincial and Federal approaches to agriculture make the future unpredictable. The position of the Federal and Provincial governments concerning GATT and the Free Trade Agreement, for example, leads to concerns, in the agricultural community, that subsidies and marketing systems may be lost. The result is instability and difficulty in making investment decisions. Overriding these concerns were the comments by the FOA and council groups that the government is committed to a

continued cheap food policy. This item has continued structural implications for agriculture in Huron County.

v) Structural Change: Several issues identified by the three groups fell under the category of structural change. In particular, there was shared concern for the future of the small producer and family farm with a corresponding increase in part-time farming. In contrast, the groups anticipate an increase in corporate scale agriculture. The FOA expressed concern about future ownership and control of farms, including a belief that there would be more reliance on rented land, larger farms and professional farm managers. It is interesting that while the FOA and council group expressed concern for the future transition of farms to young farmers, it was noted within the professional group that Huron has a high proportion of youth involved in farming activity. The professional group also expressed the opinion that the type of farm and form of agriculture may change in the future. Not only may there be fewer farm jobs, but there may also be more employees in place of self-employed farmers.

vi) Supply: Under the issue of supply it is interesting that both the FOA and council group expressed concern that environmental change, including decreasing soil productivity and potential climatic change, may lead to decreasing productivity. The professional group noted concern over the American influence on supply management.

vii) Technology: In contrast to the belief that environmental change may lead to a reduction in yields, it was suggested by the FOA and council group that new technology, such as biotechnology, may lead to increased productivity and lower per unit production costs.

ENVIRONMENTAL ISSUES

While for obvious reasons the immediacy of economic difficulties dominated group discussions, there was a clear awareness of environmental concerns and their potential implications.

i) Alternative Agriculture: Alternative agriculture suggests an agricultural response to continuing environmental concerns. A common thread running through the comments of each of the three groups was the potential for organic agriculture based on consumer preference for products free of pesticides and other petrochemical inputs. The term 'sustainable agriculture' was introduced by the professional group.

ii) Animal Rights: The FOA was the only group to mention the potential impact of a growing concern over the public's perception of animal rights.

iii) Government Policy: Interestingly, there were no comments from the professional group concerning government policy as it relates to environmental concerns. The FOA and council groups

however, expressed a belief that government policy is likely to attempt to control soil erosion and increasingly regulate chemical use (with increasing Ministry of Environment involvement).

iv) Pollution: Under the issue of pollution, two common issues were expressed by all groups. These included concerns regarding manure management and handling and the continued use of chemicals (pesticides and fertilizer) and their influence on water quality. It is interesting that the professional group noted both the positive effect of these inputs on crop yields and the corresponding decline in production that would result from their discontinued use.

v) Soil Degradation: More emphasis was placed on the issue of soil degradation by the FOA group than the other two groups. This group in particular noted the need to improve soil structure, concern over reduced organic matter and the effects of intensive cropping on soil erosion.

vi) Stewardship: Related to the issue of stewardship, the FOA noted the issue of sustainability and the professional group pointed out the need to protect wetlands.

vii) Species Diversity: Issues under this subcategory were not identified by any of the three groups.

OTHER ISSUES

The 'other' category includes a number of issues and perceptions that do not neatly fit into the economic and environmental categories. Despite this, however, many of the opinions which have been classified under the other category are directly related to the economic issues which face agriculture, and begin to reflect the groups' appreciation of the linkages between agriculture and agriculturally derived community issues as identified within Figure 2.4.

i) Non-farm Influences: Issues related to non-farm influences were discussed in detail by the FOA and council groups. Both expressed concerns regarding urban encroachment (including potential for complaints and competition for farmland), the need to farm without restrictions and the potential applicability of right-to-farm legislation. The professional group identified the loss of farmland as an issue, while all groups indicated a belief that foreign ownership of Huron's farmland would increase in the future.

ii) Land Use Issues: Each of the three groups identified a need to continue to support and promote agriculture from a land use planning context. Differences were noticed, however, between the FOA and council group. Whereas the representatives of the FOA were almost unanimous in their belief that severances should not be allowed and that agriculture should be given the highest priority, there was some debate among the council group over this issue. Many

representatives felt strongly that severances should not be allowed, while others felt that limited severances might have some benefits for the rural community.

iii) Political Control: Each of the three groups expressed concern that the local political role of the farm community is likely to diminish in the future. The professional group also noted the probability of reduced influence at the Provincial level as well.

iv) General Attitudes: The general attitudes category is intended to reflect the feelings of the three groups concerning the future of agriculture in Huron County. In summary, each of the three groups expressed concerns about the future of agriculture, but also expressed considerable optimism about its role in Huron County. In the words of one of the FOA representatives -- "if you are going to farm within the Province of Ontario, it is probably best to be farming in Huron County".

v) Rural Community: A number of comments went beyond the future of agriculture and dealt with the future of Huron's rural community. It is worth noting that considerably more emphasis was placed on this topic by the council and professional groups than by the FOA group. General themes included concern over maintaining services and the reduced role of agriculture in maintaining a healthy non-farm sector. Related to this, there was a belief that off-farm jobs will be required to support many farms in the future. This led

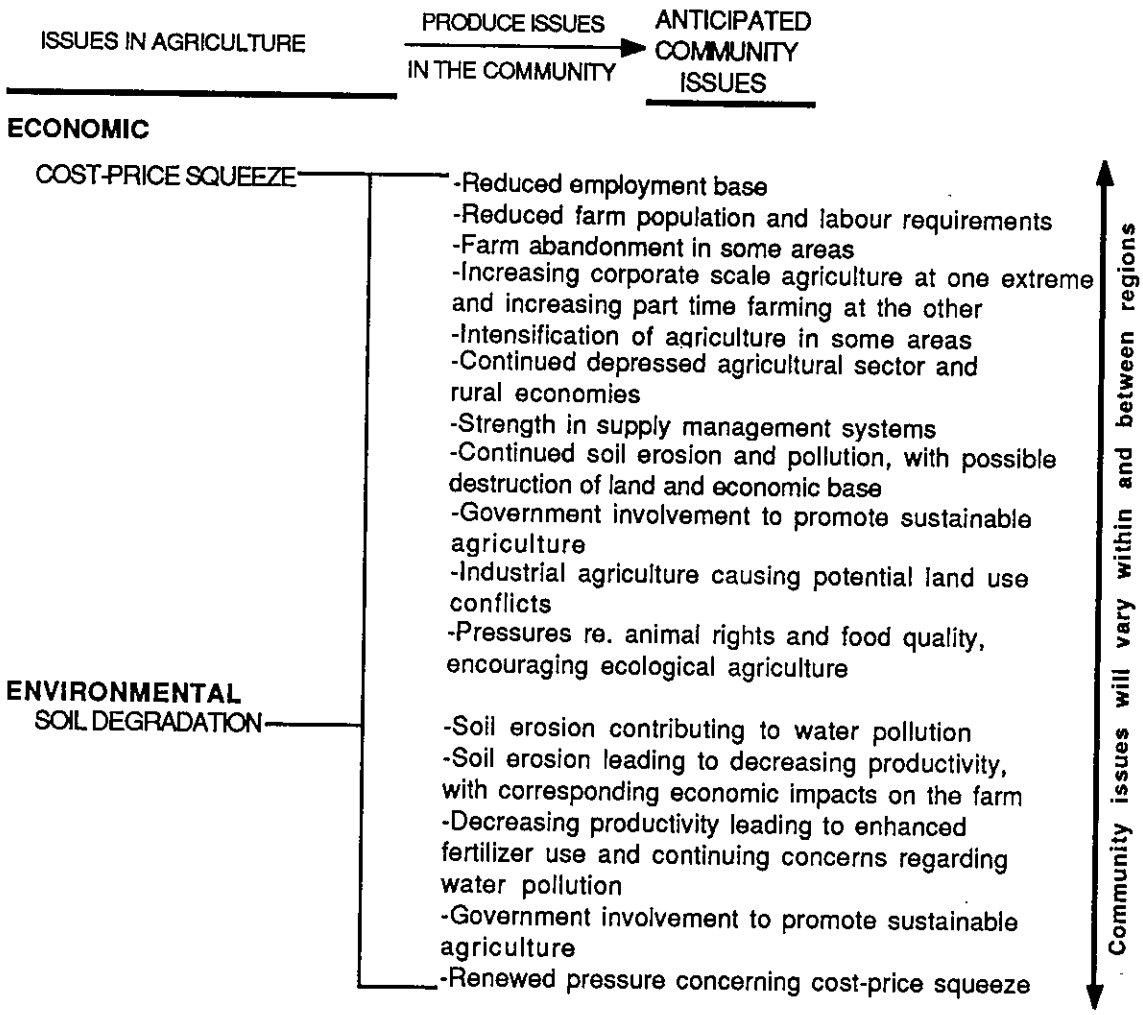
the council group to suggest a need for a mixed economy, industrial development, and recognition of the linkages between rural and town communities. The professional group indicated that while there will continue to be low unemployment in Huron County, many youths will leave for employment elsewhere.

6.2.1.2 Huron Workshops: "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?"

Following the discussion concerning future agricultural issues the following question was posed: "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?" Since many of the issues identified during the discussion of the first question related exclusively to agriculture, the discussion of the second question was preceded by a brief review of some of the relationships between agricultural and community issues. Two specific examples of this relationship, including the cost-price squeeze and soil degradation, were presented to the groups using Figure 6.1. This brief review helped put the relationship between agriculture and the municipal role into context.

Generally the groups found this to be a much more difficult question to discuss than the first one. This probably reflects the collective experience of the three groups and the ease of describing a problem as opposed to offering suggestions for a municipal response. The

FIGURE 6.1
AGRICULTURALLY DERIVED COMMUNITY ISSUES: AN EXAMPLE



purpose of this question, however, was not to conclusively define the municipal approach, but rather to identify potential policy options which could be incorporated into a questionnaire and circulated to the participants at a later date.

The group's suggestions are identified in Table 6.2 and since they are discussed in the following chapter they are reviewed only briefly here. The suggestions consist of a combination of goals, statements and policy. There tends, however, to be certain themes running through the comments and these may be summarized as follows:

i) Diversification and jobs: Generally, the three groups were in agreement that local economic diversification leading to the creation of non-farm jobs was desirable. There were some comments from the FOA that Huron should focus on agriculture only.

ii) Land use and protection: There is a need to protect the agricultural resource base of Huron County, including restrictions on the creation of new non-farm lots within the agricultural area. While there was debate on this point, this statement reflects the dominant viewpoint.

iii) Local and entrepreneurial development: The FOA and professional group made a number of suggestions supportive of local business and industry (including agriculture) and the need to encourage the entrepreneurial spirit.

Table 6.2 Summary of Huron Workshops: Response to the Question "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?"

Huron County Federation of Agriculture - Potential Policy Options

- economic diversification is needed, but should be related to the area
- we do not want economic diversification - we should focus on agriculture
- there is a need for additional jobs
- Huron County is unique and we need to protect it
- we should restrict transportation access to keep industry out
- we need activities or industries that add value to what we have in Huron County.
- there needs to be a co-operative efforts by producers
- we should identify those needs we import from a distance
- we should promote increased tourism in certain areas
- severances lead to higher costs and should be discouraged
- we need to stop erosion to improve water quality to promote tourism
- we should promote and permit on-farm diversification (farm vacation, antiques)
- we should reduce farm inputs
- we promote the agricultural industry and development of local markets
- we should encourage appropriate agricultural research
- we should encourage OMAF to pursue research specific to this county
- windbreaks should be encouraged along the side and rear of 100 acre lots
- clearing of trees should be prohibited
- municipalities should consider programs to make trees available
- by protecting trees and regulating drainage a municipality can fight macro environmental problems by creating micro climates

Huron County - Council Session Potential Policy Options

- we need to work to attract business to take the place of agriculture
- to survive towns needs to diversify away from agriculture
- we need to attract new development into our townships
- municipalities should retain the first year of new industrial taxes (to offset promotional costs)
- we should develop promotional materials and brochures for business clients.
- there needs to be cooperation between adjacent municipalities
- tourism should be encouraged as an alternate economic activity
- farm vacations should be encouraged and promoted
- we need to evaluate the need for new tourist accommodations
- municipalities should pursue residential development
- we need to have planned industry close by
- we need more buildings, but not more severances
- we should allow more homes to be built in natural environment areas
- new development should be restricted to hamlets, villages and towns
- marginal land should be used for housing purposes
- we should avoid severances because they lead to demand for non-farm services
- existing residences surplus to agriculture should be allowed to be severed
- the cost of industrial parks suggests an inter-municipal scheme to control the number and share the benefits
- we need to recognize the expense of providing services for new development
- those areas with excess sewage and water capacity should be promoted
- municipalities should consider programs to make trees available
- ratepayers should be informed about environmentally beneficial provincial programs

Table 6.2 (continued)

Professional Group - Huron Potential Policy Options

- the Foodland Guidelines should be flexible and allow for smaller farms
- we need to promote activity to provide for off-farm employment
- new small farm parcels may be required but the establishment of residences should be restricted
- municipalities should prepare a development plan/ strategy
- we need to look at available resources, local trends, free trade impacts & world trade
- we need diversification in our local economy
- we should try to develop industrial parks
- we should encourage new development along the lakeshore
- joint promotional efforts are required
- the county should promote tourism and industrial opportunities
- we need to create dialogue, increase awareness and explain the planning process
- the county should diversify but local municipalities should focus on their advantages
- co-operative efforts in agriculture should be encouraged
- from a land use perspective rural municipalities should evaluate future directions
- we should encourage on-farm diversification
- we should encourage farmers as entrepreneurs
- we need a participatory approach to the planning process to review evolving issues
- urban growth should be restricted to marginal instead of prime land
- we should consider land banking to ensure that we can provide land for diverse uses
- we need to build leadership and develop the entrepreneurial spirit at the local level
- we should promote existing government programs (ex. FBDB)
- we should encourage the development of a business development centre
- we should pursue the Federal designation of the county as a Community Futures area
- we need to review the county & local distribution of economic development functions
- we need to encourage municipal cooperation
- we need to encourage the development of province wide strategies

iv) Tourism: Tourism was frequently cited as an example of an acceptable and alternate economic activity (including farm vacations).

v) Promotion and co-operation: Municipal co-operation, including joint promotional efforts were identified by the professional and council groups as a means to minimize conflict and maximize available resources.

vi) Planning, strategies and education: The council group, and in particular the professional group, stressed the need for evaluating the local situation, developing appropriate plans or strategies and informing the public. This includes an emphasis on a participatory approach to the planning process.

vii) Government programs: The professional group stressed the advantages of pursuing certain federal, provincial and municipal programs. These included municipal land banking, the development of province-wide strategies and federal designation as a Community Futures area, among others. The FOA also suggested the need for additional agricultural research, including encouraging the Ministry of Agriculture and Food to pursue research specific to Huron County.

viii) Environmental programs: Both the FOA and council group suggested a role for municipalities in issues of environmental significance. These range from making trees available and

encouraging the planting of windbreaks to informing rate-payers about environmentally beneficial provincial programs.

ix) Other: A number of other suggestions were identified which, while useful, are difficult to categorize. It was suggested at the council session for example, that municipalities involved in local economic development should be entitled to retain the proceeds from the first year of new taxes (as opposed to an appropriate share going to the County and School Board).

6.2.2. Norfolk Workshops

The Federation of Agriculture (FOA), local council and professional group workshops were attended by 25 participants (7 from the FOA, 5 representing the 3 local councils and 12 professionals). This attendance represents 69% of the total number of people invited to attend the workshops. While the attendance at the FOA and council workshop was less than hoped for, the discussions were productive. It is worth noting that the reduced number of participants in the agriculture and council sessions probably contributed to a reduced diversity and range of opinion when compared to Huron.

6.2.2.1 Norfolk Workshops: "What are the issues that you see facing agriculture in Norfolk over the next 20 years?"

Using the same format of headings and subheadings developed for the presentation of the Huron County results, Table 6.3 summarizes the views of the Norfolk participants.

Table 6.3 Summary of Norfolk Workshops: Response to the Question - "What are the issues that you see facing agriculture in Norfolk over the next 20 years?"

Issues	Federation of Agriculture	Local Council	Professional
Economic			
- Commodity Prices	low commodity prices & Free Trade	low incomes	concerns regarding income world competition subsidies in U.S and EEC
- Cost-Price Squeeze	people will leave farming low returns	no incentive to farm competition with non-farm wages survival from previous investments	supply is higher than demand changing expectations
- Demand	need for proper marketing uncertainty in tobacco drop in tobacco growing efficiency loss of markets	need marketing assistance difficulties marketing new crops	opportunity for new agri. industries is demand increasing price flexibility for non-food vs. food markets limit non traditional produce
- Government Policy	loss of subsidies hypocrisy- anti smoking/pro taxes	dissatisfied- prov/federal initiative does the province want agriculture dissolve Ministry of Agriculture misdirected government assistance cheap food policy	concern re. future of subsidies will federal/ prov. policy kill tobacco ? prov. commitment to preserve land can we afford subsidies
- Structural Change	fear land abandonment absentee farm ownership short term viability in tobacco long term tobacco viability in doubt role of spouse on dairy farms difficulties securing labour need for off-farm income concern re. age of farmers break down of family farm	loss of youth from agriculture aging farm community movement out of agriculture farm managers for large corporations loss of family farms corporate scale agriculture	potential for growth - non-food sector increased farm rental vs. ownership distrust of chemicals & need for land difficulties securing labour increasing farm size changing enterprise type Oriental style of farming loss of youth from farming need for farm diversification
- Supply	fear loss of marketing boards selection of alternate crops	concern re. marketing arrangements alternate crops aren't that attractive difficulty competing with U.S.	is acreage increasing
- Technology	uncertainty vs. adopting technology		is new technology being adopted

Table 6.3 (continued)

Environmental

- Alternative Agr.			continued use of chemical technology food safety
- Animal Rights			
- Government Policy			regulate farmers but not food imports
- Pollution	acid rain deforestation ground water pollution & chemicals	will we have chemicals much longer concerns regarding ozone layer	chemical and pesticide use
- Soil Degradation	more erosion with reduced tobacco	loss of cover crops- erosion	
- Stewardship		decline in soil management	env'tal concerns & land requirements need for stewardship

Other

- non-farm influences		city people on 100 acre farms loss of land to non-farm people	non-farmers vs. farm development 100 acre farms bought for residence land removed from production Right to Farm is not the solution recreational demands
- land use issues	farm problems lead to severances stretching of severance rules changing attitudes re. severances livestock farmers vs. severances nitrate pollution from new lots drop in water table / irrigation	changing attitudes re. severances farm difficulties lead to severances	pressure on farm land for urban uses need to protect long term use of agri. severances support certain farmers severances will restrict future agri. severances are a band-aid solution need for stronger provincial role
- political control			control by new residents
- general attitudes	lack of confidence in tobacco	not much future in agriculture more money in lots than farming a farm sector will exist in 20 years stress in agriculture no incentive to carry on	people overlook agriculture potential continuity of changing agriculture society needs to pay more for food problems with farm statistics difficult to define viable agriculture tobacco will stabilize & be dominant
- rural community	loss of equipment dealers attractivity of off-farm employment fewer farm related jobs loss of tax revenue some improvement in tobacco towns	ripple effect from tobacco downturn some food products can compete- U.S.	foreign ownership

ECONOMIC ISSUES

As in Huron, the collective emphasis of the three groups was on economic issues, however, there were distinct differences in outlook between the two groups. The focus on tobacco in Norfolk and the difficulties that this sector has recently faced has produced a less optimistic outlook than in Huron and a more negative perception of the role of the provincial and federal government in agricultural issues. The results include a belief that there will be some abandonment and loss of land from agricultural production. These difficulties, combined with attempts to identify alternate crops has placed an emphasis on issues related to marketing. The perceptions of the Norfolk groups as derived from the workshops are presented below.

i) Commodity Prices: Each of the three groups expressed the belief that low commodity prices and low incomes would continue. Related to this, there was concern expressed by the FOA regarding the Free Trade Agreement and its impacts on Ontario agriculture. Furthermore, the professional group was concerned that world competition and continued subsidies in the US and EEC would have a detrimental effect on agriculture within Norfolk.

ii) Cost-Price Squeeze: The three groups expressed various concerns that can be categorized under the subheading cost-price squeeze. Because of low returns in agriculture, the competition with non-farm wages and changing expectations on the part of the

farmer, it was forecast that many people will leave farming. Related to this, one of the council representatives suggested that many people currently farming, at least in tobacco, are doing so based on investments made at the time when tobacco farming was more lucrative.

iii) Demand: The role of markets was an important issue discussed by the three Norfolk groups. In particular, emphasis was placed on the need for proper marketing and marketing assistance. The professional group pointed out also that in searching for alternative crops to tobacco, an emphasis should be placed on non-food items because of greater flexibility in pricing.

iv) Government Policy: The comments of the three groups largely reflect their experience with government policy and the tobacco industry. In general, there was a degree of dissatisfaction with the Provincial and Federal governments, including concern regarding the hypocrisy of much government action. Additional concerns included a belief that government assistance is frequently misdirected, and that governments will arbitrarily discontinue subsidies. Both the council and professional group also questioned the provincial commitment to the preservation of agriculture.

v) Structural Change: Each of the three groups expressed concerns regarding the future of agriculture in Norfolk. There was concern about land abandonment, the breakdown of the family farm,

the movement out of agriculture, the loss of youth from farming and the increasing age of the farm community. Another theme included the belief that farm labour, particularly for the tobacco industry, would be increasingly difficult to obtain in the future. Moreover, there was a belief that there would be a movement towards corporate scale agriculture, increasing farm size and changing enterprise type. Other trends, including the need for off-farm income, farm diversification and the potential for increased farm rental versus ownership were also noted. With regard to the tobacco industry, the FOA noted that while there is certain short-term viability in tobacco, there is concern about viability in the long-term. An interesting point raised by the professional group was that there may be a need for additional farmland in the future to accommodate growth in the non-food sector and the production of chemically free produce.

vi) Supply: Both the FOA and council group expressed concern regarding the future of marketing boards and other marketing arrangements. The need to consider alternate crops was also noted, although the council group suggested that there are problems with this option.

vii) Technology: Owing partially to the unpredictability of tobacco production, concerns were raised during the FOA discussions that farmers may not be adopting the technology required to remain competitive.

ENVIRONMENTAL ISSUES

As in Huron, the discussion of environmental concerns was secondary to economic issues. Differences in agriculture between Huron and Norfolk, however, including Norfolk's reduced emphasis on livestock and different management practices related to tobacco, contributed to different perceptions concerning manure management, soil degradation and alternative agriculture.

i) Alternative Agriculture: The FOA and council groups did not raise any points which would fall under this category; however, the professional group identified the continued use of chemicals and the corresponding public concerns of food safety.

ii) Animal Rights: Issues related to animal rights were not identified by any of the three groups.

iii) Government Policy: The only issue raised under this subcategory was a concern of the professional group that government policy tends to regulate farmers but does not regulate food imports.

iv) Pollution: Each of the three groups identified concerns related to chemicals and associated pollution. In particular, the FOA identified this issue in the context of ground water pollution. Other diverse issues included deforestation and acid rain. All of these issues raise concerns for the future of agricultural production.

v) Soil Degradation: Reduced acreages in tobacco have lead to a reduction in cover crops and given the sandy soils of the Norfolk area, this has lead the FOA and council group to be more concerned about the probability of future erosion.

vi) Stewardship: The council and professional group expressed an opinion that there needs to be more emphasis on stewardship in response to the continued decline in soil management practices. Related to this is an opinion expressed during the professional workshop that continued environmental concerns may result in a decrease in productivity with a corresponding increase in the amount of land required for agricultural production.

vii) Species Diversity: Issues related to species diversity were not identified by any of the three groups.

OTHER ISSUES

Many of the opinions expressed in Norfolk and classified as 'other' are agriculturally derived community issues. While this is generally similar to the Huron response, there are differences between the two groups. Whereas in Huron the FOA representatives were optimistic about the future of agriculture, in Norfolk, a favourable outlook was generally limited to the professional group. Discussion concerning the need to protect agriculture and the implications of not protecting it, were with one exception, limited to the professional group. While all three groups acknowledged a changing

attitude regarding severances, it was again the professional group that expressed the most concern regarding this trend.

i) Non-farm Influences: Issues related to non-farm influences were identified by the professional and council groups. These groups shared the concern that city people were purchasing 100 acre farms essentially for residential purposes. In some instances, the result has been the withdrawal of land from agricultural production and in other instances, conflict between farm and non-farm uses have developed. It was the opinion of some members of the professional group that right-to-farm legislation was not the solution that many had hoped for.

ii) Land Use Issues: It is noteworthy that the strongest opinions in support of agriculture and the protection of agricultural land were expressed by the professional group. They outlined the issue of farm and non-farm compatibility and suggested in reaction to agricultural difficulties, severances are a short-term solution with long-term impacts. As part of this issue, a need for a stronger provincial role was suggested. While the views of the FOA and council group varied, there was recognition of changing and more supportive attitudes towards severances. This included arguments in support of severances and recognition of the potential implications for livestock farmers and nitrate pollution.

iii) Political Control: Only the professional group identified issues related to political control, suggesting that new rural residents would assume increasing responsibility in political issues.

iv) General Attitude: The most optimism for the future of agriculture was expressed by the professional group. Representatives of this group suggested that Norfolk's agricultural potential is often overlooked. While there was recognition that agriculture has changed, they believed that it would continue and probably remain the dominant local industry. The other two groups, however, voiced their lack of confidence in the future of tobacco and agriculture. While they expect that a farm sector will still exist in 20 years, they recognize that there is more money to be made by selling residential lots than in actually farming the land.

v) Rural Community: Representatives of the FOA and council group clearly expressed the relationship between agricultural difficulties and the implications for local communities. In particular, the loss of equipment dealers and municipal tax revenue were identified. They also foresaw fewer farm related jobs with a corresponding need for off-farm employment.

6.2.2.2 Norfolk Workshops: "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?"

The three Norfolk groups, like those in Huron had difficulty responding to this question. Of all the workshops, however, the Norfolk professional group probably contributed the most interesting and innovative suggestions for a municipal approach. This may reflect the overall involvement of this group in working with the tobacco industry and communities in response to some of the recent difficulties.

It is interesting that several very different suggestions emerged in Norfolk as compared to Huron. As a result, several headings used in Huron were deleted and several added. The headings deleted include: planning, strategies and education, promotion and co-operation, environmental programs, and local and entrepreneurial development. The added headings were educational approaches, marketing in agriculture and municipal lobby. The detailed listing of options are identified in Table 6.4 and general themes are summarized below.

i) Diversification and jobs: The three groups were in agreement that local economic diversification was desirable. Suggestions ranged from pursuing industrial development to encouraging the non-food sector on farms. The FOA and professional groups also endorsed municipal action supportive of part-time farmers.

