

1974  
SEPT.

"PRESENT PROPOSALS (FORMAL AND INFORMAL) OF  
GOVERNMENT DEPARTMENTS AT PROVINCIAL AND CITY  
LEVELS, WITH REGARD TO DEVELOPMENT OF AREA  
COUNCIL AND/OR INTEGRATED SOCIAL SERVICE DELIVERY  
SYSTEM."

PREPARED BY:

Edmonton Social Planning Council at  
the request of five community groups.

September 17, 1974.

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Provincial Government

1. Department of Health and Social Development

(Assistant Deputy Minister: Dave Stolee)

(a) Regional Offices \_ Director of Regional Offices: Bob Maxwell

On July 5th, 1974, the Minister of Health and Social Development, Neil Crawford, issued the following press release:

Edmonton July 5 (ACN) ---- In a joint statement released today, Neil Crawford, Minister of Health and Social Development, Mayor Ivor Dent, and Dave Hardman, Chairman, West 10 Area Council, announced a new set of proposals for the modification of provincial and city health and social services in Edmonton following a review of the Three Year West 10 Experiment.

It is expected that the present system of three large specialized provincial offices can be decentralized to seven smaller, more personalized offices within four years. The first of the new smaller offices will be the new West 10 location which is to go ahead immediately.

Position Paper on Service Delivery System Modification - Department of Health and Social Development

After reviewing the operation of West 10, it is proposed that the Health and Social Service Delivery System in Edmonton be modified to:

1. Provide citizens better geographical access to social services in their community.
2. Achieve a more human approach to the delivery of social services.
3. Establish a cooperative link with community boards wishing to improve the quality of life for citizens by identifying needs within the community, advising as to what resources are available to meet these needs, establishing volunteer programs and volunteer effort advocating the provision of services not already available. The relationship that should exist between the board and direct service agencies would be advisory in nature and close liaison must take place between the department and West 10, with respect to any new delivery system established for departmental services in that area.
4. Financial support for the operation of the board would be provided through the Preventive Social Services Program of the Department.
5. The community board and direct service agencies should be located in premises which are in proximity to one another. This would assist the board in carrying out their functions and be an advantage to the service delivery system.
6. In view of the termination of the West 10 lease in September, 1974, a new delivery system for that area should, if at all possible, be operational by that time. It would provide service to the West Central portion of Edmonton, including the area presently served by West 10.

The delivery system will be modified over a number of years from the present system of a few large, somewhat specialized offices to several smaller offices located in community settings within the city. This is a logical conclusion as a result of the West 10 Experiment. The three department divisions primarily offering field services, Mental Health, Handicapped, and Social Development, will be located in these community oriented offices. Alcoholism counselling will be provided through the Alberta Alcoholism and Drug Abuse Commission. It should be stressed that coordination and communication will be enhanced by the inclusion of the three government services not now available at West 10. Each division will be administratively autonomous but coordinated with each of the other divisions. As individual offices are established, the municipal social services will be invited to

establish their offices in these locations because of their strong relationship to provincial programs as evidenced by the West 10 Experiment.

The general criteria used to establish new community social service regions within the city will be:

1. A maximum distance to office for any client of approximately 20 blocks.
2. A maximum population served by each office of approximately 70,000.
3. Ready access to public transportation.
4. Existing natural, community, and municipal boundaries followed as closely as possible.

The City of Edmonton Social Service Department has laid out boundaries creating 7 Social Service regions within the city, based on their own experience with providing direct services. These boundaries, with one small exception, are compatible with all of the criteria outlined. A map showing these proposed regions is available from Erica Crawford, Health and Social Development - 426-0250.

Top priority will be given to the establishment of a community social service office in the West 10 area. Every effort would be made to locate a suitable, centrally located building in the west central region, and have the necessary renovating carried out by September, 1974. Staff from branches of the Department and the City Social Services would be housed in this facility. This is a difficult and perhaps optimistic schedule, primarily dependent upon the availability of a suitable building. Full communication will be maintained between the West 10 Board and the Department to ensure West 10 will be able to relocate their premises as close as possible to the new services delivery centre. It is proposed that the Board, the Department, and the City Social Services each nominate a member to a Space Location Committee to ensure the necessary communication.

-30-

Def: Erica Crawford  
Health and Social Development  
Telephone 426-0250

(See Map Number 1) - Page 4.