Table 6.4 Summary of Norfolk Workshops: Response to the Question - "What suggestions do you have for a municipal response to issues facing agriculture and agricultural communities?"

Norfolk Federation of Agriculture - Potential Policy Options

- assistance is required to secure labour for the tobacco industry
- municipalities have an important role in lobbying upper levels of government
- we need to restrict severances to ensure future opportunity in agriculture
- we should try to diversify our economy
- tourism should be promoted as an alternate economic activity
- industry should be promoted as an alternate economic activity
- we should promote better marketing in agriculture
- we should encourage the development of a provincial agricultural policy
- we should preserve the more sensitive agricultural areas, including Norfolk
- we should allow severances for retiring farmers
- we should diversify the economy of our small towns
- perhaps we should encourage part-time farming
- municipal government needs to focus on existing industry
- municipal government should support tourism including farm holidays
- municipal government needs to support the fishing industry
- municipal government should support job retraining
- tree planting should be encouraged on marginal land

Norfolk Council Session - Potential Policy Options

- we need to promote forestry as an alternate economic activity
- municipalities should support marketing of alternate crops
- the alternatives to agriculture may include severances
- municipalities need to actively pursue industrial development
- there is a need to evaluate the cost implications of new development
- municipalities should lobby the federal government to encourage a focus on marketing of the alternate crops they have encouraged

Norfolk Professional Group Session - Potential Policy Options

- municipalities should support innovative new agriculture such as mushroom farming
- municipalities need to protect the long term use of agriculture
- municipalities need to allow for and encourage the non-food sector, including dogs, horses, fur, flowers and tobacco
- the municipality should lobby upper levels of government
- municipalities should review the nature of planning documents as they relate to the agricultural areas and allow warehousing, storage, cooling, freezing, small scale packing and processing in rural areas
- municipalities need to assist in the development of new job opportunities
- colleges should be encouraged to offer general and agricultural courses
- municipalities should organize seminars with interest groups
- councillor's should be educated regarding agricultural policies & associated principles
- municipalities need to be supportive of part-time farmers
- the province needs to be encouraged to take a stronger role in farmland preservation
- we should encourage part-time non-farm income on the farm
- development department resources should be allocated to both agriculture & industry

ii) Land use and protection: There was a dichotomy of opinion concerning the role of agriculture from a land use planning perspective. At one extreme, the opinion was held by some councillors that severances and residential development are an appropriate alternative to agriculture, while others suggested that municipalities need to restrict severances to protect the long term interests of agriculture.

iii) Alternate Economic Activity: Tourism, industry, forestry, fishing and new types of agriculture were suggested as examples of acceptable alternate activity (with a focus on existing industry). Furthermore, the professional group suggested that municipalities should review their planning documents to allow certain compatible non-farm activity in the rural areas.

iv) Educational approaches: The professional group suggested that seminars with interest groups are desirable. It is also important that municipal councillors be educated regarding agricultural policies and associated principles.

v) Government programs: Both the FOA and professional group spoke in favour of a provincial agricultural policy.

vi) Marketing in Agriculture: Although specific approaches were not identified, both the FOA and council groups suggested that

municipalities should promote better agricultural marketing including the marketing of alternate crops.

vii) A Municipal Lobby: Each of the three groups specifically indicated that municipalities should be prepared to lobby upper levels of government.

viii) Other: Several other diverse approaches were identified. These included assisting the tobacco industry to secure labour, supporting job retraining, encouraging colleges to offer courses locally and encouraging the Regional Development Department to focus on both agriculture and industry.

6.3 The Workshop Questionnaire

To provide a more precise understanding of issues, a one page questionnaire was circulated at the workshops[1]. This questionnaire allowed the participants to reveal their perceptions of current and future economic and environmental issues in agriculture. During the discussion session, issues were noted and these were displayed while the participants completed the questionnaire. This allowed them to reflect on the issues identified during the discussion. (A copy of the questionnaire is attached as Appendix C).

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[1] A questionnaire was not circulated at the Norfolk Federation of Agriculture workshop. This was the first of the workshops and it was anticipated that the group would be able to arrive at a consensus concerning dominant current and future issues. This did not occur, however, and as a result a questionnaire was designed and administered at the 5 remaining workshops.

The results of the questionnaire are presented in Tables 6.5 and 6.6. While these results are in many ways self explanatory, it is interesting that there are distinctions between current and future issues and between the Huron and Norfolk results[2]. In some instances the questionnaire results suggest a somewhat different perception of issues than did the workshop discussions.

The following can be summarized from Table 6.5:

i) Low commodity prices appear to be more of a current concern in Huron than Norfolk.

ii) Both the Huron and Norfolk respondents share concern that external marketing factors will be much more significant in the future.

iii) The issue of high costs was of more current concern in Huron than Norfolk.

iv) In Norfolk, the role of government is perceived to be much more of an issue now and in the future than is the case in Huron (perhaps reflecting the experience in the tobacco industry).

v) In Huron, there is a perceived need for the provision of off-farm rural jobs, whereas in Norfolk the concern is one of anticipated farm labour shortages.

---

[2] It should be noted that there are limitations to the information included in tables 6.5 and 6.6. The 'per cent total respondents' calculation, for example, assumes that each of the respondents will have listed only one answer under each of the issues and while this is likely true for an issue such as low commodity prices, it may not be true for an issue such as external marketing factors (which includes G.A.T.T., free trade and world prices). Consequently, in grouping the 126 responses from Huron's 42 participants, it is possible that an individual respondent may have listed more than one item which has been placed in a single category. Further, the terminology tended to vary and in one workshop, the term low commodity prices may have been used, whereas in another the same issue may have been discussed in the context of high costs and low prices.

Table 6.5 - Response of Huron and Norfolk Workshop Participants When Asked to List Three Current and Future Economic Issues Affecting Agriculture in Their Area

Current Economic Issues - Huron County

Focus Groups	Low commodity prices	External marketing factors	High costs	Cost/ prices	Competing land uses	Land transfer to youth	Role of gov't	Corporate farming	Off-farm jobs	Rural depopulation	Other	Number (n) of Respondents
Fedn. of Agriculture	11	3	9	3	2	3					5	13
Professional	8	6	8		5						2	9
Council	10	4	15	5	2	2	3		2	8	4	20
% total respondents	69.0	31.0	76.2	19.0	21.4	11.9	7.1	0.0	4.8	19.0	26.2	42

Future Economic Issues - Huron County

Focus Groups	Low commodity prices	External marketing factors	High costs	Cost/ prices	Competing land uses	Land transfer to youth	Role of gov't	Corporate farming	Off-farm jobs	Rural depopulation	Other	Number (n) of Respondents
Fedn. of Agriculture	5	9	3		7	1		3		3	5	13
Professional	4	5	5		7						4	9
Council	5	15	7	3		3	1	1	3	5	5	20
% total respondents	33.3	69.0	35.7	7.1	33.3	9.5	2.4	9.5	7.1	19.0	33.3	42

Current Economic Issues - Norfolk

Focus Groups	Low commodity prices	External marketing factors	High costs	Cost/ prices	Competing land uses	Land transfer to youth	Role of gov't	Corporate farming	Off-farm jobs	Rural depopulation	Other	Number (n) of Respondents
Professional	2	5	3	6	3		5		2		7	11
Council	2	2					4				3	4
% total respondents	26.7	46.7	20.0	40.0	20.0	0.0	60.0	0.0	13.3	0.0	66.7	15

Future Economic Issues - Norfolk

Focus Groups	Low commodity prices	External marketing factors	High costs	Cost/ prices	Competing land uses	Land transfer to youth	Role of gov't	Corporate farming	Off-farm jobs	Rural depopulation	Other	Number (n) of Respondents
Professional	1	10	4	2	2		4	1	2		5	11
Council	3	4				1		2			2	4
% total respondents	26.7	93.3	26.7	13.3	13.3	6.7	26.7	20.0	13.3	0.0	46.7	15

Note: In completing the questionnaire the respondents did not always identify 3 issues.

Table 6.6 - Response of Huron and Norfolk Workshop Participants When Asked to List Three Current and Future Environmental Issues Affecting Agriculture In Their Area

Current Environmental Issue - Huron County

Focus Groups	Manure Mgmt.	Pesticide/ chemical	Waste mgmt.	Pollution	Soil degradation	Urban influence	Mega trends	Acid rain	Food safety	Loss of wetlands / bush	Water quality and availability	Other	Number (n) of Respondents
Fedn of Agriculture	10	6	1		7	3	2					2	13
Professional	5	8	1		3	2	1		2	1		0	9
Council	8	11	3	9	7	2	1	4		3		3	20
% total respondents	54.8	59.5	11.9	21.4	40.5	16.7	9.5	9.5	4.8	9.5	0.0	11.9	42

Future Environmental Issue - Huron County

Focus Groups	Manure Mgmt.	Pesticide/ chemical	Waste mgmt.	Pollution	Soil degradation	Urban influence	Mega trends	Acid rain	Food safety	Loss of wetlands / bush	Water quality and availability	Other	Number (n) of Respondents
Fedn of Agriculture	1	6	1	3	9	4	6		2			3	13
Professional	2	3	4		3		4		4			1	9
Council	5	8	3	6	4	7	4	5	5			7	20
% total respondents	19.0	40.5	19.0	21.4	38.1	26.2	33.3	11.9	26.2	0.0	0.0	26.2	42

Current Environmental Issue - Norfolk

Focus Groups	Manure Mgmt.	Pesticide/ chemical	Waste mgmt.	Pollution	Soil degradation	Urban influence	Mega trends	Acid rain	Food safety	Loss of wetlands / bush	Water quality and availability	Other	Number (n) of Respondents
Professional		11		3	3	5			4	3			11
Council		2			3	1	1	1		1	2		4
% total respondents	0.0	86.7	0.0	20.0	40.0	40.0	6.7	6.7	26.7	26.7	13.3	0.0	15

Future Environmental Issue - Norfolk

Focus Groups	Manure Mgmt.	Pesticide/ chemical	Waste mgmt.	Pollution	Soil degradation	Urban influence	Mega trends	Acid rain	Food safety	Loss of wetlands / bush	Water quality and availability	Other	Number (n) of Respondents
Professional		8	1	2	2	4			3	2	3	3	11
Council		2		1	2	2	1				3	1	4
% total respondents	0.0	66.7	6.7	20.0	26.7	40.0	6.7	0.0	20.0	13.3	40.0	26.7	15

vi) Rural depopulation and associated change is considered to be an issue in Huron County, now and in the future. This issue was not identified by the Norfolk respondents.

In particular, several related issues were given high priority in both Huron and Norfolk. Combined, these issues generally fit under the heading cost-price squeeze and include low commodity prices, high costs, and external marketing considerations. Clearly they have major implications for the economic sustainability of agriculture and in turn the sustainability of rural communities. Many of the other issues identified are by-products of the cost-price squeeze and are related to the sustainability of the rural community. These include difficulties in transferring land to young farmers, competition for farmland, and rural depopulation, among others.

Table 6.6 indicates the perception of both the participants in Huron County and Norfolk regarding current and future environmental issues. From this table the following observations can be made:

i) Manure management is an important environmental issue in Huron County, but is not an issue in Norfolk.

ii) There is a high degree of consensus between the Huron and Norfolk participants that pesticides and chemical use is and will continue to be an important environmental issue.

iii) Soil degradation is considered to be an important current and future issue in both areas.

iv) Urban influences, including rural non-farm development, related opposition to farming practices, and corresponding restrictions on farming are seen as an important environmental issue, particularly in Norfolk.

v) The Huron respondents felt that major environmental issues and change would become increasingly important.

vi) Water quality and availability is an important current and future issue in Norfolk but was not identified in Huron County.

The responses to the questionnaire regarding environmental issues was of particular interest because these issues were not discussed in detail during the workshop discussions. In particular, the issue of pesticide and chemical use, combined with issues of soil degradation and erosion suggest several important issues.

6.4 Summary of Results

In reviewing the results of this chapter, it is important to keep in mind the purpose of the workshops. They were intended as part of an overall process stressing public involvement. Specifically, it was hoped that the workshops would help to identify the major agricultural concerns held by the participants. As part of an overall educational process, the workshops would serve to review the linkages between agriculture and the community and provide input into the questionnaire. It was hoped that a number of policy options would be identified and that these could be more formally evaluated within a questionnaire to be prepared following the completion of

the workshops. Overall, this approach has allowed the research to be responsive to the public and in the process has identified the future directions of the dissertation.

The workshop participants were successful in identifying several environmental and economic issues including a number of community issues related to agricultural change. Given the discussions, it is clear that the farm community in both Huron and Norfolk is most concerned with the on-going economics of the operation of the farm unit. The issues which reflect this also identify concerns for the future of our rural communities. The identification of such issues as the transfer of farms to youth, the assumed increasing role of corporate scale agriculture, the need for off-farm jobs, concerns over labour shortages and rural depopulation are all examples of the community impacts that are occurring and will occur within Huron and Norfolk. These issues are in response to the economic realities of low commodity prices, high costs and continuing uncertainty in Canadian agriculture brought about by external marketing considerations (GATT, free trade and world competition). These results reflect agricultural community issues as identified within Figure 2.4. It is to these issues that the results of the workshops direct the balance of the research.

CHAPTER VII

THE EVALUATION OF RURAL PLANNING AND DEVELOPMENT POLICY OPTIONS: RESPONSE TO THE QUESTIONNAIRE

7.1 Introduction

This dissertation explores the premise that municipalities can respond to agriculturally derived community issues through an integrated approach to planning and development. This response is based on the identification, adoption and implementation of appropriate policy. The purpose of this chapter is to identify and present several policy responses to agriculturally derived community issues, with a particular focus on those issues associated with economically induced agricultural change.

The workshop results (Chapter VI), established the importance of several related agricultural issues in Huron and Norfolk. These include several items, such as low commodity prices, external marketing considerations and high costs. Associated with these are several broad community issues, such as the influence of competing land uses, rural depopulation, the need for off-farm jobs and labour shortages. While many of the economic issues affecting agriculture

are beyond direct municipal action, there is the opportunity for a municipal response to resulting community issues. The questionnaire results presented within this chapter serve to evaluate several potential policy options in response to these issues.

In keeping with the research objectives identified in Chapter I, this chapter seeks to fulfil four objectives as follows:

i) To present and evaluate various municipal policy options.

ii) To identify and develop further the role of the public in the process of rural development planning. (A questionnaire is used to secure the opinions of workshop participants, building upon the educational role initiated with the workshops.)

iii) To build upon the process initiatives identified in Chapter II. These include community development planning, strategic planning, community involvement and public education and are explored through the questionnaire's policy options.

iv) To develop further the concept of an integrated approach to planning and economic development. The questionnaire presents a number of policies supportive of this integrated response.

This chapter includes three major sections. First, the questionnaire and associated policy options are presented (Section 7.2). Second, to provide the context for the research findings, the characteristics of the questionnaire respondents are examined (Section 7.3). Finally, the questionnaire results consisting of the opinions of the participants towards a number of goals and policies are presented (Section 7.4).

7.1.1 Limitations

The results presented within this chapter have certain limitations and should be identified at the outset. These are as follows:

i) It should be reiterated that the results are specific to Huron and Norfolk, and are not intended as an exhaustive listing of all potential policy options. While 227 policy items were identified (Appendix D), it was necessary, in order to maintain a reasonable length to the questionnaire, to condense these to 83. This reduction included the elimination or merger of many options and was guided by the workshop discussions and a preliminary evaluation of their applicability to Huron and Norfolk. There is a risk that in this process, several worthwhile options may not have received appropriate consideration.

ii) The relatively small sample size (Huron n=37, Norfolk n=18) has made it difficult to identify statistically significant differences between the Huron and Norfolk responses. The sample size is even

more of a restriction when comparing the results from the six individual focus groups.

iii) Although high levels of support for a given policy may reflect acceptance, this does not necessarily equate with policy that would be recommended by staff, or accepted by local politicians. In the absence of further public involvement, the responses simply indicate the collective perceptions of 55 individuals.

7.2 A Review of the Questionnaire

The decision to proceed with a questionnaire as part of the research methods was based on a desire to have the workshop participants review and evaluate a number of policy options. As the research progressed, however, it became increasingly clear that the questionnaire was important for two additional reasons. First, it represented a synthesis of hundreds of potential goals, policies and statements concerning municipal policy initiatives; and second, the questionnaire became an integral part of the research process, with broader applicability to rural development planning.

7.2.1 The Questionnaire as Synthesis

The preparation of a manageable questionnaire first required the identification of a range of potential policy options. This was one of the reasons for the workshops and the provincial reviews discussed earlier. In addition, the activities of the Planning and Development Departments from Huron and Haldimand-Norfolk, combined with

numerous documents and research articles were reviewed (Chapter III). The results consist of 227 potential goals and policy statements and are attached as Appendix D.

Based on the material included within Appendix D, those options perceived as having the most applicability for Huron and Norfolk were selected for inclusion within the questionnaire. This selective process was influenced by both the comments of the 69 workshop participants, the author's experience in the field of planning and development and the review of recent literature.

The process leading to this synthesis of potential policy options and their eventual inclusion within the questionnaire is significant for three distinctive reasons.

i) It is assumed that most public planning processes will have someone functioning in the role of 'facilitator' or 'planner.' While a questionnaire is not necessarily required, it is essential that the 'planner' have a firm understanding of the range and types of policy that might be useful. A process which leads to this understanding is imperative and the outlined process which integrated a number of sources fulfilled this requirement.

ii) The questionnaire helps to develop a workable number of policy options in two distinct ways. First, the preparation of the questionnaire forces the 'planner' to selectively identify feasible

and workable alternatives. Second, the questionnaire allows the 'public' to comment on the acceptability of given functions, thereby, further reducing the number of policy options which might be considered for implementation. These results may then be used to help identify appropriate policy for inclusion within an actual strategy to be considered by elected officials and the public.

iii) The questionnaire options were selected in the context of Huron and Norfolk and as a result the questionnaire and immediate results have limited applicability elsewhere. Appendix D, however, while not intended as all inclusive, does represent a broad listing of municipal goals and policy, with somewhat wider applicability.

7.2.2 The Questionnaire as Process

In Chapter II it was suggested that an approach to rural development planning needs to include components of both policy and process. The implementation of the research methods, including the questionnaire, however, increasingly pointed to the importance of process considerations. While the use of a questionnaire is generally helpful for sampling public opinion, it is also recognized that its use in certain circumstances would be improper. If, for example, complicated policy options were presented to an uninformed public, the result would likely be confusion. Despite this reservation, however, a questionnaire is a potentially valuable tool to assist in the development of policy. In this study, because the respondents were a well-informed group, and were briefed about the

topic, the questionnaire represents an important part of the process of rural development planning. This has the following implications:

i) While the workshops served an important function, the questionnaire synthesized the workshop results and allowed people to respond and reflect on issues without external pressure. This helps to overcome the combined influence of peer pressure and the 'facilitator' at the workshops which may have skewed individual responses.

ii) The dissertation has placed a strong emphasis on the desirability of public involvement. The research methods have stressed two separate and related phases consisting of the workshops and questionnaire. This approach represents a practical way to incorporate public involvement.

iii) The research methods have helped to educate the public in issues of rural development planning. This began with the workshops and circulation of minutes. The questionnaire continued this process by presenting numerous perspectives and directions for consideration.

iv) The concept of strategic planning, as discussed in Chapter II, refers to the importance of setting priorities and goals in the local context. Through the questionnaire, the workshop participants evaluated the local applicability of numerous options, helping to identify both a workable number and the relative merits of each.

v) The need for an integrated approach to planning and development has been referred to on several occasions. The format and content of the questionnaire has attempted to show the logical relationships that exist between policy that might have traditionally been labelled planning or development.

As the study progressed, the research methods (including the workshops and questionnaire) became increasingly important as part of the research findings. This unexpected result suggests that given the right process, the probability of municipalities selecting the most appropriate policy is improved. In this context, the questionnaire, for the reasons outlined above, is an important part of the findings.

7.3 Characteristics of the Questionnaire Respondents

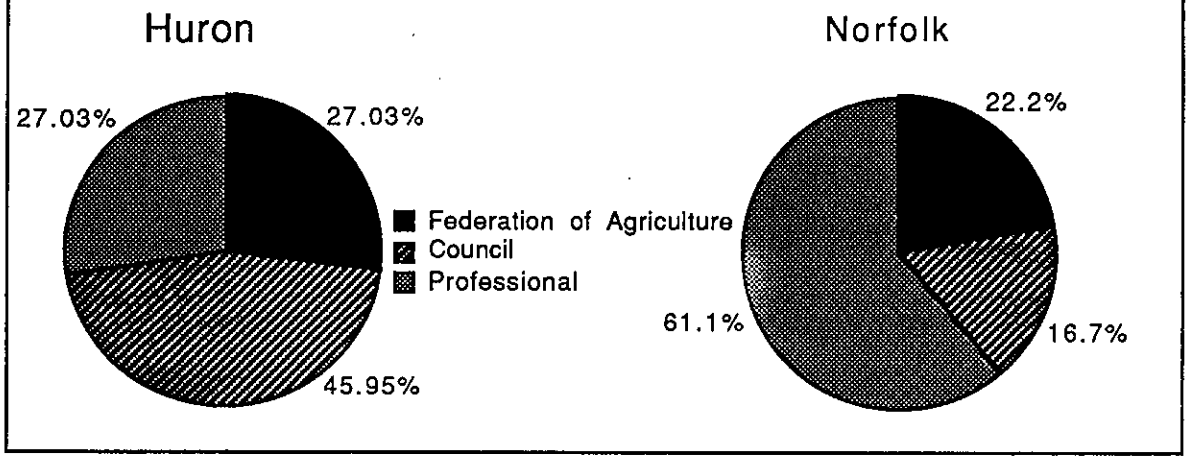
Section 1 of the questionnaire obtained certain basic information about the workshop participants who responded to the questionnaire. This information is presented based on the Huron and Norfolk sample, with additional comments reflecting the three focus groups: the Federation of Agriculture (FOA), council, and professionals.

7.3.1. Composition of Questionnaire Respondents

It is important to note that in Huron, the three focus groups contributed relatively equally to the total sample (contributing between 27% and 46% each); however, in Norfolk, the professional

group was a much larger proportion of the total (61%) (Figure 7.1). The result in Huron is a composite response reflective of the three separate groups, while in Norfolk the overall response is strongly skewed towards the opinions of the professional group. This is significant for the later interpretation of the questionnaire results.

Figure 7.1:
Composition of Questionnaire Respondents



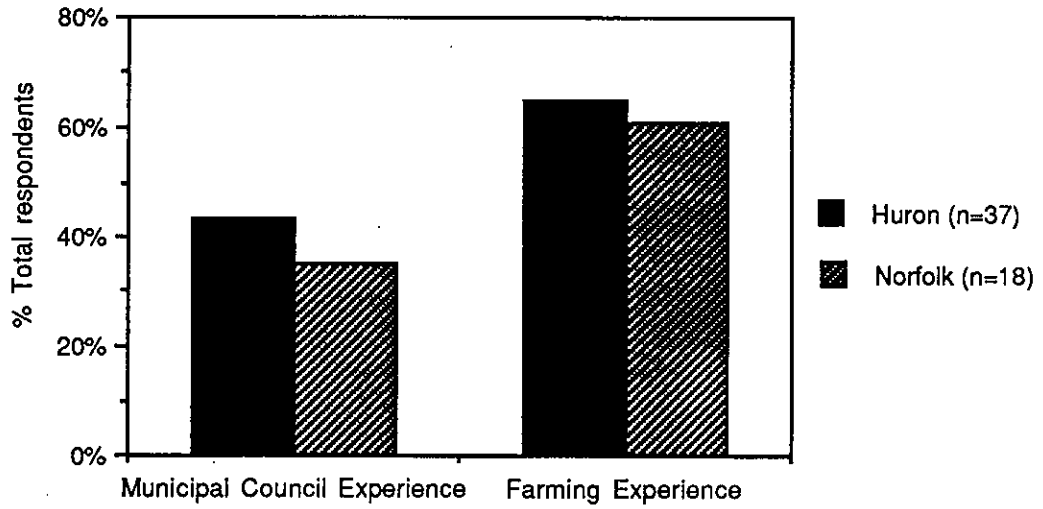
7.3.2. Experience in Agriculture and Local Politics

Experience in agriculture and local politics contributes to an understanding of related issues and enhances the validity of the respondents' opinions. In this context, the Huron and Norfolk sample demonstrated considerable experience in both municipal government and farming. The details are as follows:

i) Approximately 43% and 35% of the respective Huron and Norfolk respondents have sat or are currently sitting on municipal council (Figure 7.2). Within Huron, this experience was limited to the

council group, whereas in Norfolk at least one representative from each of the three groups had council experience.

Figure 7.2 - Proportion of Questionnaire Respondents with Council or Farming Experience



ii) In both Huron and Norfolk, somewhat in excess of 60% of all respondents had farming experience. Obviously, in both counties the FOA representatives had farming experience, as did 10 of 16 councillors and 4 of 11 members of the professional group. In Norfolk, the 3 council members and 4 of 11 professional representatives had farmed.

iii) The association with farming is substantiated by the fact that 62% of the Huron and 56% of the Norfolk representatives reside in a rural municipality.

7.3.3. Knowledge of Agriculture, Municipal Issues, Planning and Economic Development

The three focus groups included individuals with a combination of experience and knowledge related to municipal issues, agriculture, municipal planning, and economic development. It was believed that the selection of these individuals would shorten the educational process required within the context of the research and because of their agricultural and municipal experience, they would be able to provide a meaningful commentary on the appropriateness of various policy options. Collectively, Figures 7.3 to 7.6 identify that the sample from both Huron and Norfolk exhibited considerable confidence in their knowledge of agriculture, municipal issues, planning and economic development. Overall, however, the Norfolk group was more confident in its knowledge than was the Huron group (perhaps reflecting Norfolk's larger concentration of professionals). From the above and attached Figures, one can conclude the following:

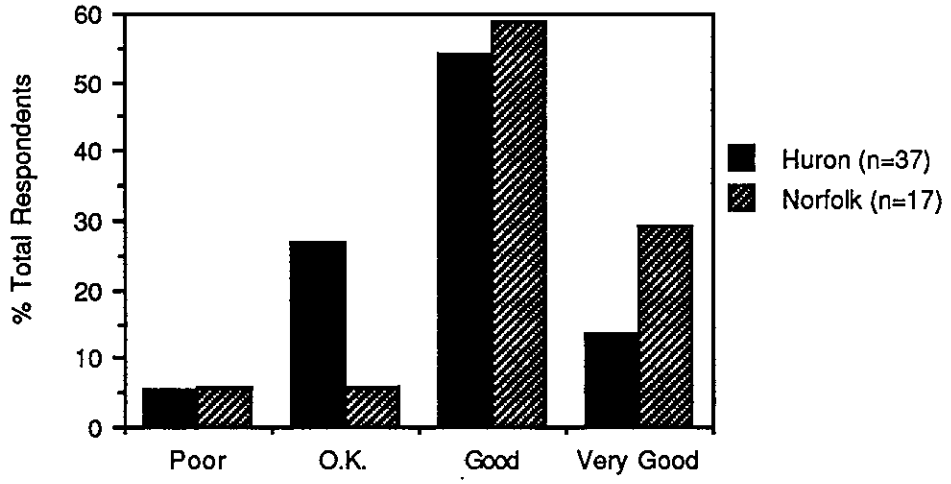
i) More than 90% of both the Huron and Norfolk respondents felt that their knowledge of agricultural issues was either "OK", "Good", or "Very Good" (although a higher proportion of Norfolk respondents indicated that their knowledge was "Very Good") (Figure 7.3).

Figure 7.3 - Respondent's Rating of Their Knowledge of Agricultural Issues



ii) Approximately 94% of both the Huron and Norfolk sample indicated that their knowledge of municipal issues was "OK", "Good", or "Very Good" (Figure 7.4).

Figure 7.4- Respondent's Rating of Their Knowledge of Municipal Issues



iii) Approximately 94% of the Norfolk respondents indicated that their knowledge of municipal planning was "OK", "Good", or "Very Good". The proportion of Huron respondents indicating this dropped somewhat to a value of 86% (with 14% of the Huron respondents indicating that they had a "Poor" knowledge of planning) (Figure 7.5).

Figure 7.5 - Respondent's Rating of Their Knowledge of Municipal Planning



iv) While the groups were generally confident in their knowledge of municipal economic development programs, the numbers rating their understanding as "OK", "Good", or "Very Good" dropped considerably in comparison to municipal issues, planning and agriculture. In total, 70% of the Huron respondents indicated that their knowledge of municipal economic development programs was "OK", "Good", or "Very Good", while the corresponding figure for Norfolk was 82%. The number of Huron and Norfolk respondents who rated their knowledge of municipal economic development as "Poor"

was 30% and 18% respectively. It is interesting that the groups were collectively much more confident in their knowledge of planning issues than they were in their knowledge of municipal economic development programs (Figure 7.6).

Figure 7.6 - Respondent's Rating of Their Knowledge of Municipal Economic Development Programs



7.4 The Questionnaire Responses: An Analysis

In total, the questionnaire consists of three sections with 91 individual questions. The first section (6 questions) deals with information on the respondents; the second section focuses on municipal and community goals (10 questions) and the final section presents municipal policy options (75 questions). In reviewing the data from the 55 respondents the goal was to first evaluate the collective response and, where significant distinctions existed between the Huron and Norfolk populations, to explore these further. In addition, it was useful in some instances to evaluate the

distinctions between the various focus groups (particularly in Huron with its larger sample size).

To evaluate the distinctions between the Huron and Norfolk samples, chi-square tests were run in conjunction with the cross-tabulations procedure of SPSS. Generally, the results revealed no statistically significant differences in the response between the two samples. In fact, statistical significance at the 95% confidence level was only measured for two questions. In part, this reflects the relatively small sample size. While the relative absence of statistical significance suggests that the response of the two groups was almost identical, there were instances where there 'appeared' to be important differences. To help identify these differences and measure the degree of support for a given option, the following ranking was devised:

> Section 2 and 3 asked the respondents to express their opinion towards a particular policy option on a scale from strongly agree to strongly disagree. These values were given numerical weights as follows:
>
> | | |
> |---|---|
> | Strongly Agree | +2 |
> | Agree | +1 |
> | Neutral | 0 |
> | Disagree | - 1 |
> | Strongly Disagree | - 2 |

The collective responses for Huron and Norfolk were then tabulated and divided by the valid sample size to produce a weighting of the

relative position of the two groups with respect to each of the individual questions. Where there was strong agreement with a particular statement, it would acquire a value of 1 or better, and where there was collective disagreement, the value would be negative.

Using this weighting system, the differences between the Huron and Norfolk response were numerically measured. This information has been graphed to help identify the distinctions (Figures 7.7 to 7.14). These differences range from 0.0 to .75. A value of 0 implies a virtually identical response, and a value of .75 indicates substantial difference. When comparing these numerical differences, 33% were .1 or less; 37% were between .1 and .3; 20% were between .3 and .5; and 9% were between .5 and .8. In reviewing the data, it was clear that where the numerical difference was less than .3, the actual difference in response was minor. Consequently, the discussion of the differences between the Huron and Norfolk responses focused on 29% of the policy options which had a value of .3 or larger.

7.4.1 Municipal and Community Goals

As part of the planning process, it is desirable to identify and develop community goals. Based on the workshop discussions it was possible to select several goals with potential applicability to Huron and Norfolk. In total, ten goals (Appendix E) were presented for consideration and while opinions varied, the stated goals were generally acceptable.

Several of the goals received wide support from the two groups. In fact, there was no disagreement with the following three statements (a few respondents indicated "neutral" or "don't know"):

i) It should be a goal to clearly state the desired future of the municipality's rural and agricultural component (96% of all respondents agreed and 0% disagreed[1]).

ii) It should be a goal to support the sustainability of agriculture (98% agreed and 0% disagreed).

iii) It should be a goal to promote the sustainability of the rural community (91% agreed and 0% disagreed).

A second grouping of two goals were highly supported, but with some disagreement. These include:

i) It should be a goal to diversify the local economy (89 % agreed and 6% disagreed).

ii) It should be a goal to give farming the highest priority in areas where agriculture is dominant (87 % agreed and 6% disagreed).

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[1] Except where otherwise noted, the terms agree and disagree include the respective combined response to agree and strongly agree, and disagree and strongly disagree.

Several goals were generally well received, but, with noted disagreement. These are as follows:

i) It should be a goal to preserve agricultural land and to protect agriculture from non-farm uses (79% agreed and 15% disagreed).

ii) It should be a goal to restrict non-farm development to towns and villages (74% agreed and 15% disagreed).

iii) It should be a goal to maintain a stable or constant population in rural areas (including towns, villages and agricultural areas)(63% agreed and 17% disagreed).

iv) It should be a goal to maintain a stable or constant population in agricultural areas (excluding towns and villages) (69% agreed and 11% disagreed).

Finally, the following goal was disagreed with more than the others: "It should be a goal to encourage additional off-farm employment opportunities." (54% agreed and 25% disagreed).

In reviewing the above findings several conclusions can be drawn:
i) Although some of the goals may be labelled as "motherhood statements", they are nevertheless, important. They clearly provide certain distinct directions for the municipality. The group believes that municipalities should be articulating their desired future. This

tends to support strategic planning initiatives as outlined earlier. The groups also embraced the concept of sustainability, both for the rural community and for agriculture.

ii) The groups were in agreement that it would be desirable to consider local economic diversification as a municipal goal, but also were in agreement that in farm areas, farming should retain the highest priority.

iii) The sample was supportive of many of the concepts that permeate many rural official plans, as discussed by Davidson (1984). These concepts include preserving agricultural land, restricting non-farm development, and giving agriculture a high priority in rural planning.

iv) Some of the dissenting opinions can be partially explained by taking the workshop discussions into consideration. For example, the Huron FOA discussions identified a belief that economic diversification leading to any form of non-agricultural development was not in agriculture's best interest. At other workshops the opposite sentiment was expressed by several people who felt that given agriculture's problems we should not be as concerned about the preservation of farmland.

v) There is some concern that the goal of encouraging additional off-farm employment opportunities may not have been interpreted

as intended. This statement may have been read to mean that it would be desirable to encourage more farmers to work off the farm, or it may have been taken to mean that it would be desirable to see the provision of additional off-farm employment opportunities. Later analysis of the actual policy options suggests that the group was generally supportive of the provision of additional off-farm employment opportunities, whereas workshop discussions suggested that most farmers would like to see a more profitable agricultural sector, thereby eliminating the need for off-farm employment.

vi) A review of the detailed results of the questionnaire (Appendix F) show many similarities between the two samples, however, it is significant to note that Huron, in contrast to Norfolk, was not as supportive of diversifying the local economy or encouraging additional off-farm employment. The Huron sample was also more supportive of maintaining a stable population in agricultural areas. These differences may reflect concerns outlined above, including the compatibility of agriculture and economic diversification, the belief that farmers should be able to make a living on the farm as opposed to needing off-farm employment, and a different appreciation of what it means to maintain a stable population in agricultural areas.

7.4.2 Municipal Policy Options

The review of the 75 policy questions is simplified by their organization under 8 separate headings. These same headings are used in the following analysis. First the general thrust of each of

the policies is presented, followed by the results. Where important differences exist between the Huron and Norfolk samples, these are explored.

7.4.2.1 Approach and Organization

The heading 'approach and organization' underscores the perceived importance of the actual approach to planning and development. A number of related options were presented in a questionnaire (Appendix E), including: strategic planning, the municipal role in expediting development approvals, the importance of public involvement, the use of available federal and provincial programs, the need to lobby upper levels of government, the provision of assistance to private non-government organizations, and the consideration of municipal restructuring (in Huron leading to the merger of small abutting municipalities and in Norfolk a return to the former county structure).

The results (Appendix F) show that 82% of the respondents believed that the organization and approach to planning and development is critical. This is reflected in their commitment to planning, public involvement and working with upper levels of government. Although the terms planning, or strategic planning are not used in the questionnaire, there was unanimous support for the statement that municipalities need to establish clear direction in their decision making, including the identification of goals, policy and workable responses to community issues. Moreover, the process should be

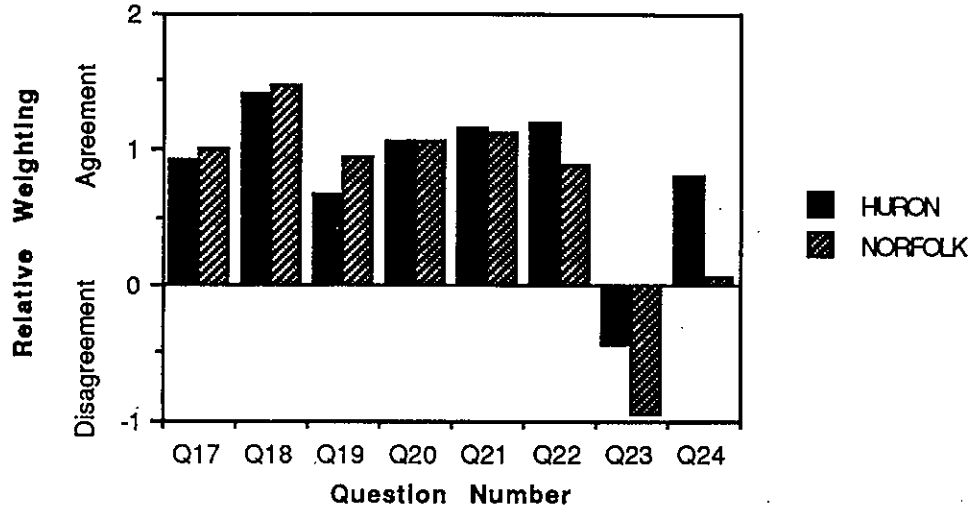
open and public. Over 87% of the respondents agreed that public involvement is essential and municipalities should hold public workshops to discuss rural development issues. Finally, there was support for municipalities utilizing federal and provincial programs (89%) and if necessary to lobby these governments regarding issues, funding and the role of provincial ministries (87%).

Two additional options that were not as strongly supported included: the provision of limited municipal funding to assist the implementation of rural development programs by private non-government organizations (supported by 65% and opposed by 11%), and municipal involvement in expediting development approvals (supported by 65% and opposed by 12%). Respectively, the reduced support for these two options may reflect a reluctance to see tax dollars used by non-municipal entities and concern regarding the relationship between the municipality and developers.

A final option related to the structure of municipal organization was clearly opposed. In Huron, the option of merging neighbouring municipalities with a small population was supported by 22% and opposed by 54%. In Norfolk, the re-establishment of municipal boundaries as they existed prior to regional government was supported by 6% and opposed by 71%. Given the opposite meanings of the Huron and Norfolk questions, it suggests a clear desire to maintain the status quo.

The differences between the Huron and Norfolk response are most clearly identified in Figure 7.7. (It should be noted that the question numbers referred to within Figures 7.7 through 7.14 coincide with the questions included in the Questionnaire (Appendix E)). Figure 7.7 represents a plotting of the relative weighting of the Huron and Norfolk responses. The higher the weighting the more strongly supported is the option and conversely, the lower the rating the stronger the disagreement. The relative difference in weighting helps identify the most important differences between the Huron and Norfolk response. In particular, attention is drawn to policies outlined in questions 22, and 24. From these one can conclude that the Huron respondents are somewhat more supportive of a municipal role in lobbying upper levels of government and in funding the implementation of rural development programs by private non-government organizations (chi-square significant at the 95% confidence level). While the response to question 23 indicates an important difference this question is distinctly different for Huron and Norfolk. The Huron question relates to the amalgamation of municipalities whereas the Norfolk question relates to the dismantling of the Regional structure.

Figure 7.7: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 17-24)



The question numbers and following key words coincide with the questions in Appendix E.

Q17	Approach and organization	Q21	Federal & provincial programs
Q18	Establish direction	Q22	Lobby government
Q19	Expedite approvals	Q23	Merge municipalities
Q20	Public involvement	Q24	Assist non-government organizations

7.4.2.2 Focus of Economic Development

As discussed within Chapter 2, municipal economic development initiatives have traditionally focused on the attraction of industry. It is suggested that this emphasis is frequently inappropriate for rural areas and, consequently, the questionnaire presented a number of related options emphasizing the potential for a local economic focus. These options include a focus upon the agricultural industry, properly planned residential development, small versus large industry and assisting existing business rather than trying to attract new business. An option leading to the development of a strategy outlining the municipal role in sustainable agriculture was presented, as were options of a municipal campaign promoting the buying of local goods and the uniqueness of the municipality. In

contrast to most of the above, a municipal role in attracting major employers from outside the local area was presented for the groups evaluation.

In general, the respondents were supportive of the need for municipalities to focus their efforts, even though support of individual options was in some instances ambivalent. While overwhelming support (92% -- Appendix F) of a municipal focus on those sectors of the local economy where there is the greatest chance of success was expected, this response is in contrast to industrial development approaches which have frequently been pursued in rural areas. Related to this support for a local emphasis, 96% of the respondents also supported municipal promotion of the uniqueness of the municipality. Properly planned residential development, a sustainable agricultural strategy, and a focus upon attracting business related to the agricultural industry were supported by 76%, 74% and 80% of the respondents, respectively. Clearly these responses reflect the importance of the agricultural and residential sector to the economy of both Huron and Norfolk.

It has often been suggested that success in economic development is most likely to stem from development of small business versus large business, and from within the municipality as opposed to from outside the municipality. In support of this idea, several options suggested that municipalities should develop a campaign promoting the buying of local goods, that municipalities should work to attract

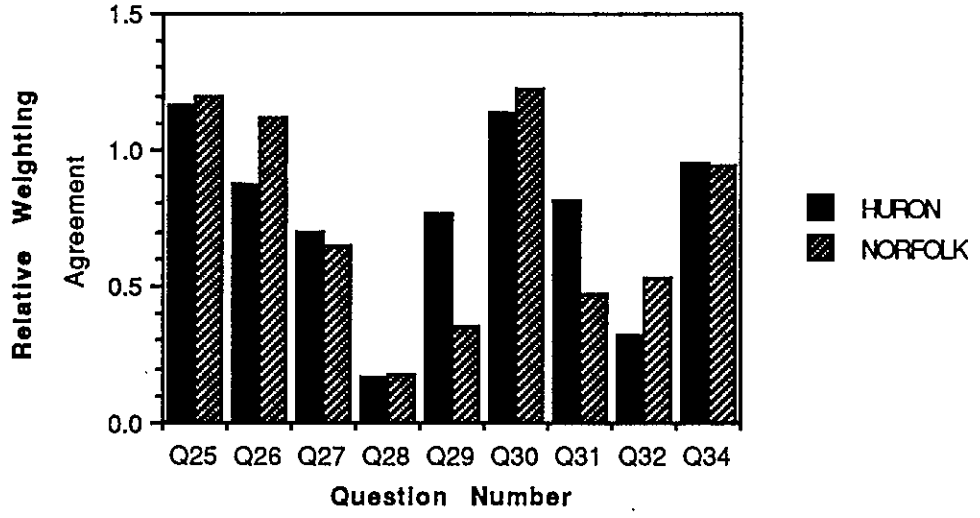
small versus large industry and business and that municipalities should be more concerned with existing business and industry rather than trying to attract new business. It is interesting that while the proportions of people opposed to these options was not very high, the degree of support was less than anticipated. Surprisingly, the respondents who were neutral in some instances exceeded those in support or opposition. The suggestion that municipalities should be more concerned with assisting existing business and industry than trying to attract new industry, for example, was supported by 30%, opposed by 23%, while 47% were neutral. Although support for a municipal campaign promoting local buying was supported by 63% and opposed by 11%, nearly 25% were neutral. While it is difficult to explain these responses, it is worth noting that municipal involvement in these areas will be somewhat unfamiliar to the respondents and their neutrality may therefore reflect their lack of experience with these types of options.

Perhaps reflecting more traditional approaches to economic development, there is also support for municipal initiatives in attempting to attract major employers from outside the local area (55%, opposed by 22%).

In comparing Huron and Norfolk, it is evident that the response from the two samples is virtually identical. The most notable exceptions, as shown in Figure 7.8, are the responses to question 29 and 31. In particular, the Huron respondents were much more supportive of the

idea of a municipal campaign promoting the buying of local goods. This was supported by 70% of the Huron respondents versus 47% of the Norfolk respondents. The Huron sample was also much more supportive of properly planned residential development as an acceptable form of economic development than were the Norfolk respondents. In Huron, this option was supported by 81% versus 65% in Norfolk.

Figure 7.8: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 25-34)



The question numbers and following key words coincide with the questions in Appendix E.

Q25	Focus economic development	Q30	Focus upon uniqueness
Q26	Focus upon agriculture	Q31	Planned residential development
Q27	Attract small industry	Q32	Attract major employers
Q28	Assist existing business	Q34	Prepare a sustainable agriculture strategy
Q29	Promote local goods		

7.4.2.3 Local Economic Diversification

Historically, the strength of the agricultural sector in both Huron and Norfolk has been a positive influence on the local economy. Agriculture's economic problems, however, have increasingly threatened the local service sector. This, combined with several

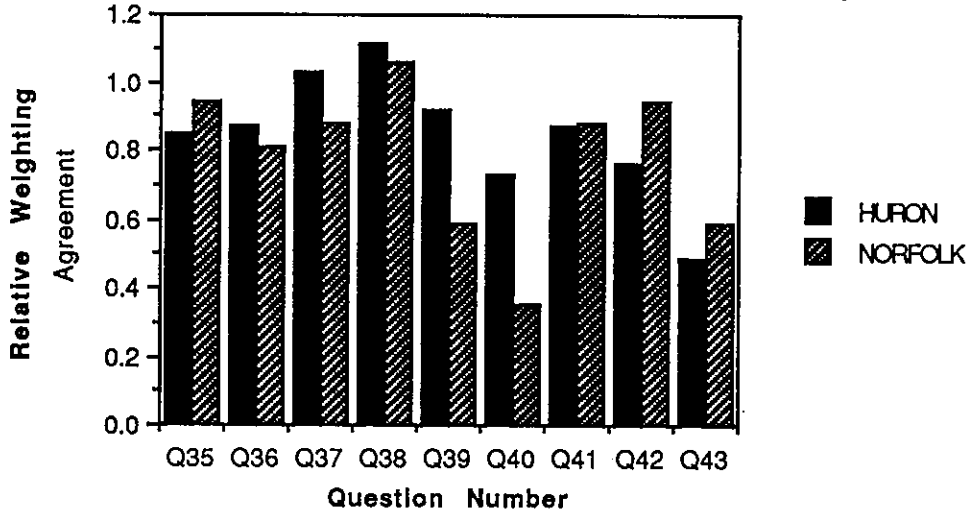
other economic changes, leads to the suggestion that there is a need for diversity and alternatives in the rural and urban components of the local economy. To pursue this, it is suggested that municipalities first evaluate the need for and approach to *diversification.* Specific options include labour and retraining programs, distribution of information related to private and public programs, on-farm diversification, encouragement of small farms specializing in non-food items, alternate crop research, alternate marketing arrangements and a continued recognition of the need from a land use planning perspective to protect agriculture and encourage non-farm development to locate in urban areas.

Through the questionnaire, the respondents endorsed the need for diversity and alternatives in the rural and urban components of the local economy (84%). They also supported most of the specific options including: identifying the need for diversification and the mechanism to help bring it about (83%), public education and the distribution of information (93%), labour retraining and skills training (75%) and alternate crop research (80%). Additionally, certain land use considerations are important. These include restricting non-farm development from agricultural areas (79%), allowing for the establishment of small farms specializing in non-food items (85%) and the review of planning documents to allow farmers to pursue certain non-farm activity on the farm (63%). This last point, along with establishing a committee to investigate the

marketing of alternate crops (61%), received the least support of any of the options presented in this section.

The most significant differences between Huron and Norfolk exist for questions 39 and 40 (Figure 7.8). In contrast to Norfolk, the Huron sample, was considerably more supportive of municipal involvement in programs of labour retraining and skills training (81% versus 65%). The Huron respondents were also more supportive of municipal planning documents allowing on-farm diversification, such as farm vacations, manufacturing, and the leasing of redundant farm buildings (68% versus 53%).

Figure 7.9: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 35-43)



The question numbers and following key words coincide with the questions in Appendix E.

Q35	Need for diversity	Q40	On-farm diversification
Q36	Document diversification	Q41	Small non-food farms
Q37	Non-farm development	Q42	Encourage alternate crop research
Q38	Distribute information	Q43	Marketing of alternate crops
Q39	Labour retraining		

7.4.2.4. Tourism -- An Example of An Alternative

At workshops in both Huron and Norfolk, tourism was often cited as an example of an alternate economic activity which was compatible with agriculture and possessed certain local economic benefits. To investigate this further, a section was included within the questionnaire to specifically evaluate the potential role of tourism. Related to this, several specific options were included, suggesting that municipalities develop themes and special events, identify scenic road routes, promote the area through advertising, promote farm vacations and ensure that local plans and by-laws permit in-home accommodations and a variety of on-farm recreational enterprises. An option was also included which indicated that municipalities restrict new tourist facilities to certain areas. It was suggested that co-ordination and joint advertising between tourist operators and between neighbouring municipalities be encouraged.

The majority of respondents (87%) were in agreement that tourism is a desirable economic activity which can contribute to economic diversification and in which the municipality has a role to encourage a properly planned tourist industry. For example, there was agreement that municipalities should do the following: ensure that local plans and by-laws permit in home accommodations (93%), promote their area through advertising (81%), prepare brochures to identify scenic road routes (80%), actively promote farm vacations (72%) and develop themes and special events (supported by 63%, but

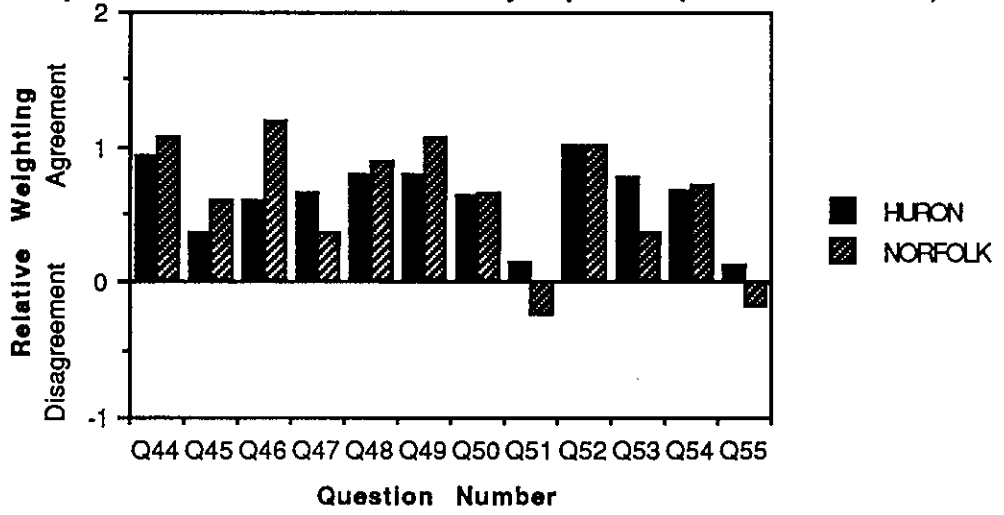
only opposed by 13%). There was also general agreement that municipalities should encourage the establishment of a committee of tourist operators to promote co-ordination and joint advertising (74%) while also working with neighbouring municipalities to promote co-ordination and marketing (supported by 65% but only opposed by 10%).

Despite general support for tourism, the relationship between agriculture and tourism is clearly an area of potential concern. For example, 59% supported directing new tourist facilities to certain areas, away from commercial scale agriculture (26% disagreed with this statement). The suggestion that planning documents permit certain on-farm recreational enterprises, such as temporary tent and trailer sites, was supported by 33% and opposed by 32% of the respondents. The identification and means to provide improved public access to the countryside was supported by 36% and opposed by 28% of the respondents.

It can be concluded from the above that tourism is generally viewed as an acceptable alternative. The concerns about its relationship with agriculture, however, endorse the suggestion that municipalities conduct research to better define their role in tourism (supported by 69% and opposed by 6%).

There are some important differences in the Huron and Norfolk responses. Figure 7.10 for example, suggests that the most

Figure 7.10: Relative Differences in the Huron and Norfolk Responses to the Various Policy Options (Questions 44-55)



The question numbers and following key words coincide with the questions in Appendix E.

Q44	Tourism -- an alternate activity	Q50	Promote co-operation and marketing
Q45	Restrict new tourist facilities	Q51	Improve public access
Q46	Co-ordinate tourist operators	Q52	In-home accommodations
Q47	Develop special events	Q53	Promote farm vacations
Q48	Scenic road routes	Q54	Conduct research
Q49	Promote through advertising	Q55	On-farm recreation

important distinctions exist for questions 46, 47, 51 and 53. These indicate more support from the Huron respondents for a municipal role in promoting farm vacations (78% versus 59%), whereas, the Norfolk respondents more strongly supported a municipal role in establishing a committee of tourist operators to promote joint co-ordination and advertising (88% versus 68%). While similar proportions of Huron and Norfolk respondents supported a municipal role in developing themes and special events, considerably more objection to this option was expressed by the Norfolk sample (29% versus 5%). This result is one of only two cross tabulations that showed a statistically significant difference between the Huron and

Norfolk sample. This difference stems primarily from the high percentage of people in Huron who were neutral to this question versus the high proportion of Norfolk respondents who rejected the option. Finally, the Huron group was somewhat more supportive of a municipal role in identifying and establishing improved access to the countryside (39% versus 29%), whereas more Norfolk respondents rejected this option (24% versus 8%).