My discussions with the Assistant Deputy Minister, Dave Stolee, indicated that the Province firmly intends to carry out the plans described as 'proposals' in this release, in so far as it is within the jurisdiction of the Department of Health and Social Development to do so. (i.e., the present system of three large specialized provincial offices will be decentralized into seven smaller offices, to contain health services such as those for the handicapped and mental health, within four years).

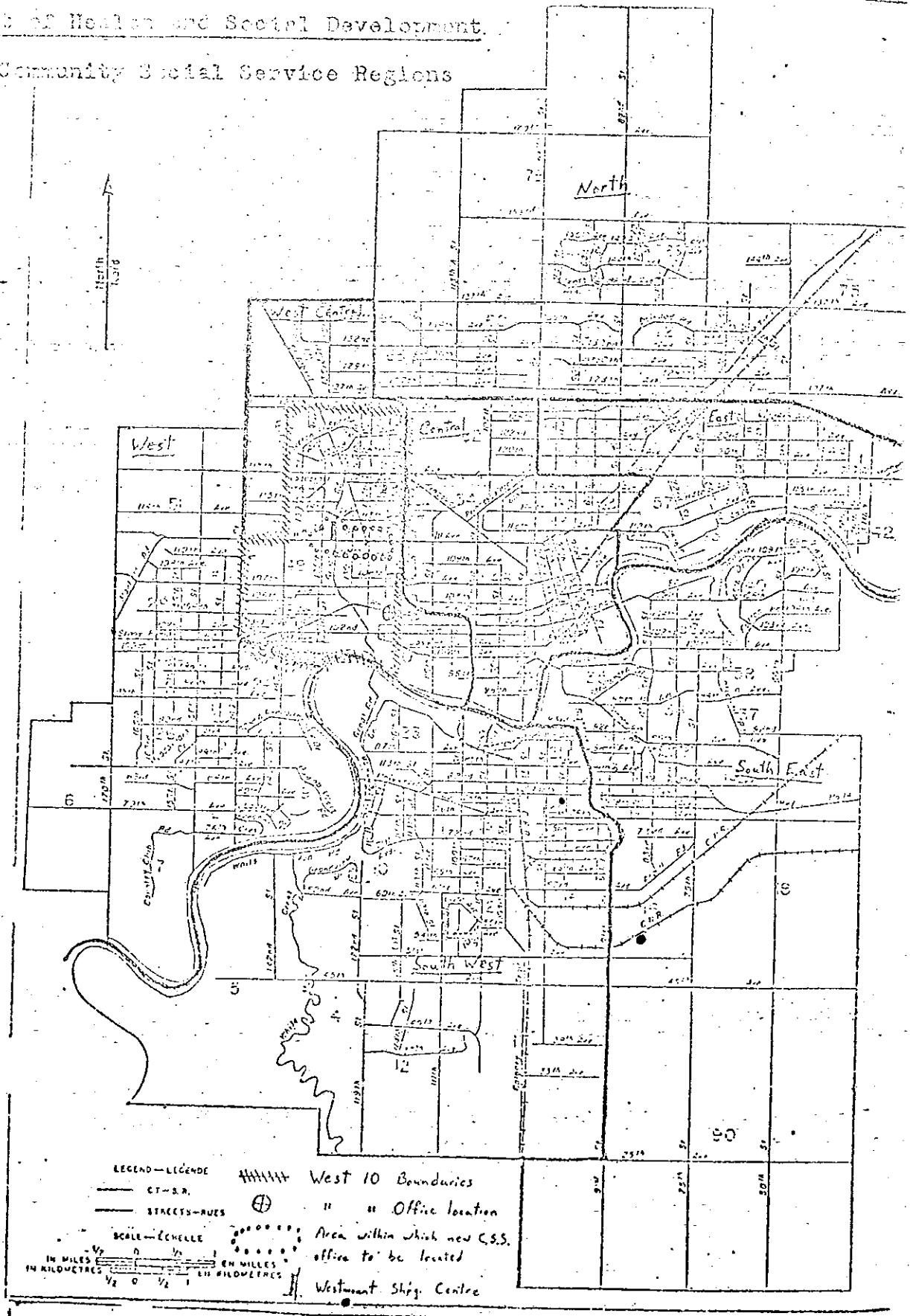
The province does not intend to achieve integration of their own services with those of the City by taking over the City statutory programs (financial assistance and probation) at this time. The decision to adopt the City's choice of service boundaries, however, was made to encourage the City to consider sharing joint premises. These boundaries also fit the Province's criteria for choice of boundaries, (see four criteria outlined in the press release).

The province does not intend to impose 'community boards' on the City, although they could do so using section 11.13 of the 1971 Department of Health and Social Development Act: this provision of the Act has not been used in any of the provincial pilot projects, (High Level and Medicine Hat), and may be unworkable. The province's suggestion that the Boards be funded under the Preventive Social Service Program, requires that the Boards be initiated by the City, and that the City pay 20% of the cost, and the Province 80%. There is no plan at present to formalize the relation of such boards to the new regional offices, to rewrite the Act, or to provide for Community Boards to administer the regional offices. Under P.S.S. legislation, such boards would be purely advisory to the Department's regional offices, having no formal relationship to them.

The decision to use the same Boundaries as the City appears firm. If areas were smaller such specialized services as psychiatrists could not be provided to all areas. If areas were larger there would be little improvement in the 'Human Approach' from the present regional office structure.

Department of Health and Social Development

Proposed Community Social Service Regions



1. DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT

(Assistant Deputy Minister: Dave Stolee)

(b) Preventive Social Services: Director, John Lackie

Under the Preventive Social Service Program any municipality in Alberta can apply for 80% of the cost of services that can be deemed 'preventive' in nature. Day Care Centres, Information Centres and counselling to 'prevent' family breakdown have been funded under this program. The City of Edmonton uses P.S.S. to pay for 80% of the cost of it's community workers and also part of the cost of some counsellors.

The Director of this Program (John Lackie) hopes to see more 'community development' projects funded under this program, and legislation is written flexibly to allow for this. When I talked with him he was just leaving for a meeting to discuss the implications for his own budget needs if the cities of Edmonton and Calgary did apply for funding of Community Boards through the Preventive Social Service program. The implication of our discussion was that the Province had made a commitment to provide their 80% and would abide by that commitment.

## 2. Department of Municipal Affairs

(Minister: Dave Russell  
Assistant: Terry Roberts)

In December 1973, the Minister of Municipal Affairs, Dave Russell, issued a document "Towards a New Planning Act". This document included various suggestions for "providing a reasonably effective mechanism for citizens to participate in the planning process beyond merely electing their local council members." The document suggests two such 'mechanisms':

### 1. Area Planning Advisory Committees

- (1) As a new idea, to formalize public participation in planning matters, we advocate that in those cases where a council of a city into not less than (three) areas to be known as planning areas and for each such area there should be an agency to be known as the area planning advisory committee.
- (2) A council of a municipality other than those referred to in subsection (1) by by-law could also divide the municipality into such number of planning areas as the council considers advisable and for each such area there shall be an agency known as the area planning advisory committee.
- (3) Such a committee would consist of not less than (five) members to be appointed for a term of three years by resolution of council from among the residents of and persons carrying on business in the area.
- (4) The members of the committee would be selected in such a manner that the committee will as far as practicable represent, in the opinion of council, a cross-section of the people and interests in the area and in no case shall it include officials or servants of the municipality or members of council.
- (5) The committee would advise and assist council in the planning and regulation of development within the area.
- (6) Council should have the authority to furnish to each committee such funds as council considers appropriate and a committee may expend such funds for the purpose of retaining employees, planning, legal and other consultants as it considers necessary for any of its purposes.

### 2. Community Organizations

- (1) In addition to an area planning advisory committee and for roughly the same purposes, a community organization, meaning an organization of persons designated by resolution of a council as a community organization, could be established at the lowest (neighborhood) level.
- (2) A council could designate a community organization if it finds that



- (a) the community organization has filed an application showing
    - (i) its proposed boundaries,
    - (ii) the name and address of its representative or office for the receipt of notices and other communications,
    - (iii) the names and addresses of its officers and directors;
 and
  - (b) the community organization represents more than (one-half) of the owners or occupiers of land within its boundaries.
  - (c) the community organization has at least (twenty-five) members,
  - (d) at least (fifty) per cent of the area of land within the boundaries of the community organization is developed or zoned for residential use,
  - (e) full participating membership in the community organization is open to all owners or occupiers of land within its boundaries, and
  - (f) the community organization carries on its affairs, in the opinion of council, in a democratic fashion.
- (3) A designation under subsection(2) would be for such interval of time as set out in the resolution and could on application by the community organization, be renewed from time to time by resolution of council.
  - (4) At any time after designating a community organization a council could, after hearing the organization and where it finds the organization no longer meets the criterion provided in subsection (2), by resolution remove the designation of the community organization.
  - (5) A community organization would be entitled to receive notices, participate in hearings, file appeals and bring legal proceedings to the extent provided for in this Act.
  - (6) A council could grant to a community organization such funds as council considers appropriate for the purpose of the organization retaining planning, legal and other consultants to further its objectives.