7.4.2.5. Promotion and Marketing

Promotion and marketing are two of the more traditional components of approaches to economic development. The approach to promotion and marketing put forth in the questionnaire, however, identifies several approaches aimed at working from within the municipality to develop local resources. In this context, it was suggested that municipalities should identify and promote local opportunities and the municipality itself. Specific policy options included: the preparation of information packages, land acquisition and development, pursuing selective contacts, working with the private sector to identify local business opportunities, and developing a municipal educational role bringing together individuals who are interested in starting a new business with assorted people who have business, government or financial expertise.

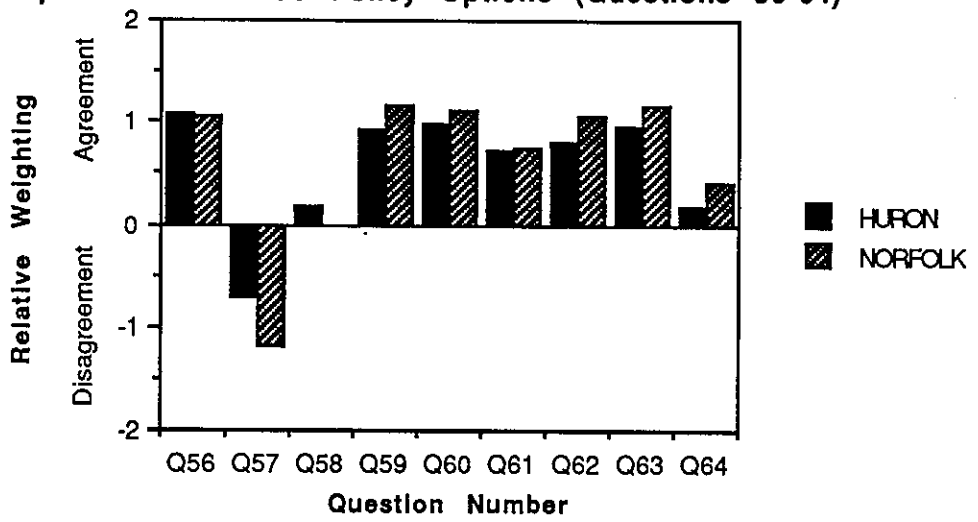
A municipal role of identifying and promoting local opportunities and the municipality itself was supported by 93% of the respondents. Moreover, there was general agreement that promotion and

marketing efforts are appropriate for towns, villages and rural areas (78%). The specifics of this approach include equal support (91%) for the preparation and circulation of information packages, the selective contacting of those who may have an interest in local opportunities, and the identification and development of business opportunities and proposals in conjunction with the private sector. There was also support for a municipal role which would bring together people from government and finance with those individuals with business proposals (supported by 78% and opposed by 2%). A similar supported function involved the establishment of an organization to bring together people with business expertise and people interested in starting a new business (supported by 68% and opposed by 4%).

There was not as much agreement, however, over whether the municipal role should be locally or externally based. The suggestion that emphasis should be placed on marketing and working with local businesses as opposed to external promotion, for example, was supported by 41% and opposed by 28% of the respondents. Furthermore, a municipal role in purchasing, developing and promoting land for industrial or commercial purposes was only supported by 50% and opposed by 26% of the respondents. The obvious concerns over these last two options probably reflects concern over the municipal expenditure of funds for development purposes and may reflect a preference for traditional approaches to economic development including external promotion.

Under promotion and marketing, the most noted difference in response exists for question 57 (Figure 7.11). In this instance, 16% of the Huron respondents felt that promotion and marketing is not appropriate for rural areas, whereas no one in the Norfolk sample was of this opinion. Correspondingly, 73% and 88% of the Huron and Norfolk respondents respectively supported promotion and marketing for rural areas. To an extent, this may reflect the belief expressed at the Huron FOA workshop that economic and industrial development are not compatible with agriculture.

Figure 7.11: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 56-64)



The question numbers and following key words coincide with the questions in Appendix E.

Q56	Promote opportunities	Q61	Expertise and new business
Q57	Promotion and rural areas	Q62	Business proposals and assistance
Q58	Work with local business	Q63	Identify local opportunities
Q59	Information Packages	Q64	Develop industrial land
Q60	Raise municipal profile		

7.4.2.6. Education and Leadership

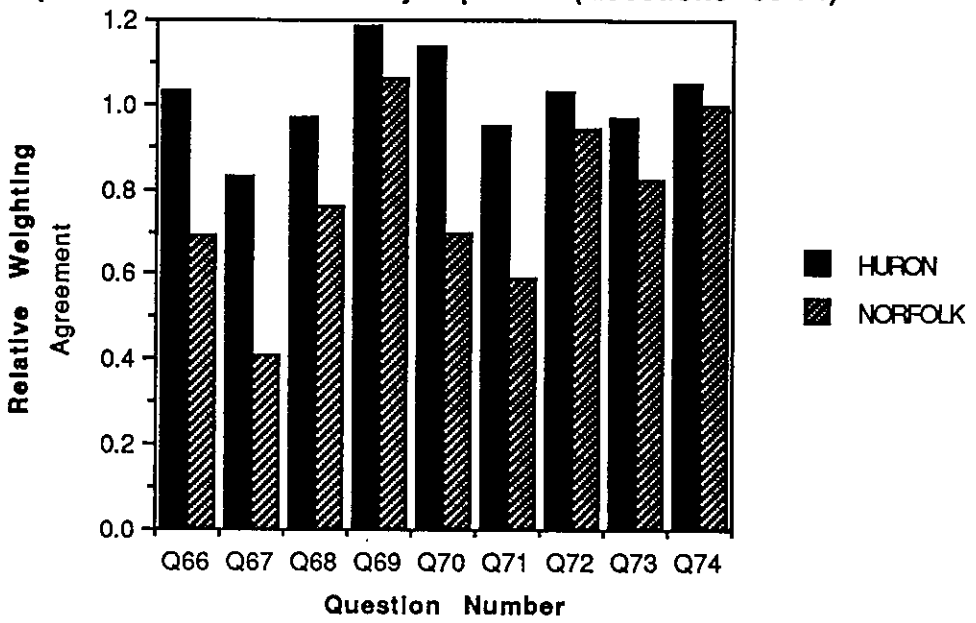
This section evaluates the municipal role in public education and the development of leadership. This role is based on the belief that the success of rural development initiatives is strongly related to the presence of leadership and an informed public. To consider the municipal role, several options are suggested. These include education-based items, such as sponsoring public and special interest group seminars and workshops and support for local post-secondary business and agricultural courses. The need to develop leadership also is considered. For example, the involvement of the younger generation in the decision-making process, participation in leadership training programs and the participation of councils, committees and staff in education sessions are all identified. Additional options include encouraging locally-based university research and advising the public of beneficial non-municipal programs.

A municipal role in issues related to public education and the development of leadership was supported by 86% of the respondents. All of the specific options received strong support. The hosting of public seminars to consider issues, the planning process and the public role was supported (87%) as was the more specific suggestion of joint seminars with the FOA, the Ministry of Agriculture and Food and Municipal Councils (93%). There was also agreement (71%) that the municipality should advise the public of desirable non-municipal programs which fulfil identified municipal goals. The other

supported options included: leadership training programs (89%), the involvement of the younger generation in the decision-making process (87%), the offering of post-secondary business and agricultural courses (91%) and the participation of councils, committees and staff in education sessions to ensure an appropriate understanding of issues (95%). Finally, there was agreement that university research should be encouraged within the local area (80%).

While the overall support for the options was relatively high, there were notable differences between Huron and Norfolk. The most important of these exist for questions 66, 67, 70 and 71 (Figure 7.12). For each of these options, the Huron position was more supportive than that of Norfolk. These include a higher level of support for municipal involvement in public education and the development of leadership (91% support versus 75%), using municipal resources to promote non-municipal programs (81% versus 53%), encouraging colleges and university to locally offer courses (95% versus 82%) and encouraging research by university departments (84% versus 71%).

Figure 7.12: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 66-74)



The question numbers and following key words coincide with the questions in Appendix E.

Q66	Education and leadership	Q71	University research
Q67	Non-municipal organizations	Q72	Youth and decision making
Q68	Public seminars	Q73	Leadership training
Q69	Seminars with interest groups	Q74	Council education
Q70	Business and agriculture courses		

7.4.2.7. Agriculture and Planning -- Two Contrasting Scenarios

It was clear from the workshop discussions that some individuals were optimistic about the future of agriculture while others were pessimistic. Associated with this, there were differing views about appropriate land use planning directions. Given this, two contrasting scenarios were identified and several specific and sometimes conflicting options were presented within the questionnaire.

The first of these scenarios suggested that in recognition of the importance and sensitivity of agriculture, the land use planning process should be more restrictive to preserve good farmland, discourage scattered non-farm development and minimize conflict between farm and non-farm uses. Specific options included restricting the creation of non-farm lots, restricting non-farm growth to existing towns and villages, requiring town growth to locate on marginal farmland, and regulating the location of non-farm residences on vacant farms. In addition, the questionnaire asked the respondents to comment on the relationship between severances and municipal costs, the provincial role in the preservation of farmland, the most appropriate location for agricultural business and the purchase of farms by non-farmers.

The second scenario suggested a more lenient approach to rural land use planning, recognizing that while agriculture may continue to contribute to the local economy, other forms of development should be allowed in rural and traditionally agricultural areas. Specific options included allowing farmers to obtain severances for new residential lots and permitting certain types of non-farm development in agricultural areas. An additional option related to part-time farming operations.

The responses to the various options largely reflected the individual's view of the two initial scenarios. Depending upon the individual's support for the more restrictive or more lenient

approach, a corresponding response to a number of related options followed. In fact, statistical analysis verified that the respondents who agreed with one perspective, disagreed with the other (chi-square significant at the 99% confidence level). While this confirms that the group responded as anticipated, it is worth noting that 20% of all respondents agreed with both scenarios. This suggests that some individuals did not perceive the basic distinctions between the two options. The majority, however, perceived this difference, and chose one perspective over the other.

The first scenario suggested that because of uncertainty in agriculture, there is a need to protect the ability of farmers to react to different economic and management circumstances. Despite recent problems in agriculture, it continues to be a major economic activity and therefore should be protected for existing and potential new farm operations. As a result, the land use planning process should be used to preserve good farmland, discourage scattered non-farm development and avoid conflict between farm and other uses. This particular option was supported by a considerable majority of all the respondents (85%). Consistent with this, a majority of respondents felt that town growth should occur on marginal farmland (82%); the creation of new residential lots should not be permitted (65%); severances contribute to an increased demand for services with resulting higher costs (70%); non-farm growth should be placed in existing towns and villages (68%); the province should be asked to take a stronger role in the preservation of farmland

(63%); and finally, we need to be concerned about the purchase of farms for residential purposes and to deal with this (65%).

Two additional options received almost equal amounts of support and opposition. In one instance, it was suggested that farm businesses be located within towns and villages unless there is a problem of compatibility. This option was supported by 39% and opposed by 37%. This is not necessarily inconsistent with the previous responses in that the location of legitimate agricultural businesses within the agricultural area is in many ways supportive of agriculture. Secondly, there was a suggestion that non-farm residences not be permitted on vacant farm lots and this was supported by 46% and opposed by 39% of the respondents.

The second scenario presented within the questionnaire suggested that recent upheavals in agriculture mean that many farmers have been forced out of the industry or are experiencing difficulty making a living. At the same time, there is a need to maintain appropriate amounts of development in the rural areas to maintain services and the tax base. As a result, other forms of development need to be allowed in rural and traditionally agricultural areas. In response to this option, 32% indicated their support while 54% indicated their opposition. Reflecting this response, only 19% of the respondents felt that farmers should be allowed to obtain severances for new residential lots while 74% were in opposition. A second option

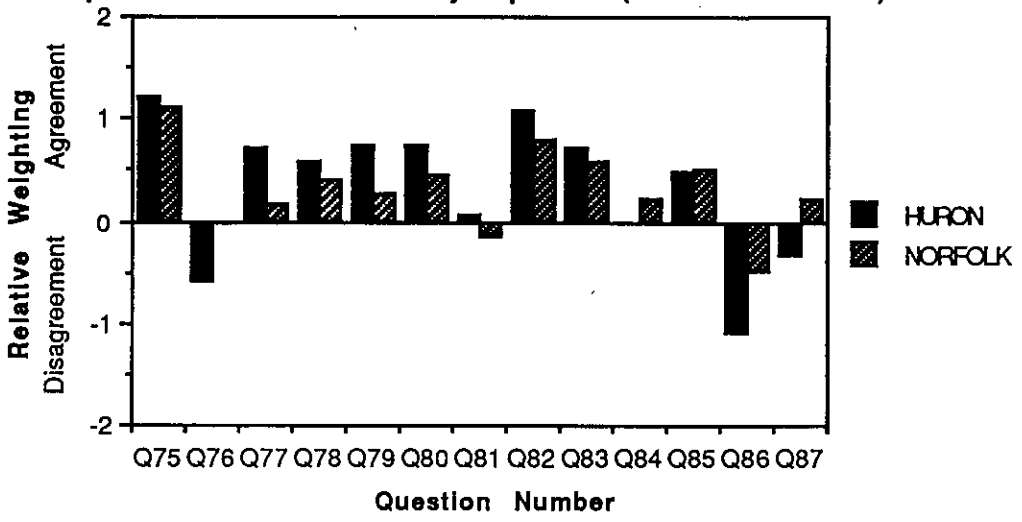
suggesting that certain non-farm development be permitted in farm areas, was supported by 43% and opposed by 45%.

Finally, in recognition of the potential role of part-time farming operations, an option was included that planning documents be reviewed to ensure that there are no restrictions to the establishment of part-time farms. This was supported by 60% and opposed by 13%. The support for this option probably reflects a recognition that part-time farming is in many instances a necessity, and is often a method to get into full-time farming.

To verify the validity of the responses and allow for certain cross-checking, two opposing options were included within the two scenarios. The first proposed to allow the creation of new residential lots and the second proposed that this not be permitted. In all but seven cases the response to one of these options was followed by an opposite response to the other. Of these, one individual agreed that severances should not be permitted and agreed that severances should be allowed, while six people disagreed with allowing severances and disagreed with not allowing them. The actual responses were reviewed, but there was no obvious explanation for these seven inconsistencies.

The differences between Huron and Norfolk are most noticed in questions 76, 77, 79, 86 and 87 (Figure 7.13). These differences indicate that the Huron sample was generally more supportive of

Figure 7.13: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 75-87)



The question numbers and following key words coincide with the questions in Appendix E.

Q75	Protect agriculture	Q82	Urban growth on marginal land
Q76	Allow other development	Q83	Farm purchase by non-farmers
Q77	New residential lots	Q84	Vacant farm lots
Q78	Services and costs	Q85	Part-time farming
Q79	The province and farmland	Q86	Allow severances
Q80	Non-farm growth in towns	Q87	Non-farm development
Q81	Farm services		

using land use planning to preserve agriculture whereas the Norfolk sample more strongly supported the concept that other forms of development should be allowed in rural and traditionally agricultural areas. In fact, 53% of the Norfolk respondents supported this last option in contrast to 21% of the Huron respondents. In keeping with this, 29% of the Norfolk respondents felt that farmers should be able to obtain severances for residential purposes compared to 14% in Huron. Moreover, 59% of the Norfolk respondents felt that certain types of non-farm development should be permitted in farm areas

compared to 35% of the Huron respondents. Conversely, in response to the option that the creation of new residential lots not be permitted, 68% of the Huron respondents supported this compared to 59% of the Norfolk respondents. Moreover, 70% of the Huron respondents felt that the province should be asked to take a stronger position concerning the preservation of farmland compared to less than half of the respondents in Norfolk (47%). These results may reflect the recent difficulties encountered by tobacco producers in Norfolk, or alternatively, may reflect the public information program pursued by the Huron County Department of Planning and Development.

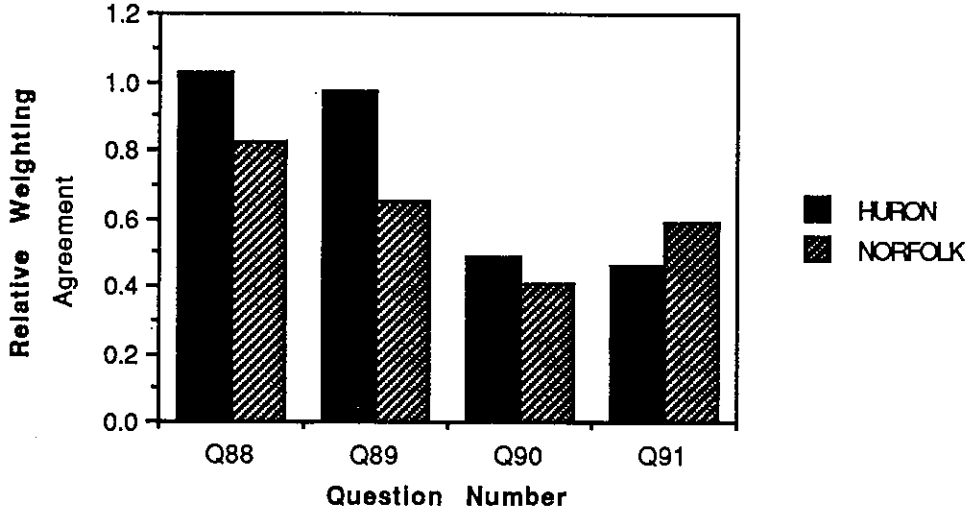
7.4.2.8. Intermunicipal Co-operation

The inclusion of this short section reflected the belief that municipalities need to work together to enhance their initiatives and reduce conflict between municipalities. Subcomponents of this category included the need for a committee to investigate common economic issues and joint approaches, the need to share new assessment benefits and the need to consider a regional scheme for the number and organization of industrial parks.

The questionnaire results show that 83% of the Huron and Norfolk respondents were in agreement that increased co-operation between municipalities has the potential to enhance rural development initiatives, while reducing potential inter-municipal conflict. Furthermore, 82% supported the establishment of a committee to

investigate common economic issues and the development of joint approaches. There was not, however, as much support for the concepts of sharing revenue from new assessment amongst municipalities (supported by 55% and opposed by 19%) or a regional scheme for the number and organization of industrial parks (supported by 56% and opposed by 15%).

Figure 7.14: Relative Differences in the Huron and Norfolk Response to Various Policy Options (Questions 88-91)



The question numbers and following key words coincide with the questions in Appendix E.

Q88 Municipal co-operation	Q90 Revenue sharing
Q89 Joint approaches	Q91 Industrial parks

The most important difference in response between the Huron and Norfolk sample exists for question number 89 (Figure 7-14). This difference reflects the higher degree of support among the Huron respondents (87% versus 71%) over the establishment of a committee to investigate common economic issues and concerns and joint approaches to these issues. It is possible that with the larger

local government units in Norfolk there is less of a perceived need for co-operation and co-ordination than in Huron.

7.4.3 A Comparison of the Focus Groups

Because of the small Norfolk council and FOA sample it was not possible to statistically evaluate differences between these two groups. Chi-square tests were run, however, for all variables comparing the Huron and Norfolk professional groups. The results indicate that the responses were significantly different for question 23, which considered municipal organization, and question 72, which considered the role of youth in decision making (100% support in Huron versus 64% support and 36% neutral in Norfolk).

To provide further clarification, significant differences in the responses between the Federation of Agriculture (FOA), council and professional groups were identified. (It should be noted that this comparison was based on the combined response of the Huron and Norfolk FOA, council and professional groups). Given the diverse background of these groups, it is reasonable to expect certain differences in their responses to individual policy options. These differences are important in that they help distinguish those options which might be recommended by the professional group, implemented by the council group and accepted by the FOA group.

Chi-square tests were completed to help identify significant differences between the FOA, council and professional groups. The

results indicate that statistically significant differences at the 95% confidence level exist for six options. These are as follows:

i) From the FOA, 25% disagreed with the goal of diversifying the local economy. Conversely, the council and professional groups, with the exception of one neutral response each, were in complete agreement with this option. This disagreement from the FOA group is consistent with some of the comments at the workshop about the compatibility of agriculture and alternate economic activity.

ii) Significant differences exist between the FOA, council and professional groups over the suggestion that "It should be a goal to restrict non-farm development to towns and villages". In this instance the FOA was completely supportive, the professionals 86% supportive, but the council group only 42% supportive (with 32% opposed). Clearly there are some very important differences in opinion amongst individuals from the three groups.

iii) While similar proportions of each of the three groups were neutral concerning the suggestion that "Municipalities should work to expedite development approvals", a significant portion of the FOA group was in disagreement (42%). In contrast, no one from the council group and only one individual from the professional group disagreed. Again, this may reflect the workshop discussion which focused upon the relationship between agriculture and development.

iv) In response to the suggestion "Public involvement is essential and as an example, municipalities should hold public workshops to discuss rural development issues", 100% of the FOA and 95% of the professional group were supportive. In contrast, 70% of the council group was supportive, 25% were neutral and 5% were opposed. This suggests a certain ambivalence on the part of some councillors to public involvement.

v) While there was no opposition from the council or professional group to the suggestion that "municipalities should evaluate and document the need for diversification and the mechanism to help bring it about", 23% of the FOA group disagreed. Consistent with previous responses, this suggests that certain individuals from the FOA were concerned about development and its effects on agriculture.

vi) While the response to the option "municipalities should identify opportunities within their boundaries and promote both these and the municipality" indicated a significant difference between the three groups, the results are relatively unimportant. This option was supported by 100%, 100% and 83% of the professional, council and FOA groups respectively. The balance of the FOA group was neutral to this option.

The significant differences which exist between the three groups concerning the above items, in conjunction with the workshop discussions, allow for the following conclusions:

i) There is an element of the FOA group which is concerned about the effects of non-farm activity.

ii) There is debate concerning the juxtaposition of agriculture and non-farm development. Compared to the council response there is a stronger commitment from the FOA and professional group to see non-farm development restricted to towns and villages.

iii) While public involvement is supported by all groups, the council group appears to be less committed.

7.5 Summary of Results

What do the results of this chapter tell us? First, there is a wide range of potential policy options which municipalities might consider in response to agriculturally derived community issues. These are identified under eight sub-headings and include numerous policy options. A more detailed listing has been prepared and is included as Appendix D. Second, based on the questionnaire responses, many of these options, are supported by farmers, professionals and councillors from Huron and Norfolk. The implication is that, given the resources to deliver these options, there is a reasonable probability that many would be accepted by

local elected officials and the general public. Third, the reaction and opinions of the Huron and Norfolk respondents to these options is generally similar. It would seem that an option supported by the Norfolk group is also likely to be supported by the Huron group. Fourth, the results suggest that some of the options perceived as having benefits received less support than anticipated. While there was an acceptance of a local focus to economic development, for example, many of the responses suggest that certain individuals favour pursuing and attracting industry from outside the local area as the appropriate approach to rural development. Fifth, obviously public support does not in itself make a good policy. The responses to some of the more contentious options, because they frequently deal with more difficult, less general statements, often reflect a diversity of opinion. The role of agriculture, for example, is a critical land use planning issue which generates considerable debate, but which requires firm direction.

These results allow for the identification of specific implications for Huron and Norfolk and broader implications for rural development planning. These are pursued in the following and concluding chapter.

CHAPTER VIII

CONCLUSIONS

"Farmers are living through another of the recurrent crises of agriculture. These crises never go away, they only fade or flare" (Walker, 1987)

8.1 Introduction

Just as the low commodity prices of the early and mid 1980's gave way to drought, higher prices, and certain optimism in 1988 and 1989, the low prices of what Newman (1990) has referred to as the 'Dirty Nineties' have arrived. While 1990 was a bountiful year for Canada's wheat producers, prices tumbled to the point where farmers received less than the cost of production. Although wheat is but one of Canada's major agricultural commodities, similar problems exist for other sectors and commodities (Corn Producer, 1990). At the same time, the Canadian government continues to subsidize agriculture at a level exceeding all other industries combined. Newman goes on to suggest that the real quandary of Canadian agriculture is not the size of the subsidy, but that these massive infusions of capital are not solving agriculture's myriad of problems.

Moreover, uncertainty rules. Markets for Canadian agricultural products are increasingly threatened by international competition (Cheater, 1990), while the Free Trade Agreement and GATT negotiations (Drohan, 1990) increasingly complicate decisions on the farm. Collectively, these decisions shape the current and future direction of Canadian agriculture, the relationship between agriculture and the rural community, and in turn, the viability of many rural communities.

Although agriculture continues to be heavily subsidized, the relatively small size of the rural and farm population suggests that it is increasingly easy for the federal and many provincial governments to ignore rural Canada (Hodge, 1989). While Bunce (1984) has argued that the history of Canada is largely rural, with agricultural development at the forefront, this historical role of agriculture is increasingly countered by an ambivalence, if not apathy, from the media and urban people (Giangrande, 1985). The discord which can exist between the agricultural and mass (urban) media over the future of basic agricultural issues such as supply management, suggests that very different attitudes may exist between sectors of the farm community and the balance of Canadian society (for example, a November 24, 1989 editorial in the London Free Press called for the dismantling of supply management systems, whereas an August, 1989 editorial in the Ontario Milk Producer called for its retention). All of the above suggests that

rural communities will need to increasingly evaluate and react to rural and agricultural change.

The purpose of this dissertation has been to develop an approach to an integrated municipal response to agriculturally derived change. This has involved five basic objectives: (i) the development and implementation of research methods which stress public involvement, and which could be used as part of the municipal response to agriculturally derived community issues; (ii) the development of an approach which integrates planning and economic development; (iii) the identification of some of the linkages between agriculture, community change, and potential municipal action; (iv) the identification of an appropriate municipal response to agricultural, and community change (including policy and process), and finally (v) the evaluation of the provincial role in issues related to agricultural and community change. The following evaluates the implications of the research as it relates to these objectives.

8.2. The Research and Implications

The approach to this dissertation has involved a number of methods designed to achieve the research objectives. These methods are described within Chapter III, and include a combination of literature review, personal interviews, workshops and questionnaires. Specifically, these approaches were intended to provide an understanding of issues, to document approaches, to evaluate provincial initiatives, and finally, to be incorporated as part of a

case study designed to identify several policy and process options. The implications of the results are reviewed under several headings, including: Huron and Norfolk, participants in rural development planning, and rural development planning. These findings are outlined below.

8.2.1. Implications for Huron and Norfolk

While the results of the Huron and Norfolk case study are significant in several ways, it is important to first consider the findings as they pertain specifically to Huron and Norfolk. The research approach included an emphasis on public participation; however, this was restricted to a group of farmers, municipal councillors, and professionals in each study area. These groups were selected because of their specialized knowledge, and their influential role in the development and implementation of policy. This reflects a belief that while broader public involvement is absolutely essential, there are benefits to be derived by working with special interest groups.