"Area Planning Advisory Committees" are appointed, operating in the same way as present 'advisory' committees to City Councils. "Community Organizations" are community based 'peoples' organizations which can apply for legal recognition and involvement in the planning process as representative of 'the people'. The document also suggests that such organizations may be granted funds by a city council.

This document only has 'suggestion' status; the department is open to any comments from interested persons or organizations until December 1974. At that time the new Act will be drafted. My impression was that they are very anxious for more public input.

PROVINCIAL GOVERNMENT

3. Culture, Youth and Recreation

This department does provide grants to community groups to 'do things' - through 'Project Co-operation' (which is administered by the City), and other programs. However, the Area Council expenses of 'being' in order to 'do' would not be met by this department. This could, however be a potential source of project funds for an area council that had core funding from some ongoing source.

This year the Department of Culture, Youth and Recreation have provided a renovation grant of \$2,000.00 to Community Leagues to improve their facilities.

Municipal Government

1. CITY COUNCIL

As the item below shows, City Council voted against the establishment of "non partisan advisory committees", on a motion of Alderman Hayter's in July of this year.

Taken from: Edmonton Journal, July 16, 1974, page 24.

COUNCIL VOTES DOWN WARD ADVISORY MOVE

A motion urging establishment of non-partisan advisory committees within Edmonton wards was defeated Monday in a close city council vote.

The motion by Ald. Ron Hayter said that the committees, similar in concept to those used in Winnipeg, are needed because Edmonton's existing ward system is "extremely large, unwieldy and diverse, making effective communication difficult."

The committees would serve as links between the local community and aldermen.

Ald. Hayter's motion, defeated on a six-to-four vote, asked that the city's ad hoc committee on citizen participation be directed to draft terms of reference for the advisory committees prior to the Oct. 16 civic election.

Mayor Ivor Dent and aldermen Una Evans and Bill McLean supported Ald. Hayter in the vote. Voting against were aldermen Terry Cavanagh, Dudley Menzies, Ken Newman, Buck Olsen, Cec Purves and B. C. Tanner.

Ald. Hayter noted that council twice before defeated attempts to increase the number of wards. "It would be foolish to pursue this now but we do have to establish a system of liaison now with our citizens," he said.

The vote was 6 to 4; Mayor Ivor Dent, Una Evans and Bill McLean supported Alderman Haytor. Cavanagh, Menzies, Newman, Olsen, Purves and Tanner opposed the motion.

Municipal Government

2. THE MAYOR'S COMMITTEE ON HUMAN RESOURCES  
and  
THE HUMAN RESOURCES PLANNING GROUP

These two groups are the "political" and the "professional" arms of the mechanism that was set up to monitor West 10. From my evidence, only the latter group met often enough to do any 'planning'. \*

Since the completion of the pilot project stage of West 10, decisions affecting it's future have been beyond the jurisdiction of the Human Resources Planning Group and there has been nothing for them to do.

One task was assigned to them by City Council in the summer of 1974; to assess the request of the Area 13 Co-ordinating Council for a 'Planner'. The Planning Group recommended that this request be granted.

At their meeting of June 18, 1974, the Planning Group met to discuss the "Provincial Position Paper on Service Delivery Modification". Members expressed reservations re:

- the lack of co-terminous boundaries
- a plethora of community councils
- a Provincial takeover

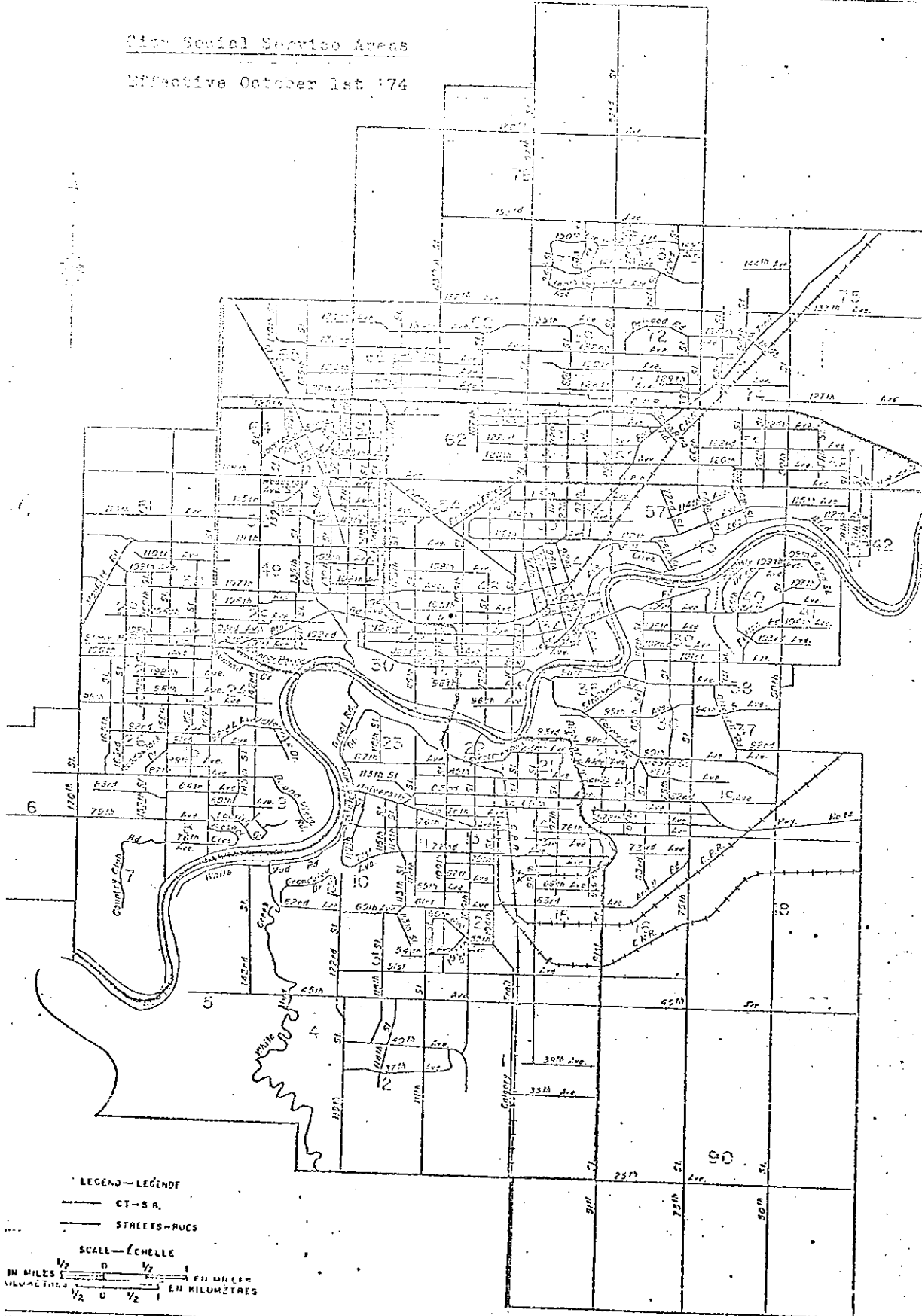
The group reaffirmed their recommendation that Area 13 be provided with funding for a "community care planner". This group has no longer any function. At least one member of the group suggested it was useless; another member suggested that it be re-constituted as an 'interjurisdictional' planning group, to co-ordinate and facilitate co-operation in the development of integrated and decentralized services in the City. Since both the City and the Province have specifically cited the need for co-operation, I think this is the most likely future for this group. It will not become a place to refer funding requests that City Council does not want to consider itself.

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\* This group includes Commissioner Hughes, Stewart Bishop from the United Way, and representatives from City Planning, Health, Social Services and Parks and Recreation, from the Province and from the Edmonton School Boards.

City Social Service Areas

Effective October 1st 1974



LEGEND - LEGENDE  
 --- CT-S.A.  
 --- STREETS-RUES

SCALE - ECHELLE  
 0 1/2 1 MILES  
 0 1/2 1 KILOMETRES

Municipal Government

3. CITY SOCIAL SERVICE DEPARTMENT

(a) Planning Section

The planning section of the Edmonton Social Service Department has the responsibility to (among other things):

(i) Monitor service trends within the department, and recommend program developments that may appear necessary; for example, the creation of new area offices, of boundary changes, etc.

(ii) To assess funding requests from voluntary agencies, to write reports and recommendation to the Social Service Advisory Committee re funding of the programs proposed by these agencies. This includes assessment of applications submitted for funding under the Preventive Social Service Program.

The boundary map attached is the design (dated December 1973) of this planning section; the new boundaries, and the creation of a second service area on the south side, are based on service needs resulting from growth of the City. This plan becomes effective October 1st, with a new area office opening in the Bonnie Doon area. There are already area offices in Beverly, Jasper Place, Glengarry, Duggan and, of course, West 10. The central area (previously two separate units) will be administered from the downtown office in the CN Tower. The planners anticipate that new area offices will be needed as the City grows, to serve the new outlying areas of the City.