Although the workshops resulted in the identification of a number of useful policy options, the differences between Huron and Norfolk were not as great as anticipated. The difficulties the Norfolk economy had recently experienced in response to a decline in the tobacco industry, had led to an expectation that a higher degree of innovation would have been evident at the Norfolk workshops. In fact, with the exception of the suggestions made at the Norfolk

professional workshop, the suggested policy options from the focus groups were quite similar.

The use of the two study areas, however, shows that issues and corresponding policy directions can vary substantially between municipalities. Apparent differences in the perception of the future of agriculture help to explain the relative commitment of the Huron participants to pro-agricultural land use policies, versus the overall willingness of the Norfolk participants to consider alternate land uses. The resulting implication is the probability that the decisions of local elected officials are likely to result in the selection of different policy directions in Huron and Norfolk.

8.2.1.1 Huron and Norfolk: Some Policy Directions

The implementation of policy identified within this dissertation would involve several additional steps. The implementation of the full range of identified policy which was considered to be acceptable by the focus groups is likely to be beyond the resources of any rural municipality. Clearly, therefore, there is a need for a continuing process which would see the "best" policy selected. "Best" is defined as policy which is likely to achieve a desired goal, can be efficiently delivered, is generally acceptable to the public, is suited to the municipality's available resources, and is within the realm of local government action. It is recognized that the final decision concerning the selection and implementation of policy is

likely to rest with an elected municipal council (or an appointed committee).

Policy choices by elected officials are likely to be influenced by professional staff (or consultants) and public attitudes. This dissertation, by suggesting that the public be involved during the development of policy, has attempted to develop a relative consensus early in the process thereby leading to a more efficient and responsive process and a more appropriate set of policy options. While the adoption of policy may not necessarily require public involvement, the research upon which this thesis is based strongly advocates this. While this dissertation cannot fulfil the final step in the implementation of policy (which would require the preparation and council approval of a completed strategy or action plan), it does provide the opportunity, based on the results of the literature review, workshops, and questionnaire to suggest basic policy directions for Huron and Norfolk. As noted, there are certain differences between Huron and Norfolk which are likely to lead to different choices by elected officials. It is suggested that the individual decisions by municipal councillors, which will determine the final acceptability of individual policy options, will be based on several criteria. These include, but are not limited to the following:

- the actual or perceived public response
- the perceived effectiveness of the policy option
- the actual cost and perceived cost-effectiveness of the policy option

- the implications for municipal staffing
- recommendations from staff (or consultants)
- perceived ease of implementation
- simplicity and understanding of the approach
- the availability of resources to implement the policy
- the relative merit or ranking of different options
- the personal preference of the elected official

Based on these criteria, a number of individual, and perhaps subjective, decisions will be made by individual councillors. Following intensive discussion and individual compromise the position of council, with respect to individual and collective policy, is likely to emerge.

Based on the research results, including the literature review, workshops, and questionnaire, seven basic policy directions have been identified as appropriate for consideration by municipalities within Huron and Norfolk. The interpretation of the questionnaire results suggests that some of the most interesting, and based on the literature review, most desirable policy options were in some cases the most contentious. The following are identified, therefore, not only for the degree of support which they received, but also for the perceived positive impact which they might have. Although these suggestions are put forth in a somewhat subjective manner, they represent options which have been scrutinized and are generally acceptable to the majority of questionnaire respondents.

8.2.1.1.1. Local Emphasis

Municipalities within Huron and Norfolk need to develop and maintain a local rural development focus. By this, it is meant that the municipality should build upon resources within the community, as opposed to developing an external focus. At the workshops and in the literature, a number of locally based policy options in response to issues facing rural communities were identified. A number of these options were included within the questionnaire, and although the results are not conclusive, they confirm support for a locally based approach. Some of the recommended specific options include:

i) Municipalities, through committees, should work with the private sector to identify and promote local opportunities. The identification of specific needs within the community will provide a focus for promotional and marketing efforts.

ii) The questionnaire respondents were supportive of efforts to focus on small business and industry as opposed to large employers. This approach will contribute to municipal stability, and will in the majority of municipalities be consistent with the available servicing and labour force. Promotional, servicing and planning work by Huron and Norfolk municipalities should focus on small business and industry.

iii) Municipalities in Huron and Norfolk should work with existing business and industry rather than develop an external focus on

attracting new business and industry. Although this approach differs from that traditionally pursued by many municipalities, and was not strongly supported by the focus groups, it is reflective of the understanding that economic growth is normally tied to the expansion of existing and local business and industry.

iv) A number of provincial and federal programs exist which can assist municipalities in the delivery of their local development programs. The focus groups were strongly supportive of municipal initiatives in this area and these should be pursued.

8.2.1.1.2. Organizational Approaches

In order for municipalities to deal most effectively with issues facing rural communities they need to employ an integrated approach to planning and development. The workshops identified a number of issues which can not be dealt with exclusively in a planning or an economic development context. Certain items can only be dealt with within an official plan, while others require municipal action in other areas. In addition to using elements of traditional planning and economic development, an integrated approach also implies a way of thinking which incorporates these two components in an efficient and complementary way. Approaches based on community development concepts are particularly appropriate. The development of an integrated approach should continue to be a priority in municipalities in both Huron and Norfolk.

i) The questionnaire results strongly supported municipal involvement in the preparation of plans incorporating goals and policy. While this has traditionally occurred in the context of a land use plan, municipalities in Huron and Norfolk should develop strategies or action plans which incorporate and establish municipal priorities and interests in a much broader planning framework. The concept of sustainability was strongly supported by the focus groups and should be considered as part of an overall municipal strategy.

ii) Approaches to planning and development in Huron and Norfolk should involve the public. Although the focus groups supported the need for public involvement, this has not generally happened. Nor has the public been generally involved in the development of policy. This research, for example, demonstrates that the public can play a useful role in the identification of relevant issues and the development of policy. It is also believed, based on the literature review, that the involvement of the public is likely to lead to a more successful, responsive and more easily implemented policy document.

8.2.1.1.3. Consider All Sectors of the Local Economy

Whereas municipal approaches have very often focused on industry, it is important that Huron and Norfolk municipalities maintain a focus on all sectors of the local economy. Despite agriculture's difficulties, for example, it remains a critical component of the local economy and should not be overlooked. Consistent with the

questionnaire results, municipalities should focus on those areas where success is most probable. Municipalities should identify and pursue benefits that might result from their involvement in issues related to tourism, business, industry, residential development and issues related to municipal infrastructure, among others.

8.2.1.1.4. Diversification

Policies related to economic diversification need to be pursued in both Huron and Norfolk. Economic concerns related to the future of agriculture were clearly stated at the workshops. In response to these concerns the workshop participants identified a number of potential municipal responses related to local economic diversification. These were presented within the questionnaire and generally supported. The results, suggest that in Huron, there is the need for continued discussions concerning the relationship between economic diversification and agriculture. The intent, and one supported by the questionnaire results, is one of diversifying the economic structure without jeopardizing the long-term future of agriculture. Specific policies are as follows:

i) Municipal initiatives in Huron and Norfolk supportive of the continued growth and development of the local tourist industry are desirable. At the workshops, tourism, because of its economic and employment benefits was recognized as an appropriate alternate economic activity and this opinion was confirmed by the questionnaire results. Several specific and beneficial options

include the development of themes and special events, the development of brochures, and, among others, the establishment of committees to encourage co-operation between tourist operators and between municipalities.

ii) Additional items which are supportive of local economic diversification and which should be pursued by Huron and Norfolk municipalities include policies aimed at on-farm diversification and policies supportive of existing business and industry (both of these items are discussed in more detail elsewhere in this section).

8.2.1.1.5. Education, Training and Entrepreneurial Development

A number of options related to education, training and entrepreneurial development were strongly supported by the questionnaire results and should be pursued by municipalities in Huron and Norfolk. These options, as discussed within the literature are likely to be an important component in the successful implementation of rural development initiatives. Several specific options which should be implemented are outlined below:

i) The workshops led to discussions about a number of rural issues. There was clearly an educational component concerning the views and opinions held by others. The workshops also involved several individuals in the formation of rural development policy. Similar exercises involving the general public and interest groups were

strongly supported by the questionnaire results and should be pursued in Huron and Norfolk. This participation, based on the literature review, is likely to lead to more appropriate policy, more public involvement and stronger public support.

ii) The need for economic diversification, in conjunction with the difficulties faced by agriculture, points to the need for labour and skills training. These types of programs should be pursued in Huron and Norfolk, and where necessary, appropriate contacts with the provincial and federal government developed. Colleges and universities should also be encouraged to offer appropriate business and agriculture courses.

iii) The development of leadership within the community is an important response to change. There are several options which Huron and Norfolk municipalities should pursue to help achieve this. The workshop participants were strongly supportive of actively involving the younger generation in the decision making process, and in the encouragement of local participation in leadership training programs, such as those offered by the Ministry of Agriculture and Food.

8.2.1.1.6. The Municipality as Facilitator

Municipalities within Huron and Norfolk should increasingly act in the capacity of facilitator. It is important that municipalities encourage the involvement of others in rural development planning.

Several options were identified during the course of the research and were presented within the questionnaire. The delivery of these options may be limited to the municipality hosting a single meeting, or it may require a more continuous municipal involvement. While one might have anticipated considerable debate over the following options, the survey results document general support.

i) Municipalities should encourage co-operation in the tourist industry by attempting to establish a committee of tourist operators (i.e., schedule and host a meeting);

ii) Co-ordination and co-operation between municipalities should be encouraged. It is suggested that an inter-municipal committee be established to investigate several mutual issues, including the sharing of resources and joint promotion.

iii) Municipalities should attempt to initiate an organization which brings together people with business expertise with those who are interested in starting a new business.

iv) It is recognized that many public and private organizations have programs which are supportive of municipal and community rural development goals. These organizations do not, however, have the same access to the public enjoyed by municipalities. Where programs are identified that have the effect of fulfilling municipal

goals the municipality should act in the role of educator and attempt to bring this information to the attention of the public.

v) Municipalities should attempt to identify individuals with business proposals and bring them together with others (government, the financial community and other business) who may be able to provide assistance.

vi) Municipalities in Huron and Norfolk should establish a limited budget and criteria to grant limited funding (or limited staff resources) to assist and encourage non-government organizations in the delivery of desired rural development programs (for example, a service club that develops a park, or a market study initiated by the business community). Besides being a low cost item, this approach is likely to contribute to considerable volunteer activity.

8.2.1.1.7. On-Farm Policy

From the literature review and workshops, it is clear that there is concern for the future economic viability of small family-based farming operations. While commodity prices are obviously beyond the influence of municipalities, the municipality does control land use policies which regulate certain on-farm activities. These policies, therefore, hold the potential to encourage or discourage certain forms of development. In this context, municipalities within Huron and Norfolk should relax certain planning regulations to encourage alternate on-farm economic activity, but at the same

time retain a thrust aimed at the protection of the agricultural resource and the farm community. The following provides specific examples:

i) In both Huron and Norfolk, agriculture is an important economic activity which needs to be protected for the sake of existing farms and for the encouragement of future development in this industry. As a result, non-farm development needs to be carefully regulated, if not prohibited, from agricultural areas. Despite agriculture's recent difficulties, the focus groups were supportive of this option.

ii) One of the difficulties posed by non-farm development is that the creation of lots is permanent. On-farm diversification has the potential to allow farmers to diversify their economic base, while at the same time not permanently altering the ownership and use of farm land. This approach, which was defined in the questionnaire as including manufacturing, certain types of retail and the leasing, and conversion of redundant farm buildings, was supported by the majority of the Huron and Norfolk questionnaire respondents. At least three criteria, however, should be observed: the on-farm development should not lead to the creation of new lots, the scale of the activity should be regulated so that it does not in itself create pressure for a new lot, and finally the use should be tied to the farm owner.

iii) There is potential for on-farm recreational development to provide a secondary source of farm income, and municipalities within Huron and Norfolk should ensure that local planning documents permit this activity. This includes farm vacations and bed and breakfast operations, which received strong questionnaire support, and on-farm recreational enterprises, such as temporary tent and trailer sites, which received only mixed questionnaire support. While obviously controversial, appropriate planning policy, including such items as density provisions, separation distances from livestock operations, locational criteria, and screening could be developed to ensure orderly establishment of limited numbers of tent and trailer sites.

iv) There was support from the focus groups for policy that might contribute to agricultural diversity and this should be encouraged. Alternative crops, farms specializing in the production of non-food items, and part-time farming operations can each contribute to a more diverse agricultural sector. Although their role in this area is limited, municipalities should ensure that planning documents do not encumber the establishment of smaller specialty and part-time farms (severance policy, for example, is frequently geared towards the establishment of large full-time farm holdings).

8.2.1.2 Huron and Norfolk: Some Additional Implications

In addition to the specific policy options which emerged for Huron and Norfolk, there are additional related implications with local significance.

i) In both Huron and Norfolk, the workshops and questionnaire involving certain interest groups served a useful function. This points to the need to refine and continue to use a similar process to secure the input of a broader segment of the local community. Traditionally, planning has required a single reactionary public meeting, whereas economic development has proceeded with minimal public involvement. Many of the policy options presented within the questionnaire depend upon public support, including public involvement in implementation.

ii) In Huron, the view was held by some that development is not compatible with maintaining Huron as an agricultural area. While concerns about land use compatibility between non-farm and farm uses are valid, the economic diversification of the local economy does not necessarily threaten the role of agriculture. In fact, this diversification is likely to provide essential off-farm jobs, and help retain services required by the farm community. This suggests the need to begin a dialogue with the farm community concerning this issue.

iii) Coincident with the difficulties experienced in the tobacco industry, there has been a willingness in Norfolk to create and sell non-farm lots. As outlined earlier, the creation of these lots will contribute to a change in the composition of the local community, which, it is argued, will increasingly complicate the ability of farming to evolve and change. It is suggested that successful farm communities will exist in the future based on several criteria, including the farmer's ability to respond to changing economic conditions. It is probable that this continued severance activity will have a detrimental effect on the long-term ability of Norfolk to compete as a major area of agricultural production. There is a need, therefore, for the Region of Haldimand-Norfolk to complete its review of severance policy. In both Huron and Norfolk, it would be beneficial to continue dialogue with the public on this issue.

iv) The need for improvements to the structure of local government should be continuously evaluated, and changes made where appropriate. While the questionnaire results indicated that the Norfolk respondents were satisfied with regional government, there was a reluctance on the part of the Huron respondents to consider municipal amalgamations. This apparent reluctance to consider change suggests that potential improvements which might lead to more efficient local government may not be given proper consideration. The suggested approach is one of continued dialogue concerning these issues.

v) While the research focused on a number of economic issues identified at the workshops, several additional issues are relevant. These include a recognition of the long term threat to the environment brought about by pollution, soil degradation, and the absence of a land stewardship ethic, among others. Other important issues singled out included concern over non-farm uses in proximity to agriculture, the loss of local political control, and the reduced contributions of agriculture to local urban communities.

vi) It should be recognized that the Huron-Norfolk results represent a specific sample, and the listing of policy options is not intended to be exhaustive. Moreover, the research represents a single stage in an overall process leading to the municipal selection of policy.

vii) The workshops were an essential component of the research and accomplished the following: they were part of an educational process; they encouraged the participants to produce and analyze knowledge; they identified community problems; they provided insight into underlying conditions; they helped to identify the relative concerns of the community; and they involved the participants as part of the process. It is argued that without this participation, the long term implementation of resulting policy would meet either public ambivalence or opposition. It is believed that workshops, or similar public forums, if applied locally to the planning and development process, can also deliver many of the above benefits to the municipalities within Huron and Norfolk.

8.2.2 Implications for Participants in Rural Development Planning

The objectives outlined in Chapter I identified a research focus on the municipal response to agriculturally derived community issues. This was approached using research methods which stressed public involvement, and which reviewed the role of the province. As a result, the research included the involvement of virtually all potential participants in the planning process. These included the public (the workshop participants), the municipality and the province. The following identifies some of the implications of the research findings for these groups:

8.2.2.1 The Public Role

In Chapter II it was stated that inadequate attention has been given to the role of the public and special interest groups in the process of rural development planning. Consequently, a fundamental element of the research was to provide an opportunity for public involvement. Within the context of the Huron and Norfolk research, the public was represented by three special interest groups. These groups were identified on the basis of their specialized knowledge and interests. While there is obviously a role for broader public involvement, the research has also identified an important role for influential interest groups. For the purpose of the research, these groups included municipal councillors who are instrumental in the development and approval of policy, farmers who are most affected by agricultural change, and professionals who through their work

prepare and implement policy. It should also be remembered that the council group consisted of a diverse mix of business people, farmers and professionals.

Drawing largely upon the results of the Huron-Norfolk research it is possible to draw several general conclusions concerning the role of the public. Although these conclusions are the outcome of the Huron-Norfolk study, it is suggested that because they represent the role of the public in the process of rural development planning, they are applicable in a broader context. The observation of successful approaches in Saskatchewan, and the discussion of the potential role of the public in the process of rural development planning as discussed within Chapter II, also substantiate the following conclusions:

i) The research methods include a process which has applicability for the involvement of the general public in the process of rural development planning. This involvement would occur during the initial stage of issue and policy identification (as pursued within this research), and during the review of a strategy or policy document. Once a document is prepared, it would be publicized, and broader public comment invited.

ii) The research illustrates that the interests and priorities of special interest and expert groups can be incorporated within a broader planning context. The involvement of these groups, which

are distinct from the general public, was critical to the success of the research. It is suggested that the role of these groups as key participants in the development and implementation of policy means that their collective response to a given approach is of particular significance. This knowledge is useful in the development of policy approaches for consideration by the general public.

iii) While the selected focus groups were important, other groups could have been added, providing a broader public cross-section (for example, a business or environmental association).

iv) Within Chapter II, community involvement was identified as an integral component of rural development planning. The results of this research confirm this position. Through the workshops and questionnaire the 'public' was provided with an opportunity to make important contributions to the research. This included the identification of preliminary goals and policy. Although enhanced public involvement is desirable throughout the process, the research has succeeded in demonstrating, in a practical way, the potential role of the public.

v) While the role of the public is crucial from several perspectives, it should be recognized that the municipal adoption of policy will be based largely on the decisions of local elected officials. Many issues, including several identified within Chapter VI and VII, are complex and divisive. For other issues, the popular response may not

necessarily be in the best long-term interest of the municipality. Again, issues and options need to be clearly put to the public, with the results reviewed by an informed elected body. Clearly, the education mandate, identified within Chapter II, needs to be pursued to ensure an informed council and public.

8.2.2.2 The Municipal Role

The potential role of the municipality has been largely defined within the context of the policy options outlined within Chapter VII. Despite this, however, a number of questions relating to municipal involvement remain. The following comments are offered concerning the municipal role:

i) The municipality is only one of several participants in rural development planning. The public, which includes the private sector, non-government organizations, and other levels of government, has a role to play.

ii) While the research has stressed those things which a municipality might do, there are numerous things which should not be done. For example, if the private or non-government sector is adequately delivering a program, there is little need for involvement. In other instances, the municipality should proceed cautiously to ensure that the initiatives of others are not usurped.

iii) Perhaps the potential informal role of the municipality has been under-stated. For example, municipal co-ordination, support, and advice aimed at ensuring a proper environment for rural development planning, may lead to increased non-government activity.

iv) There is a need to recognize that the community and municipality are not necessarily one and the same. While there is a relationship, and the municipality is usually the level of government which most closely reflects the community, there may be instances where municipal and community interests are not the same (for example the "Not In My Back Yard" syndrome may lead to community opposition to a given land use, while there is municipal support).

v) The results of the research suggest that there are more policy options available to a municipality than there are likely to be resources to implement them. As a result, municipalities need to evaluate and select those options which best suit local conditions. Even in the context of the Huron-Norfolk study, additional staff, council, and public consideration of the options is required. In this context, strategic planning, as discussed within Chapter II, is relevant. Clearly, municipalities need to focus on issues and identify the most appropriate policy approaches.

8.2.2.3 The Provincial Role

The results of Chapter IV reveal the potential for a provincial response to agriculturally derived community issues. Moreover, they

suggest that the province may encourage a municipal response through rural development planning. The reality, however, is that of the three provinces reviewed, only Saskatchewan has developed a clear focus on agriculturally derived community issues. The result is a partnership between the province, municipalities, and public in responding to Saskatchewan's substantial issues. While there are obvious agricultural difficulties which help explain the commitment of the province, the reduced magnitude of these issues in Ontario and New Brunswick should not be used as an excuse for the relative inaction of these two provinces.

While it is not the goal of this dissertation to make detailed recommendations concerning the provincial role, it is interesting to note that there are clear opportunities for further provincial involvement. Given the experience of Saskatchewan, these approaches do not need to detract from local efforts, but rather can help establish local resolve and initiative in constructively approaching issues. Because many of these approaches act to stimulate local activity, the provincial cost appears to be relatively low. Much can be accomplished through the reallocation and refocusing of resources as opposed to the expenditure of new dollars. Within Saskatchewan, for example, the focus is upon both the rural community and agriculture as opposed to the more traditional agricultural focus evident within Ontario and New Brunswick. It is suggested that these differences in approach are the result of a distinctly different set of attitudes which permeate

the decisions of both the bureaucracy and politician. To an extent, this suggests the need to alter the perceptions of the provincial government with regard to rural and agricultural issues. The difficulty, however, is that the farm community has expressed this sentiment for some time, but some would argue, without success. While certain policies included within Chapter VII allude to this (for example, a municipal lobby of upper levels of government) the dissertation has not investigated the mechanism to change the perceptions of those within the provincial government.

8.2.3 Implications -- Rural Development Planning

The purpose of the research, as outlined within the first chapter, has been to develop an integrated municipal planning and development response to agriculturally derived community issues. Five research objectives were introduced, suggesting that this response would include both policy and process items. The following reviews the implications of the research from these two perspectives:

8.2.3.1 Process

The term *rural development planning* was introduced early in the research as an apt term to include the important role of both planning and economic development. It was suggested that the process steps include at least 6 distinct, and complimentary components which could, and should be part of an overall approach. A focus on community development and related concepts, including

strategic planning, sustainable development, community involvement, public education and legislative considerations provides the framework for an integrated municipal response.

Bryant and Preston (1987 and 1990) have outlined the process of strategic economic planning and its application in a local development and rural context. They have argued that this process represents an appropriate framework for local communities to:

i) take some degree of control over their own destiny

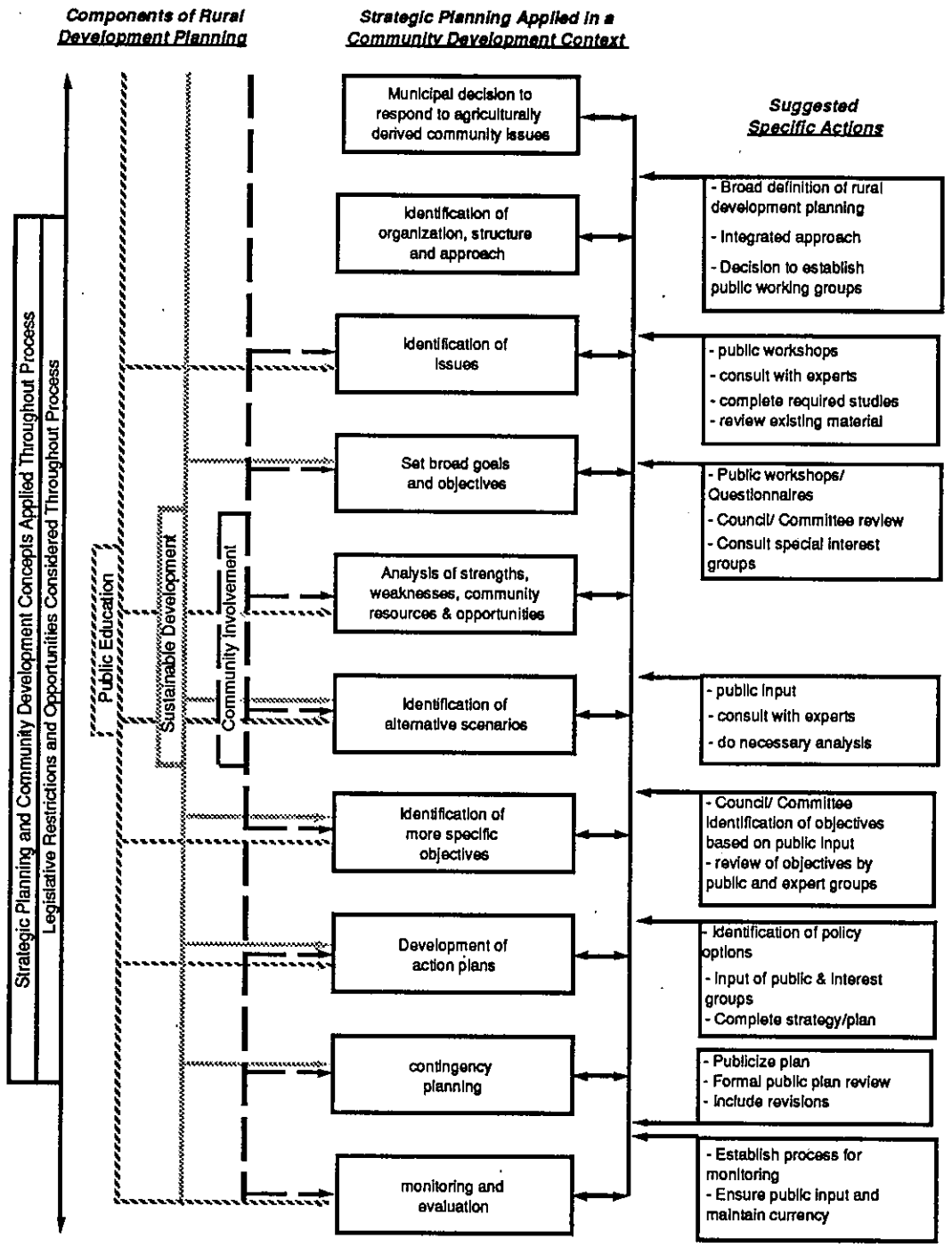
ii) try to shape and influence the various forces that affect local economic activity, and

iii) integrate local economic development in a more effective way with overall community development, and to integrate the development of their own economy and the external environment.

Using this strategic planning framework, it is possible to demonstrate how the components of rural development planning, as outlined within Chapter II, relate to both the results of this dissertation, and the overall process of rural development planning. The resultant approach, or framework is outlined in Figure 8.1.

It is suggested within Figure 8.1 that strategic planning, community development, and legislative considerations are implicit throughout the rural development process. Also, public education, sustainable development, and community involvement are essential, and can be applied in numerous situations. All of these components are

Figure 8.1
The Process and Components of Rural Development Planning



The strategic planning process has been outlined based on the work of Bryant and Preston (1987; 1990).

implemented through a variety of specific actions which also become part of the process. These have applicability in the Huron and Norfolk context and are identified within Figure 8.1. They suggest that municipalities establish public working groups, hold public workshops, consult with experts and special interest groups, conduct necessary studies, identify objectives and policy, complete and publicize an action plan, secure additional public input and establish a process for monitoring. Despite these general suggestions, however, it is recognized that the actual process should be tailored to suit local circumstances.