In December '73, the Planning Section presented a proposal for the development of Area Councils to advise local area offices of the Department. The document was internal, and supervisors discussed the proposals with their own units, presenting their comments to a supervisors meeting at which the planning section were present. The proposals were heavily criticised and were shelved.

The planning section is in favour of the principle of Area Councils (though some of them have no clear idea of their function, structure, etc.), and are unlikely to oppose such developments. The planning section is however in a poor position to initiate such councils.

## Municipal Government

### 3. City Social Service Department

#### (b) Local Area Offices

As of October 1st, there will be seven area offices within the Social Service Department; each office provides certain "statutory" services (public assistance and probation) and a variety of "preventive services". (Counselling, volunteer programs, and community development.) Each unit has one member called a "community service worker" who has responsibility for community development in the area served by the office, and is the member of the team most likely to be sympathetic to development of area councils and most likely to be charged with some responsibility for their development.

As was discussed in the previous section, an area council proposal was presented to the local area offices for their discussion early in 1974. The criticisms of this proposal varied from "we don't need them" and "people can't run social services", to a lengthy discussion of the variety of area council designs that could be used. Attached as Appendix I is my own paper on this subject entitled "Some Planning Suggestions", which received some support within the Planning Section.

The Regional Offices differ in their attitude to Area Council Development, but all seem resistant to the possibility of their administration being "taken over" by a community board.

The City Social Service Department itself is also resistant to "integration" with local offices of the Provincial Department of Health and Social Development. The City feels that its local offices are small, friendly and that the "preventive" nature of many of their programs reduces the stigma usually associated with visits to a welfare office. We would have much to lose and little to gain from integration into a larger provincial community social service centre.

## Municipal Government

### 3. City Social Service Department

#### (c) Preventive Social Service Advisory Committee

This committee wears two hats; it serves as a "Social Service Advisory Committee" to City Council, reviewing various grant applications to City Council, and studying the budget of the Social Service Department before it is submitted to Council. Its second function is as "Preventive Social Service Committee" providing the community input required by Provincial legislation in applications for funding under the Preventive Social Service Program.

This committee hears all the usual City grant requests, and all Preventive Social Service Program requests, before they go to City Council. In the case of Preventive Programs, the individual programs as approved by this committee are not closely monitored by City Council (the one alderman who is member of the committee rarely attends). The committee, on the advice of the Social Planning Section of the City Social Service Department, prepares a budget for the coming year for the department, to include the Preventive programs for which the City will have to pay 20%. Existing programs are included, and also a blanket figure for anticipated new programs. It is now the Department's practice with most new programs to "purchase service" from an agency administered by a volunteer board, and therefore independent from the civic administration. These programs may be extensions of existing programs, or totally new ones; they are not specified in the budget, although the Director, Keith Wass, may be asked when the budget is presented to City Council what new programs he anticipates during the coming year.

This year, one of these "anticipated" new programs would be the funding of West 10 Area Council; if West 10 then applied for P.S.S. funding during the year, there would presumably be enough money in the City budget to cover such a program.

The Preventive Social Service Advisory Committee has not yet received a request for funding of an "Area Council", but only for various local area services



(e.g. Open Door, Norwood Readiness Centre, We Care Centre); these have been approved. The members of this committee are Sheila McKay, Bettie Hewes, Ellen Thompson, Marion Morgan (United Way), Dr. Allan (Health), Srtickland (Recreation), Brosseau (School Boards), D. K. Wass (C.S.S.) and Alderman Cavanagh.

Comment

Area councils could be funded, under an incremental approach, through the P.S.S. program without direct discussion of the issue by City Council. Once City Council had discussed the issue, and if they voted against the establishment of Area Councils funded under the P.S.S. program, such an approach would be impossible.

It appears that area councils will have to cover an entire area of a community social service regions in order to qualify for funding (i.e. smaller areas would not be eligible).

"I don't think we'll get away with less than \$40,000 or \$50,000 a piece; and we just haven't that kind of money; it won't be possible to do it at all for smaller areas."

-- D. K. Wass

## Municipal Government

### 4. Parks and Recreation Department

The Parks and Recreation Department has worked closely with "area councils" for many years. These are coalitions of 4 - 6 community leagues, who work with Area Recreation Directors (A.R.D.'s) to co-ordinate the recreation service in a particular section of the City.

These area councils vary in their effectiveness. Some plan for the booking of a swimming pool so that all their community league members may have a free swimming night. Some co-operate to submit joint L.I.P. requests. Some expand to include other community organizations. Some become concerned with other services besides recreation (e.g., Area 13). Some become politically active, lobbying for freer use of the school (booze and bingo in Area 17).

Beyond the grants to individual community leagues, these area councils are not funded by Parks and Recreation. The "spotty" history of these councils is probably a reflection on their dependence on volunteer labour, and occasional short term funding if they are lucky and inventive.

The Parks and Recreation Department have recently decentralized their area programming to five districts, each containing two or three area councils and their member leagues. The five districts have authority to establish (and re-establish) priorities within the total budget allocation to their district. There is some discussion by the Federation of Community Leagues of setting up "mini-federations" within each of the five districts. These mini-federations might or might not supercede the present area councils. In the Southeast District, Area Councils 13, 14 and 15 have formed a district council of 18 presidents. This council co-ordinates rental of facilities.

5. Edmonton School Boards

Both school boards have a form of "community council" relating to some of the schools in their system. To the Public School Board, these councils have the function of co-ordination of the "after school use" of the school, and no direct role in internal school matters (e.g., the community council has to decide if the school should allow booze and bingos). Some school principals, however, have chosen to work closely with a community group, sometimes called a "parents advisory group". They may discuss such matters as school curriculum, provision of family life education or the use of parents as "volunteer resource people" (such as teacher's aide) within the school.

## APPENDIX I

Leslie Bella  
February 1974

### Some Planning Suggestions

The planning proposal of December 73 advocated the formation of 'area councils' by City Social Service Department. My reaction to that document is now a matter of record. Further to those reactions, I would like to make some more constructive suggestions.

#### 1. Political, Administrative and Advisory Functions

The December 73 document confuses these three functions; there is a distinct difference between political, administrative and advisory functions, and an area council cannot do all three.

- a) An area council can be a political body. If the council has no legislative mandate, its function is limited to social action. If an area council does have legislative mandate, which would involve a formal tie with the City's political structures, i.e. City Council, it could then have responsibility for priority setting.
- or b) A body which administrates a service agency, and operates as a community board should not be confused with an area council. (Community leagues, Norwood Readiness Centre, etc. are samples.)
- or c) An advisory group, which makes suggestions about local services whose terms of reference are set by legislation, whose regulations are established by central administration - this is not an area council, but an advisory group.

(West 10 tries to do all three - this is not feasible.)

#### 2. Boundaries

The development of area councils is of concern to more than the social service department.

The school boards are setting up Community Councils with a function of priority setting in the after school use of school facilities.

The Parks and Rec department continues to help in the development of Community league area councils. Many of these councils have passed beyond traditional recreation programs.

The transit system, the telephones, the Provincial Welfare Department, etc., all maintain boundaries of their own. The Libraries, Health Clinics and High Schools all have catchment areas for each local service they operate.