It has been argued that community development provides an appropriate model for rural areas. From a local planning perspective, community development concepts help to move planning away from a focus on regulation and development control, providing the opportunity to re-evaluate the broader role of community planning. The result is that through community development concepts, economic development and land use planning goals, policy and process become much more supportive and co-ordinated. Moreover, it helps to provide a local emphasis on all sectors of the economy and community. In addition to interrelated planning and development policy as discussed within Chapter VII, rural municipalities also need to pursue integrated planning and development approaches. The organizational approaches vary. At the provincial level, Saskatchewan has established the Department of Rural Development; at the local level integration can occur by

making one individual responsible for planning and development (as often happens where resources are limited), or alternatively the two functions can be established under one department. In all instances, however, municipalities (including staff and elected officials) need to maintain a broad perspective to issues and policy.

As demonstrated within Figure 8.1, strategic planning provides the framework for the rural development planning process. It is encompassing in that it is on-going, and is a useful technique for making long range plans and individual decisions. It reinforces the overall planning framework, and focuses on local involvement. While this research has not focused on the concept of strategic planning, it has been organized in a strategic planning context. As a result, a number of the research methods have direct applicability for rural development and strategic planning (Figure 8.1).

In terms of the research, legislative considerations have played a relatively minor role. In the context of rural development planning, however, legislation is both a restriction, and an opportunity. It relates to all facets of rural development planning, ranging from the legal basis for municipal action to the specific requirement for public involvement prior to certain planning decisions.

In several important ways, the research methods reflect the benefits of public education. Clearly, the workshop discussions resulted in considerable exchange of information, and heightened the participant's awareness of issues and the perspective of others. As

a result, these individuals were more able to provide a thoughtful response to the questionnaire. Public education results in a more responsive public policy, better public understanding, and improved opportunities for successful implementation.

Community involvement is an implicit component of community development, and the use of research methods which stress public involvement was a major objective of the research. The workshops and the questionnaire ensured practical public input which helped identify issues, generate ideas, and develop and evaluate policy options. Furthermore, the involvement of the specific focus groups contributed to the identification and integration of perceptions held by those who are in a position to affect public policy. The relationship of these specific actions to the overall rural development process are identified in Figure 8.1.

Finally, it is suggested that the concept of sustainable development represents an appropriate set of values for those involved in rural development planning. In particular, the establishment of goals, policy, and action plans should occur in the context of ensuring that those actions which are pursued to support the community are desirable and sustainable in both the short and long term.

8.2.3.2 Policy

As outlined earlier within this chapter, the research has identified numerous policy options, many of which have applicability to the Huron and Norfolk study areas. The differences which exist across

rural Canada, however, make it difficult to comment on their applicability elsewhere. For example, a policy which stresses the protection of farmland from non-farm uses in southern Saskatchewan may, at best, appear ludicrous.

It is also recognized that municipal decisions may not always reflect local public opinion. For example, municipal action is often formulated in the context of provincial policy. In some instances, local preferences must give way to an identified provincial interest. Moreover, in other instances where local elected officials face difficult decisions they may, for a variety of reasons, have to develop and implement unpopular policy.

The policies which have been identified and discussed within Chapter VII are in themselves neither right nor wrong, but rather, are more or less suitable, dependent upon local conditions. Clearly, individual municipalities need to adopt an appropriate process to review local conditions and potential policies in order to identify the best response. Despite these reservations, however, the research suggests that certain basic directions should be pursued in response to agriculturally derived community issues. These reflect the general headings included within Chapter VII and are as follows:

i) Municipalities need to be prepared to recognize the relationship between agricultural change and the resulting impact on the local community. In response they need to develop a municipal approach.

ii) It is suggested that the most appropriate response is an integrated community development approach to planning and development (rural development planning). This requires appropriate organization, and the adoption of many of the process and procedural items outlined above.

iii) Municipalities need to adopt an appropriate focus for rural development planning. It is suggested that this focus should be locally based, reflecting local sectors, such as agriculture, existing and small business and industry.

iv) Diversification is likely to contribute to stability in the local economy, and provide non-farm employment opportunities. Consequently, municipalities should pursue policies which are supportive of economic diversification. This includes support for on-farm and agricultural diversification, skills training, the promotion of appropriate alternate economic activity, and the pursuance of certain provincial and federal programs.

v) Municipalities should develop a local promotion and marketing focus. This includes working with local business, completing appropriate research, conducting opportunity studies, and supporting local business organizations (especially those aimed at the exchange of information).

vi) Municipalities need to stress programs related to public education and the development of leadership. This includes the

active promotion of seminars, and public involvement in the process of rural development planning. Educational initiatives aimed at developing the concept of entrepreneurship are most desirable.

vii) Municipalities need to adopt an appropriate approach to land use planning. Specifically, the ability of the individual farmer to respond to agricultural change needs to be protected. This includes protecting the long term agricultural potential of an area.

viii) Municipalities need to emphasize the potential benefits from intermunicipal co-operation. This includes the sharing of resources, and attempting to reduce conflict between municipalities.

8.3 Summary

This dissertation has identified a number of issues which face rural agricultural communities. It has focused on pervasive economic and environmental concerns related to agriculture, and has developed a municipal response to the community issues which are the by-product of agriculture's economic difficulties. This response is based on an integrated community development approach to planning and development under the general heading 'rural development planning'. The development of policy, and process which is responsive to agriculturally derived community issues substantiates the belief that municipalities can and should react.

The research has concluded short of the preparation of a detailed municipal strategy. This obvious next step would follow the

strategic planning exercise outlined in Figure 8.1, and incorporate the identified policies and processes into an appropriate municipal document. In the context of Huron and Norfolk, the document would require council review, public circulation, the incorporation of revisions, and the adoption and implementation of the plan. In the broader context, subject to proper review (Figure 8.1), the identified policy and process options have applicability in many municipalities.

In this research, the role of experts, special interest groups, and the public were all evaluated; however, additional research opportunities exist. These include the role of focus groups in the review of options, and the consideration of other participatory approaches. In particular, the mechanism for large scale public input has not been adequately defined.

The relationship between agriculture and economic development was flagged at the workshops as a concern to some participants. While this research has proceeded on the assumption that certain levels of economic development are healthy in rural areas, and do not need to detract from agriculture, the experience of many farm communities in proximity to large urbanizing centres lends credence to the concerns expressed. Clearly, additional work which explores the relationships between development and its effects on the rural and farm community would be desirable (for example, is there a point at which development begins to detract from agriculture?).

Of particular interest to the author, is the relationship between economic and environmental issues in agriculture, and their corresponding impact on rural communities. Issues related to this debate have been admirably discussed within the European literature by Weinschenck (1987; 1990), and von Weizsäcker (1989). Many of the questions and suggestions which they pose relate to the possibilities of decreasing the intensity of agricultural land use. The benefits suggest a more sustainable agriculture, the retention of production in what would otherwise be marginal farm areas, and the retention of farm jobs, with corresponding community benefits. The pursuance of these issues and questions within a Canadian context is particularly intriguing.

Finally, the research has, in a preliminary way, provided the opportunity to consider the future of agriculture and rural communities. What we know for certain is that change and uncertainty will continue. What we do not know, however, is the relative impact of different issues, the nature of government response, the impact of the Free Trade Agreement and GATT negotiations, the future of international trade, and the security of Canada's farm markets. While there is uncertainty concerning these issues, we can be reasonably certain that there will be a significant impact on the farm and rural community. The result will be a corresponding need to anticipate, and react to, change.

APPENDIX A
PERSONAL CONTACTS AT THE PROVINCIAL LEVEL

Saskatchewan

Baker, Harold. University of Saskatchewan, Saskatchewan Community Rural Area Development. Saskatoon, Saskatchewan. Telephone Interview, May 23, 1989.

Crowe, Terry. Manager, Community Planning and Development Services Branch, Saskatchewan Rural Development. Regina, Saskatchewan. Interview, May 18, 1990.

McCrorie, James. Executive Director, Canadian Plains Research Centre, University of Regina. Regina, Saskatchewan. Interview, July, 1988.

McLean, Ron. Chairman of the Board of Directors, Pheasant Creek Rural Development Corporation. Balcarres, Saskatchewan. Interview, May 17, 1990.

Stabler, Jack. Department of Economics, University of Saskatchewan. Saskatoon, Saskatchewan. Telephone Interview, May 24, 1989

Talbot, Lloyd. Director, Community Planning and Development Services Branch, Saskatchewan Rural Development. Regina, Saskatchewan. Interview, July, 1988.

Talbot, Lloyd. Director, Community Planning and Development Services Branch, Saskatchewan Rural Development. Regina, Saskatchewan. Telephone Interview, May 23, 1989.

Wall, Brad. Office of the Associate Minister of Economic Diversification and Trade. Regina, Saskatchewan. Telephone Interview, November, 1990.

Appendix A (continued)

Warner, Don. Economic Development Officer, Pheasant Creek Rural Development Corporation. Balcarres, Saskatchewan. Interview, May 17, 1990.

Ontario[1]

Airey, Rick. Senior Business Consultant, Ontario Ministry of Industry Trade and Technology. Sarnia, Ontario. Interview.

Ayling, John. Senior Business Consultant, Ministry of Industry Trade and Technology. Hamilton, Ontario. Telephone Interview.

Davidson, Gary. Director, County of Huron Department of Planning and Development. Goderich, Ontario. Interview.

Flaming, Harold. Land Use Specialist, Ontario Ministry of Agriculture and Food. Fergus, Ontario. Interview.

Forrest, Norma. Senior Planner, Ministry of Municipal Affairs. Toronto, Ontario. Interview.

Hagarty, Jack. Director, Rural Organizations and Services Branch, Ministry of Agriculture and Food. Guelph, Ontario. Interview.

Hammond, Dan. Planner, Ministry of Municipal Affairs. London, Ontario. Interview.

Huff, Morris. Manager, Economics Information Services, Ministry of Agriculture and Food. Toronto, Ontario. Interview.

Long, Walter. Regional Director, Ontario Ministry of Industry Trade and Technology. London, Ontario. Interview.

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[1] The knowledge of Ontario planning and development programs is based on a network of contacts and a decade of professional working experience. Consequently, the list of Ontario contacts includes only those individuals who were specifically contacted about the dissertation. Much of this contact, however, occurred over several years.

Appendix A (continued)

Moyer, Roger. Planner, Ontario Ministry of Municipal Affairs. London, Ontario. Interview.

Nichol, Paul. Community Development Officer, Saugeen Business Development Centre. Hanover, Ontario. Interview.

Robertson, Mary. Rural Organizations and Services Branch, Ministry of Agriculture and Food. Guelph, Ontario. Telephone Interview, May 23, 1989.

New Brunswick

Besner, David. Director, Environmental Services Branch, Department of Municipal Affairs and Environment. Fredericton, New Brunswick. Interview, May 30, 1989.

Bragdon, Les. Development Officer. Department of Commerce and Technology. Province of New Brunswick. Fredericton, N.B. Interview. May 31, 1989

Dillon, Michael. Land Information Specialist, New Brunswick Department of Agriculture. Fredericton, New Brunswick. Interview, May 30, 1989.

Dykeman, Floyd. Director, Rural and Small Town Research and Studies Programme, Mount Allison University. Sackville, New Brunswick. Interview, May 29, 1989.

Fontaine, Bernard. Manager, Regional Development, Department of Commerce and Technology. Fredericton, New Brunswick. Interview, May 31, 1989.

Furlought, Linda. General Manager, Capital Region Development Commission. Fredericton, New Brunswick. Interview, May 30, 1989.

Jellinek, Tommy. Director, Land Use Planning Branch, Department of Municipal Affairs and Environment. Fredericton, New Brunswick. Interview, May 30, 1989.

Appendix A (continued)

Nutbeem, Devon. Industry Services Officer- Food Sector. Department of Commerce and Technology. Province of New Brunswick. Fredericton, N.B. Interview. May 31, 1989

Surette, Clarence J. Senior Adviser, Atlantic Canada Opportunities Agency, Moncton New Brunswick: (former Industrial Commissioner, Grand Falls Region, New Brunswick). Moncton, New Brunswick. Interview, May 29, 1989.

Thibadeau, Guy. Assistant Deputy Minister, Department of Labour. Fredericton, New Brunswick. Interview, May 30, 1989.

APPENDIX B
INTERVIEWS- HURON AND NORFOLK

Interviews: Haldimand-Norfolk

Columbus, Michael J. Marketing Advisor, Transition Crop Team, Ministry of Agriculture and Food, Simcoe, Ontario. Also, Councillor, Township of Delhi.

Fairlie, Jim. Research Director, Haldimand- Norfolk Regional Government Review. Simcoe, Ontario.

Greenslade, Jim. Field Representative, Ontario Federation of Agriculture, Simcoe, Ontario.

Huggins, Don. Chief Administrative Officer, Township of Delhi, Delhi, Ontario.

Kennaely, Lee. Commissioner, Department of Planning and Development, The Regional Municipality of Haldimand- Norfolk. Townsend, Ontario.

Le Page, Mary, Secretary to Ontario Flue- Cured Tobacco Growers' Marketing Board, Tillsonburgh, Ontario.

Linington, Ken. Norfolk Agricultural Representative, Ministry of Agriculture and Food, Simcoe, Ontario.

Loncke, Bob. Chief Administrative Officer, Township of Norfolk, Langton, Ontario.

Pukala, Armas. Director, Department of Economic Development, The Regional Municipality of Haldimand- Norfolk. Townsend, Ontario.

Smith, Brian. Manager, Development and Policy, Department of Planning and Development, The Regional Municipality of Haldimand-Norfolk. Townsend, Ontario.

Appendix B (continued)

Tobacco Area Industrial Strategy Committee (Meeting with the Committee Members), Feb. 3, 1989, Brant County Administration Building, Mt. Vernon, Ontario.

Interviews: Huron

Davidson, Gary. Director of Planning and Development, County of Huron, Goderich, Ontario.

Hundey, R. Chief Administrative Officer, Town of Exeter, Exeter, Ontario.

McLachlan, J.R. Clerk-Treasurer, Township of Tuckersmith, Vanastra, Ontario

Palmer, Chris. President, Huron County Federation of Agriculture, Wingham, Ontario.

Pullen, Don. Huron Agricultural Representative, Ministry of Agriculture and Food, Clinton, Ontario.

APPENDIX C
THE WORKSHOP QUESTIONNAIRE

Dominant Issues Affecting Agriculture

i) **Please list the top three economic related issues currently facing agriculture in Norfolk-** (Huron)

Most important 1)-_____
2)-_____
least important 3)-_____
Is there any one term which best describes the issues you have identified and if yes, please list it-_____

ii) **Please list the top three environmental related issues currently facing agriculture in Norfolk-** (Huron)

Most important 1)-_____
2)-_____
least important 3)-_____
Is there any one term which best describes the issues you have identifiedand if yes, please list it-_____

iii) **What do you think will be the the top economic related issues facing agriculture over the next 20 years?**

Most important 1)-_____
2)-_____
least important 3)-_____
Is there any one term which best describes the issues you have identified and if yes, please list it-_____

iv) **What do you think will be the the top environmental related issues facing agriculture over the next 20 years?**

Most important 1)-_____
2)-_____
least important 3)-_____
Is there any one term which best describes the issues you have identified and if yes, please list it-_____

APPENDIX D
POLICY OPTIONS

1. Introductory Comment

The following statements, goals and policy have been derived from a number of sources, including the Huron and Norfolk workshops. Many are direct quotations from the workshops and some may be contradictory. The most promising options have been reviewed using the Huron-Norfolk questionnaire.

The following information is listed under Goals (5 subheadings); On-farm Policy (7 subheadings); Off-farm or Community Policy (12 subheadings) and Process Options (5 subheadings).

2. Basic Community Goals

2.1 Diversification

The diversification of the local economy should be discouraged because of the potential negative effects on agriculture.

The local economy should be diversified stressing sectors other than agriculture.

Additional off-farm employment opportunities should be encouraged.

2.2 Role of Agriculture

Where agriculture is dominant it should have the highest priority.

Agricultural land should be preserved and agriculture protected from non-farm uses.

Non-farm development should be restricted to existing urban areas.

2.3 Stable Population

A stable population should be maintained in agricultural areas.

A stable population should be maintained in small urban settlements.

2.4 Need for Direction
The desired future of the municipalities rural and agricultural component should be clearly stated.

2.5 Sustainability
The economic and environmental sustainability of agriculture should be promoted.

The economic and social sustainability of the rural community should be promoted.

3. Policy Options
The following policy options are in response to the agriculturally related decline of rural and small urban communities. These options have been identified from a variety of sources, including the workshops. The intention has been to identify local or municipal options, however, in a number of instances provincial or federal options were identified, and these have also been included.

3.1 On-Farm Policy Options and Issues
3.1.1 Alternative Crop and Enterprise Type
Agriculture needs to shift from a production orientation to a marketing orientation.

Rural development can result from a more diversified agriculture. Diversification should emphasize reforestation and farm forestry.

The economic impacts of continuous, minimum, or no till cropping should be evaluated.

Municipalities should research marketing opportunities for alternate crops.

Organic farming should be promoted. It offers potential benefits to both the environment and local economy.

Soil conservation and ecologically based agriculture should be recognized as a positive force contributing to local economic development.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

A strategy dealing with sustainable agriculture and soil conservation should be developed.

There is a need to diversify agriculture. Fish farming, for example, should be encouraged.

Less intensive types of farming should be encouraged.

The search for alternate crop and stock enterprises should be intensified.

Certain products have more flexibility in the market place than do food staples. Dogs, horses, furs and flowers, among others, have a great deal more flexibility and should be encouraged. The farmer can more easily increase prices without fear of a public backlash.

Land use planning should be used to protect the long term interests of agriculture. This is required to encourage the future establishment of new farms and agricultural industries.

3.1.2 Marketing and Production Issues

Issues such as animal rights and concern over "safe" food create problems and opportunities for farmers. There is an opportunity for the farmer to identify new markets and capitalize upon these.

Municipal economic development initiatives should recognize agriculture as a major industry and devote an appropriate amount of resources towards the promotion of agriculture and the development of local agricultural markets.

Farm assistance programs need to be reviewed and enhanced (for example, tax rebates, assistance out of farming, commodity support, assistance into farming, and assistance with job retraining).

Agricultural marketing is critical and work is required to improve marketing opportunities. This includes both supply management and new markets.

The province and federal government should place a greater emphasis on marketing.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Both the public and private sector need to work towards programs which reduce the capital cost of agriculture (for example, groupings of farmers that might share equipment).

Public concern over chemical technology may mean that more and more land will be required to produce the same amount of food. This probably runs contrary to the beliefs of many and there is a need to educate the farm community and the general public of this possibility.

Co-operative efforts among producers should be encouraged.

Improvements to on-farm efficiency are required.

The crop insurance program needs to be improved.

3.1.3 Environmental Options

A soil conservation strategy is required. It needs to identify areas susceptible to wind and water erosion and promote the use of cover crops and wind breaks.

Economic benefits result from good land stewardship. The clearing of trees should be discouraged and the planting of trees should be encouraged. Municipalities might make trees available to landowners or use other incentives. Regulatory approaches, while less desirable, should be considered.

In recognition of the potential benefits from a strong tourist sector it is necessary to stop or reduce erosion and water pollution.

The use of chemical farm inputs should be reduced.

3.1.4 Rural Entrepreneurship, Diversification and Alternate Activity

In recognition of the relatively lower wages paid in the tourism and service trades there needs to be an emphasis on retraining and the development of better paying employment opportunities.

On-farm diversification is required. Official plans and zoning provisions should be amended to allow for a range of activity.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Examples include: farm vacations, the retail of antiques, manufacturing or craft enterprises, service enterprises, and the leasing and conversion of redundant farm buildings for new enterprise.

Rural entrepreneurship should be encouraged to help farmers generate non-farm income on the farm. Innovation and marketing is required to promote the farm household as a centre of entrepreneurial activity.

Current trends in agriculture show the need for improved farm management and there should be active promotion of educational programs including agricultural courses, business management and employment training.

In recognition of the potential importance of tourism, there is a need to allow for on-farm accommodations and associated recreational enterprises. These might include tourist based enterprises such as temporary tent or trailer sites, facilities for horses and riding, pick your own crops, farm trails, fishing and co-operative resource management for country sports and other activity such as motocross and adventure games.

In recognition of the potential importance of tourism there is a need to support and promote Farm Vacation Associations.

There is a need to allow intensive recreational uses in the countryside.

To promote tourism, farmers should be encouraged to provide access to their property, including the establishment of right of ways across their land.

Non-farm mobile homes should be permitted on farms to provide the farmer with rental income.

Where on-farm businesses and cottage industries prosper and need to expand, there is the need to assist them to relocate to appropriate locations.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

3.1.5 Relationship-Planning and Urban Development

Non-farm severances will significantly restrict agriculture in the years to come and there is a need to develop approaches to minimize the long term impact of these parcels.

Provincial and regional policy should reflect agricultural differences between different areas.

If agriculture is not profitable severances should be allowed to create non-farm lots.

The urban sector can be strengthened by requiring non-farm development to locate in urban areas.

The farm unit can be strengthened by permitting certain types of non-farm development as part of the farm unit.

Mechanisms need to be found in the urban fringe to defer the premature conversion of farmland to non-farm uses.

Right to Farm legislation offers both risks and opportunities for the rural community. Municipalities should not, however, abandon proper land use planning programs.

Severance policy is a critical issue which affects the rural community. It can be used in a number of ways to change the future direction of a community. The various options need to be evaluated.

The creation of various sized lots for agricultural production should be permitted, however, those lots less than the original lot size should not be permitted a non-farm residence.

The Foodland Guidelines need to be flexible to recognize the differences which exist across the province. They should not restrict the creation of smaller part-time farms.

The land use planning process needs to provide flexibility to allow farmers to react to changing economic circumstances and changing methods of agricultural production.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The most important resource for the farm community is a land base protected for agricultural production. This means using the land use planning process to preserve good farm lands, to discourage scattered non-farm development, and to avoid conflict between farm and non-farm uses.

The structure of local government and decision making needs to be reviewed to ensure that decisions are made in an equitable and efficient manner. If appropriate, the structure of local government should be amended to reflect these findings.

We need to be concerned with the purchase of farms by non-farmers for residential purposes and a mechanism needs to be found to deal with this.

3.1.6 Agricultural Strategy and Farm Plans

Certain large-scale, on-farm improvements, such as irrigation or drainage, require positive municipal involvement.

Farm plans allow farmers to consider long term financial, land use and management issues. Perhaps government programs (including severance policy) should be tied to this type of document.

3.1.7 Part-time Farming and Structural Characteristics

Off-farm income makes a major contribution to many farming operations and is essential for many small and beginning farmers. Part-time farmers have a positive impact on the farm community and all levels of government should encourage the establishment of part-time farm operations. Municipalities should ensure that land use planning regulations do not inhibit the establishment of part-time farms.

The need for off-farm income by many farmers demonstrates the need for the active creation of employment opportunities.

3.2 Off-Farm and Community Policy Options and Issues

3.2.1 Diversification

There should be a recognition of the increased costs that frequently go hand in hand with increased assessment. In some instances these costs will be exceed any increases in municipal assessment.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Attempts to diversify the local economy should be based on sound research, including market analysis.

In recognition of both future change in agriculture and the need for a strong agricultural sector, municipal initiatives to attract new business activity should include a focus upon businesses related to high-tech agriculture.

Local communities should be more involved in the ownership and management of woodlands.

Local initiatives in economic development need to place an emphasis on existing industry, including commerce, agriculture, tourism and fishing.

Municipal initiatives in economic development should encourage local buying and identify local needs that are imported from a distance.

Municipalities should identify what is unique in the community and attempt to capitalize upon it.

Municipal economic development approaches should include a focus upon the promotion of the agricultural industry and the development of local markets.

Municipalities should encourage more tree planting for soil protection and landscape improvement.

Municipalities should strive to have more residential development within their boundaries. Existing lots, natural environment areas and urban areas are reasonable locations.

The approach to economic development should be based on a desire to diversify the County or Region as a whole, but individual municipalities should focus on their attributes.

The local economy should be analyzed to identify any potential activities or industries that would build upon or add value to existing business.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The municipality should work to attract new development.

There is a need for diversity and alternatives in the local economy, including the need for off-farm employment. As part of this, municipalities should be concerned with the framework for enterprise, taxation, land and building availability, marketing advice and business support measures. This diversity needs to occur throughout the local economy including rural and urban components.

There should be an emphasis on small vs. large industry and business.

With fewer farms there are likely fewer jobs in the urban sector. There is a need to attract some other business to take the place of agriculture. If a town wants to survive it needs to diversify away from agriculture.

A classification system should be developed for parks. Governments should assist those with the highest tourism potential.

Municipalities should seek to increase tourism in certain areas, co-ordinate existing tourist facilities, develop themes or programs to attract tourists, develop highway paths or scenic routes, promote the area and foster inter-municipal co-operation and marketing.

Municipalities should develop a strategy for improving public access to the countryside (perhaps as a requirement of county or regional plans).

Municipalities should encourage research to help co-ordinate tourist facilities and develop a positive attitude towards tourism.

Municipalities, and especially the County or Region, should actively promote farm vacations (as opposed to attracting industry).

Tourism may inject money and jobs into the local economy, however, we need to recognize potential conflicts with agriculture.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Before we decide to provide additional accommodations for tourists, we need to decide if they are needed. The concepts of strategic planning are applicable.

3.2.2. Promotion and Marketing

It is important to encourage and support local business.

Municipal expertise in promotion and marketing should also be directed towards agriculture. There should be a focus on those sectors of the agricultural economy that are in difficulty and on those sectors that would diversify the local agricultural base.

Municipalities should be involved in local promotion and marketing. This might include the preparation of brochures and an inventory of community resources.

Municipalities should expedite approvals and facilitate appropriate development.

Awards should be given in recognition of municipal and private accomplishments in beautification, design, and co-operation.

3.2.3 Business Plans and Opportunity Studies

A mechanism needs to be found to provide leadership, guidance and assistance to farmers and the food processing industry. A "Food Technology Council" that would hold seminars for industry participants and community economic development committees is suggested.

Community promotion requires a selective approach (for example, a tour of local opportunities).

Promotional materials and brochures should be developed. This should include information on population, public attitudes and perceptions, employment, industrial activity, commuting patterns, income, climate, community and recreation services, housing, schooling, utilities, transportation, capacity of current infrastructure, industry markets, suppliers, skill requirements, technological change and decisions to expand, among others.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The preparation of business plans should be encouraged and if necessary, the municipality may need to provide assistance.

Many programs which address environmental concerns in agriculture have corresponding economic benefits. These are often the responsibility of the Ministry of Natural Resources or the Conservation Authority. The municipality should help inform rate-payers of these programs.

Municipalities should identify and promote local opportunities.

Sessions need to be organized which bring together both people with business proposals and those who may be able to provide assistance, including upper levels of government, the financial community and other businesses.

The expenditure of public funds is required to promote local economic opportunities.

3.2.4 Strategies

Municipalities should employ someone with knowledge on a wide range of issues, in a position to provide advice to the public, and operate within a wider strategy for rural development.

An economic development strategy needs to be based on what will occur and not on what we would like to see happen. This requires looking at available resources, local trends, free trade impacts, and world trade with a strategy based on reality.

An economic development strategy should include an industrial strategy.

An economic development strategy is required to help establish community priorities.

A rural economic development strategy should be a policy statement rather than a land use plan. It should include economic and social development objectives, environmental and recreational objectives and policy for the use of rural land.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

A rural development strategy should address issues of forestry (involving both lower and upper tiers of municipal government).

The development of a strategy should involve rural residents to allow them to help establish priorities.

Economic development should be recognized as including more than industry.

It is important to identify staff with responsibility for economic development.

Municipalities and groupings of municipalities should prepare rural development strategies.

Municipalities need to take the initiative, support and aggressively work on programs of community economic development.

Rural and economic development strategies should be prepared which outline the direction and scope of rural development efforts. These should be comprehensive, including rural and urban sectors.

The resources of upper levels of government should be used wherever possible.

There is a need to recognize the importance of existing industry. Municipalities should be a contact for business, providing, for example, information about land and infrastructure.

The programs of provincial and federal ministries should be used; however, there needs to be a recognition that future assistance from these agencies, because of budgetary constraints, is likely to be reduced. This emphasizes the need for strategic planning, local economic development and self help.

To avoid large scale industrialization and urbanization, restrictions should exist on the expansion of transportation corridors.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

3.2.5 Inter-municipal Co-operation and County and Regional Initiatives

Appropriate mechanisms for funding of local and co-operative efforts in economic development need to be identified.

Municipalities should be allowed to use variable mill rates to provide greater development flexibility.

In the county or region wide context, it may be beneficial to give some thought towards the concept of growth poles. For example, it may be desirable to use criteria, such as servicing, to identify areas most suited to development.

It is important for the local municipality to use county or regional resources to accomplish goals.

Inter-municipal co-operation should be encouraged.

A regional perspective to certain issues and programs should be developed (regional development policies and organization).

Inter-municipal meetings should be held to investigate common economic issues and concerns.

It may be desirable to change the municipal revenue sharing formula ensuring that all municipalities benefit equally from new assessment. This would help reduce the competition and conflict that sometimes develops between urban and rural municipalities.

Municipalities should review the composition of committees, including those shared with neighbouring municipalities. There is a need to ensure good working groups that get along. Good co-operation results from good working relationships.

Municipalities should work towards greater inter-municipal co-operation for services such as local government offices, fire protection, police protection and road building and maintenance equipment.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Promotion should be a joint effort between municipalities. Each municipality has different attractions and they should be promoted as a package.

The level of municipal services needs to be looked at. If urban municipalities are required to provide additional services there needs to be co-operation with adjacent rural municipalities. Traditionally there has been conflict between municipalities over these issues and this is counter-productive. There has to be co-operation, whether it be economic development, social services or other items.

There is a need to encourage co-operative efforts between local municipalities (inter-municipal co-operation).

There may be specific and differing roles for both upper and lower tiers of municipal governments.

3.2.6 Education, Leadership and Training

Training and education, including the development of informational systems, should be pursued.

Information resources should be developed to assist the entrepreneur.

Municipal staff should be current on issues in local government and economic development.

It is important to develop and circulate information packages for use in the educational system and business community. These packages should stress issues of local economic development, encourage the purchase of local products, stress local opportunities and work towards developing the "entrepreneurial spirit".

Community leadership should be developed by encouraging participation in volunteer organizations and in leadership training programs. It is also important to seek the more active involvement of the younger generation in the decision making process.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Local resources and understanding should be developed through seminars and education sessions.

Post secondary educational institutions should be encouraged to offer courses including business and agriculture.

It is important to ensure that leadership within our rural communities is conversant with the issues, problems and policy options which face rural communities.

Seminars for community economic development committees should be developed.

It is important to work towards building capacity in the community. This includes municipal staff, and committees.

It is important to work towards the education of urbanites concerning the benefits of rural areas and lifestyles.

An accreditation system which recognizes the skills held by farmers should be developed. This would be of benefit when searching for off-farm employment.

Municipalities need to understand and appreciate the relationships between the communities economy and the changing world economy.

Programs of labour retraining and skills training should be encouraged.

Volunteer organizations are beneficial in many ways. There is a need to recognize the importance of these organizations and encourage the establishment of additional ones.

3.2.7 Industrial Parks and Infrastructure

A municipality needs to strategically review marketing opportunities before they invest in an industrial park. If it remains vacant, then it is not a very efficient use of funds.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The municipality should be prepared to consider land banking. When land become available, consideration should be given to its purchase for various long-term uses.

If the private sector is not doing an adequate job then the municipality should purchase lands and develop them for industrial or commercial purposes. Where an industrial park is established the municipality needs to develop and promote it.

It is important to maintain and work towards a community infrastructure that is supportive of existing business and attractive to new business, industry and residential development (including hard services (roads, sidewalks, water systems, sewage treatment facilities) and soft services (recreational, educational and social services).

It is important to maintain local community pressure to preserve local services, such as schools and hospitals.

It is costly for every municipality to develop an industrial park. A regional scheme for the number and organization of municipal industrial parks should be developed. As part of this, it is important to educate urban and rural municipalities of the mutual benefits or to find a means to share the advantages (recognizing that in Ontario tax benefits from increased assessment are provided to the Board of Education and county or regional governments, thereby assisting all municipalities).

To reduce development costs it may be appropriate to develop minimum road standards based on actual anticipated usage of the road (requires co-operation of provincial authorities).

The municipality should work towards improving or developing new transportation services (road, rail, air or shipping).

Where there is the need and basis for an industrial park, upper levels of government should be lobbied for assistance.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

3.2.8 Research and Special Studies

Local agricultural research should be encouraged. It has potential benefits from a general economic development perspective and also from the perspective of the agricultural industry.

Agricultural research conducted by the provincial and federal governments and specific to the general area should be encouraged.

General issues of rural community development and extension programs need to be researched and promoted.

As part of their planning and economic development process, municipalities should research and develop specific development options (feasibility studies).

Municipalities should develop good working relationship and ties with universities and provincial and federal ministries.

Municipalities should pursue research initiatives which have a particular opportunity for a follow-up program funded from outside. The Federal government, for example provides monies for certain research, with related monies for job retraining and employment assistance.

Companies and universities should be informed of private sector research promoting innovation and diversification.

The importance of research should not be underestimated. The municipality should be abreast of on-going trends and changes in the local economy. Government studies (especially if completed by upper levels of government), research completed by universities, and studies completed with outside funding are most desirable and have numerous, and sometimes unpredicted community benefits.

Transportation analysis and study are areas of research with potential payback, especially if used as part of a lobbying effort to upper levels of government.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

3.2.9 Planning Policy

Existing residences which are surplus to farmers should be severed as opposed to being demolished.

In order to strengthen the function of existing urban areas, non-farm growth should be directed there.

It is essential to plan to ensure compatibility between different uses in the agricultural area.

It is necessary that planners and economic development officers adopt an entrepreneurial style to help generate new ideas and stimulate local action.

Municipalities need to apply proper land use planning principles to ensure quality assist development in towns and villages.

Municipalities need to establish an approach to planning based on factors other than assessment.

Municipalities should investigate ways to accommodate urban growth, without negative impacts on agriculture.

Municipalities should ensure a broad based approach to land use planning. The public and various government agencies should be involved.

Municipalities should place a greater emphasis on proper land use planning as a means to save both the developer and municipality money.

Municipalities should seek planning approval authorities from the province to help facilitate development applications.

Municipalities should prohibit non-farm severances. They serve very little purpose except for short term financial gain. Small scale industrial and tourism uses which would provide part-time income to farmers should, however be permitted on the farm.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

New residential development in the countryside would have certain benefits. Since there are properties within the township with unproductive farmland, severances should be allowed for urban or housing purposes.

Planning policy should address environmental concerns based on the axiom "think globally, act locally."

Proper land use controls need to be used to protect and enhance the quality of the landscape for tourism.

Seminars with the Federation of Agriculture, Ministry of Agriculture and Food and municipal councils are required. These sessions should explore the basis, philosophy, goals, principles and issues of agricultural land use policy with a goal of making land use policies more effective.

Severances in the agricultural area should be restricted because they result in a new population with a different demand for non-farm services. This contributes to higher costs and other difficulties for farmers.

The municipality should carefully review the opportunity for development within its boundaries and designate appropriate lands for different types of development.

The municipality through planning documents can make it easier for a farmer to establish certain commercial or industrial uses. Warehousing, storage, cooling, freezing, small scale packing and processing may be as appropriate in the agricultural area as in the urban areas. Certain flexibility could be of direct benefit to the farming community.

The province should be encouraged to take a much stronger position concerning the preservation of farmland.

Planning decisions which are based on the long term interests of the municipality may not be reviewed favourably by the electorate. This suggests the need for public education, the delegation of authority

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Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

to committees, the placement of decision making in the hands of the County or Region, or the extension of the term of council.

There is a need to develop a long term approach to land retirement and land use diversification. Where land is retired from agriculture it should occur in a fashion which protects agricultural potential and minimizes any risk to the farm community.

Unless there is a definite problem of compatibility, agricultural commercial uses should be placed in urban areas.

Urban areas should be required to expand on marginal land instead of prime land.

If a development proposal can not be accommodated in a given location, staff should assume an enabling role, assisting the use to locate elsewhere within the municipality.

3.2.10 Federal and Provincial Involvement

Where municipalities are not of sufficient size to have their own professional staff, the province should be encouraged to provide these services to towns and villages (for example engineering).

It is important to work with and take advantage of programs offered by the federal government, including the Federal Business Development Bank (FBDB) and the Canada Employment Centre (CEC).

It is important to work with and take advantage of programs offered by the provincial government, including the Community Planning Study Grant Program (CPSG), PRIDE and to influence provincial policy and programs (example: Foodland Guidelines).

Programs should be designed to support new businesses, (particularly small new businesses). A business development centre is an excellent way to promote economic growth. The involvement of the Federal Business Development bank in this area is important.

Provincial departments should be reviewed and revised accordingly to provide a better service to rural areas.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The Ministry of Agriculture and Food should be encouraged to pursue a role supportive of both the rural community and agriculture (OMAF's recent exercise in community development).

The province should be encouraged to provide additional leadership to municipalities through the preparation of province wide strategies. These strategies should identify provincial goals with respect to the long term land use and economic future of the province. (Provincial policy statements under the Planning Act may partially address this issue).

The provincial and federal governments should be encouraged to provide more assistance to small urban and rural municipalities for such things as basic infrastructure and economic development.

Upper levels of government should be encouraged to decentralize more government services to rural areas.

3.2.11 Rural Development Corporations and Business Improvement Associations

Community Development Corporations should be encouraged through funding assistance from the federal, provincial or county/regional governments. Ideally, the local municipalities would eventually pick up the majority of the costs associated with these organizations.

Community Development Corporations should be encouraged through legislative, financial and other assistance and ideally a Ministry with a strong interest in rural affairs would be responsible for provincial involvement.

Municipalities should seek out new organizations such as a Rural or Community Development Corporation to assist with community development goals. These organizations should encourage inter municipal co-operative effort, the development of an area opportunity survey and the preparation of a strategic plan.

Organizations such as Chambers of Commerce and Business Improvement Association's should be encouraged and municipalities should adopt a mandate of working with these organizations.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

There is a need to rethink the way the public sector is organized to stimulate rural enterprise and to care for the countryside (to avoid what might currently be perceived as fragmentation of effort).

3.2.12 Lobby Efforts

The municipality needs to be prepared to lobby upper levels of government. This lobby might focus on issues related to agriculture or the community. While the lobby need not reiterate the position of other organizations it is recognized that there is a specific municipal viewpoint and specific municipal issues. An example is lobbying for funding to improve local services.

4 Process Options

4.1 Community Development Planning

Improved co-ordination of provincial and municipal agencies is desirable.

Municipalities should establish long-term goals to be integrated within a planning framework.

Municipalities and the province need to organize to promote rural development efforts. This can provide a focused approach and help to avoid dissipating initiative and energy.

Municipalities need to be innovative and willing to accept alternatives.

Municipalities need to evaluate how the public feels towards municipal planning and economic development and work towards building public support.

Municipalities should strive to resolve clashing values and visions of the municipality as part of the process leading to capital expenditures.

The approach to community development needs to be based on strong local input and developed from within the community.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The critical component in rural development for municipalities is how you do it - how are your committees organized and how do you go about building capacity in the community.

4.2 Strategic Planning

It is important that municipalities carefully use, organize and maximize available financial capital in partnership with the private and public sector.

The strategic planning process is an essential tool to allow the community to identify a select number of issues and a workable number of responses.

4.3 Community Involvement

Local economic development activity is important and municipalities should encourage volunteer organizations with interests in community development. It is not necessary for the municipality to remain involved with each of these - once organized the municipality may assume an arms length position.

Municipalities need to support planning and development. The overall planning process, discussion meetings, and the participatory approach, all on an on-going basis are essential. Municipalities need to keep looking at changing issues and try to solve associated problems.

Planning and development initiatives will only be successful if based on community involvement and public participation. Municipalities need to stress this.

Public participation in all facets of municipal decision making related to planning and economic development should be encouraged.

The province and municipalities should establish advisory groups to assist with the development of local and provincial programs.

4.4 Public Participation

It is important to maintain strong public involvement and public education programs.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

The development of leadership and the entrepreneurial spirit is essential for a successful approach to local economic development.

The success of land use planning is related to educating and informing the public. This informative process needs to make people more aware of what is going to happen; it needs to advise of the need to accept and respond to change and it needs to enhance people's awareness of the planning process.

4.5 Legislative Requirements and Organizational Issues

The approach to revenue sharing should be evaluated to ensure that there is a co-operative spirit between municipalities. This may lead to the restructuring of rural and urban communities or alternatively a new approach to tax revenue sharing.

We need to review and evaluate the current municipal structure to ensure that municipalities are organized in a fashion which ensures that they are viable and delivering an effective and efficient service.

Changes in the taxation system should be considered to allow municipalities to offset economic development costs. For example, a municipality should be allowed to retain all of the funds from the first year of new taxes, as opposed to the largest proportion of these monies being sent to the County or School Board.

Mechanisms need to be found to ensure dialogue and the sharing of ideas between municipalities.

Municipalities need to be prepared to use the full range of legislative options which exist to deal with municipal issues.

Provincial statutes relating to rural communities should be reviewed and revised accordingly.

Rural municipalities should encourage the province to enhance the role of the Ministry of Agriculture and Food to incorporate a mandate that would more appropriately deal with the rural community.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

Rural municipalities should push for basic changes in government organization which would recognize the changing nature of rural communities.

Rural municipalities should encourage the province to establish a Ministry of Rural Development.

The province needs to provide sufficient leadership in planning and development.

It is important to maintain reasonably small municipalities to ensure a good understanding of agriculture and agricultural issues.

It is important to strengthen local municipalities by encouraging decision making at the local, as opposed to the provincial level.

Those functions which can be more effectively dealt with at the County or Regional level should be identified and where appropriate authority transferred.

To ensure that policy is applied fairly and equitably it is important to see that severances are decided upon at the county or regional level.

Several sources, including the Huron-Norfolk workshops contributed to the above. They are listed here, but only the most promising options are considered within the dissertation.

APPENDIX E
THE HURON-NORFOLK QUESTIONNAIRE

Corporation of the
COUNTY of HURON
PLANNING AND DEVELOPMENT DEPARTMENT
Court House, Goderich, Ontario N7A 1M2
(519) 524-2188

Fax: (519) 524-5677

March 19, 1990

Dear Workshop Participant:

Please find enclosed a questionnaire for your review and completion. This questionnaire is being mailed to everyone who participated in one of the three workshops held in Huron during 1989 (Federation of Agriculture; local councillors and working professionals). It presents a number of municipal goals and policy options and asks for your opinion regarding these. These options have been identified from a number of sources, including the workshops and your response to the questionnaire will be used to assist with the identification of acceptable approaches and policy.

The questionnaire should take approximately 20- 30 minutes to complete and once completed, I would ask that you please return it within the self-addressed and stamped envelope. If you wish to discuss the questionnaire, please let me know and I would be happy to pick it up. I may be reached at 524-2188.

Your assistance is most appreciated.

Sincerely,

Wayne Caldwell

Wayne Caldwell, M.C.I.P.
Senior Planner
Encl.

Questionnaire

Introduction: From the workshops it was clear that the central issue for most of the participants focused on a number of economic concerns which threaten agriculture and our rural communities. It was also recognized that issues of agricultural change lead to substantial and diverse community issues, including declining employment, depressed rural economies, regional competion, land use conflicts, environmental degradation and changing methods of agricultural production. **The following questionnaire presents a number of municipal[1] goals and policy options and asks for your opinion regarding these.** These options have been identified from a number of sources, including the workshops. The questionnaire results will be used to assist with the identification of acceptable approaches and policy.

Please complete the questionnaire and return it within the self addressed stamped envelope. If you wish to discuss the questionnaire, please let me know and I would be happy to pick it up. I may be reached at 524-2188.

SECTION 1

Name:_____ Occupation:_____
Municipality in which you reside:_____

Q1 Are you or have you ever been a member of a municipal council?
yes [ ] no [ ]

Q2 Do you or have you ever farmed? yes [ ] no [ ]

Q3 How would you rate your knowledge of agricultural issues?
very poor [ ]; poor [ ]; OK [ ]; good [ ]; very good [ ]

Q4 How would you rate your knowledge of municipal issues?
very poor [ ]; poor [ ]; OK [ ]; good [ ]; very good [ ]

Q5 How would you rate your knowledge of municipal planning?
very poor [ ]; poor [ ]; OK [ ]; good [ ]; very good [ ]

Q6 How would you rate your knowledge of municipal economic development programs?
very poor [ ]; poor [ ]; OK [ ]; good [ ]; very good [ ]

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[1] Throughout the questionnaire the term planning and development is used and includes land use planning and economic development and applies to both rural areas and towns (including villages and hamlets).

SECTION 2
Municipal[2] and Community Goals

The following code is used throughout the questionnaire and you are invited to indicate your agreement or disagreement with statements by circling the response that most closely fits your opinion.

Strongly Agree - SA
Agree - A
Neutral - N
Disagree - D
Strongly Disagree - SD

Don't Know/ No Opinion- DK

The following potential municipal goals were derived from the workshops.

Q7	1. It should be a goal to diversify the local economy. SA A N D SD DK
Q8	2. It should be a goal to encourage additional off-farm employment. SA A N D SD DK
Q9	3. It should be a goal to give farming the highest priority in areas where agriculture is dominant. SA A N D SD DK
Q10	4. It should be a goal to preserve agricultural land and to protect agriculture from non-farm[3] uses. SA A N D SD DK
Q11	5. It should be a goal to restrict non-farm development to towns and villages. SA A N D SD DK
Q12	6. It should be a goal to maintain a stable or constant population in rural areas (including towns, villages and agricultural areas). SA A N D SD DK
Q13	7. It should be a goal to maintain a stable or constant population in agricultural areas (excluding towns and villages). SA A N D SD DK
Q14	8. It should be a goal to clearly state the desired future of the municipality's rural and agricultural component. SA A N D SD DK
Q15	9. It should be a goal to promote the sustainability of agriculture. SA A N D SD DK
Q16	10. It should be a goal to promote the sustainability of the rural community. SA A N D SD DK

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[2] Municipal includes towns, townships; groupings of municipalities and the County.

[3] Non-farm refers to uses which are neither farm nor directly related to servicing farms. It includes non-farm residences and non-farm business and industry.

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

SECTION 3: MUNICIPAL POLICY OPTIONS

The following consists of an assortment of policy options which may be of some help to rural municipalities (e.g., townships, small towns and villages) in responding to and coping with change. The purpose of the questionnaire is to assist with the identification of acceptable options.

1. Approach and Organization

Q17 For municipalities, the critical component for planning and development is how it is done - how the municipality and its committees are organized and what approach the municipality uses.

SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q18 Municipalities need to establish clear direction in their decision making. They need to identify goals, develop policy and provide a workable number of responses to those issues which most concern the community.

SA A N D SD DK

Q19 Municipalities should work to expedite development approvals (e.g. the County should seek approval authorities[1] from the province).

SA A N D SD DK

Q20 Public involvement is essential and as an example municipalities should hold public workshops to discuss rural development issues.

SA A N D SD DK

Q21 Municipalities need to work with and take advantage of programs offered by the federal and provincial government (including programs which focus on job retraining or provide specialized funding for municipal services.)

SA A N D SD DK

Q22 Municipalities need to be prepared to lobby upper levels of government (regarding issues, funding or the role of provincial ministries.)

SA A N D SD DK

Q23 Townships or villages with a small population base should be merged with neighbouring municipalities.

SA A N D SD DK

Q24 Municipalities should provide limited funding to assist private non-government organizations to implement rural development programs (e.g., a fairboard or an organization of business people that provide volunteer assistance to those beginning a business).

SA A N D SD DK

[1] The Planning Act allows the Province to give the county the authority to approve Subdivisions, Condominiums and certain types of official plan amendments.

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

2. Focus of Economic Development

Q25 Municipalities need to identify and focus their efforts upon those sectors of the local economy where there is the greatest chance of a positive impact.
SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q26 Municipal initiatives to attract business should include a focus upon the agricultural industry (e.g., high-tech agriculture and processing industries supportive of existing or new forms of agriculture).
SA A N D SD DK

Q27 Municipalities should try to attract small vs. large industry and business.
SA A N D SD DK

Q28 Municipalities should be more concerned with assisting existing business and industry than trying to attract new business.
SA A N D SD DK

Q29 Municipalities should develop a campaign promoting the buying of local goods and advertise this within the local media.
SA A N D SD DK

Q30 For promotional purposes municipal initiatives should focus upon what is unique within the community and attempt to capitalize upon it.
SA A N D SD DK

Q31 Municipalities should consider properly planned residential development to be an acceptable form of economic development.
SA A N D SD DK

Q32 Municipalities should work to attract major employers from outside the local area.
SA A N D SD DK

Q33 The above seven policy options are appropriate for towns (yes__; no__); townships (yes__; no__); or both (yes__; no__).

Q34 Municipalities should prepare a strategy which outlines the municipal role in sustainable agriculture (e.g., soil erosion should be reviewed identifying susceptible areas and appropriate management approaches).
SA A N D SD DK

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

3. Local Economic Diversification

Q35 There is the need for diversity and alternatives in the rural and urban components of the local economy. This includes the need for off-farm employment and a diversified agricultural economy.
SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q36 Municipalities should evaluate and document the need for diversification and the mechanism to help bring it about.
SA A N D SD DK

Q37 Although overall diversity is desirable, non-farm development should be prohibited from agricultural areas and encouraged within towns and villages.
SA A N D SD DK

Q38 Municipal economic development departments should be aware of various private and public programs and make the business community aware of these (distribution of information).
SA A N D SD DK

Q39 Municipalities, and especially the County, should pursue programs of labour retraining and skills training (including related federal programs).
SA A N D SD DK

Q40 On-farm diversification should allow farmers to pursue a wide range of non-farm activity on the farm. (For example, farm vacations; manufacturing, service or craft enterprises; certain types of retail; the leasing and conversion of redundant farm buildings for warehousing, cooling, small scale packing and processing). Municipalities should ensure that planning documents allow for this activity on the farm.
SA A N D SD DK

Q41 Municipal plans and by-laws should recognize and permit small farms which specialize in non-food items (e.g., dogs, horses, furs and flowers).
SA A N D SD DK

Q42 Municipalities should approach seed companies, colleges and the Ministry of Agriculture and Food to encourage alternate crop research.
SA A N D SD DK

Q43 Municipalities should encourage the establishment of a committee to investigate the marketing of alternate crops (e.g., organic crops) and provide limited staff resources to assist.
SA A N D SD DK

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

4. Tourism : An Example of an Alternative

Q44 Tourism is an example of an alternate economic activity which can help diversify the local economy. Municipalities should encourage the development of a properly planned tourist industry.
SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q45 New tourist facilities should be restricted to certain areas (e.g., lakeshore and towns). They should not be intermixed with commercial scale agriculture.
SA A N D SD DK

Q46 Municipalities and especially the County, should encourage the establishment of a Committee of tourist operators to promote co-ordination and joint advertising. If needed the municipality would provide initial staff resources to start the organization.
SA A N D SD DK

Q47 Municipalities should develop themes and special events to attract tourists.
SA A N D SD DK

Q48 Municipalities, through brochures should identify scenic road routes.
SA A N D SD DK

Q49 Municipalities, and especially the County, should promote the area through advertising.
SA A N D SD DK

Q50 Municipalities should work jointly with neighbouring municipalities to promote co-operation and marketing. (e.g., a committee of municipal representatives and tourist operators could be established).
SA A N D SD DK

Q51 Municipalities should identify where improved public access to the countryside would be desirable and identify how this could be provided (e.g., purchase right of ways or encourage landowners to provide access).
SA A N D SD DK

Q52 Municipalities should ensure that local plans and by-laws permit in-home accommodations (e.g., bed and breakfast and farm vacations).
SA A N D SD DK

Q53 Municipalities, and especially the County, should actively promote farm vacations (e.g., brochures or promoting Farm Vacation Associations).
SA A N D SD DK

Q54 Municipalities need to conduct research to better define their role in tourism.
SA A N D SD DK

Q55 Municipalities should ensure that planning documents permit a variety of on-farm recreational enterprises (such as temporary tent or trailer sites).
SA A N D SD DK

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

5. Promotion and Marketing

Q56 Municipalities should identify opportunities within their boundaries and promote both these and the municipality.
SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q57 Promotion and marketing is fine for towns and villages, but not rural areas.
SA A N D SD DK

Q58 Emphasis should be placed on marketing and working with local business as opposed to promoting outside of the area.
SA A N D SD DK

Q59 Municipalities should prepare and circulate information packages including demographic, economic, service, labour and industrial information.
SA A N D SD DK

Q60 Marketing and promotional approaches should strive to raise the profile of the municipality, selectively contacting those who may have an interest in local opportunities.
SA A N D SD DK

Q61 In support of new businesses, municipalities should help establish an organization which brings together those with business expertise and those who are starting a new business.
SA A N D SD DK

Q62 Municipalities should organize sessions which bring together people with business proposals and those who may be able to provide assistance (government, the financial community and other businesses).
SA A N D SD DK

Q63 Local economic development committees should work with the private sector to identify local business opportunities. If there is a need for a certain type of business, it should be marketed and a feasibility plan prepared.
SA A N D SD DK

Q64 If the private sector is not doing an adequate job, then the municipality should purchase land and develop and promote it for industrial or commercial purposes.
SA A N D SD DK

Q65 The above eight policy options are appropriate for towns (yes__; no__); townships (yes__; no__); or both (yes__; no__).