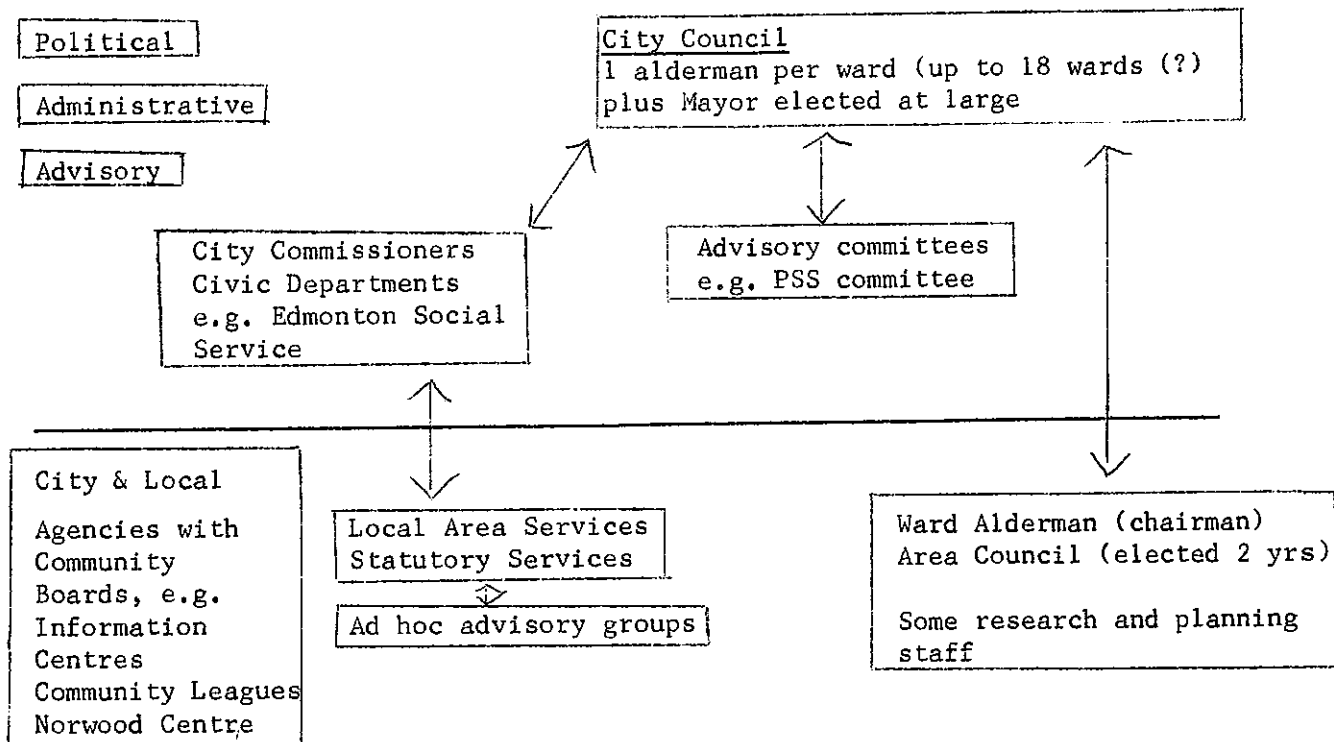
The city has a ward system which correspond to none of the above, or to any natural geographic or demographic boundaries within the city.

The Social Planning Council is studying area council development, and a proposal will probably emerge shortly incorporating an area council structure linked to a redesigned ward system. A revamped ward system is also on the agenda of a new municipal political part in Edmonton (URGE).

In view of these diverse influences it is not advisable for Edmonton Social Service to embark unilaterally on the establishment of area councils; the exercise would be futile, and possibly destructive to the long term success of the community council movement. However, there are somethings which Edmonton Social Service can do to facilitate the development of the Area Council Movement.

I present here a model for area councils which would be feasible in Edmonton, followed by some suggestions about Edmonton Social Service Department's role in its development.

Leslie's Model



Within this model:-

The area council would have a political function to keep the ward aldermen informed about local community concerns; to propose remedies for local problems, and to propose alternatives to plans which would have a negative effect on the community. The council should have a small research and planning staff, responsible to the council, not to civic administration. The council should not be allowed to build its own administrative empire, but to encourage the development of services under independent community boards. The staff for this council will probably come from Preventive Social Service staff presently attached to the statutory service programs of City Social Service.

The agencies with community boards would operate as they do now, reporting to their funding source, and sufficiently independent to raise their voices in defence of their own service or interest.

The decision about the overall allocation of funds would remain with City Council, where it belongs, with council more informed of the various needs and concerns in the city.

The role of advisory committees under this system would be altered. I would personally prefer to see advisory groups, at either the City or local level, struck by the City administration or Political structures on an ad hoc basis in response to specific issues or problem areas (e.g. the proposed style and function of a new social service centre, a response to significant rise in juvenile delinquency in an area, etc.).

#### The role of City Social Service in Development of Area Councils

1. That we be informed about area council development, and clear in our own minds of their possibilities and limitations. We may thereby dispel the confusion in the minds of other groups with the civic administration and City public.
2. That we continue to facilitate the development of citizen leadership, through the PSS sponsorship of local agencies, and through the staff role that our Department's community workers provide for Social Action groups within the community. I feel our record is fairly good in this area, but could be better.
3. That we recognise that the development of area councils requires political leadership, but that we can help in the implementation of such a program by administrative co-operation (e.g. in facilitating boundary changes; in not resisting the redistribution of P.S.S. staff to local area councils rather than our local service centres).

If, and when City councils adopts an area council approach they will have to

- 1) rationalise boundaries (including wards)
- 2) assign alderman to chair each council
- 3) fund area councils, and/or provide them with staff to use as they wish.

I think, personally, that this approach would significantly improve the responsiveness of our civic government.

LB/gvh

cc Ernie Schlesinger and G.C. Staff  
Keith Wass  
Done Milne  
Roger Soderstrom.