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

	6. Education and Leadership
Q66	The success of rural development initiatives are largely dependent upon an informed public that is willing to become involved in municipal affairs. Further, the success of municipal or provincial programs is dependent upon the public's awareness and understanding of these programs. For these reasons, municipalities should become involved in issues related to public education and the development of leadership. **SA A N D SD DK**
	For each proposed municipal action, please circle the response which most closely fits your opinion:
Q67	Where programs are offered by non-municipal organizations which would help achieve community goals, the municipality should advise the public (e.g., a flyer with tax notice advising of tree planting programs) **SA A N D SD DK**
Q68	Seminars or workshops should be held to involve and inform the public of important issues, the planning process and the publics' role. **SA A N D SD DK**
Q69	Seminars with the Federation of Agriculture, Ministry of Agriculture and Food and municipal councils are required to ensure good communication and the exchange of ideas. **SA A N D SD DK**
Q70	Colleges and universities should be encouraged to offer business and agriculture courses at the local level (e.g., local committees should identify the need for a course, advise the schools and encourage participation). **SA A N D SD DK**
Q71	To encourage research (with minimal local cost) issues of local importance should be identified and provided as research projects to University Departments (professors and students). Municipal staff should then be instructed to co-operate with any resulting research efforts. **SA A N D SD DK**
Q72	More active involvement of the younger generation in the decision making process should be encouraged (e.g., ask individuals to sit on committees). **SA A N D SD DK**
Q73	Local participation in leadership training programs, such as those offered by the Ministry of Agriculture and Food should be encouraged (e.g., 4-H and the Advanced Agricultural Leadership Program). **SA A N D SD DK**
Q74	Councils, committees and staff should be encouraged to participate in education sessions to ensure understanding and an ability to react to issues. **SA A N D SD DK**

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

7. Agriculture and Planning - Two Contrasting Scenarios

Two distinct approaches to planning for agriculture were evident at the workshops. The following evaluates both of these:

Q75 i) Uncertainty concerning the future of agriculture dictates the need to protect the ability of farmers to react to different economic and management circumstances. Further, despite recent problems in agriculture, it remains a major economic activity and there is the need to protect it, not only for existing farms, but to also encourage new farm and agricultural industries. This means using the land use planning process to preserve good farm lands, to discourage scattered non-farm development and to avoid conflict between farm and non-farm uses.

SA A N D SD DK

Q76 ii) Recent upheavals in agriculture mean that many farmers have been forced out of the industry, or are left without sufficient means to make a living. Compounding this, there is a need to see appropriate amounts of growth in the rural areas to maintain services and the tax base. Consequently, while agriculture may continue to contribute to the local economy, other forms of development should be allowed in rural and traditionally agricultural areas.

SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q77 The creation of new residential lots within the countryside should not be permitted.

SA A N D SD DK

Q78 Severances in the agricultural area change the population composition, with requirements for different services and resulting higher costs.

SA A N D SD DK

Q79 The province should be asked to take a much stronger position concerning the preservation of farmland.

SA A N D SD DK

Q80 Non-farm growth should be placed in existing towns and villages.

SA A N D SD DK

Q81 Unless there is a problem of compatibility, businesses which specifically service farms should be located in towns and villages.

SA A N D SD DK

Q82 Urban growth should be placed on marginal as opposed to prime farmland.

SA A N D SD DK

Q83 We need to be concerned with the purchase of farms by non-farmers for residential purposes and we need to find a way to deal with this.

SA A N D SD DK

Strongly Agree (SA); Agree (A); Neutral (N); Disagree (D); Strongly Disagree (SD); Don't Know/ No Opinion (DK).

Q84	A non-farm residence should not be permitted on vacant farm lots. SA A N D SD DK
Q85	Planning documents need to be reviewed to ensure that there are no restrictions to the establishment of part-time farming operations. SA A N D SD DK
Q86	Farming is on the decline and municipalities should allow farmers to obtain severances to create new lots for residential purposes. SA A N D SD DK
Q87	In order to strengthen the rural community, certain types of non-farm development need to be permitted in farm areas. SA A N D SD DK
	8. Inter-municipal Co-operation
Q88	Efforts to increase co-operation between municipalities have the potential to enhance initiatives in rural development planning, while reducing conflict and competition between municipalities. SA A N D SD DK

For each proposed municipal action, please circle the response which most closely fits your opinion:

Q89	Neighbouring municipalities should establish a committee to investigate common economic issues and concerns and develop joint approaches to these issues (e.g., promotion). SA A N D SD DK
Q90	The approach to revenue sharing should be evaluated to ensure that all municipalities benefit from new assessment. This may involve municipal restructuring or a revised approach to tax sharing. SA A N D SD DK
Q91	In recognition of the cost of owning and operating municipal industrial parks, a regional scheme for their number and organization should be developed. SA A N D SD DK

COMMENTS : _____

Thank you for your assistance.
Sincerely,
Wayne Caldwell

APPENDIX F: RAW DATA SCORES

	QUESTIONNAIRE RESPONSE (Percent of Total)							TOTAL PERCENT (missing data excluded)	
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	Agree + Strongly Agree	Disagree + Strongly Disagree
Q07 HURON	24.3	56.8	5.4	5.4	2.7		5.4	85.7	8.6
NORFOLK	44.4	44.4	5.6				5.6	94.1	
TOTAL	30.9	52.7	5.5	3.6	1.8		5.5	88.5	5.7
Q08 HURON	5.4	43.2	16.2	18.9	13.5	2.7		48.6	32.4
NORFOLK	11.1	44.4	22.2		5.6		16.7	66.6	6.7
TOTAL	7.3	43.6	18.2	12.7	10.9	1.8	5.5	53.9	25.0
Q09 HURON	48.6	37.8	5.4	5.4			2.7	88.8	5.5
NORFOLK	38.9	38.9	11.1	5.6			5.6	82.4	5.9
TOTAL	45.5	38.2	7.3	5.5			3.6	86.8	5.7
Q10 HURON	45.9	32.4	8.1	10.8			2.7	80.5	11.1
NORFOLK	38.9	33.3		22.2			5.6	76.5	23.5
TOTAL	43.6	32.7	5.5	14.5			3.6	79.1	15.0
Q11 HURON	27	43.2	10.8	13.5		2.7	2.7	72.1	13.9
NORFOLK	38.9	33.3	5.6	16.7			5.6	76.5	17.7
TOTAL	30.9	40	9.1	14.5		1.8	3.6	73.5	15.0
Q12 HURON	27	35.1	21.6	10.8	2.7	2.7		62.1	13.5
NORFOLK	5.6	55.6	11.1	11.1	11.1		5.6	64.8	23.5
TOTAL	20	41.8	18.2	10.9	5.5	1.8	1.8	62.9	16.7
Q13 HURON	21.6	51.4	18.9	5.4		2.7		73.0	5.4
NORFOLK	11.1	44.4	16.7	16.7	5.6		5.6	58.8	23.6
TOTAL	18.2	49.1	18.2	9.1	1.8	1.8	1.8	68.5	11.1
Q14 HURON	35.1	59.5	2.7			2.7		94.6	
NORFOLK	38.9	55.6					5.6	100.1	
TOTAL	36.4	58.2	1.8			1.8	1.8	96.3	
Q15 HURON	45.9	51.4	2.7					97.3	
NORFOLK	50	44.4					5.6	100.0	
TOTAL	47.3	49.1	1.8				1.8	98.2	
Q16 HURON	32.4	59.5	5.4			2.7		91.9	
NORFOLK	38.9	44.4	11.1				5.6	88.2	
TOTAL	34.5	54.5	7.3			1.8	1.8	90.6	
Q17 HURON	13.5	64.9	13.5	2.7		2.7	2.7	80.6	2.8
NORFOLK	11.1	50	11.1				27.8	84.6	
TOTAL	12.7	60	12.7	1.8		1.8	10.9	81.6	2.0
Q18 HURON	40.5	59.5						100.0	
NORFOLK	44.4	50					5.6	100.0	
TOTAL	41.8	56.4					1.8	100.0	
Q19 HURON	18.9	40.5	21.6	10.8	2.7		5.4	62.8	14.3
NORFOLK	27.8	38.9	22.2	5.6			5.6	70.7	5.9
TOTAL	21.8	40	21.8	9.1	1.8		5.5	65.4	11.5
Q20 HURON	24.3	59.5	13.5	2.7				83.8	2.7
NORFOLK	16.7	72.2		5.6			5.6	94.2	5.9
TOTAL	21.8	63.6	9.1	3.6			1.8	87.0	3.7

APPENDIX F: RAW DATA SCORES (Continued)

TOTAL PERCENT

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	Agree + Strongly Agree	Disagree + Strongly Disagree
Q21 HURON	29.7	56.8	13.5					86.5	
NORFOLK	16.7	72.2	5.6				5.6	94.2	
TOTAL	25.5	61.8	10.9				1.8	88.9	
Q22 HURON	27	64.9	8.1					91.9	
NORFOLK	11.1	61.1	22.2				5.6	76.5	
TOTAL	21.8	63.6	12.7				1.8	87.0	
Q23 HURON	10.8	10.8	21.6	32.4	21.6	2.7		21.6	54.0
NORFOLK		5.6	16.7	38.9	27.8	5.6	5.6	5.9	70.7
TOTAL	7.3	9.1	20	34.5	23.6	3.6	1.8	16.7	59.2
Q24 HURON	10.8	62.2	21.6	2.7		2.7		73.0	2.7
NORFOLK		44.4	22.2	16.7	11.1		5.6	47.0	29.4
TOTAL	7.3	56.4	21.8	7.3	3.6	1.8	1.8	64.9	11.1
Q25 HURON	27	59.5	5.4	2.7			5.4	91.4	2.9
NORFOLK	27.8	50		5.6			16.7	93.4	6.7
TOTAL	27.3	56.4	3.6	3.6			9.1	92.1	4.0
Q26 HURON	16.2	62.2	13.5	8.1				78.4	8.1
NORFOLK	33.3	44.4	11.1	5.6			5.6	82.3	5.9
TOTAL	21.8	56.4	12.7	7.3			1.8	79.6	7.4
Q27 HURON	21.6	37.8	24.3	10.8		5.4		59.4	10.8
NORFOLK	11.1	44.4	33.3	5.6			5.6	58.8	5.9
TOTAL	18.2	40	27.3	9.1		3.6	1.8	59.3	9.3
Q28 HURON	10.8	18.9	43.2	24.3			2.7	30.5	25.0
NORFOLK	5.6	22.2	50	16.7			5.6	29.4	17.7
TOTAL	9.1	20	45.5	21.8			3.6	30.2	22.6
Q29 HURON	13.5	56.8	18.9	8.1		2.7		70.3	8.1
NORFOLK	5.6	38.9	33.3	16.7			5.6	47.1	17.7
TOTAL	10.9	50.9	23.6	10.9		1.8	1.8	62.9	11.1
Q30 HURON	16.2	81.1	2.7					97.3	
NORFOLK	27.8	61.1	5.6				5.6	94.2	
TOTAL	20	74.5	3.6				1.8	96.2	
Q31 HURON	13.5	67.6	8.1	8.1	2.7			81.1	10.8
NORFOLK		61.1	11.1	16.7		5.6	5.6	64.7	17.7
TOTAL	9.1	65.5	9.1	10.9	1.8	1.8	1.8	76.0	12.9
Q32 HURON	5.4	43.2	18.9	18.9	2.7	2.7	8.1	52.9	23.5
NORFOLK	11.1	44.4	22.2	16.7			5.6	58.8	17.7
TOTAL	7.3	43.6	20	18.2	1.8	1.8	7.3	54.9	21.6
Q34 HURON	29.7	43.2	18.9	2.7	2.7	2.7		72.9	5.4
NORFOLK	22.2	50	11.1	5.6		5.6	5.6	76.5	5.9
TOTAL	27.3	45.5	16.4	3.6	1.8	3.6	1.8	74.1	5.5
Q35 HURON	13.5	62.2	8.1	5.4	2.7		8.1	82.4	8.8
NORFOLK	16.7	66.7		11.1			5.6	88.3	11.8
TOTAL	14.5	63.6	5.5	7.3	1.8		7.3	84.3	9.8
Q36 HURON	10.8	70.3	13.5	5.4				81.1	5.4
NORFOLK		77.8	5.6	5.6			11.1	87.5	6.3
TOTAL	7.3	72.7	10.9	5.5			3.6	83.0	5.7

APPENDIX F: RAW DATA SCORES (Continued)

								TOTAL PERCENT	
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	Agree + Strongly Agree	Disagree + Strongly Disagree
Q37 HURON	37.8	37.8	5.4	10.8	2.7		5.4	79.9	14.3
NORFOLK	33.3	38.9		22.2			5.6	76.5	23.5
TOTAL	36.4	38.2	3.6	14.5	1.8		5.5	78.9	17.2
Q38 HURON	16.2	78.4	5.4					94.6	
NORFOLK	16.7	66.7	11.1				5.6	88.3	
TOTAL	16.4	74.5	7.3				1.8	92.6	
Q39 HURON	16.2	62.2	13.5	5.4			2.7	80.6	5.5
NORFOLK	5.6	55.6	22.2	11.1			5.6	64.8	11.8
TOTAL	12.7	60	16.4	7.3			3.6	75.4	7.6
Q40 HURON	10.8	56.8	24.3	5.4		2.7		67.6	5.4
NORFOLK	11.1	38.9	22.2	16.7	5.6		5.6	53.0	23.6
TOTAL	10.9	50.9	23.6	9.1	1.8	1.8	1.8	62.9	11.1
Q41 HURON	13.5	70.3	8.1	5.4	2.7			83.8	8.1
NORFOLK		83.3	11.1				5.6	88.2	
TOTAL	9.1	74.5	9.1	3.6	1.8		1.8	85.1	5.5
Q42 HURON	10.8	64.9	13.5	10.8				75.7	10.8
NORFOLK	16.7	66.7	5.6		5.6		5.6	88.3	5.9
TOTAL	12.7	65.5	10.9	7.3	1.8		1.8	79.6	9.3
Q43 HURON	10.8	48.6	21.6	16.2	2.7			59.4	18.9
NORFOLK	16.7	44.4	16.7	11.1	5.6		5.6	64.7	17.7
TOTAL	12.7	47.3	20	14.5	3.6		1.8	61.1	18.4
Q44 HURON	13.5	67.6	10.8	5.4			2.7	83.4	5.5
NORFOLK	16.7	66.7		5.6			11.1	93.8	6.3
TOTAL	14.5	67.3	7.3	5.5			5.5	86.6	5.8
Q45 HURON	16.2	40.5	16.2	16.2	10.8			56.7	27.0
NORFOLK	22.2	38.9	11.1	16.7	5.6		5.6	64.7	23.6
TOTAL	18.2	40	14.5	16.4	9.1		1.8	59.3	26.0
Q46 HURON	5.4	62.2	21.6	8.1	2.7			67.6	10.8
NORFOLK	27.8	55.6	11.1				5.6	88.3	
TOTAL	12.7	60	18.2	5.5	1.8		1.8	74.0	7.4
Q47 HURON	8.1	54.1	29.7	5.4		2.7		62.2	5.4
NORFOLK	11.1	50	5.6	16.7	11.1		5.6	64.7	29.4
TOTAL	9.1	52.7	21.8	9.1	3.6	1.8	1.8	62.9	12.9
Q48 HURON	8.1	70.3	13.5	8.1				78.4	8.1
NORFOLK	11.1	66.7	11.1	5.6			5.6	82.4	5.9
TOTAL	9.1	69.1	12.7	7.3			1.8	79.6	7.4
Q49 HURON	8.1	67.6	13.5	8.1			2.7	77.8	8.3
NORFOLK	16.7	66.7	11.1				5.6	88.3	
TOTAL	10.9	67.3	12.7	5.5			3.6	81.1	5.7
Q50 HURON	10.8	45.9	29.7	8.1			5.4	59.9	8.6
NORFOLK		72.2	11.1	11.1			5.6	76.5	11.8
TOTAL	7.3	54.5	23.6	9.1			5.5	65.4	9.6
Q51 HURON	2.7	35.1	29.7	21.6	2.7	5.4	2.7	38.8	25.0
NORFOLK		27.8	27.8	16.7	16.7	5.6	5.6	29.4	35.4
TOTAL	1.8	32.7	29.1	20	7.3	5.5	3.6	35.8	28.3

APPENDIX F: RAW DATA SCORES (Continued)

								TOTAL PERCENT	
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	Agree + Strongly Agree	Disagree + Strongly Disagree
Q52 HURON	5.4	89.2	2.7			2.7		94.6	
NORFOLK	16.7	66.7	5.6	5.6			5.6	88.3	5.9
TOTAL	9.1	81.8	3.6	1.8		1.8	1.8	92.6	1.8
Q53 HURON	5.4	73	10.8	8.1		2.7		78.4	8.1
NORFOLK	5.6	50	16.7	16.7	5.6		5.6	58.9	23.6
TOTAL	5.5	65.5	12.7	10.9	1.8	1.8	1.8	72.3	12.9
Q54 HURON	8.1	56.8	27	5.4		2.7		64.9	5.4
NORFOLK	5.6	66.7	11.1		5.6	5.6	5.6	76.6	5.9
TOTAL	7.3	60	21.8	3.6	1.8	3.6	1.8	68.5	5.5
Q55 HURON	5.4	29.7	32.4	24.3	2.7	5.4		35.1	27.0
NORFOLK		27.8	22.2	33.3	5.6	5.6	5.6	29.4	41.2
TOTAL	3.6	29.1	29.1	27.3	3.6	5.5	1.8	33.3	31.5
Q56 HURON	16.2	73	5.4				5.4	94.3	
NORFOLK	5.6	88.9					5.6	100.1	
TOTAL	12.7	78.2	3.6				5.5	96.2	
Q57 HURON		16.2	8.1	59.5	13.5	2.7		16.2	73.0
NORFOLK			11.1	55.6	27.8		5.6		88.3
TOTAL		10.9	9.1	58.2	18.2	1.8	1.8	11.1	77.8
Q58 HURON	5.4	37.8	27	24.3	2.7	2.7		43.2	27.0
NORFOLK		33.3	33.3	22.2	5.6		5.6	35.3	29.4
TOTAL	3.6	36.4	29.1	23.6	3.6	1.8	1.8	40.7	27.7
Q59 HURON	8.1	78.4	10.8			2.7		86.5	
NORFOLK	16.7	77.8					5.6	100.1	
TOTAL	10.9	78.2	7.3			1.8	1.8	90.7	
Q60 HURON	10.8	78.4	10.8					89.2	
NORFOLK	16.7	72.2	5.6				5.6	94.2	
TOTAL	12.7	76.4	9.1				1.8	90.7	
Q61 HURON	10.8	56.8	24.3	5.4		2.7		67.6	5.4
NORFOLK	5.6	55.6	27.8				11.1	68.8	
TOTAL	9.1	56.4	25.5	3.6		1.8	3.6	67.9	3.7
Q62 HURON	8.1	67.6	21.6	2.7				75.7	2.7
NORFOLK	22.2	55.6	16.7				5.6	82.4	
TOTAL	12.7	63.6	20	1.8			1.8	77.7	1.8
Q63 HURON	13.5	73	10.8	2.7				86.5	2.7
NORFOLK	16.7	77.8					5.6	100.1	
TOTAL	14.5	74.5	7.3	1.8			1.8	90.6	1.8
Q64 HURON	5.4	40.5	24.3	21.6	5.4	2.7		45.9	27.0
NORFOLK	5.6	50	11.1	22.2		5.6	5.6	58.9	23.5
TOTAL	5.5	43.6	20	21.8	3.6	3.6	1.8	50.0	25.9
Q66 HURON	16.2	70.3	2.7	5.4			5.4	91.4	5.7
NORFOLK	11.1	55.6	11.1	5.6	5.6		11.1	75.0	12.6
TOTAL	14.5	65.5	5.5	5.5	1.8		7.3	86.3	7.9
Q67 HURON	10.8	67.6	10.8	8.1			2.7	80.6	8.3
NORFOLK	5.6	44.4	33.3	5.6	5.6		5.6	53.0	11.9
TOTAL	9.1	60	18.2	7.3	1.8		3.6	71.7	9.4

APPENDIX F: RAW DATA SCORES (Continued)

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	TOTAL PERCENT Agree + Strongly Agree	Disagree + Strongly Disagree
Q68 HURON	8.1	81.1	8.1			2.7		89.2	
NORFOLK	5.6	72.2	11.1		5.6		5.6	82.4	5.9
TOTAL	7.3	78.2	9.1		1.8	1.8	1.8	87.1	1.8
Q69 HURON	27	64.9	8.1					91.9	
NORFOLK	22.2	66.7			5.6		5.6	94.2	5.9
TOTAL	25.5	65.5	5.5		1.8		1.8	92.7	1.8
Q70 HURON	21.6	73	2.7	2.7				94.6	2.7
NORFOLK		77.8	11.1		5.6		5.6	82.4	5.9
TOTAL	14.5	74.5	5.5	1.8	1.8		1.8	90.6	3.7
Q71 HURON	10.8	73	16.2					83.8	
NORFOLK	5.6	61.1	16.7	5.6	5.6		5.6	70.7	11.9
TOTAL	9.1	69.1	16.4	1.8	1.8		1.8	79.6	3.7
Q72 HURON	10.8	81.1	8.1					91.9	
NORFOLK	16.7	55.6	22.2				5.6	76.6	
TOTAL	12.7	72.7	12.7				1.8	87.0	
Q73 HURON	16.2	70.3	8.1	5.4				86.5	5.4
NORFOLK		88.9			5.6		5.6	94.2	5.9
TOTAL	10.9	76.4	5.5	3.6	1.8		1.8	88.9	5.5
Q74 HURON	13.5	81.1	2.7	2.7				94.6	2.7
NORFOLK	16.7	72.2			5.6		5.6	94.2	5.9
TOTAL	14.5	78.2	1.8	1.8	1.8		1.8	94.4	3.7
Q75 HURON	37.8	43.2	10.8	2.7			5.4	85.6	2.9
NORFOLK	38.9	38.9	5.6	11.1			5.6	82.4	11.8
TOTAL	38.2	41.8	9.1	5.5			5.5	84.7	5.8
Q76 HURON	2.7	16.2	13.5	35.1	18.9	2.7	10.8	21.2	60.5
NORFOLK		50	5.6	27.8	11.1		5.6	53.0	41.2
TOTAL	1.8	27.3	10.9	32.7	16.4	1.8	9.1	32.0	54.0
Q77 HURON	27	40.5	10.8	21.6				67.5	21.6
NORFOLK	16.7	38.9		22.2	16.7		5.6	58.9	41.2
TOTAL	23.6	40	7.3	21.8	5.5		1.8	64.8	27.8
Q78 HURON	13.5	59.5	2.7	16.2	5.4		2.7	75.0	22.2
NORFOLK	11.1	44.4	16.7	16.7	5.6		5.6	58.8	23.6
TOTAL	12.7	54.5	7.3	16.4	5.5		3.6	69.7	22.7
Q79 HURON	32.4	37.8	5.4	21.6	2.7			70.2	24.3
NORFOLK	22.2	22.2	16.7	16.7	11.1	5.6	5.6	47.0	29.4
TOTAL	29.1	32.7	9.1	20	5.5	1.8	1.8	62.9	26.0
Q80 HURON	21.6	45.9	13.5	16.2			2.7	69.4	16.6
NORFOLK	5.6	55.6	16.7	11.1	5.6		5.6	64.8	17.7
TOTAL	16.4	49.1	14.5	14.5	1.8		3.6	67.9	16.9
Q81 HURON	2.7	40.5	16.2	37.8		2.7		43.2	37.8
NORFOLK		27.8	27.8	27.8	5.6	5.6	5.6	29.4	35.4
TOTAL	1.8	36.4	20	34.5	1.8	3.6	1.8	38.9	37.0

APPENDIX F: RAW DATA SCORES (Continued)

TOTAL PERCENT

		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know	Missing Data	Agree + Strongly Agree	Disagree + Strongly Disagree
Q82	HURON	35.1	45.9	13.5	5.4				81.0	5.4
	NORFOLK	16.7	61.1	5.6	5.6	5.6		5.6	82.4	11.9
	TOTAL	29.1	50.9	10.9	5.5	1.8		1.8	81.5	7.4
Q83	HURON	21.6	43.2	18.9	13.5		2.7		64.8	13.5
	NORFOLK	11.1	50	22.2	5.6	5.6		5.6	64.7	11.9
	TOTAL	18.2	45.5	20	10.9	1.8	1.8	1.8	64.9	12.9
Q84	HURON	8.1	32.4	16.2	32.4	8.1	2.7		40.5	40.5
	NORFOLK	11.1	44.4	5.6	22.2	11.1		5.6	58.8	35.3
	TOTAL	9.1	36.4	12.7	29.1	9.1	1.8	1.8	46.3	38.9
Q85	HURON	5.4	54.1	21.6	16.2			2.7	61.2	16.6
	NORFOLK		55.6	27.8	5.6		5.6	5.6	58.9	5.9
	TOTAL	3.6	54.5	23.6	12.7		1.8	3.6	60.3	13.2
Q86	HURON		13.5	8.1	35.1	43.2			13.5	78.3
	NORFOLK	16.7	11.1	5.6	33.3	27.8		5.6	29.4	64.7
	TOTAL	5.5	12.7	7.3	34.5	38.2		1.8	18.5	74.0
Q87	HURON		35.1	13.5	35.1	16.2			35.1	51.3
	NORFOLK	5.6	50	11.1	16.7	11.1		5.6	58.9	29.4
	TOTAL	1.8	40	12.7	29.1	14.5		1.8	42.6	44.4
Q88	HURON	18.9	64.9	16.2					83.8	
	NORFOLK	11.1	66.7	5.6	11.1			5.6	82.4	11.8
	TOTAL	16.4	65.5	12.7	3.6			1.8	83.4	3.7
Q89	HURON	10.8	75.7	13.5					86.5	
	NORFOLK		66.7	22.2	5.6			5.6	70.7	5.9
	TOTAL	7.3	72.7	16.4	1.8			1.8	81.5	1.8
Q90	HURON	13.5	43.2	13.5	21.6		8.1		56.7	21.6
	NORFOLK		50	22.2	11.1		11.1	5.6	53.0	11.8
	TOTAL	9.1	45.5	16.4	18.2		9.1	1.8	55.6	18.5
Q91	HURON	8.1	40.5	35.1	10.8		5.4		48.6	10.8
	NORFOLK		66.7	16.7	11.1			5.6	70.7	11.8
	TOTAL	5.5	49.1	29.1	10.9	3.6		1.8	55.6	14.8

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